METHOD	ADVANTAGES	DISADVANTAGES	CONSIDERATIONS FOR ICAP TRAINING
Incident Process The incident process is essentially a variation of the case method. Unlike the case method, where all documentation needed to analyze and solve a problem is provided, the participant in this method is given only a critical incident in the development of the problem. e.g., a document highlighting a critical problem. The participants must then seek out the facts they need to direct investigation. Usually the investigation is carried out by asking questions of the instructor, who gives factual answers The participants are given only the information they actually seek, and they themselves must develop the documentation needed to bring about an adequate solution.	● Better approximation of job environments, i.e., the trainee does his own fact finding ● Participants interact. ● Feedback to the trainee is immediate.	● Structure is somewhat artificial. ● High degree of instructor skill is required for the method to be effectively implemented.	Like the case study, the incident process has potential for both patrol supervisor and officer skills training. Use of either of these methods (case or incident process) for officer training may be limited by the practical constraint of the number of persons to be trained, i.e., the group may be too large to effectively use these methods.
Role Play Role-playing can be described as an extension of the incident process where the situation is structured with specific roles for participants.	● Allows immediate feedback to participants from the reactions of others involved in the role play. ● If properly implemented it can closely approximate the actual job situation.	● If roles are highly structured the trainer will merely record results; if roles are somewhat unstructured trainer skill will have to be high.	Role-playing can be used to develop human relations skills. For supervisors, this may be skill in dealing with the officers assigned to him; for the patrol officer, the training may focus on witness interview techniques.

5-7

Figure 5-1. Training Methods and Techniques

(Page 3 of 5)

METHOD	ADVANTAGES	DISADVANTAGES	CONSIDERATIONS FOR ICAP TRAINING
Simulation Simulation is the 1) recreation of the job environment and 2) the control of that environment to bring about the conditions under which certain responses or desired behaviors may be elicited.	• The major advantage again is the close approximation of the actual job environment. • Additional input may be controlled allowing the instructor to control the complexity of the simulated problem. • Trainee receives direct feedback on his action from other participants in the simulation.	• Simulation requires real time -- training takes place in a period of time commenserate with that which it would take in the real job situation. • Costs for simulation vary, depending on the complexity of the environment to be recreated.	Assuming the particular job can be recreated at a reasonable cost, this method is particularly effective for skills and management training. For example, a series of calls-for-service could be placed on tape to train dispatches in call prioritization, blocking and stacking. An "in-basket" exercise is one of the simpler simulations for management training.
Management Games The participants individually or as teams represent competing organizations. Operating and policy decisions approximate those of the real job. Unlike simulation, time is compressed so that decisions to be made within a year's time in real life are presented to participants in a few hours.	• Approximates the decision making process management personnel goes through on the job. • Model itself provides immediate feedback to the participants.	• Cost of this method is high. Some gaming models may be purchased from private and academic organizations.	The time required to develop a realistic model would make the use of this method for in-house training unrealistic. Upper management of the department may, however, encounter this method while attending outside training programs. This method could be particularly useful in looking at manpower allocation and deployment strategies.

Fifure 5-1.   Training Methods and Techniques

(Page 4 of 5)

Programmed Instruction

Programmed instruction is the pre-sentation of material in relatively short steps, each requiring the train-ee to respond to questions and check his response against the correct answers provided. The instruction may be presented through a computer, audio visuals, or through the struc-ture of the text. One version of programmed instruction uses multiple choice questions to determine train-ees knowledge of the material; for wrong answers, the trainee is di-rected to additional instruction to teach the correct response.

• Primary advantage is the high degree of feedback to the trainee concerning his progress.

• The pace of the instruction is total-ly controlled by the speed with which the trainee learns.

• Cost of programmed instruc-tion can be extremely high due to the cost of develop-ing the materials. Since an instructor will not monitor the training, the instruction must be validated. This re-quires testing, revision, and retesting of the program to ensure that it meets instruc-tional objectives.

Given the cost of preparation for most programmed instruction, it is unlikely that it will be used extensively in the ICAP cities. It may be used in a limited way in its simplest form (e.g., questions at intermittent points in a film-strip, questions incorporated into the text of a book, etc.).

5-9

Figure 5-1. Training Methods and Techniques

(Page 5 of 5)

the supervisor must be knowledgeable about the
program in order that he be both willing and
able to implement the program and provide an ex-
planation of specific program activities to his
officers (orientation).

- The role of the middle manager must be fully de-
  fined to enable the assumption of additional re-
  sponsibilities. To the extent possible, tasks
  inherent in the new role and performance criteria
  by which the supervisor and his officers will be
  assessed should be specified (role definition).

- An attitude change may be needed to allow the
  middle manager to accept a supervisory role and
  make the necessary adjustments in his relation-
  ships to his subordinates. He must begin to
  identify with management and see his role in the
  decisionmaking process of the department (attitude
  change).

- With additional decisionmaking authority and re-
  sponsibility, the patrol supervisor must be able
  to analyze and use available information (ana-
  lytical/decisionmaking skills).

Supervisory training also must deal with the problem of developing
a proficient officer into a manager. It cannot be assumed that a success-
ful officer has the necessary skills to direct other individuals.

These requirements indicate the need for training that provides a high degree of feedback to the instructor concerning trainee progress, allows the training program to be adapted to individual learning rates, provides the appropriate forum for peer discussion, and provides for simulation of the problems/situations with which the supervisor will be confronted in the job environment. These requirements suggest heavy reliance on small-group training methods. Since there will be a smaller number of individuals to be given such training, the use of small groups should be feasible in most departments. The lecture method might be used for the orientation or preliminary phases of role definition training.

The case study and the incident process (a variation of the case study) are based on the documentation of an operational problem, preferably a reality-based problem. Students are expected to analyze available information and develop a solution. For example, the case problem used may be an existing deployment problem and may be presented to a group of sergeants by a watch commander. Comment on student solutions may be provided not only by the instructor but by the watch commander, who is in a position to make specific comments on why certain suggested solutions would or would not resolve the problem.

Working the problems as a group provides individuals with the benefits of their peers' thoughts. Working the problems individually provides a good exercise in decisionmaking. A combination of these probably should be used in the course of the management training program.

Simulation is another method which can be used in management training.

The supervisor's job may be simulated in a limited fashion through an "in-basket" exercise. For example, a patrol sergeant's in-basket would be filled with field reports to review, a special memorandum from the crime analysis unit concerning a specific crime problem in his area of responsibility, a standard-operating-procedure memo to be distributed to field personnel, and so on. The supervisor would be trained through the process of handling each of the items in the in-basket.

5.2.2 Patrol Skills Development Training

The primary focus of ICAP training should be on the patrol force. Although other department divisions should receive training in the course of ICAP implementation (e.g., dispatchers, investigators), this chapter focuses on the skills development training to be provided to patrol.

To select the best methods for patrol training, review of the skills necessary to ICAP implementation is essential. As stated in earlier chapters, the primary requirements include the ability to:

- Prepare quality field reports.

- Use situational analysis information in planning patrol actions.

- Conduct preliminary and, in some cases, followup investigations.

- Participate to a greater extent in patrol planning.

- Accomplish crime prevention activities as a part of the regular patrol function.

Noting these skill requirements, the training method selected should

approximate the actual job situation. Since the emphasis in patrol train-
ing is on "skills," the method selected should provide for:

- Discussion of the process.
- Observation of those skills as they actually are
  applied on the job.
- The opportunity for the trainee to perform the
  learned skills and receive immediate feedback
  on the quality of his performance.

The primary method to be used in training patrol then should be field or
on-the-job training. The various forms which this field training can take
are discussed earlier in this section.

Although on-the-job training will be relied upon heavily in develop
ing the required patrol skills, it should not be used to the exclusion of
other methods of training. The lecture method, which is the most common
of all forms of training and has been used extensively by ICAP departments
in the past, continues to be a viable method of instruction. The presen-
tation of factual information, guidelines, and/or policies is often a pre-
requisite to actual skills development training. For example, training
to improve field reporting could begin with a classroom lecture explaining
the report form and the desired technique for its completion.

Some of the obvious disadvantages of the lecture method include its
failure to approximate the job environment and the fact that students are
passive. However, certain advantages associated with the method argue for its

continued use. Those advantages include its low cost (relative to other methods) and the ability to present material to a large number of students simultaneously. These two advantages clearly demonstrate the relevance of the lecture method to ICAP patrol training, since cost and time are critical factors in method selection.

It is generally recognized by training experts that the lecture method is effective when used along with other methods that allow more individual attention to be given to the trainees. For patrol skills development, the lecture should be reinforced through field experience. On-the-job training allows for observation of the trainee within the actual job setting to determine if, in fact, the trainee learned from the classroom instruction. The instructor(s) will have the opportunity to identify skill deficiencies and take immediate remedial action, and to recognize and reinforce desired behavior.

Other methods that apply to the training of patrol personnel are those which simulate certain aspects of the job. The importance of these methods is that they allow the trainee to *practice* a skill prior to performing in the actual job situation. For example, an instructor might employ role playing to develop witness interview skills. Trainees learn in role-play situations through practice (as they participate in the exercise), observation of their peers, and imitation.

Included in the general use of the term simulation are the case study and incident process methods, which can be defined as the simulation, through documentation, of a critical situation or condition. These methods provide

trainees with the opportunity to test or practice their analytical skills.

The structured discussion method also may have application to patrol personnel training as a means to examine trainee attitudes and alter negative attitudes held towards given program concepts. If they are supportive of the program, other members of the group will be particularly helpful in altering the opinion of a peer.

5.2.2.1 On-the-Job Training

The advantages of on-the-job or field training have been discussed in the previous section. However, they are repeated here to emphasize the importance of this method of training. Most importantly, field training provides the appropriate vehicle for observation of trainee performance within the real job environment and allows the instructor(s) to reinforce desired behavior and to provide remedial instruction to those trainees who require additional attention. Secondly, field training removes obstacles that exist in the transfer of learned skills and behaviors from the classroom environment to the real job setting.

A benefit of field training not previously discussed is that an immediate return is realized on the department's investment in training: The trainee is actually performing his job responsibilities and duties while he is being trained.

These advantages, and the fact that skills are best taught through a process of discussion, observation, and task performance with feedback on the quality of the performance, strongly recommend the use of field training for patrol skills development.

The most familiar form of field training is that developed for in-
struction of the new officer. These programs operate on the basis of
one-to-one instruction of new employees by field training officer, field
training instructor, or field escort officer. The concept was developed
because it was recognized that academy training did not sufficiently pre-
pare an officer for field responsibilities. The basis of the program is
the teaming of an experienced officer with a rookie for a set training
period or until such time that evaluation of the rookie's performance
shows he is proficient in conducting his job. Appendices C and D include
a generic model of a field training officer (FTO) program and a brief
description of the San Diego FTO program. The San Diego FTO program is well
conceptualized; of particular note is the evaluation system established
for feedback on trainees' progress.

While many departments have successfully implemented an FTO program,
this type of training is limited. First, the audience is exclusively new
officers. Secondly, because of the cost associated with a one-to-one
ratio of instructors to trainees, some departments are dissuaded from using
this training method. Within ICAP, a training method is required that will
be appropriate for all patrol personnel and yet will retain the advantages
integral to field training.

The method suggested is tactical training. ICAP's emphasis on manage-
ment and maximizing gain dictates that training exercises serve a dual pur-
pose, that is, training exercises can be structured as tactical responses
to identified crime, crisis, or order maintenance problems. Thus, the

training hours normally consumed by classroom-type presentations are returned to the street, in that the hours are productively applied to a specific problem in the field. Learning while doing is not only more effective than classroom instruction in developing skills but can have a co-opting influence in altering negative attitudes that might exist at entry into the training/tactical response program.

The basic concepts of tactical training include:

- A specific crime pattern identified by the crime analysis unit that requires a response. Alternatively, it may be an identified order maintenance problem (e.g., a parade or demonstration).

- A plan for tactical response. (As part of the training, trainees may be involved in the tactical planning process.)

- Instruction in the planned response. A brief lecture or lecture demonstration will be provided to participants (approximately 1 to 2 hours).

- Implementation. The remainder of the 8-hour shift will be devoted to implementing the plan. (The shift schedule should be designed so that individuals are available for training for a minimum of one full shift.)

- Feedback. Both the subject matter expert (e.g., the crime prevention director/instructor) and the

patrol supervisors will work with and observe
trainees in the field. Feedback will be given
to officers immediately where the opportunity
exists; other feedback can be provided through
a feedback/analysis session, if necessary.

Appendix E provides an after-action assessment of a specific tactical
training operation conducted by the St. Petersburg Police Department. Based
on crime analysis information showing that Beat 6 had a major problem of
residential and commercial burglaries, "Operation Saturation" was planned
for that area to advise residents and merchants about security surveys.
The manpower to conduct the operation was drawn together through a depart-
ment shift schedule that provided three extra squads of approximately 10
officers and a sergeant each Wednesday and Friday. The three extra squads
are regularly scheduled on these days to make them available for training.
(Appendix F shows the shift schedule used by the department.) Prior to the
groups conducting security surveys, a 1-1/2-hour training session was con-
ducted by a sergeant from the crime prevention unit. The operation took
place on four separate days: Two days were devoted to residential surveys
and two days in the following week were devoted to commercial establish-
ments. Although the targeted number of surveys was not completed, the
operation was deemed a success in terms of a decline in the incidence of
.burglary offenses and in terms of officer/trainee reaction to conducting
crime prevention activities.

A final form of field training, which may be defined as soft training

hours, has gone largely unrecognized. This is training conducted within a department that is not labeled as training. For example, some departments allow patrol officers -- depending on the time available -- to work with department investigators in conducting followup investigations. Additional opportunities for this type of informal training should be explored by departments as a further means of expanding the field training concept.
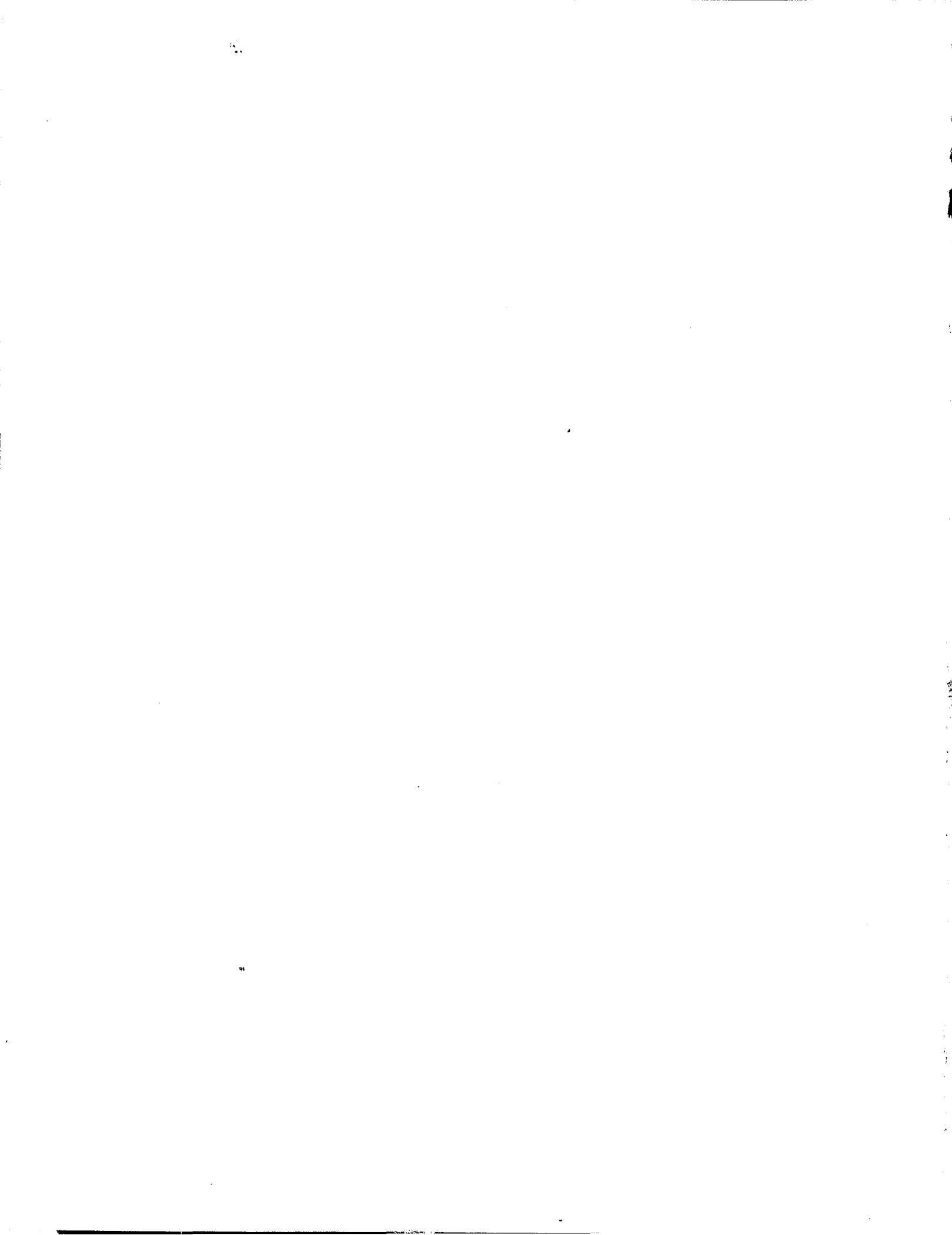
6. EVALUATION OF ICAP TRAINING

6.1 The Evaluation Element of the Training System

As shown in the general model of a training system (Figure 2-1), the evaluation element directly supports training development and implementation. Evaluation, as it measures the training activity and changes in the behaviors of attendees, provides the specific feedback required by those responsible for program development and instruction. The model reflects an iterative process where evaluation provides the input necessary for refinement of training objectives, content, and technique on a continuing basis.

The feedback processes are based upon two levels of evaluation, an internal evaluation of the training program itself and an external evaluation of behaviors outside the training situation. Typically, the internal evaluation measures changes in trainee knowledge, skills, and attitudes. These measures should be made before training to determine their levels at entry and at the close of a training program, or at intermediate points in the program, to provide more immediate feedback and allow modification to the course in progress. The external evaluation assesses trainees' on-the-job performance to measure behavioral changes attributable to training. The assessments and recommendations of line management concerning trainees' performance is of key importance in this effort. The evaluation makes use of the performance assessments to determine the extent to which trainees employ learned skills or techniques on the job as well as changes in the quantity or quality of the trainees' work. Measurement of these factors

provides an indication of the extent to which the training has facilitated change. Moreover, these measures can indicate deficiencies in course content (i.e., required skills not sufficiently addressed by the training program). Thus, evaluation provides feedback to those responsible for assessing department training needs by examining the relevance and practical application of the training program to the trainees' specific job responsibilities. Evaluation of on-the-job performance is important in that it may show that what an individual has been trained to do is inappropriate in a realistic setting. For mple, a certain task may be performed in a careful and thorough manner, but it may take longer than is practical or feasible in light of service demands.

6.2 Evaluation Objectives

The general mission of training has been defined as the development and maintenance of human behaviors or performances required by an agency to meet its objectives. Therefore, evaluation of training programs must focus upon the behaviors and performance of those who have been trained. The concept that evaluation of training must be primarily based upon the assessment of trainees' on-the-job performance is worthy of emphasis. Of primary concern to department administrators, the program manager, and those directly responsible for training is a determination of the return to the organization for their training investment. Questions which the evaluation should answer are: Has training effected the desired changes in behavior? Have changes improved the department's position relative to its overall objectives?

This primary objective should naturally lead to the evaluation of the training activity itself. This will be of significance to the training director and instructor in refinement of the curriculum and approach. The specific objectives for evaluation can be stated as:

- Evaluation of the training activity to determine the extent to which training effected changes in conferees' knowledge, skills, and attitudes.

- Evaluation of the behaviors external to the training situation to assess the extent to which training has effected desired behavior and the impact of those changes on department operations and objectives.

6.3 Levels of Training Evaluation

For each of the two levels of evaluation defined above, internal and external, there are two sublevels.[1]

- For internal evaluation of the training activity there are:

  - Reaction -- A determination of the conferees' feelings concerning the training.

  - Learning -- A determination of changes in knowledge, skills, or attitude.

---

[1] D. L. Kirkpatrick (ed.), Evaluating Training Programs, Madison, WI; American Society for Training and Development, Inc., 1975.

● For external evaluation of conferee behaviors

  there are:

  - Behaviors -- A determination of on-the-job

    behavior changes.

  - Results -- A determination of the impact of

    the learned behaviors on organization objec-

    tives (e.g., increased arrests, increased ef-

    ficiency, increased convictions).

Each of these levels of evaluation are discussed below. They are presented

in order of increasing difficulty of measurement. Their specific appli-

cation to evaluation of ICAP training is discussed in greater detail in

Section 6.4.

6.3.1 Reaction to the Training Program

Evaluation to determine conferees' reaction to a training program can

be defined as measuring how well the group liked the course. Usually, it

is a measure of the group's reaction to the course content, the manner in

which material was presented, and the instructor. Because it is the

simplest of all training evaluations, it is the most common.

It is important to note that evaluation of conferees' reaction to a

program does not provide an indication of increased knowledge or changes

in behavior. It does provide feedback to department administration that

can be considered in decisions related to continuation of the course and/

or selection of an instructor. It also provides the instructor with feed-

back on the student's reaction to his approach to the course. However,

the limits of this type of training evaluation should be recognized.

Specific suggestions or standards for conducting an evaluation of reactions are:

- Specify evaluation criteria -- Focus the evaluation on those activities that you wish to examine. In this specific case, management might want the attendees' reaction to the instructor's approach or to the program content.

- Develop an instrument/procedures for uniform data collection -- For example, a written comment sheet can be developed.

- Quantify the results -- Design the form so that the reactions can be quantified.

- Ensure anonymity of persons surveyed -- Signatures on forms should be optional.

- Allow additional comments.

The first three of these five steps have application to all evaluations. The last two apply specifically to the use of survey instruments.

A basic concept in evaluation is that the greater the number of measures of an activity or subprogram the greater the confidence in evaluation results. In terms of an evaluation of reactions, simple measures can be taken to supplement the survey of attendees. For example, the program manager, training director, or line supervisors can be asked to evaluate the training. Additionally, if an item is included on the survey instrument to determine the level of interest the instructor maintained

among conferees, course attendance records can be reviewed in relation to the answers obtained. Obviously, to use this measure attendance would have to be voluntary. If other factors unduly influenced attendance (such as overtime pay based on actual classes attended), a 100 percent attendance rate could not be attributed to student interest and would not validate answers obtained in the questionnaire.

6.3.2 Learning

Evaluation of learning is directed at determining whether knowledge of the subject has increased or skills improved. In addition, it includes measures of changes in attitude. The attitudes referred to here are those towards specific concepts or programs to be instituted (e.g., crime analysis, patrol conduct of preliminary investigations, directed patrol). An evaluation of what has been learned is more difficult to conduct than an assessment of reaction. However, it provides a much better indication of the effectiveness of the training program (i.e., did the trainees learn from the course). If there has been no change in knowledge, skills, or attitudes of attendees, there is little reason for one to anticipate changes in behaviors and, therefore, little reason to examine behaviors. Use of learning as a criteria for evaluation of training represents an intermediate phase and a means to forecast the likelihood of changes in behavior. The ultimate evaluation of the training program will be the assessment of on-the-job behavior.

Evaluation of learning will be based primarily on classroom performance and written tests. Observation of classroom performance will obviously

be more appropriate in a training situation where the attendees partici-
pate (i.e., role playing, simulation, discussion groups) and where tech-
niques or skills rather than facts are being taught. Where attendees
are more passive, as in the lecture setting, and factual material is pre-
sented to the group, a written test would be more appropriate. Many
courses combine both types of instruction and, therefore, are amenable to
evaluation based both on observation of attendees and a written test.

Certain standards for evaluation of learning are applicable both to
technique and skills training and to lecture situations. If increased
knowledge, improved skills, or changed attitudes are to be attributed to
the training program, a pretest and posttest evaluation must be conducted.
Where possible, a comparison group should be used to compare the test re-
sults of persons who received training with those who did not. A compari-
son group is composed of those individuals who did not receive training
but who are similar to the training group in all ways possible. For ex-
ample, a comparison group could be established by phasing the training and
comparing one sector to another or by phasing the training by watches and
comparing watches within a sector.

To the extent possible, written tests should be structured so that re-
sponses can be tabulated and statistically analyzed (i.e., multiple choice
or true/false items). The test must be a valid test of the course, that is,
it must represent a measure of material covered and information which should
have been transferred to the students.

The pretest and posttest approach is required for all training if, in

fact, changes are to be attributed with any degree of certainty to training and not to factors outside of the training, (e.g., longer time on the job). If evidence collection and processing techniques were being taught, skills might be measured as trainees enter the program through a written test and through instructor and peer critique of a simulated crime scene search. The test would be conducted again at the conclusion of the course or relevant session to determine improvements.

The pretest provides an indication of the group's knowledge of the subject and allows the course to be altered accordingly. It also provides the baseline for comparison of posttest results. Without a pretest/posttest approach, a department could theoretically conduct an entire training program in which little new information was presented (i.e., officers might be fully knowledgeable in the subject area and simply may not have applied that knowledge on the job). In this case, a posttest alone would reflect high scores for the attendees but would not represent a valid test of the value of the course.

In designing a pretest/posttest approach, the two tests should be of equal difficulty. Although the same test is sometimes used before and after, this is not recommended because improved scores on the posttest may be due in part to familiarity with the specific questions. A pretest/posttest approach is not necessary for all sessions of the course. Once the pretest/ posttest has been conducted, generally only the posttest is given to conferees, repeating the pretest occasionally to determine any significant changes in the entry level knowledge, skills, or attitudes of the conferees.

6.3.3 Behavior

Evaluation of training in terms of on-the-job performance is more difficult to accomplish than either evaluation of trainees reactions or learning. However, it is the ultimate evaluation objective of training, since it will indicate not only whether skills or knowledge have been increased but whether classroom learning can be transferred to activities in the real world. An evaluation of on-the-job performance also can provide an indication as to whether the trainee will apply learned skills or information (i.e., whether the course has effectively altered negative attitudes held towards a particular concept) or whether other implementation problems exist.

Using behavior as a criterion for judging the effectiveness of a training program is more difficult because behaviors are harder to specify and categorize. Evaluation of training based on on-the-job behavior requires observation of activities that might indicate the impact of the training program and also requires that certain judgments be made as to the quality of the work output. When using behavior as a criterion of effectiveness, it is particularly important to structure the evaluation to ensure that results obtained are as objective as possible. Again, a before and after (pretest/ posttest) approach should be taken with effort directed at determining trainees' job performance prior to attending the training program.

For the most part, the effect of training on job performance will be assessed based on changes in the *quantity* and *quality* of work output. Thus, the impact of a training program for patrol personnel on preliminary investigations might be assessed through:

- Documentation of increased patrol involvement
  in preliminary investigations as reflected by
  the numbers of patrol-conducted preliminary in-
  vestigations. (For this particular example, the
  baseline may be 0.)

- Review of randomly selected patrol field reports
  to determine the quality of the preliminary in-
  vestigations conducted (i.e., sample the sum of
  the investigations in a way which would allow any
  single investigation to be included in the sample).
  Again, there may have been no prior patrol in-
  volvement in preliminary investigation and,
  therefore, no prior behavior upon which to base
  a comparison. In this case, a comparison of pa-
  trol-conducted and investigator-conducted prelimi-
  nary investigations is appropriate where the party
  critiquing does not know which group conducted the
  investigations. The review/critique might be ac-
  complished by investigations personnel.

- Observation by a patrol and/or investigations
  supervisor of the officer's investigation. Again,
  an observation instrument should be developed to
  structure the evaluation and ensure that equivalent
  data are collected.

To use changed behaviors as criteria for establishing training effectiveness, it is necessary that factors outside of the training be examined to determine their influence on the changed behaviors. Practically speaking, most designs employed in program evaluation do not allow outside factors to be sufficiently controlled to state with certainty that results can be attributed to a single given factor, i.e., a training program.

In many cases, training may be accompanied by changes in policies or procedures or in incentives that might, in fact, provide the real basis for changes in job behaviors. It might be more important to *determine causes for the absence of desired behaviors*. If a department institutes a program promoting patrol involvement in crime prevention activities, evaluation of the training action may show that trainees obtained high scores both in terms of knowledge and positive attitudes towards their involvement. However, an evaluation based on behavior may indicate that only a small number of residential/commercial security surveys had been conducted by patrol officers after the training program. Assumptions should not be drawn from this information that the training program was ultimately not effective until the impact of factors outside the training action are explored. This is particularly true for a program such as ICAP where a number of changes are occurring simultaneously.

Using the above example, the potential reasons for the absence of changes are numerous:

- Lack of support from the officers' immediate supervisor.

- Lack of required administrative support through vehicles such as formal policy announcements and procedural memos.

- Failure to provide the necessary time to conduct the surveys. For example, it might be assumed that walk-in/phone-in reporting and blocking of CFS would provide 'X' hours of uncommitted time to one-half of the units. Examination (evaluation) of these activities might show that dispatchers have not been adequately instructed and the measures have not, in fact, been implemented, resulting in little or no change in the amount of uncommitted time.

Additional reasons could be developed for the hypothetical situation presented. Certainly, the problem of resistance to change cannot be fully dealt with in a training program and can be said to be the single greatest reason for failure to innovate. The important point is that using behaviors as criteria of training effectiveness requires that the external environment be examined to determine all intervening variables.

Timing for the performance evaluation is an important consideration. Ideally, sufficient time should elapse between the completion of the course and the performance evaluation to allow trained behavior to have become an integral part of the trainees' on-the-job routine. However, allowing time to elapse delays feedback on whether the trained behaviors have been applied

to the job situation, and the opportunity to reinforce desired behaviors and undertake additional training actions may be lost. It is suggested that the performance evaluation begin shortly after the course has been completed and be repeated several months hence. To ensure that desired behaviors are well established, the evaluation can be repeated again a year after completion of the training.

6.3.4 Results

The objectives of training programs can be stated in terms of long-range organizational objectives and results desired.

TRAINING PROGRAM	ORGANIZATIONAL OBJECTIVES
Preliminary Investigation	To improve the quality of information captured to increase case clearances, cases filed, and case convictions.
Crime Prevention	To reduce the incidence of crime, specifically, residential burglary.
Dispatch	To reduce time spent responding to low priority calls and to establish blocks of uncommitted time for purposes of conducting directed activities.

The problem experienced in using desired results as criteria of training effectiveness is one previously discussed in Section 5.3.3: Isolating the effects of the program to determine its contribution versus

the contribution of other intervening variables. Summary data that reflect improved organization efficiency or effectiveness (such as crime incidence, number of arrests, number of cases filed, and number of convictions) can be examined to answer questions about the possible impact of training (among a number of variables) on organizational objectives. However, the further you move away from the action in terms of evaluation, the harder it is to draw the correlations between the action and outcomes. For this reason, it is recommended that training programs be evaluated in terms of those criteria which most easily can be related to training actions, that is, reaction, learning (skills, knowledge, attitudes), and behaviors.

6.4 ICAP Training Evaluation

Many of the ICAP cities have undertaken extensive training programs during their first and second years of funding. Some evaluation of those training programs has been conducted. Primarily, the evaluations have consisted of reaction evaluations, that is, surveys of conferees' feelings about the course, the instructor, and so on. Of those evaluations conducted to determine learning, tests have been given almost exclusively on a post-training basis only. Since evaluation funds are limited, it is important that funds spent provide information to assist in program management. Figure 6-1 represents a series of measures that could be taken to determine the effectiveness of a patrol crime prevention course.

The list is provided as a means of giving specific examples of the levels of evaluation presented in Section 6.3. The comments focus on the

LEVEL/CRITERIA		MEASURES	COMMENTS
INTERNAL	Monitoring	Number of hours, by type of classroom training; number of hours, by type of OJT.	Should be included in an evaluation of any training. Before determining results of a program activity, the evaluation should establish implementation.
	Reaction	Survey of attendees for perception/ ratings of training content, style, appropriateness, level of presentation, time allowed for the subject, instructors knowledge, instructors performance, program benefit.	Although most common, this type of evaluation of training is not recommended unless supplemented by an evaluation based on learning and behaviors. NOTE: In addition to other weaknesses, a survey of conferees' reactions to a course can be largely biased by a dominant or likeable instructor.
	Learning	Pretest/posttest of patrol officer attitude towards crime prevention activities (interview and/or questionnaire).	Resistance to change is a problem encountered by many ICAP departments. This measure can be particularly helpful in tailoring the course and forecasting changes in behavior. Interview and/or questionnaire have been suggested since interviews, it is felt, provide more detailed and accurate answers. The interviewer can also record his observations.
		Pretest/posttest of patrol officer skills in conducting security surveys (observations using an instrument for collection of uniform data. Officer might be observed by crime prevention staff and/or supervisor).	The instrument assures uniformity and, to the extent possible, objectivity in the qualitative judgments.
		Pretest/posttest with comparison group for officer knowledge of crime prevention techniques.	A pretest/posttest of officer knowledge is critical to determining if the program has effected the desired changes in officer knowledge, skills, or attitudes. Appendix G provides a good example of a test of knowledge administered by the Portland, Oregon, Police Bureau.

Figure 6-1.   Patrol Crime Prevention Training Evaluation Measures

(Page 1 of 2)

LEVEL/CRITERIA		MEASURES	COMMENTS
EXTERNAL			
	Behaviors	Number of patrol-conducted security surveys, number of victims instructed, number of community meetings attended, number of other community contacts made (e.g., distribution of crime prevention materials, Operation ID) on a before and after basis.	Behavior changes as reflected by quantity of work output (pre/post). If there was no prior involvement of patrol, this would be post only. The evaluation should assess activity against stated objectives (e.g., a goal of 1500 security surveys in year one).
		Crime prevention staff and/or supervisor observation of officer community contacts and conduct of security surveys (observation using an instrument).	Quality of work output (pre/post). Acceptable standards of performance established by crime prevention and command staff.
	Results	Survey of citizen awareness of crime prevention programs (target vs. nontarget areas).	The measures listed represent impact measures for the training program and the crime prevention activity/subprogram.
		Test of citizen knowledge of crime prevention techniques (target vs. nontarget areas).	
		Number of inspections; rate of compliance with recommendations including an assessment of the extent of the compliance.	
		Number of residential/commercial burglaries in target area (pre/post).	
		Number of residential/commercial burglaries in areas contiguous to target area for evidence of displacement (pre/post).	
		Burglary rate at surveyed households vs. nonsurveyed households in the target area.	
		Burglary rates for surveyed households pre/post.	
		Method of entry pre/post (examination of field reports).	

Figure 6-1. Patrol Crime Prevention Training Evaluation Measures

(Page 2 of 2)

advantages and disadvantages of each type of measure in terms of evaluating an ICAP project. Much of what is stated regarding the specific example may be generalized and applied to evaluation of other training programs. The list is not meant to be a model design, and it is not suggested that all measures be employed in evaluating any single program.

Appendix G provides an example of a good test of officer knowledge. The test was developed for the evaluation of the Portland, Oregon, Patrol Emphasis Project (PEP) Evaluation by the Portland Office of Justice Programs. It was administered before the training and after the completion of the training. The test results of the group that was trained (the North Precinct) were compared with the test results of the nonproject groups (the Central and East Precincts) who were not trained.

One issue in evaluation is that the technique used to evaluate may be obtrusive and threatening (e.g., a test), and thereby the evaluation itself may bias the results. In the instructions to trainees for the test shown, the evaluators have attempted to minimize this problem. Instructions included notification that the officer's name and number are requested only for purposes of the evaluation and that test results would not be noted in individual records. Secondly, the instructions for the pretest recognize the fact that the officers are not expected to know all the answers. These instructions are intended to remove any threat posed by the test.

Behavior measures included in Figure 6-1 show that these may be relatively simple, yet still provide the best indication of the impact of training on department operations.

Finally, measures of results serve a dual evaluation purpose: They serve as measures not only of the training program but also of the activity itself (i.e., of the entire crime prevention effort). Generally, measures of results are not recommended as criteria for judging training effectiveness, since it is difficult to attribute the changes to training or to any other single variable. Results are better used to determine the potential impact of a total program (e.g., the impact of the ICAP program on community perceptions of the department).

APPENDIX A

Representative Sample of ICAP

Training Conducted

ICAP Related Training*

CITY	TRAINING CONDUCTED IN								REPRESENTATIVE COURSE CONTENT	ADDITIONAL INFORMATION
	ICAP ORIENTATION	CRIME PREVENTION	INVESTIGATIONS	CRIME ANALYSIS	PATROL OPERATIONS	COMMUNICATIONS	CAREER CRIMINAL	OTHER		
Arlington TX	X	X	X	X	X			X	PEP Orientation (Mid-management); Crime Prevention (Officers) -- Orientation & History, Security, Internal Management, Public Speaking; Investigations (Officers) -- Crime Scene Search, Developing Informants & Notetaking, Field Interrogations & Followups, Forensics, Report Writing, Case Filing, Elements of the Crime; Crime Analysis (Mid-management) -- History & Purpose, Patrol and Beat Officers, Methods; Other (Mid-management) -- Interpersonal Relations	A number of Arlington officers also attended the Texas Crime Prevention Institute.
Austin, TX		X							Crime Prevention -- History & Principles, Security, Crime Risk Management, Community Programs, Program Evaluation	In -Service classes on crime prevention given to 346 police officers.
Ft. Worth, TX	X	X	X	X	X		X		Orientation for Supervisory Personnel; Investigations -- Crime Search Scene, Use of ID Kits, Interviewing Techniques; Career Criminal -- Prosecutorial Involvement; Patrol Operations and Tactics	From March through September officers and TOI's assigned to Patrol Duties will attend a specialized Training School authorized in the first year of participation in ICAP. Students will attend on their day off and will be paid overtime pay (time and one half) for the time spent in school from funds allocated in the Grant. The length of the school for each student is 36 hours. Those selected for intensive Crime Search Training will receive an additional 8 hours. All officers and TOI's, except those on Special Detail Status or Investigative Assignments, and K-9 Officers will attend. The school is specifically designed for patrol activities. The ICAP Grant provided funds for purchasing 35 Crime Scene Kits. During the ICAP Training Period, 70 Officers and TOI's will be trained to perform Crime Scene Search at the scene of offenses they are called to report and investigate. They will be qualified to handle all but the most complex crime scenes.
Jacksonville, FL	X		X		X		X	X	Investigations -- Evidence, Procedures, Methods and Techniques; Patrol Operations -- Procedures and Techniques, Administration; Other -- Interpersonal Relations	All officers receive 40 hours of in-service training. In addition to a one hour ICAP presentation, the Director and Deputy Director of Operations discuss ICAP during their time slot. Detectives receive training on terminal operation so they can retrieve "search" data. The State's Attorney provides training (Managing Criminal Investigations) to In-service and Recruit trainees.
Lawrence, KS	X	X	X		X	X		X	Supervisors' Training: Police Research -- Overview of the Kansas City, Missouri, Preventive Patrol and Response Time Study; San Diego, California, Community-Oriented Policing, Field Interrogation, and One-Man, Two-Man Car Experiment; the Rand Criminal Investigation study; the Wilmington, Delaware, Split-Force Experiment; and the New Haven, Connecticut, Directed Deterrent Patrol Communications -- Focused on organization, group, and personal communications. Program Evaluation, Leadership Styles, Decisionmaking, and Goals and Objectives. Performance. Crime Prevention -- Techniques. Patrol Officers' Training: Orientation -- ICAP Program, Crime Analysis, Task Force Training; Investigations -- Crime Scene, Forensics, Report Writing, Interview & Interrogation, Case Preparation & Warrant Processing; Crime Prevention -- Techniques	Lawrence's ICAP was designed to improve the ability of supervisory and patrol personnel to carry out their assigned tasks. The supervisors training was held from March 13 to April 18, 1978. Ten 4-hour sessions were held from 3:00 to 7:00 p.m. each Tuesday and Thursday. The 40 hours included the areas identified previously. The patrol officers training was scheduled for commencement on May 2 and completion by June 6, 1978.
Lexington, KY		X	X						Criminal Investigations -- Crime Scene, Informants, Interviews and Interrogation, Techniques, Grand Jury and Circuit Court Procedures	40-hours of State-mandated crime prevention training. Prosecutors involved in developing course in Grand Jury and Circuit Court Procedures.

CITY	TRAINING CONDUCTED IN								REPRESENTATIVE COURSE CONTENT	ADDITIONAL INFORMATION
	ICAP ORIENTATION	CRIME PREVENTION	INVESTIGATIONS	CRIME ANALYSIS	PATROL OPERATIONS	COMMUNICATIONS	CAREER CRIMINAL	OTHER		
Memphis, TN		X	X						Crime Prevention -- Introduction & History, Security Systems, Techniques	Between October 1, 1977 and March 30, 1978, each of the Department's 550 officers was provided 8-hours of in-service training on the purpose and use of the new Offense/Incident form. Two patrol officers attended the California Crime Prevention Institute's 80-hour Crime Prevention and Practice course. These same officers then conducted 16 hours of crime prevention in-service training for the Department's 550 patrol officers. Plans are being made for providing the 550 patrol officers with 16 hours of in-service training in preliminary investigations.
Newburgh, NY	X	X	X		X			X	ICAP Orientation; Crime Prevention -- Security, Patrol Tactics; Investigations -- Case Construction, Evidence, Solvability Factors in Case Handling; Patrol Operations -- Theory, Deployment, Tactics; Other -- Information Systems	Newburgh conducts voluntary monthly team training meetings: one headquarters team, two field teams. ICAP funds are used for overtime. Approximately 45% of the officers participate. Department also conducts periodic team training retreats at a local university.
Norfolk, VA	X	X	X	X	X				Patrol Manager's Workshop (Mid-level Managers) -- PEP Orientation, Project History and Development, Project Goals/Components, Project Evaluation, Crime Analysis, Systems Analysis, Performance Evaluation, Training Trainers (Implementation Strategies) Patrol Supervisor's Workshop -- PEP Orientation, the Police Role, Patrol Innovations and Trends, Community Profiling, Techniques of Supervision, The Role of the Supervision. Patrol Squad Training -- PEP Orientation, The Police Role, Patrol Innovations and Trends, Community Profiling, Squad Conferences. Patrol "Spot" Training -- Preliminary Investigations, Report Writing, Computer Print-outs, Crime Analysis, Planning Techniques.	Duration of each training: Patrol Managers' Workshop -- 3 days; Patrol Supervisors' Workshop -- 2 days; Patrol Squad Training -- 40 hours (16 sessions); Patrol "Spot" Training --20 hours (8 sessions for each of the 8 topics areas). Additional training conducted in conjunction with local prosecutor and representatives of the city's state career criminal program. Course content focus on developing patrol awareness of local career criminal program and identication of police skills and techniques/procedures which require enhancement due to career criminal focus.
Portland, OR			X	X					Crime Analysis; Investigations -- Patrol Officers, Review Procedures	Crime Analysis Training Goal: Teach Patrol officers the methodology, assumptions, uses, limitations, and products of crime analysis (2 hour session). Investigations Training Goals for Patrol Officers: Teach Patrol officers items in evidence-gathering techniques that require a criminalist to collect and preserve (4 hours per officer); teach methods for conducting and reporting robbery and burglary investigation (2 hours). Sergeants' (Supervisory) Training Goals: Recognition of deficient investigation reports (4 hours).
San Diego, CA			X	X			X	X	Career Criminal --Sight and Sound presentation (In-service and Recruit Training), Roll Call presentation, Daily Bulletins, "Copper Wire" (Department newsletter), videotaped training presentations available to officers; Crime Analysis -- Roll Call presentation, Daily Bulletins, "Copper Wire", videotaped training presentations; Investigations -- Evidence Kit. Departmentwide training in use of new crime and arrest report forms.	Evidence Kit training basically consists of one 8-hour session. Sight and Sound presentation details Career Criminal Program. Department is in the process of preparing a similar presentation for ICAP. Roll Call presentations explain Career Criminal Program and provide update on career criminal and criminal analysis operations. Daily Bulletins and Newsletters provide information on Career Criminal Program and note individuals who use crime analysis to close a case.
Simi Valley CA		X		X					Crime Prevention -- History & Orientation, Security, Public Information Crime Analysis -- Definition, Information available through CAU	1977 Annual Training Program introduced crime prevention and crime analysis to the Simi Valley Police Department.

ICAP - Related Training*

CITY	TRAINING CONDUCTED IN								REPRESENTATIVE COURSE CONTENT	ADDITIONAL INFORMATION
	ICAP ORIENTATION	CRIME PREVENTION	INVESTIGATIONS	CRIME ANALYSIS	PATROL OPERATIONS	COMMUNICATIONS	CAREER CRIMINAL	OTHER		
Springfield, MO	X	X	X	X	X	X	X	X	First 40 Hours: Orientation to ICAP Function of the Crime Analysis Unit, Qualifying a Career Criminal; Crime Analysis -- Career Criminal Data Storage, Use of Field Interview Reports, Major Crime Scene Investigations and Preservation of Evidence, Interviewing and Interrogation, Operation and Function of the Crime Prevention Unit, Handling Cases Involving a Career Criminal as a Suspect. Second 40 Hours: Beat Profiles; Security Hardware and Crime Prevention in Directed Patrol; Investigations of Armed Robbery, Comerical and Residential Burglary, Checks and Con Games; Search Warrants; Risk Management; Interpersonal Communications; Criminal Law; Use of New Offense/Incident Report Form; Prosecutorial and Court Procedures; Lab Photography; Efficiency Blockages; Managing Criminal Investigations; Prioritization of Calls for Service.	Springfield's ICAP Training Course was conducted in two 2-week/40-hour sessions. Each class consisted of an in-depth presentation of the particular subject matter, including the preparation of a detailed lesson plan which contained such information as the class objectives and procedures (see Appendix).
Stockton, CA	X		X	X	X				Investigative Skill Development -- Crime Analysis Training, Interviewing Skills Development, Advanced Interviewing Techniques Training, Generalist Officer Concept/Leader Awareness Training; Management Training for Patrol Command Staff; Stress and Crisis Management Training	Stockton's ICAP has provided 40 hours of training for patrol personnel specifically designed to enhance and facilitate implementation of ICAP goals and objectives. The Crime Analysis, Generalist Officer, and the Legal Awareness training have been conducted in full and evaluated. A detailed course syllabus has been developed in the areas of initial interviewing skills and Stress and Crisis Management training; and the Department is in the process of developing a Comprehensive Community Profile, which will be presented to Patrol officers in Fall 1978. A training component in the management of patrol operations has been designed and will be presented in late July 1978.

* The information contained herein is not intended to denote that these are the only cities conducting ICAP-related training. Based upon the site assessment visits conducted in late 1977, those departments that appeared to be most progressive in their ICAP-related training were recontacted by telephone in June 1978 and asked to provide updated training materials. The information contained herein was a result of the response to that inquiry.

APPENDIX B

ICAP VTR Information Survey:

Capabilities and Facilities and Equipment

VTR Information Survey (Capabilities & Facilities)

City/VTR Coordinator	Film Transfer Capability	Video Tape Editing/ Duplication Capability	Description of VTR Facilities & Setup
Arlington, TX Sgt. Don Martin	16mm projector to video camera	VTR 820 into the edit machine. Hitachi SV5100 (we have no automatic timed editing).	Studio for making films taken in the field. Also a 5 cum. input special effects unit. 165 films in library.
Atlantic City, NJ Sgt. Arthur Snellbaker	None.	Sony VO 2600 & VO 2800 video recorders.	15'x20' studio with separate control room. In operation with a two camera setup through a Panasonic Black & White special effects generator. Generator is in combination with a Shure sound mixer and a Strand Century portable lighting kit. On order a two camera setup with color capacity. Existing Black & White camera will be used as a graphics camera and the Sony VO 2600 recorder will be a circulation machine in the field.
Austin, TX Major Mike Belvin	None.	Edit with Sony 2800 and 2850. Recorders with spectra-vision editor. Duplication from 2800 to 2850 or vice versa.	20'x25' studio with a separate control room with production facilities. Studio in training academy. Can tape in studio or classrooms. Library with 16mm films.
Colorado Springs, CO Lt. O. Kirkbride	None.	None.	Academy has the equipment for training purposes. No studio at this time.
East Providence, RI Officer William McPhearson	None.	None.	All VTR equipment housed in the precinct station with additional audio-visual equipment. No tape library at this time.

City/VTR Coordinator	Film Transfer Capability	Video Tape Editing/ Duplication Capability	Description of VTR Facilities & Setup
Fort Worth, TX Sgt. J. L. McGlasson	No film chain is owned by this agency.	Editing or duplication capacity is owned by this agency.	A training classroom houses the limited video tape equipment. There is no "studio" as such. Staff member produces video tapes for training made with borrowed equipment. The North Central Counsel of governments has limited capacity. DFW/DPS has an adequate studio. Very few tapes owned by FWPD since we have no equipment for their use.
Jacksonville, FL Officer D. C. Boatright	None.	None.	Approximately 30 1" tapes color. Approximately 20 tapes 1/2" black and white; 1 staff operator, video equipment in one location and moved on temporary basis when and where needed.
Kansas City, MO Officer Harold Oldham	Unknown.	Unknown.	Small studio in A.S.A.P. unit, staff capabilities limited. Bulk of equipment stored at Regional Training Academy
Lawrence, KA Lt. Vernon Harrell	None.	We can "dub" in sound or voice, but we can not duplicate the tapes.	One portable camera and recorder. One stationary camera and recorder with "playback" capabilities, and dubbing capabilities. One monitor and one tripod camera mount. One battery charger for batteries for portable recorder and camera equipment. No tape library at department.

City/VTR Coordinator	Film Transfer Capability	Video Tape Editing/ Duplication Capability	Description of VTR Facilities & Setup
Lexington, KY Lt. Lee Morgan	Available upon agreement with WKLE educational TV.	Available upon agreement with WKLE.	VTR equipment housed at training academy. All VTR work in the classroom. Film library at the academy.
Memphis, TN Patrolman A. E. Baldridge	None.	None.	No studio. All VTR work is done in the classroom. No film library at this time.
Minneapolis, MN Phillip Van Tussel	None.	Building a VTR studio and purchasing additional hardware for VTR capability complete with electronic editing equipment and character and special effects generator.	Studio to be setup in City Hall with editing facility and a studio format. Facility to be supervised by police personnel and partially staffed by interns. Engineering assistance from bidding vendors. Available to all city agencies for training and information dissemination.
New Haven, CN Officer Joseph R. Polton	None.	None.	No studio, classroom in P.D. used. Inhouse production by trained producer-director-camera operator. Municipal Police Training Council has more sophistiated equipment, though difficult to obtain at times.
New Orleans, LA Officer John Woods	None.	None.	Small projection room with tape library connected to a classroom. All equipment housed at training academy.
Newburgh, NY Officer Barry Bloom	Available through local high school.	Available through local high school.	Facilities in the Public Safety Building Setup in training classroom. Library includes 30 films. Also access to state library.

B-4

City/VTR Coordinator	Film Transfer Capability	Video Tape Editing/ Duplication Capability	Description of VTR Facilities & Setup
Norfolk, VA Mr. Robert E. Perkins	None.	2800 has limited capabilities (due to lack of experience we have not mastered these functions). 4400 has edit capabilities if taped in sequence, but subject matter does not always allow this. We can duplicate 1/2 reel to reel tapes.	Our facilities are strictly limited to subject matter addressed. This is the benefit of a portable system. In the Training Academy we have our only studio type arrangement. Final editing by Norfolk School Board on time available basis. Two Sony 2300 players located in precincts and used during roll call and awareness "rap sessions." Library limited to policy and procedure tapes to date.
Oxnard, CA. Lt. R. G. Staniland	None.	Editing and color cameras available on a regional basis.	3/4 inch cassette recorder/player and monitor available on site. Cameras and editing equipment available on site, 1/2" Sony reel to reel recorder. Black & white camera available on site.
Pontiac, MI Officer Mike Ramsey	None.	None.	All equipment in Pontiac Police Departments' main station. Setup in the training room and lineup room. 12 films in library.
Portland, ME Sgt. Steven Roberts	We have all necessary equipment for transfer from machine to machine with exception of editing machine.	Can duplicate originals but have no editing capability.	In addition to equipment we have a Sony special effects generator, 2 professiona tripods, battery packs, misc. mixers, studio lights & assorted cable extensior & adapters. All equipment is kept in ar audio-visual room of this department.
Portland, OR Mr. Chris Gillespie	None.	We can edit with our Panasonic 330S and can record from one machine to the other.	We have a VTR technician assigned to the Training Division. The Oregon State Branch of Police Standards and Training maintains a studio and library at their police academy. (We have access to this equipment.

City/VTR Coordinator	Film Transfer Capability	Video Tape Editing/ Duplication Capability	Description of VTR Facilities & Setup
Portsmouth, VA Sgt. George Newton	None inhouse. We do have a re- lationship estab- lished with AVEC electronics in Norfolk and the Norfolk Naval Ship- yard in Portsmouth, VA, who can perform this function.	We have limited editing capa- bilities at this time. The district court and the common- wealth attorney's office have playback equipment and we can use these for duplicating with our equipment.	We have no formal studio. We have a Kodak 35mm projector and 4 Bell & Howell 16mm projectors. Technician with 5 years experience in VTR sys- tems. Anticipated at this time State Bar Association will pick our city to introduce VTR into the court system.
Pueblo CO Sgt. Ralph Smith	From reel to reel or from reel to cassette or cas- ette to reel.	Can start with program from studio camera or portable camera through complete finished program. Either reel or cassette.	Have video room attached to academy classroom. Also complete close cir- cuit filming of classroom for instru- ctors. Can use studio camera for portable camera.
Quincy, MA Lt. Neil MacDonald	None.	None.	8 tape library.
Racine, WI Sgt. William Krenske	Availabe through local distributor the use of an Ampex 600 VTR.	None.	All VTR work done in the classroom. Officers may use tapes in the film library. Videotapes made of class- room presentations and stored at the training academy.
San Diego, CA Sgt. Jerry Meloche	Movie film can be transferred via film chain to 1/2" reel, 3/4" cassette or 1" reel.	Dub up or down on any of the above machines.	Monochrome system. Our system includes a light and sound con- trolled studio with three floor cameras. A separate control room has a turntable and professional audio mixing board. Video partian has sync. Special effects generators and all related monitoring equipment. Soon to be included: audio patch panel, video patch panel, audio re- verb, peak limiting amplifier and generator lock. Library is limited.

City/VTR Coordinator	Film Transfer Capability	Video Tape Editing/ Duplication Capability	Description of VTR Facilities & Setup
			Tapes primarily with local information. Best tapes came from Santa Barbara P.D.
San Francisco, CA	16mm to B&W capacity as we have no color hi-rez camera at this time.	B&W vertical interval editer for mastering in B&W-TRIEA-3. Complete system for color editing with TBC and quality control via Conrac.	Converting to 3/4" Umatic System from the B&W system. Color tapes can be used. TRI EA-3 editing system with quality control by Time Base corrector and a Conrac Monitor purchased as well as Sony DXC 161)MF color camera and a JVC cassettee recorder. System housed at training academy. Hope to have full color capacity within the entire department.
San Jose, CA Officer Jay Houston	3 OEPS film projectors. Slide dissolve unit and programmer; no film chain nor multiplexer.	Full EIAJ Formant editing. Black & white or color.	Full capacity B&W TV production, usually taped at remote site from van; can do small in-house presentation (no studio on-site); full "Production" room. Studio facility available. Criminal Justice Resource System via Santa Clara County Sheriffs Department.
Simi Valley, CA Lt. Ralph Iomo	None.	None.	VTR facilities located in Planning, Training and Research Division of Department. Also have one VTR setup in briefing room. Library contains 72 cassettes and tapes, and 17 B&W films.
Springfield, MO	None.	None.	Have on hand 15, 30-minute color video cassettes of an accredited college course, "Criminal Justice Today," developed by Project Manager in conjunction with Drary College (Fall 1977)

City/VTR Coordinator	Film Transfer Capability	Video Tape Editing/ Duplication Capability	Description of VTR Facilities & Setup
Stockton, CA Lt. James Riley	Availabe in black & white.	None.	All color VTR equipment is housed at Stockton Police Department in training classroom. Access to Regional Training Academy film and cassette library.

VTR Information Survey (Equipment)

City/VTR Coordinator	Recorders	Cameras	Monitors	Reel to Reel	Cassette
Arlington, TX Sgt. Don Martin	Concord VTR-820 Concord VTR-800 (3) Concord VTR-648 time lapse Hitachi SV-5100-edit Concord VTR-450T portable (no play-back) (2) Panasonic VTR-NV3085 portable (2)	Low light TV cameras (9) Concord MTC-21 Low light TV camera (1) Concord CTC-20 Portable cameras (2) TCM-40 Portable cameras (2) Panasonic WV-3085 Studio cameras (2) Concord TCM-20	Triple 5 1/2" monitor (5) Concord 6M917T Satchell Carlson triple 6" monitor 6M917T 9" monitors (3) Concord MR-750 7" monitors (2) Panasonic TR-920MA 9" monitors (7) Concord VM-200 9" monitors (4) Concord EVM-9	1/2", B&W	
Atlantic City, NJ Sgt. Arthur Snell Snellbaker	Sony VO 3400 reel to reel video re-corder/playback (portable) 1/2" Sony VO 3800 cassette Color vide recorder/playback (portable) 3/4" Sony 2600 cassette Color video re-corder/playback 3/4" Sony VO 2800 cassette Color video recorder/playback with editing feature TVC 800A reel to reel 1" Black & White video recorder/playback Sony VO 2850 cassette Color record-er/playback with edit feature	Panasonic WV341P Black & White studio camera Sony AVC 3450 Black & White port-able camera Sony AVC 3500 Black & White port-able camera Sony DXC 1200 Color studio camera Sony DXC 1610 Color portable camera	Panasonic TR 195VA 19" Black & White monitor/ Sony CVM 115 12" (2), Black & White monitor/receiver Sony CVM 1750 17" (2), Color moni-tor/receiver	B&W 1/2" 20 min 3 ea 1" 30 min 15 ea	3/4" KCS 20 24 ea KCA 30 24 ea KCA 60 48 ea
Austin, TX Major Mike Belvin	Sony 2850, Color, 3/4" Sony 2800, Color, 3/4" Sony 3800, Color, 3/4" Sony 2600 (2), Color, 3/4"	Sony DXC 1600 (2), Color, 3/4" Sony DXC 1200, Color, 3/4"	RCA Color Monitors (4), 25" Sharp Color Monitors (2), 12" Textronic cross-pulse under scan color monitor Sony Black & White monitors (7), 9" Sony Black & White monitors (3),19"	1/2", B&W	3/4", Color
Colorado Springs, CO Lt. O. Kirkbride	Sony VO 2600, Black & White Sony VO 3800, Color	One Black & White One Color	One Monitor	1/2", B&W	3/4", Color
East Providence, RI Officer William McPhearson	Panasonic NV 3085	Panasonic WV3085 Video camera	Panasonic TR 1957 monitor, 19" Panasonic TR652	-	-
Fort Worth, TX Sgt. J. L. McGlasson	Sony 3400 reel to reel, 1/2" JVC-CP 5000U	Sony video recorder AVC 3400	Sony Black & White, 19" monitor CVM 192U monitor	1/2", B&W	3/4", Color
Jacksonville, FL Officer D. C. Boatright	Black & White (2) Color (2)	Black & White (2), Color Sony AV8600, Black & White	Black & White monitor (2) Color monitor (2) RCA Color JT 970W Sony Black & White, AV 8600	1/2", B&W (2)	
Kansas City, MO Officer Harold Oldham	Panasonic 3020 SD-VTR Panasonic video player/recorder NV2120E Video tape recorder Ampex VTR 1" machine	NV 3880 Power Pack with 8080 port-able camera WV033 remote camera (2) Davis & Standard W8-7 mounts for camera (2) Magnavox Color camera CV400 G.B.C. video camera and lens	Panasonic GBC 23" monitor Setchell Carlson 23" monitor (4) Panasonic TR910V monitor Magnavox D8810 TV Color receiver/ monitor Black & White 19" monitor		3/4", Color Video

B-9

City/VTR Coordinator	Recorders	Cameras	Monitors	Reel to Reel	Cassette
Lawrence, KA Lt. Vernon Harrell	Panasonic NV-3080 Panasonic NV-3020	G.B.C. Mod. CTC-3000 Panasonic, Mod. NV-8080	Panasonic, Mod. TR-4137	1/2", B&W (3)	-
Lexington, KY Lt. Lee Morgan	Sony player recorder Sony video cassette recorder	Sony Color camera, portable	Sony monitor, Color, 3/4"	3/4", Color	3/4", Color
Memphis, TN Patrolman A. B. Baldridge	Sony CV2200 (2) Sony DV2400	Sony CVC 2100A (2) Sony DVC 2400, portable Black & White (2)	JVC Color monitor, 19" Sony Black & White monitor, 19"	1/2", B&W	3/4", Color
Minneapolis, MN Phillip Van Tussel	Sony AVC 3400 Black & White, portable camera recorder units (2) JVC CR4400U/GC 4800 U 3/4" Color portable system JVC CR 6060U Color video cassette/recorder Hitachi CT-916 TV receivers (2), RF converted Sony AV 3400 Color recorder Sony Black & White 9" TV receivers (2), RF converted	Sony AVC 3400 (2) Portable Black & White Camera Recorder Units	Sony Black & White, 12" TV monitor	1/2"	1/2", B&W 3/4", Color
New Haven, Officer Joseph R. Polton	Sony AV 3600 Sony VO 1600	Sony Black & White (2) Panasonic Black & White	Setchen Carlson, Black & White 19" Sony Black & White, 17"	1/2", B&W	3/4", Color
New Orleans, LA Officer John Woods	IVC VCR-200C, Color Sony CV2000	IVC 90, Color	RCA, JT970N, Color, 23" RCA, XL100, Color, 21"	3/4", Color 1/2", B&W	3/4", Color 1/2", B&W
Newburgh, NY Officer Barry Bloom	Sony CV2600 Black & White, 1/2"	Sony CVC 2100A Black & White, portable	Sony, Black & White monitor	1/2", B&W	-
Norfolk, VA Mr. Robert E. Perkins	TVC 4400, Portable Sony 2800 Sony 2300, playback only (2)	Portable TVC	Sylvania 25" monitor	-	3/4"
Oxnard, CA Lt. R. G. Staniland	Sony AV 3400, Color	Sony AVC 340	RCA monitor Sony monitor	1/2", Color	3/4", Color
Pontiac, MI Officer Mike Ramsey	Sony CV 2100 videocorder, Black & White, 1/2" Sony AV-3400 videocorder Sony AV-3600 videocorder, Black & White, 1/2" Craig 2702, transcriber recorder, cassette	Sony VCK 2100A, video camera, Black & White Sony AVC 3400 videocamera, Black & White	Sony CVM-180UA Black & White monitor, 15" Sony CVM 194, Black & White monitor	1/2", B&W	
Portland, ME Sgt. Steven Roberts	Sony AV 3650 Sony AV 3600 Sony AV 3400 (2) Sony VO1600 JVC CR 4400U	Sony AVC 3210 (2) Sony AVC 3400 (2) JVC GC4800U	Sony 192U, Black & White (3) RCA, Color, XL-100 Sony CVM 920U	1/2", B&W	3/4", Color (20 min ea)
Portland, OR Mr. Chris Gillespie	Panasonic 3130	Panasonic 3130 (6)	Sony monitors (3)	1/2", B&W	-
Portsmouth, VA Sgt. George Newton	JVC NV 9200 JVC CR 4400U IVC	IVC 90 JVC 4800U	Sony Black & White 19" RCA Color, 25"	1/2", B*W	3/4", Color 1", Color

City/VTR Coordinator	Recorders	Cameras	Monitors	Reel to Reel	Cassette
Portsmouth, VA Sgt. George Newton	JVC NV 9200 JVC CR 4400U IVC	IVC 90 JVC 4800U	Sony Black & White, 19" RCA Color, 25"	1/2", B&W 1/2", B&W	3/4", Color 1", Color
Pueblo, CO Sgt. Ralph Smith	Sony, 8+	No information available.	No information available	1/2", 3/4", 1" Color, B&W	1/2", B&W, Color
Quincy, MA Lt. Neil MacDonald	Sony videocorder, reel to reel AV 3400	Sony Videocorder, AVC 3400	Sony CVM AZU	1/2", B&W	
Racine, WI Sgt. William Krenske	Sanyo VTR 7100 systems (2)	Sanyo VTR 7100 systems (2)	Sony Black & White monitors (2), 19"	1/2", B&W	1/2", B&W
San Diego, CA Sgt. Jerry Meloche	Sony 3650 1/2" VTR Sony 3600 1/2" VTR (2) Sony U02600 3/4" VTR (5) Sony EV320F 1" VTR	AVC 4200A cameras Sony DXC 2000A cameras Sony portapak	No information available.	1/2" & 1", B&W	3/4", B&W
San Francisco, CA	Sony AV 3600 (16)	Sony AV 4600 Sony AVC 3400 (3) Sony DXC161)MG	Admiral 22B16T	1/2" B&W (EIAJ T-1) x(EV Series)	3/4" Color x(Umatic ID
San Jose, CA Officer Jay Houston	Sony 3600 Sony 2800 Panasonic 3130	Panasonic 340 Panasonic 360 Panasonic 240	Panasonic, B&W, 18" Sony, B&W, 18" Zenith, 25" RCA, Color, 23"	1/2", B&W, Color	3/4", B&W, Color
Simi Valley, CA Lt. Ralph Iomo	Sony VO 2600, Color, 3/4" Sony 36500, B&W, 1/2"	Sony, Black & White, portable camera	JVC Color monitor, 19" Sony Black & White monitor, 19"	1/2", B&W	3/4", Color
Springfield, MO	Currently have no equipment.	-	-	-	Requested in 2nd year application grant.
Stockton, CA Lt. James Riley	Sony VO-1800 Color, 3/4" Sony 3400, Black & White, 1/2" Sony 3260, Black & White, 1/2" Panasonic NV 3082, Black & White 1/2"	Sony AVC 3400, Black & White (2) Panasonic NV3082, Black & White (2)	Monitors (4)	1/2", B&W	3/4", Color

APPENDIX C

A Generic Model for a Field

Officer Training System

"A Generic Model for a Field Officer Training System"*

FOREWORD

The material contained herein was developed as a result
of a Police Technical Assistance program request from the
Louisville, Kentucky, Department of Public Safety. The orig-
inal assignment was to refine the Field Training Officer (FTO)
program developed and conducted by the Louisville Division of
Police. Upon examining the issue, however, indications were
that the needs and goals of Louisville closely, paralleled those
of law enforcement agencies at large. Therefore, the assign-
ment was subsequently expanded to encompass the development
of a generic model for designing an FTO program.

1. INTRODUCTION

In the early years of this century, police officers were hired and given varying amounts of on-the-job training, according to the policies of the hiring department. Gradually, the practice of supplementing this on-the-job training with formalized classroom instruction became popularized. The growing complexity of the police function witnessed an increased emphasis in the classroom portion of this training process to such a degree that classroom training became the primary indoctrination process.

Thus, a generalized realization of the importance of entry level training programs (basic police training academies) for police became evident. While initially viewed by many as a pleasant luxury, academies became accepted as an essential component in the production of a competent law enforcement force. This shifted emphasis on academy training witnessed a corresponding decline in the need for on-the-job training.

Society and the criminal justice system, however, continued to evolve. Shifts in social needs and priorities -- coupled with large doses of governmental legislation -- served to magnify the complexity of the police function. This increased diversity of skills required of police officers broadened to a magnitude beyond the reach of basic classroom training.

Thus, an interest in on-the-job training was rejuvinated. As a result, the past two decades have seen a widespread institution of formalized FTO-type systems in law enforcement agencies across the Nation.

While the nomenclature of FTO systems has ranged from field escort officers (New York Police Department), field training officer (San Jose, California, Police Department), to the Field Training Instructor (St. Louis County Police Department), and even FTI/FTO (Miami Metropolitan Police Department), the purpose is to orient newly hired police officers to departmental policies and procedures, and to the occupational complexities of police work in an everchanging society.

It is becoming more and more evident that basic police academies cannot and should not be expected to produce "complete" police officers. Academies can only produce competent "rookies." Supervised application in the field is required to have knowledge gained in a basic academy into efficient and competent skills.

There are a wide variety of goals and benefits of an FTO program (See Table 1-1). This required that any administration interested in employing the FTO process given careful consideration to departmental needs and goals. For the most part, previous FTO systems have been operated with an absence of predetermined missions or goals. Thus, the

outcomes of these previous FTO systems have been measured in terms of generalized, subjective, or post-factum observations. It is, at this time, very difficult to assess the real impact of any FTO systems previously conducted by any law enforcement agency.

In an age of growing fiscal accountability, it seems likely that future FTO endeavors (and training in general) are destined for outcome (or results) scrutinizing. For these reasons, the FTO concept must be well analyzed by departmental echelon and adopted to meet particular organizational needs prior to launching the program. Each department *must* decide on its interest. A predetermined mission must be designated, from which specific goals and desired outcomes may be established. Without such preliminary groundwork, assessment of the overall impact -- and ultimately the true success of the endeavor -- is compromised. Thus, a successful FTO training program is built upon a foundation of the role or tasks the FTO will perform within the system.

1.1 A Perspective on FTO Training Programs

A comprehensive grasp of the utility of an FTO training program includes at least two considerations. First, an FTO training program represents only *one* cog in the managerial wheel of developing and implementing the FTO concept. Second, even the best FTO training program cannot overcome the obstacles created if numerous other administrative and procedural gears are not engaged.

Thus, an FTO training program can best be viewed as the keynote activity in launching an FTO syste-m -- keynote in the sense that training sets the format and style for FTOs to perform their directed function. It is important in getting the entire project off the ground.

Failures at this training stage may result in a misguidance of the entire project. Therefore, training is important for its *initiating* potential. Once off the launching pad, however, keeping the project on target rests in the hands of wlel designed *management* procedures. The optimal design of such management procedures required a hard look at the obstacles and constraints on the system involved.

As a result of the symbiotic relationship between FTO and any FTO system, it is difficult not to discuss implications for various components contingent to the FTO training process. While at times resembling such, the report should not be confused with a mod 1 plan for developing an FTO *system*. Rather, the scope of this report is to provide a generic framework for developing the *training* aspect of a FTO system.

2. THE APPROACH

The process of analyzing alternatives, and developing and implementing plans for any project necessitates the employment of some strategy

TABLE 1-1

Potential Benefits of the FTO Process in Police Operations

BENEFITTING PERSON OR DIVISION	MEANS OF BENEFIT	OUTCOME OF BENEFIT
Administration	Evaluative Feedback	Provide Administrators with information regarding newly hired personnel (rookies) for the purpose of: - Assignments of new officers - Termination of unsatisfactory rookies - Assessing operational strengths and weaknesses in personnel - Future promotions - Determining future training needs
Field Training Officers	Job Enrichment	Done satisfactorily, the FTO role can provide a change in work routine with a reward system that can serve to increase FTO motivation level
Probationary Rookie Officer	Advanced Training	Preplanned training on-the-job can serve to foster: - Orientational to learning of specific departmental rules, regulations, and procedures - Acclimatization of basic academy skills to specific employment "in the street," and on-the job learning of advanced skills required in the specific work setting - Insulation for the culture shock of resocializing from civilian life to police life - Specific direction regarding departmental priorities concerning law enforcement needs of a given community
Personnel Division	Evaluative Feedback	Provide the personnel division with information regarding the efficiency of the applicant screening procedures (as reflected by field ratings of the relative quality of successful candidates). Eventually, a profile of "poor" candidates can be devised to assist in modifying applicant screening methods and instruments
Training Division	Evaluative Feedback	Provide the training division with information regarding content weaknesses in the basic training curriculum, thus allowing those areas to be modified and improved.

for organizing and directing the energies of that project. Naturally, the more variables involved in a system, the more complicated the task becomes.

One method of organizing and directing activity is the *systems approach*. The systems approach (also called systems analysis) can be loosely described as a methodology that allows for the consideration of a large number of variables that influence and operate on a system has the potential to affect other parts of the system.

The business of law enforcement involves many and varied interrelationships. Meaningful law enforcement training endeavors require an ability to coordinate numerous variables into a functioning unit. Every element must be deliberately considered, and the interelationships between system variables must be accounted for. It becomes evident, then, that the systems approach is well suited for employment in establishing training programs.

2.1 A Systems Approach for Training Development

By drawing on systems concepts of Tracey, Mager, and Hill, the Consultants designed a specific application of the systems approach to the organization, development, and implementation of training programs. The Systems Approach to Developing Training Model (see Figure 2-1) depicts the major steps involved in conducting successful training. Along with complementary checklists, functional guidelines are provided for designing any law enforcement training program.

2.2 Delineating Evaluation Outputs

While all stages of a successful training program are virtually equally important, the evaluation portion of training usually attracts the greatest attention. Evaluative outputs are virtually the "bottom-line" of training endeavors. Due to its high degree of visibility (whereas planning and managing training is more behind the scenes), outputs are regarded as an important index of training success.

In applying the systems approach to the spectrum of evaluation techniques employed by law enforcement trainers, it may be noticed that there are several "levels" (or stages) of evaluative activities. Kirkpatrick[1] classifies evaluation levels into four distinct categories:

- Reaction -- This level assesses how trainees feel about the training they received. Reaction level evaluative tools seek to illuminate how well the trainees "liked" a given program or speaker.

---

[1]D. L. Kirkpatrick. Techniques for Evaluating Training Programs. Madison, WI: American Society for Training and Development.

STAGE	OPTIMAL TIME	PHASE

BEFORE PROGRAM

TRAINING PROGRAM CONCEPTION	12 WEEKS
OUTLINE PROGRAM PARAMETERS AND GOALS	12 WEEKS
CONDUCT FEASIBILITY ANALYSIS	11 WEEKS
CONDUCT·BACKGROUND RESEARCH	10 WEEKS

CONCEPTUAL

REFINE PROGRAM GOALS	9 WEEKS
ESTABLISH MEASURABLE OBJECTIVES	8 WEEKS
IDENTIFY INSTRUCTORS AND RESOURCES	7 WEEKS

DEVELOPMENTAL

| SCHEDULE PROGRAM | 4-6 WEEKS |
| IDENTIFY EVALUATION MEASURES | 3-4 WEEKS |

| CONDUCT PROGRAM |

IMPLEMENTATION

*BURKE, J.P., SEITZINGER, J. A SYSTEMS APPROACH TO DEVELOPING TRAINING, UNPUBLISHED DOCUMENT, 1976

Figure 2-1. Systems Approach to Training Development
(Page 1 of 2)

STAGE	OPTIMAL TIME	PHASE

AFTER PROGRAM

COMPILE EVALUATION DATA	1 WEEK	
ANALYZE AND DISCUSS RESULTS	2 WEEKS	
DRAW CONCLUSIONS AND IMPLICATIONS	2 WEEKS	EVALUATIVE
COMPLETE FINAL REPORT	2 WEEKS	
DISSEMINATE INFORMATION	2-3 WEEKS	
CONDUCT MAINTENANCE EVALUATION	6 MONTHS	
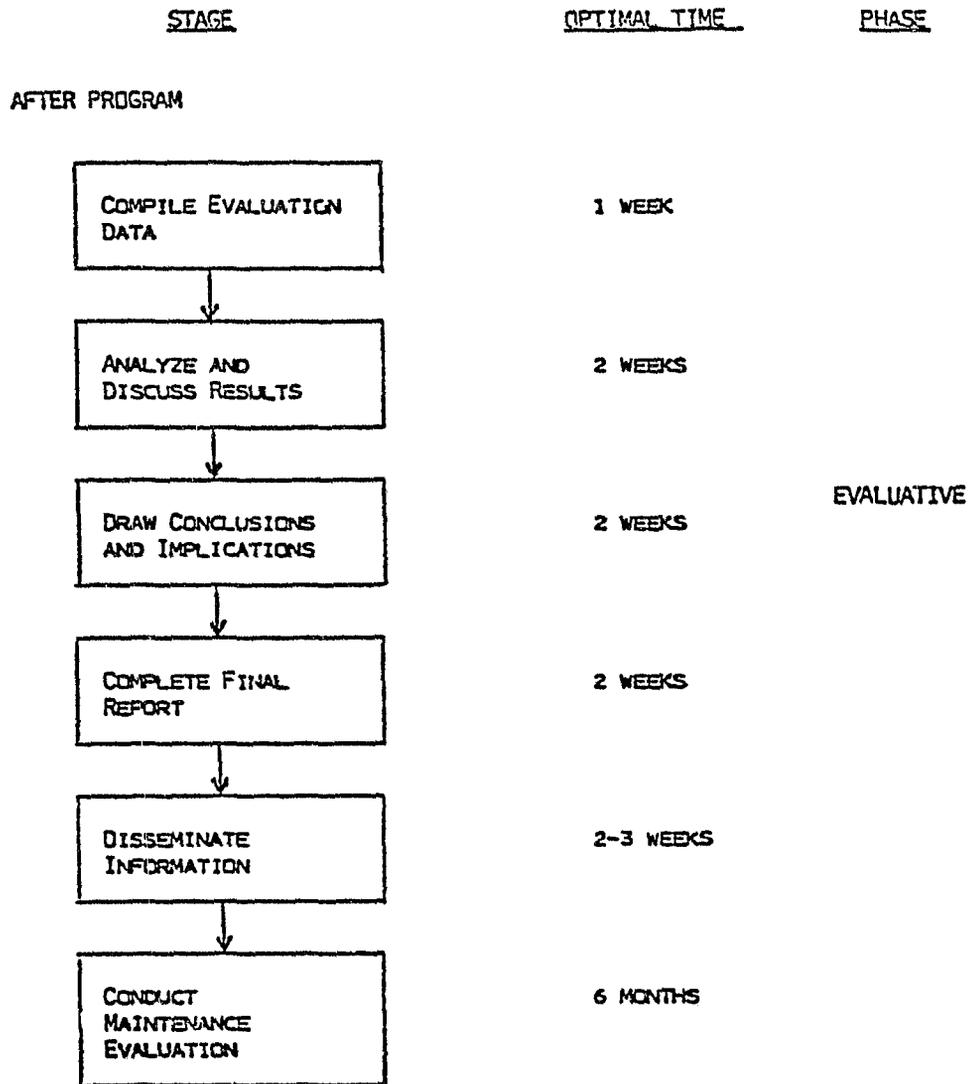
Figure 2-1. Systems Approach to Training Development
(Page 2 of 2)

- <u>Learning</u> -- This level appraises the amount of information gained by the trainee as a result of the training. This evaluation may take the form of written or oral examinations, or performance tests designed to determine trainee knowledge or skill improvement.

- <u>Behavior</u> -- This level evaluates the amount or degree of ideas and knowledge the trainee can adopt to his repertoire of behaviors. Behavior level evaluation seeks to reveal how much of what was learned is put into practice in everyday situations (or simulated situations). Evaluation may take the form of, during training, followup surveys to trainees or their supervisors regarding performance on the job.

- <u>Results</u> -- This level of evaluation aims to indicate what impact the training had on the overall operational quality or quantity of the organization (or persons) being trained. In other words, what results did the training have on the organization (productivity, absenteeism, etc.). Evaluation here is not easy. It may be pursued by field interviews, organizational records, data analysis, community surveys, and so on.

Kirkpatrick's four levels of evaluation can be seen to represent a comprehensive perspective for viewing the various techniques available to evaluators in the field of training. These evaluation levels can provide a model framework for determining evaluation efforts regarding any FTO training program.

3.   FINDINGS AND CONCLUSIONS

The findings and conclusions were derived from a comparative review of the scientific theories, research findings, and actual staff experiences. The findings and conclusions do not delineate specific problem areas of any one field training system but, rather, provide a generic framework -- conceived from reviewing numerous FTO systems -- for the development of the subsequent recommendations.

It should be noted that many of the findings and conclusions extend beyond the scope of offering information relative to the training program at issue. Such information has been included in view of the fact that any meaningful training program is inherently tied to the administrative and operational aspects of a department. Hence the references to non-training aspects herein are made on the basis of their essential role in enabling training to succeed.

The specific findings and conclusions that follow are simply listed under three categories:

- processes
- persons
- properties

3.1 Processes

- Goals of FTO -- In most cases, the mission statement of field officer training systems is not adequately defined and documented. Quantitative and/or qualitative results expected from the operation of the FTO program are not addressed, thus, inhibiting daily management and decision-making activities as well as future planning.

- Design Criteria and Performance Goals -- The design criteria and performance goals of an FTO system are often not delineated. That is, the methods for achieving pre-determined missions are not specified. Predetermined policies and procedures necessary to assimilate the FTO system into the mainstream of daily operation of the department have not been specified to provide a uniform direction and focus for operational continuity. Often procedural policies (e.g., chain of command, selection of FTO procedures) are neither developed nor disseminated to the field division within the department.

- Operational System -- Field training officer systems operate tangentially to the formal operational structure of the police agency. The operational system that should delineate the goals and objectives of the FTO system, chain of command, the corresponding procedural and policy guidelines, and so on are unfortunately often left to the discretion of district commanders, resulting in disorgani-zation, lack of administrative control, and the inability to collect the appropriate data to evaluate the progress of the program. Because the operational system is not clearly defined, the willingness of district commanders to provide additional resources (which appear to the district commanders to be exhausted) to the FTO system depends on his positive perception of the program. With-out a sensitivity for the FTO program by the district commanders, the program will not achieve its full potential.

- Evaluation System -- The evaluation of the FTO system can best be characterized as haphazard, and it often lacks the forethought and evaluative design to provide quantitative and qualitative data. Therefore, the evaluation of the FTO system centers upon a reactionary response of the participants, rather than upon an analysis of the *results* that an FTO program has upon the organization it serves. Prepost, as well as longitudinal, evaluation studies have yet to be published from existing FTO programs.

- FTO Training Programs

    - FTO Training Programs ranged in scope from 1-hour
      indoctrination to a 3-day review of the basic recruit
      training porgram, to a 2-week intensified program
      related specifically to the needs of future FTOs.
      In other words, some FTO training programs appeared
      to lack any formal planning, inclusive of goal setting,
      needs analysis studies, establishing of teaching
      objectives, and so on.

    - Good, functional FTO training programs appeared to
      be those programs in which the department's FTO system
      was well-defined, as well as functionally operational.
      That is, those training programs viewed as poor
      programs usually were related to departmental FTO
      systems that were ill-defined and lack operational
      goals or purposes. Again, a good FTO system necessi-
      tates an organization's total involvement -- involve-
      ment in the planning, operation and evaluation of the
      FTO concept. Only then, can the training experts plan
      a relevant training experience.

3.2 Persons

- Departmental Hierarchy -- The administrative hierarchy
  of police agencies employing the FTO system concept often
  is not in full support of the program. That is, the FTO
  program is looked upon as an interesting deviation from
  the normal procedures of employee indoctrination but does
  not receive the support not the leadership necessary to
  carry forth the mission of the program. All too often,
  a new program is viewed as a showcase of departmental
  innovativeness, without any real outcomes intended.

- FTO Program Commander -- The responsibility, control, and
  ability to make decisions concerning the daily operation
  of the FTO program should be held by one individual of
  appropriate rank. In the absence of a distinct chain of
  command, FTO programs decentralized over numerous district
  stations often lose their continuity and uniformity.

- FTO Selection -- The selection of FTOs is the single most
  important elements of a successful FTO system. The success-
  ful FTO must possess the knowledge, skills, aptitudes, and
  attitudes desired to be inculcated through on-the-job
  training to the new academy graduate. The selected FTO
  must also possess the innate ability to transmit his abili-
  ties to the trainees. Appointing FTOs who do not represent

the "ideal police officer" model may present such a
negative influence upon the training process that the
abolishment of the FTO system may be the most viable
alternative.

3.3 Properties

- **Resource Availability for the Operation of the FTO
  System** -- The operation of a successful FTO system
  requires that sufficient properties (e.g., in the
  form of human resources, time, finances) are appro-
  priated to complete the goals of that system. There-
  fore, a consideration must be given to the concept that
  the completion of programmatic goals requires human
  expertise, time, funding, etc., and that, without
  adequate properties, the goals of the program cannot
  be attained.

4. RECOMMENDATIONS

The field training officer system represents a viable management
tool in ensuring that all new employees are properly indoctrinated to
the department and further providing an opportunity for the new employee
to become intimately aware of the department's mission, goals, procedures,
etc. Naturally, a program of such consequence requires the full support
of the management of the department and a coordinated management approach
to the operation of the system.

Consequently, the recommendations that follow deal not only with
the development of an FTO training program but also with the preparatory
steps that must pave the way for the FTO system. The recommendations in
this section then are listed within three categories:

- **General Recommendations** -- Indicate activities
  that must be completed prior to any serious thought
  of how to implement an FTO system.

- **Enabling Recommendations** -- Describe activities
  that should be accomplished to prepare for the
  successful implementing of an FTO system.

- **Specific Recommendations** -- Outline the activities
  in an effective FTO training program within a police
  department.

4.1 General Recommendations

- **Conduct a Goal (Needs Analysis Study** -- A formal study
  determining the full extent of the problem and/or needs

affecting the department should be conducted and documented.
Alternative programs designed to address the identified needs
should be developed and viewed in light of their potential in
addressing and eventually solving the described needs.
Although every police department has numerous identified
problems and/or needs, relative priorities must be estab-
lished relating the urgency of the solution to the problem.
If the FTO system is viewed by the administration as high
priority, then further planning and implementation should
begin. The training portion of those plans should be designed
around the purpose and goals of the FTO system being imple-
mented. Additionally, any priority should be carefully
considered for its feasibility in regard to financial, man-
power, and expertise requirements. While there are many
needs, not all fall in the feasible category.

● Define and Document the Mission of the FTO System -- A
  formalized statement of the philosophy and mission of the
  FTO system should be developed, using a systems approach to
  delineate the authority, responsibilities, and functional
  parameters fo the persons, properties, and processes involved
  in the FTO system. All persons involved in carrying out the
  mission of the FTO system should have an opporutnity to
  participate in the development of such a document.

● Document the Specific Goals of the FTO System -- New
  programs adopted by a police organization should clearly
  state -- in operational terms -- the expected accomplish-
  ments of that program over a specific period of time. For
  example, one goal of the FTO system is to reduce the number
  of potential mistakes an academy graduate may make in his
  first 3 months of street duty. Moreover, indicators of
  success -- in the form of retrievable data -- should be
  well-defined to ensure that a reliable evaluation can be
  consummated during the project tenure and also at the
  conclusion of the test period.

● Conduct a Feasibility Study that Will Identify the
  Necessary Inputs to Operate the System --

  Specific areas are:

  - The financial resources necessary to fund the
    project. Are sufficient resources available to
    deliver the objectives of the system?

  - The human resources necessary to facilitate the
    system (i.e., can the department allocate enough

manpower to adequately staff the operation, provide instructors for the training program, etc.?).

- The FTO training goal expectations for the tensure of the project vis-a-vis a number of individuals that will be processed through the system.

In light of information gained, adjustments to the mission, design criteria, and performance goals may have to be initiated. That is, if the financial resources are not available to operate the FTO system at the level designated by the mission, then a readjustment of the mission goals, etc., must be initiated. Conversely, if more financial resources are available, the mission goals may be enhanced or expanded. However, the critical point remains constant, and that is the resources available must be directly related to the costs for services required by the operation of the new system.

● Attain Active Support for the FTO System from the Department Administration and Rank and File -- Active administration support is essential to the success of any training program. The rewards and controls for any system emanate from the top down. Participation by the Chief of Police in kicking off the training program adds immeasurable support early in a program and continued throughout adds momentum to the system. Additionally, middle management directly involved in the system should be advised (via conference or formal training) of the design and direction of the system. Their role in maintaining effective operation of the system must be spelled out to provide uniformity of operation. Finally, a special effort in the form of rollcall training general orders, mini-training sessions and publications should be made to solicit the support of the individuals indirectly confronting the manager of the FTO system may be too formidable to overcome.

4.2 Enabling Recommendations

● Delineate the Design Criteria and Performance Goals of the FTO System -- Again using a systems approach, a specific focus and direction must be given to the FTO system. Based upon the mission and goals, the formal operational policies and procedures must now be consummated. Also, relfected in the design criteria and performance goals should be:

- The operational authority and responsibility for the FTO system.

- A chain of command for the control of the system.

- Establishment of reporting periods, as well as reporting methods and procedures.

● **Establish an Organizational Chain of Command Relative to the FTO System** -- A command-level position must be designated the authority and related responsibility to run the FTO system. The FTO system commander would make all necessary decisions regarding selections of FTO, prepare for FTO training programs, make assignments of FTOs and trainees, and be responsible for all evaluations and subsequent reports, debriefing meetings, etc. District supervisors would be responsible for the daily functions of the FTO and the assigned trainee. However, all reports established by the FTO commander would be channeled from the FTO field supervisor to the FTO commander. Graphically, the structure would be as shown in Figure 4-1.

● **Establish Policies and Procedures Related to the FTO System** -- Since departments initiating FTO systems are more different than alike, a generic policy and procedures manual cannot be prescribed. However, policies and procedures should be developed, documented, and appropriately distributed by the planners of the FTO system. Regardless of whether policies and procedures are developed in the form of general orders, special orders, or administrative memorandum depends upon the past practices of the department, the critical element remains constant -- the orders must be documented and distributed.

● **Select FTO Instructors** -- The most important factor in the establishment of a successful FTO system will be the selection of the FTOs. Unfortunately, good FTOs are not readily identifiable nor easily distinguished from the rank and file. Therefore, a procedure for screening potential FTOs should be designed. Screening indicators could include:

- Performance ratings.

- Scores on civil service or promotional examinations.

- Personality inventories, such as the Minnesota Multiphasic Personality Inventory (MMPI) or California Personality Inventory.

- Interviews with partners and coworkers.

```
                    ┌─────────────────────┐
                    │   FTO COMMANDER     │
                    └──────────┬──────────┘
         ┌────────────────────┼────────────────────┐
┌─────────────────┐ ┌─────────────────┐ ┌─────────────────┐
│   DISTRICT I    │ │   DISTRICT II   │ │  DISTRICT III   │
├─────────────────┤ ├─────────────────┤ ├─────────────────┤
│ FIELD SERGEANT  │ │ FIELD SERGEANT  │ │ FIELD SERGEANT  │
├─────────────────┤ ├─────────────────┤ ├─────────────────┤
│ FIELD TRAINING  │ │ FIELD TRAINING  │ │ FIELD TRAINING  │
│    OFFICER      │ │    OFFICER      │ │    OFFICER      │
├─────────────────┤ ├─────────────────┤ ├─────────────────┤
│    TRAINEE      │ │    TRAINEE      │ │    TRAINEE      │
└─────────────────┘ └─────────────────┘ └─────────────────┘
```
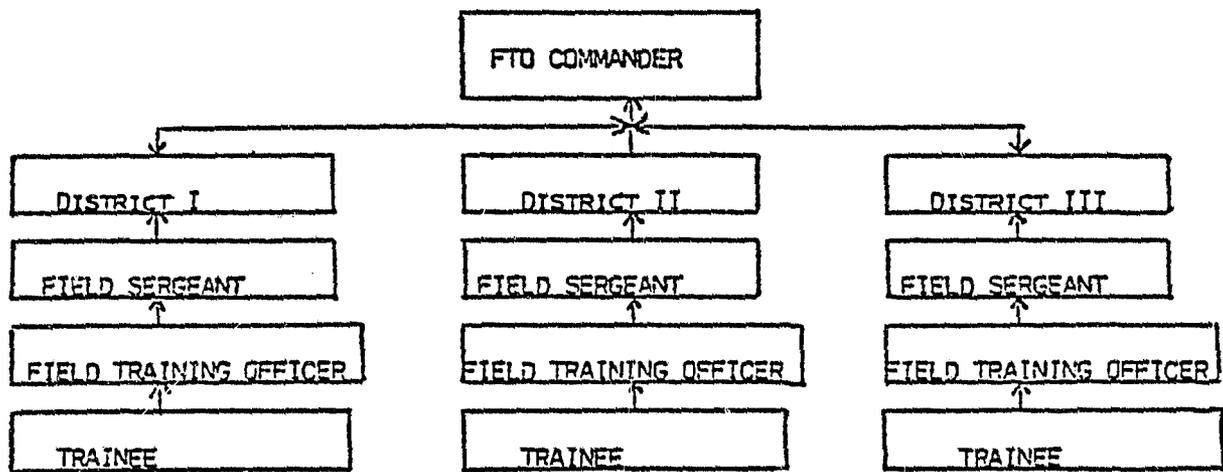
Figure 4-1. Recommended FTO System Organization

In any case, the selected FTO should be the "model police officer" of that department -- an officer who reflects the desired skills, behaviors, and attitudes desired to be transmitted to the trainee.

- **Give Field Training Officers a Special Rank or Status and/or Additional Compensation** -- Positive reinforcement in the form of incentives must be provided to the FTO. The extra duties, time, and responsibility inherent in the role of an FTO must be considered. If additional reinforcements are not provided, the extra duties and status become a burden rather than a potential for individual growth. Forms of reinforcement could be:

  - Special consideration in future promotions or internal transfers.

  - Extra pay.

  - Special patches, insignias, etc.

  - Priorities in selection of vacations, furloughs, days off, etc.

  - Promotions.

  Naturally, the selection of the reinforcers must adhere to past department practices.

- **Conduct Quarterly FTO Training Seminars** -- One-day sessions designed to expand the knowledge areas taught in the FTO program provide new areas of concentration to the participants, and review the previous quarter's operation of the FTO system should become an established department policy. Quarterly meetings should become a means by which all persons involved in the process have the opportunity to exchange information, discuss both new approaches and problem areas, make recommendations to the administration, and have an opportunity to provide feedback to both the police academy program and the personnel division of the department.

- **Establish Trainee Field Evaluation System** -- An evaluation process that will provide descriptive data must be established. Data generated by such a system should provide the decisionmakers an accurate view of the capabilities and shortcomings of the trainee. That is, should data in the form of reports or conversations

indicate that a trainee's performance is inadequate in a given area, decisionmakers can determine if further formal training is needed- whether further field experience will rectify the problem, or whether the trainee should be dismissed from the process.

- Planning for the FTO Training Program -- Precision must be incorporated in the process of formailizing the curriculum and selecting training methods and evaluation instruments for the FTO training program. To assist in the preparation for the FTO training program, the Systems Approach to Developing Training Programs model was employed. This program planning guide provides a step-by-step guide for the program coordinator, to assist in the process of ensuring that:

  - Training goals address the training problem.

  - The instructional design is best suited for teaching the training goals.

  - The training aids are employed.

  - A predetermined means of evaluating the training outcomes are designed.

  A program manager's checklist should also be used as an aid for the training coordinator in identifying important preprogram details essential for smooth operation of the training process. Naturally, the mere completing of checklists and following of the steps of a flow diagram cannot guarantee a satisfactory training program, but following a scheme and adding the personal interest of all the participants will survely assist the process of providing a better training program.

- Establish an Evaluation Plan for the FTO Training Program -- Again, utilizing a systems approach, a specific direction and focus must be given to the collection of evaluative data. An overwhelming amount of evaluative data. An overwhelming amount of evaluative data can be collected from a training program to the point of stifling the evaluative system. Therefore, specific evaluative interest must be identified. Those interests should be based upon the specific goals and objectives of the training program. Special evaluative instructions can then be tailored to measure the evaluative interests (see Table 4-1).

TABLE 4-1

Levels of Evaluation

LEVELS OF EVALUATION		ENCOMPASSING SYSTEM
A. REACTION LEVEL	-	COURSE EVALUATION
B. LEARNING LEVEL	-	COURSE EXAMINATIONS
C. BEHAVIORAL LEVEL	-	TESTING ATTITUDE SURVEY
D. RESULTS LEVEL	-	FOLLOW-UP SURVEY

A PARTIAL LISTING OF POTENTIAL AREAS OF EVALUATIVE CONCENTRATION ARE AS FOLLOWS:

EVALUATIVE AREA	SPECIFIC AREA OF FOCUS	EVALUATIVE AGENT
UNIFORMITY OF INSTRUCTION	-CLARITY OF TOPICAL OBJECTIVES -ROUTING OF DELIVERY OF TOPICAL OBJECTIVES	TRAINEES + INSTRUCTORS +
INSTRUCTOR PERFORMANCE	-OVERALL PERFORMANCE RATING -RATING OF INFORMATION CONVEYED -APPLICABILITY OF INFORMATION CONVEYED	TRAINEES + STAFF
FACILITY AND STAFF PERFORMANCE	-OVERALL PERFORMANCE -RATINGS OF FACILITY ADEQUACY -RATING OF POLICE ADEQUACY -RATING OF STAFF SUPPORTIVE ASSISTANCE	TRAINEES + INSTRUCTORS + STAFF
FTO TRAINING PROGRAM SUCCESS	-SPECIFIC GOALS SUCCESS -ABILITY TO IDENTIFY NON-QUALIFIED INDIVIDUALS -DEPARTMENTAL SATISFACTION WITH TRAINEES GRADUATED -DISSEMINATION OF EVALUATIVE FINDINGS	STAFF + DEPARTMENT + ADMINISTRATORS
TRAINEE PERFORMANCE	-RATINGS OF FTO'S -FOLLOW-UP SURVEYS -SUPERVISOR EVALUATION OF FTO AND TRAINEES	STAFF + DEPARTMENT ADMIN-ISTRATORS
BUDGETAL ASSESSMENT	-OVERALL EXPENSES -COST FEASIBILITY -COST BENEFIT RATIO	STAFF + DEPARTMENT ADMINISTRATORS

APPENDIX D

San Diego Police Department:

Field Training Officer Program*

*Material included has been abstracted from the Administrative Manual
only as a brief introduction to the program. A Field Training Officer
Manual and a Trainee Critical Task List are other documents which have
been produced within the program.

INTRODUCTION

The Field Training Program is 16 weeks in length and divided into 5 specific phases as outlined below.

Phase I will be two weeks in length and will be covering basic tasks. Phase II will be four weeks in length and develop more involved tasks. Phase III will again be four weeks in length and strive towards trainee independence. Phase IV will be four weeks long and the trainee will be approaching independence. Phase V will be two weeks long. The trainee will return to his/her first F.T.O. he/she had for Phase I. This phase will be for final evaluation and the polishing of techniques.

This program is designed on the concept of "screening in" rather than "screening out" trainee officers. A brief explanation of the foregoing statement is as follows:

Trainees having graduated from the San Diego Police Academy and entering the Field Training Program will be accepted as having all the necessary qualifications academically and physically to be competent police officers.

During the training program, any deficiencies that are discovered must be first documented and then attempts to correct or overcome these deficiencies must be proposed, put into effect, and documented. Only if these attempts to correct deficiencies fail will trainees be considered for termination. Throughout the field training phase every attempt will be made to develop all officers in a thorough, consistent and fair manner.

Personnel in the program will function as teams and be composed as follows: teams will consist of 9 F.T.O.'s and an F.T.O. sergeant. Central Division will have 3 teams per watch (one in each Lieutenant's area); Northern Division will have one team per watch. The three teams on each watch at Central will report to an F.T.O. Team Lieutenant while Northern Division will have a Lieutenant for all three watches.

The overall administration of the project will be the responsibility of Patrol Administration in conjunction with the Training Division. The Project Coordinator has command responsibility for the program.

Total personnel in the program at inception will be:

   5 Lieutenants
  12 Sergeants
 108 F.T.O.'s

This number will be adequate to train a maximum of 75 trainees. Although not recommended, if it becomes necessary to expand the size of future academies, the size of teams or number of same can be expanded.

The three major structural documents of the program are:

1. *Field Training Program Administrative Manual*

2. *Field Training Officers Manual*

3. *Trainee Critical Task List*

The *Administrative Manual* will outline those procedures to be followed in administering the F.T.O. Program. The *Field Training Officers Manual* will outline the basic principles and procedures which will serve as a model for Field Training Officers. The *Trainee Critical Task List* was established to show those items that must be mastered before a trainee officer is considered qualified to enter the field as a one-officer unit.

To aid the F.T.O. in evaluating the trainee officer, daily and bi-weekly evaluation forms were devised. The daily evaluation is divided into five major categories:

1. Performance
2. Attitude
3. Knowledge
4. Appearance
5. Physical Fitness

This form is filled out daily and submitted to the Team Sergeant for approval.

The bi-weekly is designed to combine the daily observation with trend analysis to come up with future goal planning for the trainee. It is to be a total overview of the past two weeks.

DUTIES AND RESPONSIBILITIES OF THE

FIELD TRAINING LIEUTENANT

The F.T.O. Lieutenant, in addition to his normal duties on his particular watch, will have the following responsibilites:

1. The F.T.O. Team Lieutenant will have functional supervision over all F.T.O. Sergeants on his watch.

2. He will be responsible for ensuring bi-weekly meetings are regularly scheduled.

3. He will attend a minimum of one out of every three bi-weekly meetings within his area of responsibility.

4. He will ensure that the original of all daily and bi-weekly evaluations are forwarded promptly to the Project Coordinator. He will also submit a bi-weekly progress report of his team to the Project Coordinator.

5. The F.T.O. Team Lieutenant should maintain close contact with his Team Sergeants and act as a liaison between the Project Coordinator, F.T.O.'s, F.T.O. Sergeants, and Commanding Officers.

DUTIES AND RESPONSIBILITIES OF THE

FIELD TRAINING SERGEANT

In addition to the bi-weekly meetings and evaluations, the F.T.O. Team Sergeant will have several other duties. These will be in addition to his normal field obligations. The supervisor must ensure that the training and evaluation processes are accomplished. The Team Sergeants should continually observe the trainees written and oral communications. The Sergeant and the F.T.O. must accept the importance of documentation of the trainees' training. Documentation addresses deficient, acceptable, and exemplary performance and provides a ready reference in the event of a need for response to questions concerning the program and/or the trainees' performance in the program. Documentation must include those remedial solutions suggested in order to overcome any observed deficiencies. The Team Sergeant must monitor the overall training and evaluation of trainees to ensure that a personality conflict between the F.T.O. and trainee does not arise and that the F.T.O. maintains objectivity throughout his contact with the trainee. If a personality conflict or a loss of objectivity is observed, the Sergeant shall immediately counsel the F.T.O. and the trainee. The Team Sergeant will ensure that each F.T.O. assigned to him has submitted his daily trainee evaluation before securing each day.

The F.T.O. Team Sergeant will, after each bi-weekly meeting, submit a progress report to his F.T.O. Team Lieutenant. This report will include remarks such as how many trainees did his team have, and are all assigned trainees progressing at an acceptable rate. How many days did each trainee work with his assigned F.T.O.? This report must include any projected or actual F.T.O. losses, either temporary or permanent; i.e., vacation, EMT training, sick

leave. If an F.T.O. is experiencing problems with a trainee or the Team Sergeant is recommending termination of a trainee, this must be included. If an F.T.O. is to be disciplined or removed, it will be stated in this report. The last item is to give an overview of how the program is progressing. Should the Team Sergeant have any suggested changes for the program, they should be noted in this final section. The bi-weekly report is to be submitted by the Team Sergeant to his Team Lieutenant no later than two working days after the Team Sergeant's bi-weekly meeting.

The Sergeant is an integral part of this program. The key to his role in the program will be observation and direction. A fully effective F.T.O. supervisor will constantly strive to improve the overall operation of the program and will work with all other program participants towards the goal of organizational excellence.

DUTIES AND RESPONSIBILITIES OF THE

FIELD TRAINING OFFICERS

The goal of the Field Training Officer program is to provide the Department with fully trained, community-oriented police officers. To attain this goal, the Field Training Officer himself/herself must understand, believe in, and support the C.O.P. practice of policing. The F.T.O. has a dual role - 1) his beat and its responsibilities; 2) that of training his trainee. Each of these roles is equally important. In the role of teacher, he must be innovative, patient, and above all, fair. The F.T.O. is required to complete a daily evaluation, an original and two copies, on his trainee. This evaluation will be discussed with and signed by the trainee before submitting it to the Team Sergeant. After discussing the evaluation with the trainee, the original and one copy will be forwarded to his/her Team Sergeant who will retain one copy and forward the original, via his/her F.T.O. Lieutenant, to the Project Coordinator. The bi-weekly evaluation is a trend indicator and will be submitted after discussing the trainee's progress at the bi-weekly meeting. It is mandatory that the F.T.O. attend the bi-weekly meetings. The F.T.O. will use the F.T.O. worksheet to assign areas to be stressed during the next phase and will serve as documentation, should remedial training be needed. If the F.T.O. feels a trainee is not progressing and he/she has used all the tools at his/her disposal, then he/she must recommend termination. The F.T.O. will also be evaluated as to his/her own professional and personal conduct by his/her fellow F.T.O.'s, trainees, and his/her Team Sergeant. The evaluation could either be written or oral in nature.

BI-WEEKLY MEETINGS AND EVALUATIONS

Bi-weekly Team meetings will be held to assess the progress made by trainees assigned to a particular team. These sessions will be composed of the Team Field Training Officers, the F.T.O. Sergeant, and the F.T.O. Lieutenant. The Project Coordinator will attend as many of these meetings as possible.

At these meetings each F.T.O. will present his evaluation of his or her trainee to the group. The F.T.O.'s attention is focused on the major strengths and weaknesses possessed by each trainee officer.

Built into the structure of the group is an atmosphere of candid criticism. Most often the examples used by an F.T.O. in anchoring his verbal-written judgements of a trainee, are based on field situations. These field situations, of course, vary in basic nature and in degree to which stress is present. Further, these field situations quite often require the participation of another F.T.O. and his trainee as a "back up" unit. Given this quite common occurrence, an opportunity for a differential perception of another F.T.O.'s trainee's performance is afforded. On a group interaction basis, these differential perceptions and subsequent debate provide a catalyst for the internal health and on-going objectivity of judgements rendered on trainee personnel. As any one particular trainee progresses through the program, the decision of retention or separation from the department is a direct by-product of the assessment sessions.

The roles played by the training sergeants and the training lieutenant vary as a function of their levels of responsibility. Briefly outlined, some of the contributions of these individuals at the group assessment level include: (1) assuring on-going continuity in quality of training, (2) maintaining a

keen sensitivity to the compatibility of the trainer-trainee relation-
ship. Specifically, each F.T.O. represents a composite of background,
training, technical specialties and work-life experiences. This compos-
ite is intentionally and systematically matched with the trainee's pro-
file in order to maximize the conditions which would lead to optimum
learning. Part of this procedure is the capability to reassign trainees
should original assignment decisions prove faulty, (3) to innovate re-
medial programs tailored to the individual needs of trainee officers.

The F.T.O. will submit his/her bi-weekly evaluation to the Team Sergeant
within one day after the bi-weekly meeting. The Team Sergeant will for-
ward this evaluation to his Team Lieutenant within two working days after
its receipt. The Team Lieutenant will then forward all evaluations to
the Project Coordinator as soon as possible (within two working days).

At all levels of command, every effort must be made to ensure the content
of trainee evaluations remain within the "need to know" concept.

CONTINUED

2 OF 3

INTEGRATED CRIMINAL APPREHENSION PROGRAM

Manual for the
Design and Implementation of Training

July 13, 1978

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

U.S. DEPARTMENT OF JUSTICE
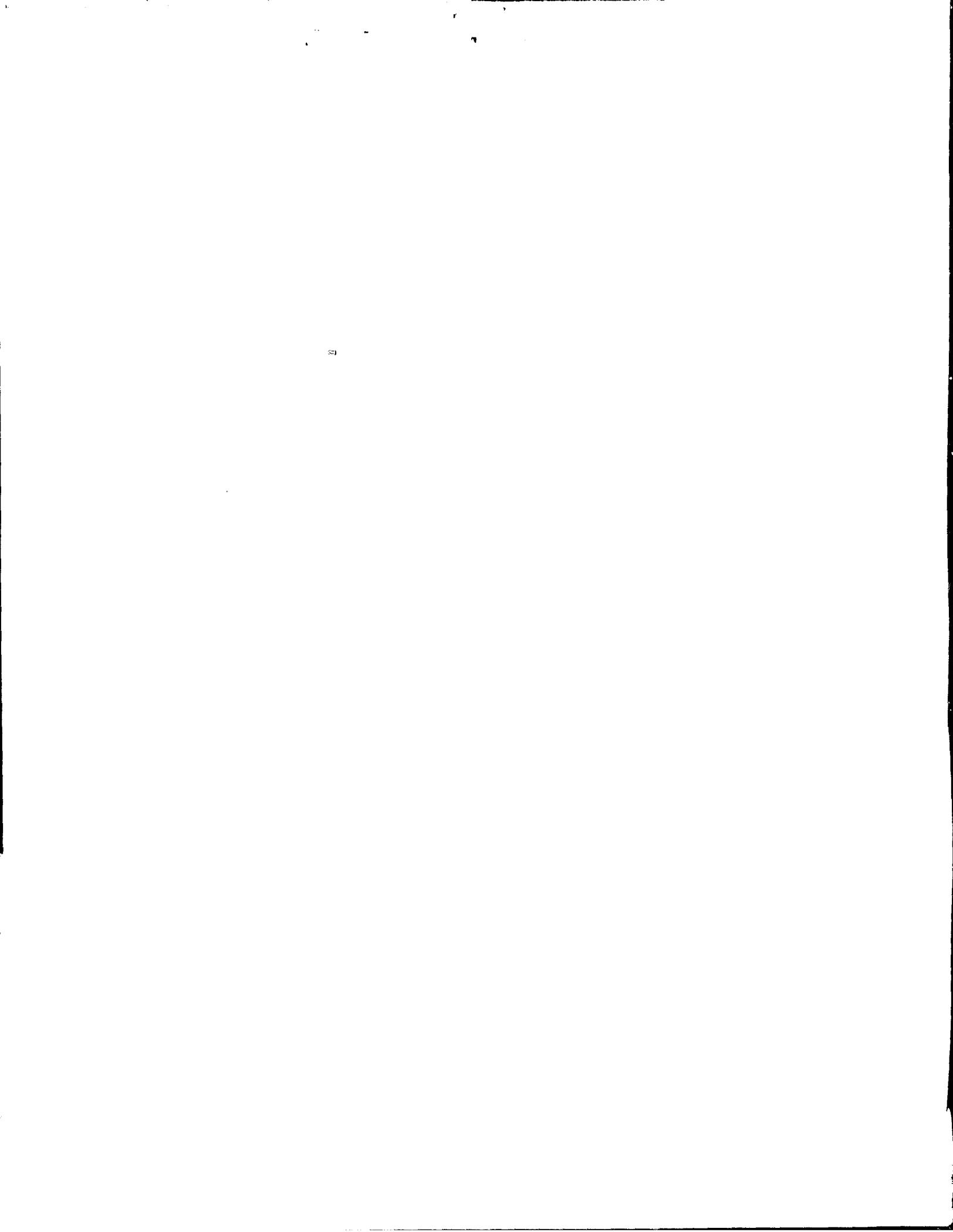
INTEGRATED CRIMINAL APPREHENSION PROGRAM

MANUAL FOR THE DESIGN

AND

IMPLEMENTATION OF TRAINING

Prepared By:

Richard G. Grassie
James W. Burrows
Suzanne M. White
Ray V. Waymire

July 13, 1978

TABLE OF CONTENTS

LIST OF ILLUSTRATIONS

LIST OF TABLES

APPENDICES

1. INTRODUCTION

1.1 Background of the ICAP Program

The Integrated Criminal Apprehension Program (ICAP) represents a recently developed police service delivery concept that focuses on building a structured approach to the management and integration of police services. The program grew out of the accumulated experience and literature developed through a number of LEAA-sponsored police programs. The unique feature of ICAP is that it provides an overall framework for the integration of the various police service delivery functions and support services. Further, it establishes a solid developmental base for increasing the overall effectiveness and efficiency of a police organization.

The maturation of the police function has been stimulated by recognition of key issues that have surfaced over the last decade. First, there is an apparent conflict in police goals. Recent studies have dispelled the myth that the police officer spends most of his time engaged in crime-related activities. It is now acknowledged that far greater blocks of a police officer's time are consumed by activities related to crisis intervention and order maintenance. The conflict arises when one considers that police organizations place crime-related activities at the top of a goals hierarchy when most of their time is actually consumed in other, non-crime-related activities. This apparent conflict has stemmed from the ever increasing pressures placed on the police to become more responsive to a multitude of community needs. The net results of such pressure have been misguided direction of day-to-day activities and insufficient attention to overall organizational goals.

Secondly, the police have assumed an almost totally reactive style of administration and operation. This stance largely has been precipitated by constant and increasing demands for police service. Additional factors include constricting court decisions, police unionization, increased litigation, and increased political visibility. The response to this litany of pressures has been the creation of a style of policing characterized by low productivity, unstructured management of resources, and an emphasis on controlling available police manpower.

Thirdly, police-related programs have proliferated without first obtaining insight into the range of feasible alternative solutions available to apply to a particular problem. The rush to be innovative -- brought on by public pressure and the availability of Federal funds -- has created both positive and negative results. On the positive side, a large body of police literature and experience now exists. This can and should be integrated into the police service delivery process. On the other hand, many programs have been developed that were competitive instead of compatible, poorly thought out instead of well conceived, and peripheral to the police function. Thus, developmental efforts in the police area have dwelt on solutions, while backing into the analysis and decision processes that should logically occur *before* solutions are developed.

Finally, because the police role encompasses a wide range of extremely complex and involved functions, attempts to quantify specific police tasks for eventual productivity improvement have proven to be extraordinarily

difficult. Most departments have attempted to meet the challenge of lo-
cal austerity pressures and increased productivity by emphasizing the im-
provement of specific techniques and increased organizational output (such
as increased arrest rates). As a result, heavy emphasis has been placed
upon the enhancement of training through more comprehensive recruit classes
and stepped up in-service training of patrol officers. Although these ef-
forts have certainly contributed to increased police effectiveness in a
number of departments, overall the emphasis on improved skills and output
has failed to address the more significant problem of increased organi-
zational effectiveness and efficiency.

To resolve the dilemma of police priorities and proper utilization
of resources, the ICAP concept introduces a more systematic approach to
the planning, development, and integration of police functions and ser-
vices. It is believed that the application of the ICAP concept will re-
sult in increased overall effectiveness of all police services, with a
special emphasis on increasing quality arrests, case clearances, and
successful prosecutions. Whereas previous modernization efforts used ap-
proaches that were often fragmented or compartmentalized, ICAP permits
consideration of all police service delivery activities and functions
both individually and within the context of the departments' stated goals
and objectives. Thus, the training function represents one of many ap-
proaches or methods for developing increased effectiveness of police ser-
vices. Training in this context becomes a valuable management tool for
developing needed skills and communicating the basis of a department's

policy for management decisionmaking.

From the foregoing discussion, it is clear that a number of steps need to be taken in the direction of a more systematic approach to the management and delivery of police services. First, the police must assume the initiative by recognizing the need to balance the demands for providing a multitude of services. Additionally, they must effectively direct activities to maximize time and available resources to address serious, pressing problems such as emerging crime patterns and localized service needs. The large number of police programs and concepts must be integrated into a logic framework so that positive interrelationships of functions and activities can be defined, properly ordered, and effectively utilized. Finally, sound management practices must be adopted to increase the effectiveness and efficiency of police organizations while reducing, or at least least stabilizing, costs.

Given the scope of the ICAP program and the complexities associated with program implementation in police departments, special emphasis has been placed on the training function in the form of this ICAP manual. The purpose of the document is to identify many of the anticipated training problems associated with ICAP implementation and to outline the role and development of training in support of program implementation. Also, some specific and generic approaches

to training are presented for consideration.

1.2 Role of Training in Police Organizational Development

During the past 10 years, a fundamental change has been taking place
in the role of training in police organizational development. Training is
no longer "nice to have if the budget can accommodate it." It is becoming
a basic tool for increasing the effectiveness of the police organization
in the local government milieu.

In the past, police training focused primarily on simplified proce-
dures, techniques, and processes to support day-to-day police line oper-
ations in a society where the policeman was characteristically viewed as
a law-and-order figure. Today, the maturation of the police function,
coupled with the emergence of research into the efficacy of police oper-
ations and practices, has fostered a new approach to police training as
a key element in organizational development. Furthermore, the rapid
growth of new technologies, the automation of information, and the intro-
duction of entirely new police concepts have all combined to underscore
the need for an orderly and structured management of the change process
in police organizations.

The initial and continued support of a sound and innovative training
program not only assures that needed skills are emplaced but also enables
the police manager to more effectively control an agency's progress in
attaining stated goals. Thus, training is one management tool used to
develop the full effectiveness of the police organizations' most essential

and available resource: its people. The function of training, then, is to bring about the behavior changes required to meet management's goals.

When considered as a subsystem within the police organization, training becomes a valuable resource because of its ability to bring about required behavior changes in terms of skills, knowledge, and attitudes, rather than because of the number of different programs it offers or its ability to utilize the newest technical advances in the field of education. In short, a police organization may be able to forego the luxury of a vast training operation, but it cannot afford to ignore the necessity of the training function.

The distinction between the concept of a *training function* and that of a *training operation* is critical for subsequent discussion and understanding of the approach to training taken in this manual. The *training function* is viewed as a subsystem within the police organization that brings about controlled behavior change. The *training operation* is viewed as a mechanical means for carrying out the training function. There are a number of individuals throughout the department, from the commander or Chief of Police to the line supervisor, who are responsible for training as a function. Consequently, training is a responsibility shared by all members of the police organization.

On the other hand, the training operation is normally headed by a designated full-time training officer with as many staff as are necessary to carry out the department's ongoing formal training activities. Confusion between the formal means of training and the functional action for

bringing about behavior change is one of the chief reasons why police management often fails to use training to its maximum effectiveness.

Within the ICAP framework, training is considered an essential function in the department which serves the entire organization by maintaining performance standards and facilitating the organizational change process. The ICAP training function then is viewed as a subsystem or subset of the overall police system. Included within the police training subsystem is one element called the police training operation. Before elaborating on the ICAP systems approach to the training function, a brief overview of the state-of-the-art in training is provided.

1.3 State-of-the Art

Despite the major progress made over the past decade in the development of police training programs and in the recognition of the necessity of training for organizational development, many existing police training programs have fallen short of meeting the agencies' training requirements. In many cases, the initiative to further develop police training programs has come from the State legislatures rather than individual police departments.

Generally, most police training programs are oriented toward skills development and most programs focus attention on three major types of training:

- **Recruit Training** -- Concerned with the orientation of newly hired police officers to the technical and procedural ramifications of their job.

Overall, the focus is on development of basic
police skills (e.g., patrol, investigations,
firearms) and the creation of a sense of purpose
and awareness of the role and function of the
police officer in the community.

- In-Service Training -- Concerned with that as-
pect of the department training program which
provides refresher courses and presentation of
additional police skills to currently employed
police officers. In-service training is an on-
going process where officers are provided with
updated material, techniques or approaches,
changes in department policy concerning certain
operations, and sharpening of those skills origi-
nally developed through recruit training.

- Management and Supervisory Training -- Concerned
with the development of management and super-
visory skills. Perhaps the least emphasized as-
pect of the police training function, manage-
ment and supervisory training has traditionally
focused on promotional aspects of police positions
with sporadic emphasis on building the requisite
managerial capacities integral to organizational
continuity and development.

Far too often, police training has been considered and expressed in terms of sheer numbers -- specifically the number of hours or courses offered to officers. The problem stems from the fact that, although most administrators are in favor of training and most police employees desire more training, police administrators have had difficulty in defining meaningful training programs and determining how they should be accomplished.

Overall, there is a wide range of specialized police training programs directed at various positions and functions within the department (such as detective, patrol officers, and crime prevention). Despite this wide range of training programs, most attention is focused on recruit training. The quality of recruit training programs has increased measurably over the last decade, yet a number of factors associated with training in general have hampered training efforts. A brief summation of a few of these factors includes:

- Overreliance on Facts -- Police performance is constantly translated for the training classes into very narrow and definitive pieces of information. For instance, patrol is presented and characterized as a series of simplified procedures rather than as a form or concept of total police service delivery. Absolute facts and pieces of information are presented for consumption and regurgitation by the trainee in the form of detailed tests. Very little regard is given to

the relationship these facts and pieces bear to
the overall concept of policing or patrolling in
general.

- Role of Trainees -- Police trainees are generally
  forced to take a passive role in the training pro-
  cess. The emphasis often seems to be on the es-
  tablishment of an aura of authority in the class-
  room setting. On the whole, trainees are led to
  believe that there are standard answers and solu-
  tions and that the role of the police is simple
  and straightforward rather than complex and multi-
  faceted.

- Lack of Imagination -- Training programs generally
  suffer from a lack of imaginative approaches.
  Characteristically, material is presented in a
  straightforward fashion from the instructor to
  the student. The overreliance on facts, pro-
  cedures, and accepted techniques has forced the
  police trainer to concentrate more on content
  and less on approach and presentation. Attempts
  to carefully blend both have resulted in more
  meaningful and lasting effects.

- Field Training Programs -- The emergence of field
  training programs has enabled training officers to

bridge the vast gap between classroom and field experience and has further enabled departments to monitor progress and correct obvious deficiencies of trainees prior to permanent assignment to a department division. However, field training programs have suffered from a number of problems, namely overemphasis, short duration, lack of continuity with department policy, and a general lack of training on the part of the field training officers themselves.

Generally speaking, an overview of police training does indicate some promising aspects, such as the fact that both trainers and administrators have become increasingly concerned with the lack of imagination and quality of training efforts. This recognition indicates that the police trainer and administrator are paying more attention to feedback received from officers who have undergone the training process and who are in an excellent position to critique the relevance of training programs to day-to-day line operations. Finally, police administrators have recognized the critical contribution of training in light of the enhanced role and responsibility of the police. The result has been a demand to develop new types of training, as well as innovative programs to equip all officers with the necessary background and tools to effectively perform day-to-day activities.
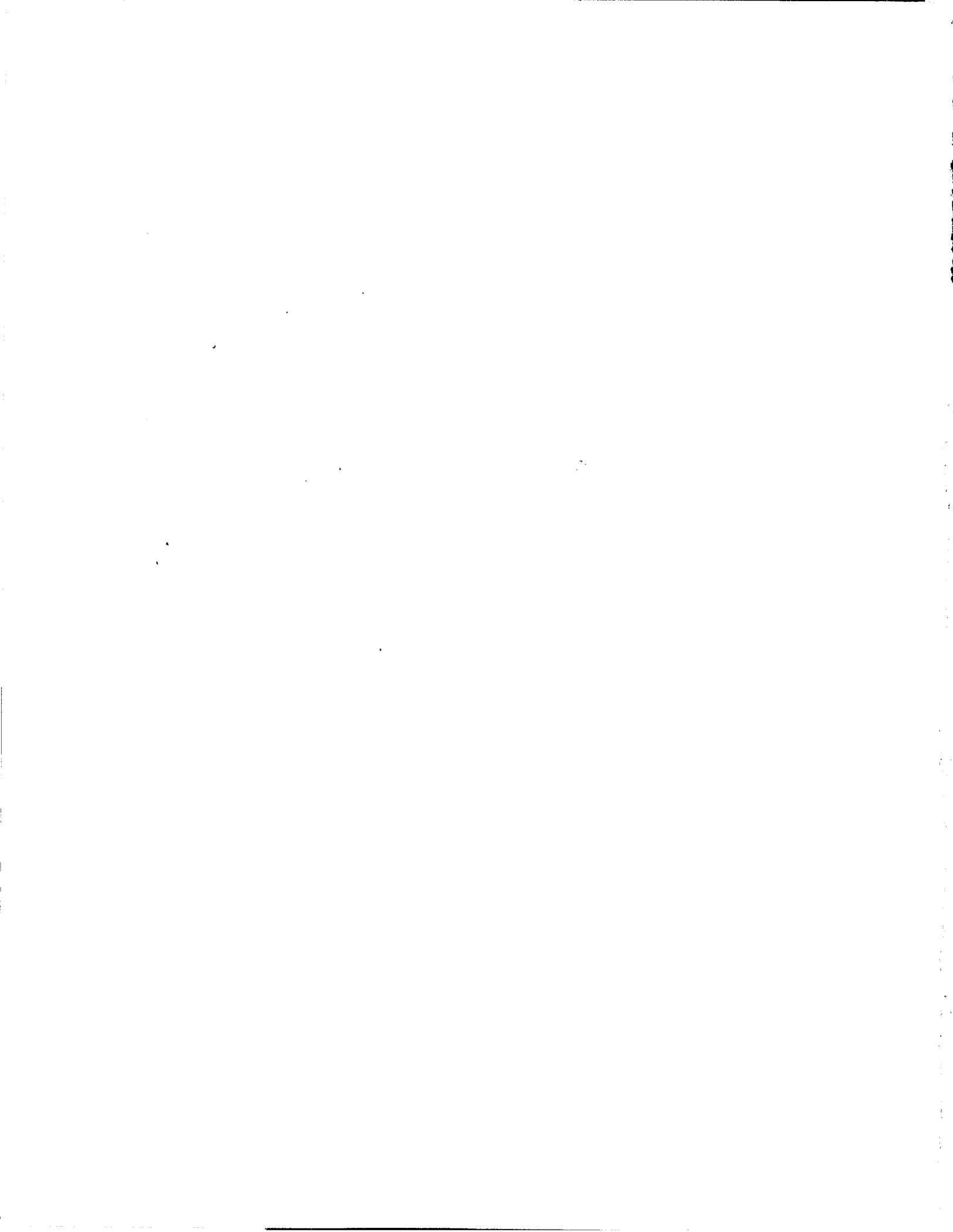
2. ICAP TRAINING FROM A SYSTEMS PERSPECTIVE

The introduction of a training system design provides ICAP departments with a generic model for a training function that can fulfill its mission under any and all organizational circumstances. A generic ICAP training model, such as that shown in Figure 2-1, provides a structure for identifying training needs and for creating, developing, presenting, and evaluating specific training requirements and actions associated with ICAP implementation. The generic training model also allows for a clear definition of the operating elements and logical steps to be taken in developing a training program.

It is recognized that some ICAP departments will have already employed a systems approach to training and that training for ICAP implementation will represent only a portion of the department's overall training program. In these cases, the generic training model is presented merely to complement the approach already established in the department. It is hoped that certain features of the ICAP approach will facilitate the development of training specifically for ICAP implementation.

On the other hand, for those departments operating without the benefit of a generic training model, the ICAP training model is offered not only as a basis for developing training programs to support ICAP implementation but also as an overall generic model for developing the entire department training function.

The five elements comprising the ICAP training model are discussed individually in the following paragraphs. For purposes of this manual,

```
┌─────────────┐      ┌─────────────┐      ┌─────────────┐      ┌─────────────┐      ┌─────────────┐
│ Information │  ──▶ │  Analysis   │  ──▶ │ Development │  ──▶ │  Operation  │  ──▶ │ Evaluation  │
│ Collection  │      │             │      │             │      │             │      │             │
└─────────────┘      └─────────────┘      └─────────────┘      └─────────────┘      └─────────────┘
       ▲                                                                                    │
       │                               Feedback                                            │
       └────────────────────────────────────────────────────────────────────────────────────┘
```
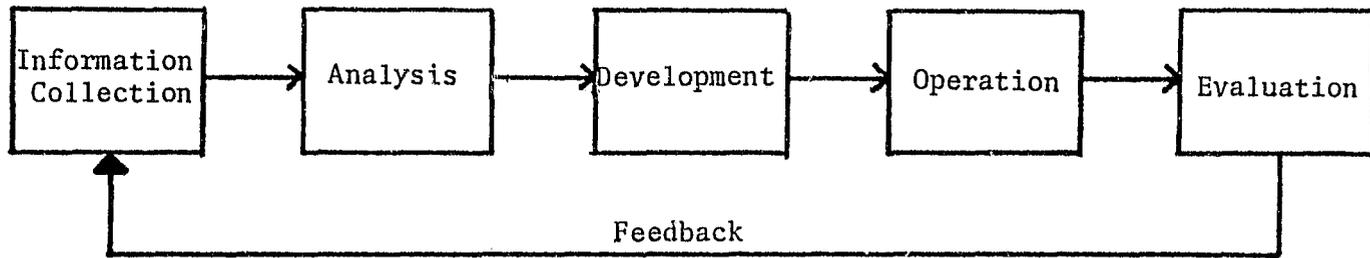
Figure 2-1. Generic ICAP Training Model
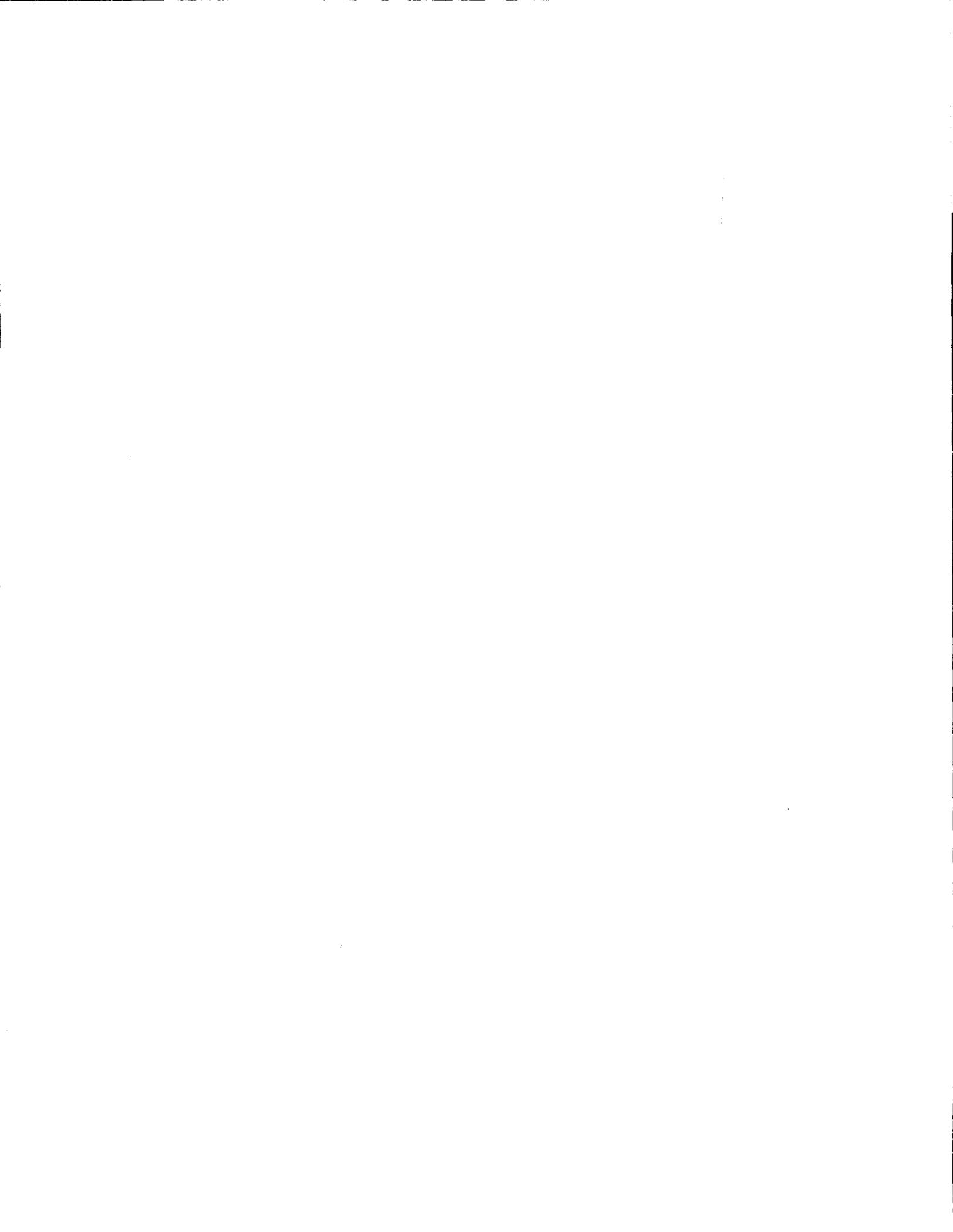
training is viewed as a subsystem of the police department's personnel system, and, in many ways, the most important one. Other subsystems would include manpower planning, organization planning, and management development. Broadly speaking, the function of the training subsystem is the attainment of a group of planned and predefined behavior changes required by other elements of the police organization to achieve stated goals and objectives. The development and presentation of specific programs is only part of the training subsystems objective. This function also includes the canvassing of all systems within the organization to identify their requirements in terms of skills, knowledge, and attitude, and the performance standards used in their feedback and control systems. The training function also provides other department divisions with information on the performance of officers undergoing training and recommends additional methods for obtaining the behaviors required for achievement of intermediate and long-term department goals.

2.1 Information Collection

The first element of the ICAP training model is concerned with the collection of various types of information for input into and use by all other elements involved in the training function. Some activities that would normally fall into this area are:

- The investigation of outside training sources for materials, funds, and other training resources (such as approaches, techniques, and methods).

- Information collection and research into the

technology of training and education. Also the
collection of training material and training
aids.

- Maintenance of the state-of-the-art in training
  and communicating changes, new approaches, or
  new material to other elements in the department
  concerned with the training function.

In practice, within a police department, the information collection
phase of the training function covers a broad spectrum of activities and
department personnel and serves the agency primarily as an information
processing system. Consequently, although most of the information and
material is collected from outside the department, this element should
develop interfaces throughout the police organization, as well as with
those immediately responsible for the development and operation of the
training function.

The information collection element should also be concerned with the
investigation and validation of testing techniques, both for measurements
of recruit progress and behaviors and as a tool for evaluating the effec-
tiveness of departmentwide training programs. Also included within this
element would be the requirement to develop an inventory of police skills
and capacities. Ultimately, this would be used for interface between the
personnel division in recruit selection and the field operations bureau/
division where the skills and capacities are actually put into operation.

2.2 Training Needs Analysis

Although each element in the training model must function effectively

for the training system to work, the analysis element is perhaps the key to success of training operations. There are three major activities that should evolve as part of the analysis element. First, it must analyze and identify the department's training needs and evaluate them in terms of the potential costs (i.e., resources and time). Secondly, it must identify and specify the behavior or performance that must be obtained to satisfy training needs uncovered through the assessment process. Finally, this element is responsible for the analysis of the specific police tasks (i.e., preliminary investigation by patrol) for which training is provided so that the actual training actions and operations can be developed to achieve the necessary performance. Also included within the analysis element is the responsibility to advise the organization of training alternatives and recommend those best suited to the department's needs. Inputs to this element would come directly through investigation of activities throughout the organization or indirectly through various department divisions/sections similarly concerned with analysis (such as planning and research, crime analysis, and operations analysis). Results of analysis in areas such as organizational and manpower development would be provided to other elements for use in developing and operating a training program.

The analysis element essentially defines the need for and scope of a specific training action or program. Consequently, the primary task of the analysis element is to develop a training plan, either for short-term remedial actions or for long-term organizational development such as that

necessary for ICAP implementation. The training plan should address a number of critical factors, including the following:

- Problem definition.
- Need identification.
- Establishment of performance standards.
- Identification of key personnel whom training actions will be developed and conducted.
- Establishment of training criteria.
- Estimation of costs (resources/time).
- Estimated outcome.
- Schedule (proposed).

2.3 Development of Training Strategies and Techniques

The development element deals primarily with specific training actions. Once a training plan has been developed and accepted by the Chief of Police or his designate, an instructional design and related materials must be produced to implement the training plan. Essentially, the instructional design should detail the procedures necessary for meeting the objectives of the training plan. As a result, the instructional design should include a list of activities into which officers involved in the training action will be placed. Based on the instructional design, materials are either collected or developed for use by the instructors and participants. The most critical portions of the development element are the instructional design criteria, budget, and scheduling constraints.

The development element should concern itself with the determination of strategies and techniques to use in bringing about behavioral changes to meet the criteria of the training plan. For example, a training plan

which outlines the need for training supervisors in the area of workload management might include behavioral criteria requiring the supervisor to conduct weekly planning activities to meet the allocation and deployment needs of his assigned territory. The development element would consider and seek out various methods for developing this kind of behavior. One strategy could be to involve the supervisor in the manpower allocation analysis process so that he becomes familiar with the departmental policy (basis for allocation). A related strategy could include the development of training for first-line supervisors in the patrol planning process using workload forecasts and crime analysis information input.

Regardless of the particular strategy or technique selected, it may be necessary for the development element to acquire knowledge of subject matter, the content of which may not be within the immediate training operation's area of competence. For this reason, resources within or outside the department will need to be tapped to obtain the required expertise in the subject matter.

2.4 Training Operation

The training operation element has two functions. First, it must effectively present and administer training programs, to include such functions as scheduling, selecting instructors and officer trainees, arranging for facilities, and any other logistical aspects of an ongoing training operation. Secondly, the training operation element is held accountable for the day-to-day maintenance of a library of material, internal assignments and communications, communications with police managers regarding the results of training and expenditures of resources, and continuous update

and orientation of training staff.

Overall, the role of the operation element is to implement the department's training plan. As such, it is held accountable for all of the logistical details, scheduling trainees, selecting and preparing instructors, and selecting and preparing instructional design and materials. Thus, the operation element is held accountable for the overall control, coordination, and reporting of actual department training.

2.5 Evaluation of Training Performance

The element of evaluating training performance is responsible for the individual and overall assessment of the effectiveness of the department's training program and the efficiency of the training function or system operating within the organization. The evaluation element works closely with the development element to produce the strategies, techniques, and materials used to judge both the training function and trainees' performance.

The evaluation of training involves provision of two feedback processes. First, it evaluates trainees' performance both at the beginning of the training program and at the conclusion of specific training. Secondly, evaluation is concerned with the assessment of trainees' performance while on the job. The evaluation element is also responsible for the development of feedback mechanisms on the efficacy of training programs and the development of mechanisms to solicit input from the rank and file concerning perceived training needs.

The foregoing discussion of the necessary functions and procedures

that form a training system is not intended to furnish a table of organization for a department training division. Rather, all of the aforementioned elements can be performed by one person so designated in the department (a training officer), or each element may be accomplished in various divisions throughout the department, or certain elements can be farmed out to consultants. Regardless of whether a functional, staff, or consultive approach is used, for an effective training program to be implemented these elements must be present in the department and individual(s) must be assigned to carry out the training functions related to each element, consistent with the department's structure, goals, and objectives.

Lastly, as a summary of the material presented in this chapter, Figure 2-2 presents the ICAP training model introduced earlier and lists the specific training functions to be performed under each element of the model.

ICAP TRAINING MODEL

| Information Collection | → | Analysis | → | Development | → | Operation | → | Evaluation |

- Review outside training sources.
- Investigate training techniques, programs and operations of other organizations.
- Collect information on training aids and materials.
- Acquire information on current technology used in training programs.
- Maintain awareness of state-of-the-art in police training.

- Assess police departments training needs.
- Identify and specify behavioral objectives required to achieve performance.
- Analyze specific tasks for which training is provided so that required performance can be obtained.
- Develop training plan.
- As required, identify specific problem areas that may be addressed through training.

- Translate behavioral objectives into instructional objectives.
- Select training methods and techniques.
- Develop specific training design and materials based on training plan.
- Develop alternative and related training strategies.
- Identify resources, both within and outside the agency, for development of training programs.

- Coordinate the following activities as part of the overall training plan:
  - Scheduling
  - Selecting instructors
  - Facilities
  - Other logistics
- Maintain training files, records, and materials.
- Monitor training results and costs associated with training program.

- Coordinate evaluation activities with training needs analysis and development.
- Evaluate individual trainees performance.
- Evaluate suitability and overall impact of training program.
- Develop specific testing strategies for individual training activities.
- Develop specific training evaluation criteria for input into department training plan.
- Provide continuous feedback to instructors and line and command staff on training.

Figure 2-2. ICAP Training Model and Individual Functions

3. ROLE AND FUNCTION OF TRAINING IN ICAP IMPLEMENTATION

The most effective approach to the management of police services is one that is based upon a clear recognition of the need for systematic planning and analysis of information to support the police decision-making process. The police manager, from the Chief of Police to the patrol supervisor, is constantly faced with the need to make decisions. Primarily, these decisions are concerned with the management of department resources to meet various demands for police service in the community. Regardless of the number and scope of decisions that are made, the process of making a decision must be based upon an overall model or approach that enables the police manager to consider and weigh the possible consequences before taking action.

The implementation of an ICAP program requires that participating departments develop or enhance their approach to the management of all police services through the establishment of a departmentwide decision-based model characterized by the following:

- Formal planning.
- Decisions based on empirical information and structured methods.
- Decision components measurable and subject to manipulation, based on feedback.
- Operational identity of an analytical capacity.
- Prediction-oriented, active, empirical perspective.

In addition to the introduction of a decision model within the department, ICAP includes within the decision model framework the implementation of certain key program components such as crime analysis unit operations, managing patrol operations, managing investigations, and special emphasis on the identification, apprehension, and conviction of the serious, habitual offender or career criminal. As a result, ICAP implementation requires a police department to commit itself on a long-term basis to a highly comprehensive change process. Clearly, the training function plays a major role in this change process, especially where the comprehensive nature of the program requires considerable behavioral changes.

For line officers, ICAP implementation requires intensive training in skills development such as field reporting, conduct of field investigation, and interviewing witnesses. For police managers, program implementation not only involves certain skills training but also includes the preparation of line supervisors and command personnel for effectively managing department resources. This represents a considerable departure from normal training programs. Within the ICAP framework, management training focuses on affixing responsibility and authority for decisionmaking within the organizational structure, especially for those decisions related to allocation and deployment of resources and managing the calls-for-service workload.

The remaining sections of this chapter begin with a brief presentation of the ICAP model, logic flow, and program objectives. Following this is a summary of the key model elements and program components to provide an indication of the comprehensive nature of ICAP implementation.

Based on the discussion of program components, ICAP project implementation requirements are addressed along with a description of the diagnostic assessment process that should take place prior to project implementation. Finally, the balance of the chapter focuses on the establishment of project objectives and identification of training requirements associated with these project implementation objectives.

3.1 ICAP Model and Logic Flow

The decision-based ICAP model establishes linkages between the key functions of data collection, analysis, planning, and service delivery. The ICAP elements and the functional logic flow of the ICAP process are presented in Figure 3-1. The ICAP process represents a highly functional and standardized approach to police decisionmaking that is:

- Definable in terms of its key components.
- Measurable.
- Consistent with the literature and knowledge of police practices.
- A structure for organizing and ordering police activities.
- A fundamental structure for focusing improvement efforts.
- A diagnostic structure for allowing clear and indisputable remedial activity.

One of the unique aspects of the ICAP process is the recognition that, in its generic form, the process of data collection, analysis, planning,

```
┌─────────────┐     ┌──────────┐     ┌──────────┐     ┌─────────────┐
│ Data        │     │          │     │          │     │ Service     │
│ Collection  │────▶│ Analysis │────▶│ Planning │────▶│ Delivery    │
└─────────────┘     └──────────┘     └──────────┘     └─────────────┘
      ▲                                                      │
      │                      Feedback                        │
      └──────────────────────────────────────────────────────┘
```
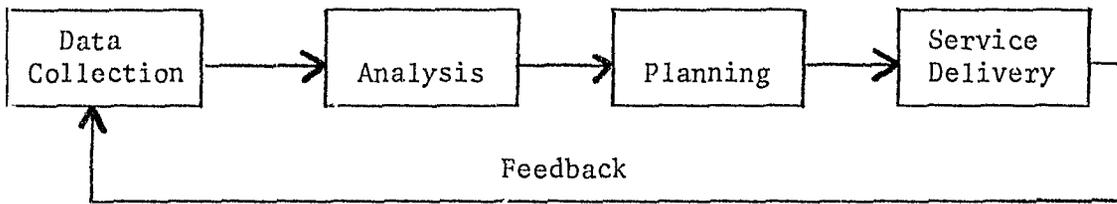
Figure 3-1.   ICAP Model Logic Flow

and service delivery actually occurs in every service delivery function.
It is essential that one recognize that the ICAP process does occur in
day-to-day operations and that it can be manipulated in a systematic,
structured, empirical manner toward desired outcomes. Moreover, ICAP
differs from previous systems approaches in that the model stresses a
step-by-step decisionmaking process for directing field activities. Pre-
vious systems approaches offered a broad range of randomly and diffusely
directed solutions without substantiating their value through a systematic
planning process. Lacking a structure for organizing their concepts, pre-
vious approaches failed to provide the guidance that is needed to opera-
tionalize a system.

The ICAP training model presented and discussed in Chapter 2 is actually
derived from the overall program model. The direct parallels between the two
models are shown below:

ICAP Program Model	ICAP Training Model
Data Collection	Information Collection
Analysis	Analysis
Planning	Development

ICAP Program Model	ICAP Training Model
Service Delivery	Operation
Evaluation/Feedback	Evaluation/Feedback

The key point to be drawn from the comparison is that systematic planning and analysis of information is the essential element of police decisionmaking. Whereas the ICAP program model primarily supports police operational decisionmaking concerning allocations and deployment of resources, the ICAP training model supports the continuous assessment, development, and operation of the department's training function, especially in terms of ICAP implementation. In the next few paragraphs, each of the ICAP program elements are summarized to provide an overall background for subsequent discussion of program implementation and related training issues.

3.2 Elements of the ICAP Program Model

Generally speaking, a police manager can improve his problemsolving and decisionmaking skills by using information efficiently. Because information is the raw material with which police managers work, the most effective way to improve police managerial performance is to improve the use of information. Since the ICAP concept focuses on the analysis of information to enhance the quality and types of decisions concerning police service delivery, the reference here is to information of an operational rather than administrative nature.

Hence, the *data collection* component of the ICAP model is concerned with the collection and ordering of information generated by department field elements such as patrol, investigation, traffic, juvenile, warrant

service, and intelligence units. The primary information sources for ICAP implementation are a department's field and incident reporting forms (especially the offense report), supplementary investigation reports, arrest reports, and dispatch cards. The information collected from these reports forms the basis for subsequent analysis and decisionmaking concerning allocation and deployment of police resources.

One very critical element in the ICAP process is report review. This activity provides quality control to ensure that the department's field reporting system is functioning properly and that all of the necessary processes and procedures are carried out as intended. This function is usually performed by field supervisors or by a separate unit within the organization's field operations bureau or detective bureau.

By definition, the *analysis* element in the ICAP process is where information derived from the data collection phase is subjected to review to identify significant facts and derive conclusions. For purposes of ICAP implementation, three types of analysis are identified:

- Crime analysis.

- Operations analysis.

- Intelligence analysis.

It is important to note that the term *analysis*, as used in the ICAP context, should not be confused with the term *planning*. On the contrary, ICAP analysis functions should be placed within the particular division which will use the information derived from analysis in day-to-day operations. This contrasts with the traditional concept of a planning and

analysis function that is organizationally placed within the administrative bureau or command section, and focuses more on short- and long-term planning for overall systems improvement.

In a broad sense, the combined functions of crime analysis, intelligence analysis, and operations analysis occupy an integral part of the decisionmaking process for allocation and deployment of resources. Together, they provide the essential information input for both strategic and tactical decisions made by police commanders and managers at all levels of the organization.

The *crime analysis* function involves a set of systematic, analytical processes directed at providing timely and pertinent information relative to crime patterns and trend correlations to assist operational and administrative personnel in planning the deployment of resources for prevention and suppression of criminal activities, in aiding the investigative process, and in increasing apprehensions and clearance of cases.

The *intelligence analysis* function is the systematic collection, evaluation, analysis, integration, and dissemination of information on criminals, especially related to their associations and their identification with criminal activity of an organized nature.

Operational analysis is the analytic study of police service delivery problems, undertaken to provide commanders and police managers with a specific basis for a decision or action to improve operations or deployment of resources.

The *planning* element of the ICAP process requires a structured approach to police decisionmaking. In effect, the ICAP planning function is actually more an operational function than an administrative function. Police managers involved in ICAP must assume an active role in the planning and decisionmaking process, rather than focusing their attention on direct supervision of personnel.

There are two types of decisions integral to the ICAP process -- strategic decisons and tactical decisions. Strategic decisions are policy oriented and are generally made at the higher levels of the organization. For example, a policy decision such as allocation of resources ultimately defines the department's response to crime, its distribution, and long-term police service delivery problems. This requires periodic analysis of the total police service delivery operation as viewed by the operations analysis function. Thus, strategic decisions identify the organizational parameters and structural framework for subsequent decisions concerning the deployment and utilization of department resources.

Tactical decisions are generally concerned with deployment or management of allocated resources by location and activity in response to short-term, service delivery situations. Tactical decisions are made on the basis of information inputs from the crime, intelligence, and operations analysis functions. The inputs from these sources are used to support the deployment of patrol, investigative, crime prevention, and special operations units. The ICAP concept emphasizes the fact that deployement decisons should be developed through a structured, integrated planning and

decisionmaking process. Thus, the department's tactical response to police service delivery can be focused and coordinated and the effectiveness of resources maximized.

Under the ICAP process, the element of *service delivery* includes all activities performed in a department that ultimately result in some form of police service provided to the community. Thus, although the department's patrol function provides direct, 24-hour services, other departmental functions and activities also provide services either directly (e.g., crime prevention) or indirectly (e.g., investigations). The key issue addressed by the ICAP concept is that police service delivery activities, although performed by various departmental units, are all interrelated, and their integration into the police decisionmaking process is necessary if overall departmental goals and objectives are to be achieved. In addition, those personnel responsible for making day-to-day decisions must be given a sense of overall departmental priorities, with crime-related services placed at the top of the list.

3.3 Key Program Components

To establish links between analysis, structured decisionmaking, and service delivery, ICAP projects should focus their activities on the development of the following key components:

- Analysis functions.
- Patrol management.
- Investigations management.
- Serious, habitual offender apprehension and prosecution emphasis.

An overview of each of the program components is provided in the following paragraphs.

3.3.1 Analysis

The three analysis functions associated with ICAP implementation are crime analysis, intelligence analysis, and operations analysis.

A crime analysis unit identifies, assembles, and disseminates information concerning crime patterns and trends. Generally, the analyst focuses his or her attention on those offenses that occur in large numbers with discernible patterns and trends and on those offenses that the police function has demonstrated an ability to prevent or suppress through concentrated patrol and special unit operations.

Crime analysis information can be used by either patrol or investigative personnel to guide deployment and assist in continued investigations. Thus, crime analysis information can support decisionmaking in a number of key areas:

- Patrol deployment.
- Patrol investigations.
- Investigator case screening.
- Special operations deployment.
- Strategic crime targeting.

Virtually all police agencies become involved in the process of intelligence gathering, usually to support an ongoing tactical operation or to assist some other outside law enforcement agency. The intelligence analysis function can be performed by an intelligence unit assisted by a

computer data bank in a large department or by a single officer in a smaller agency. Despite the range of intelligence analysis capacities available in police departments, most focus their activities on the gathering of information relating to criminals and their activities and associations. Intelligence information then is used to guide ongoing investigations and to develop operational strategies and tactics (such as antifencing efforts).

Although normally associated with the investigative function, intelligence information also can be gathered quite effectively by the patrol officer through routine stops, field interrogations, and regular field investigations. Thus, the patrol officer's observation of suspicious activity and events that suggest unusual activity on his beat could very well be information of value to the intelligence analyst. The important feature of intelligence analysis in the ICAP process is that the responsibility for information gathering rests with a number of key functions within the department.

Within the ICAP program, operations analysis involves the continuous collection and analysis of information related to police service delivery. Ideally, operations analysis should provide information support to commanders and managers at all levels of the departments so that they can make informed decisions concerning the allocation, distribution, and deployment of department resources. Whereas crime and intelligence analysis focus on criminals and criminal activity, operations analysis focuses on the support of strategic and tactical decisionmaking by collecting and ordering information concerning:

- Criminal activity.

- Service demand (CFS).

- Available resources.

At the strategic level, operations analysis information supports decisions concerning the entire field operations staffing function. At the tactical level, operations analysis supports management decisionmaking concerning the deployment of available resources by location and activity. Essentially, the ICAP approach to operations analysis is one based upon the measurement of time consumed by patrol personnel in various types of field activities such as calls-for-service, officer-initiated activity, and administrative activity. The theory behind this approach stems from recent studies which have shown that relatively large amounts of patrol time are uncommitted and that patrol planning is necessary to more effectively use uncommitted time.

3.3.2 Patrol Management

Discussions of patrol objectives generally center on crime prevention and apprehension of the offender. These generalities do not account for the complexity of the patrol operation. More importantly, development of more effective patrol strategies requires the patrol supervisor to examine the full scope of patrol activities and responsibilities. Sufficient time -- allocated properly -- must be allowed for crime-directed activities.

An examination of the full range of patrol responsibilities also enables the patrol supervisor to identify duties for which he is responsible that are not strictly related to crime control. These responsibilities

reflect the realities of the police mission: Crime control planning must be closely integrated with planning and implementation of tactics designed to address parallel responsibilities.

The analysis process and products serve the patrol supervisor by defining the crime and service problems that exist during his shift and in his geographic area of responsibility. Analysis provides information to aid in making decisions about when, where, and against what types of crime targets personnel should be deployed. Without crime analysis, patrol supervisors and field officers can only be aware of those incidents that they observe or of which they learn through discussions with other officers.

The patrol supervisor seldom has the luxury of confronting only one problem of police concern within the several beat areas under his immediate supervision. More often, he must address overlapping crime, service, traffic, and community relations issues simultaneously. Effective implementation of patrol plans requires that the strategy designed to attack any single problem must be effectively integrated with all other strategies being implemented within the supervisor's patrol area. Similarly, the response and directed-patrol assignments of individual patrol officers in the supervisor's command clearly must be defined and integrated so that all responsibilities are properly met in the most efficient and effective manner.

The main ingredients for the successful management of patrol operations are:

- Operations analysis.
- Crime analysis.
- Structured decision process.

- Responsibility and authority given to supervisors at all levels.

- Proper training of patrol officers and supervisors in criminal investigation and crime prevention, together with the use of crime and operations analysis in carrying out tactical operations.

3.3.3 Investigations Management

This portion of the ICAP program concentrates on the enhancement of the investigative activity of the patrol force and the development of investigative case management techniques. The following six key components comprise the investigations management aspect of the ICAP program:

- Patrol role in the initial investigation.

- Case screening.

- Management of continuing investigations.

- Police/prosecutor relationships.

- Monitoring of the investigation system.

- Police agency organization and allocation decisions.

A properly conducted preliminary investigation is, perhaps, the single most important action taken by the police in solving crimes. Since recent studies have shown that most case clearances result from the information gathered at the scene of the crime by the officer first on the scene, the preliminary investigation process is emphasized in the ICAP approach and patrol officers are expected to assume a larger role in the police investigative function.

Case screening is a mechanism whereby the decision concerning the continuation of an investigation is reviewed. Case screening serves a number of important purposes in the ICAP implementation process, including:

- Review for followup decision.

- Review for assignment of similar cases to single investigators.

- Monitoring the investigative process.

- Management of the detective case workload.

The objectives of a managed investigation process are to assign case investigations more effectively, to improve the quality of case investigation and preparation, and to monitor the progress of case investigation. The proper management of the continued investigation should result in one of the following:

- An arrest.

- Continuation of the investigation, based on sufficient crime analysis information.

- Case suspension after a determined number of days without additional promising informational leads.

In effect, ICAP requires that the combined resources of both the detective and patrol bureaus be closely coordinated to attain increased effectiveness in police investigations. Furthermore, a close working relationship between the police and local prosecutor should be developed to improve the ratio of convictions to arrests.

3.3.4 <u>Serious, Habitual Offender -- Apprehension and Prosecution</u>

Emphasis in the ICAP program on the serious, habitual offender has

stemmed from a recognition that a major portion of all crime is committed by a relatively small number of habitual offenders. In addition, it has become apparent that law enforcement agencies and prosecutors must combine their efforts to direct additional attention to this segment of the offender population. The integration of police objectives in ICAP and prosecutorial emphasis in the Career Criminal Program serves to identify and highlight the common links between the programs. It enhances both the police and prosecutorial functions as they relate to the common objectives of identification, apprehension, conviction, and incarceration of the serious, habitual offender. The basis for linking these efforts stems specifically from the mutual interest of the police and prosecution in quality case development and from the common functions of early identification and priority processing of the serious, habitual offender. These elements are essential to the proper investigation and preparation of cases.

3.4 Project Implementation Requirements

In terms of local implementation, it is important to draw the distinction between the ICAP program and an ICAP project. As a program, ICAP represents an overall plan or system under which action may be taken towards a goal. The overall goals of the program are:

- To increase the effectiveness and efficiency of police field services by systematically using information derived by analysis to direct the deployment of field units.

- To improve criminal apprehension by increasing

the number and quality of arrests, clearance,

prosecutions and convictions, with emphasis

on the serious, habitual offender.

As shown in Figure 3-2, each of the four program elements has a set

of related objectives for overall program implementation. Consequently,

from the project standpoint, these program objectives become the frame-

work for developing individual project objectives based upon an assess-

ment of the department's current position in terms of ICAP.

3.4.1 ICAP Diagnostic Implementation Assessment

The ICAP assessment process represents the initial phase of ICAP im-

plementation. The assessment process can range from a structured discus-

sion between key actors in the police organization to a highly sophisticated,

empirically based assessment that involves measurement of outputs, surveys

of personnel, and the development of scenarios for simulation or pretesting.

The most important aspect of the self-assessment is its establishment as

the basis for making decisions about ICAP.

Table 3-1 presents a sample checklist in the form of a Diagnostic

Implementation Assessment. Regardless of the form of assessment process

used, questions should address key department functions and should high-

light the major components of the ICAP logic flow -- data collection, anal-

ysis, planning, and service delivery. What emerges from this assessment

process is the basis for an ICAP implementation plan which would include,

but not necessarily be limited to, the following areas of consideration:

DATA COLLECTION	ANALYSIS	PLANNING	SERVICE DELIVERY
• Improve field reporting procedures.	• Improve analysis for operational planning.	• Improve operational planning process.	• Improve police procedures at the scene of the crime.
• Improve information flow through department.	• Improve strategic and tactical decisionmaking through analysis of pertinent information.	• Improve strategic and tactical decision-making through increased use of information derived from analysis.	• Improve timely initiation of investigative followup of serious crimes.
• Improve field report review process.	• Improve ability of department to manage allocation and deployment of resources through operations analysis.	• Encourage the development of alternative approaches to police service delivery problems.	• Improve investigative case management and preparation.
• Improve overall records management.	• Improve ability of department to monitor crime situation through crime analysis.		• Improve overall delivery of police services through the development of an effective allocation strategy.
• Provide timely and accurate information for analysis and decisionmaking.	• Improve ability of department to obtain knowledge of known criminals through intelligence analysis.		• Improve utilization of field resources through the adoption of effective deployment concepts.

Figure 3-2.   ICAP Program Objectives

3-18

TABLE 3-1

Diagnostic Implementation Assessment (Page 1 of 3)

GENERAL	DATA COLLECTION & PROCESSING	ANALYSIS
Has the department managed either Federal or State grants that were aimed at improving departmental operations (i.e., patrol and/or detective activities)?	Has the department issued a field reporting manual containing all department field report forms, together with instructions for preparation?	What analysis is currently performed in the department (e.g., crime, incident, intelligence, operations)? For what purpose?
Were these programs or portions of these programs institutionalized?	Are field reports screened for accuracy, completeness, and timeliness?	Have these analysis functions been formalized?
If certain aspects of previous programs to improve department operations were institutionalized, what were the reasons for institutionalization of the operational capacity in the organization?	Does the design of the department's current reporting form: (a) Facilitate collection of critical information at the preliminary investigation; (b) include a solvability schedule; and (c) provide sufficient information for departmental analysis purposes?	Are the analysis functions, organizationally and physically, located within an operational division?
Does the department operate on the basis of clearly established organizational goals and objectives? Are they monitored to determine performance?	Are there delays in receipt of field reports caused by field information processing systems (i.e., word processing, call-in reports)?	What is the extent to which analysis information directs deployment and allocation decisions? (Examine the frequency with which information is generated and the extent to which the information guides the decisions of the user groups.)
What are the most pressing problems facing the department, both from a short-term and a long-term perspective?	Is there a system established for the auditing and tracking of all reports or information related to an incident? Does this system facilitate later retrieval and use of the information?	Does the analysis of crime information assist patrol officers in directing their preventive patrol activities?
Does the most recent union contract restrict any management decisions concerning allocation and deployment of resources?	How are criminal arrest warrants processed by the department (specifically)?	Is crime analysis information communicated to line supervisors and field personnel on a formal or informal basis?
Has the department promulgated a policies and procedures manual for use in guiding field operations (i.e., crime scene search, collection of evidence)?	Does the current data processing system meet departmental needs in terms of time sharing, programmer and analyst availability, ability to perform studies, turnaround time, cost, ability to store data, etc.?	Are the results of analysis sent to line officers or only to commanders at the staff level?
In terms of field operations, what types of decisions are made on a daily/weekly/monthly/annual basis?	What Automated Data Processing capacities does the department anticipate developing?	Are crime patterns and trends identified rapidly and, if so, do those held responsible for developing police strategies to address recognized crime problems receive this information in a timely manner?
What are the key managerial positions in the department?	Is workload information collected at the dispatch center and processed regularly for allocation and deployment decision making?	Do patrol officers and supervisors regularly use analysis information?
Is there a hierarchy of decisionmaker roles in the department?	How well does the data processing section assist the overall operational planning process?	
Is the department's classification and pay scheme adequate? Is it sufficient to attract and retain qualified personnel, particularly within patrol?		
Does the department have management groups or task forces? To what extent do patrol officers participate?		

TABLE 3-1   (Page 2 of 3)

PLANNING	SERVICE DELIVERY	
	COMMUNICATIONS/CALLS-FOR-SERVICE MANAGEMENT	PATROL OPERATIONS
Is the police commander commander/manager provided clear statements of department objectives, subobjectives, and internal policies regarding what is expected of him in terms of service delivery, patrol, crime control, and investigations?	What techniques does the department utilize to manage CFS (blocking, stacking, prioritizing)?	What type of patrol shift is employed?
		Is there equal manning per shift?
	What alternatives exist for response to CFS (community service officer, telesorv)?	How is the role of the patrol supervisor defined (i.e., define the responsibilities and the limits of his discretion)?
Are department priorities made at the highest levels of the command structure?	Is the communications process, including the communications center, capable of the flexibility required to support varying service delivery demands and priorities (i.e., does it facilitate workload management)?	
Do patrol supervisors and/or patrol officers engage in any form of formal patrol planning?		To what extent does ie patrol supervisor use crime analysis data in the deployment of resources?
Do patrol supervisors engage in any form of decision making regarding allocation and/or deployment of their assigned resources?	Do field commanders, managers, and supervisors use the communications system to assist them in balancing workload and carrying out special assignments or tactics?	What is the role of the patrol officer in preliminary investigation (i.e., crime scene search and interview of witnesses and suspects)?
Are there operational planning capacities within the organization that directly support day to day line operations?	Are the four milestone times for the dispatch process captured on a department run card?	What is the extent of the patrol officers' participation in followup investigations (i.e., makes recommendations concerning followups, assists in followups, assumes primary responsibility for routine followups, etc.)?
	Does the department have a policy of walk in reports of minor crimes or events?	
		What is the patrol officer's role in crime prevention and community relations activities and programs?
		Do other department elements generally draw upon the resources of the patrol division to fill slots in other areas?
		Are patrol resources allocated according to demand?

TABLE 3-1   (Page 3 of 3)

SERVICE DELIVERY (Continued)'
INVESTIGATIONS
Does the department have an effective system for the management of criminal investigations (i.e., criteria for case screening, solvability factors, case assignment and monitoring, etc)?
Does the department have a system for complainant or victim notification when case investigation is discontinued?
Has the department established methods to ensure continued investigative support to the prosecutor, particularly for serious and habitual offender cases (e.g., special investigative function, assignment of officers to felony trial teams)?
Does the prosecutor provide feedback to the department on case investigations and dispositions (i.e., case rejection, reduction of the charges, final disposition, problems in the case investigations, etc.)?
Does the crime analysis function provide regular support to the investigative division?
Are cases assigned to investigations in any predetermined manner?

- A description of the current department organization structure with functions listed under the appropriate sections of the ICAP model. For example, records and field report review functions should be listed under data collection, crime analysis should be listed under analysis, and planning and service delivery might include patrol, investigations, and crime prevention.

- For each function identified within the ICAP framework, list its current priorities, goals, and objectives. This should include any overall department goals and objectives.

- Discuss each function in terms of its degree of alignment with ICAP requirements. For example, consider such things as the role of patrol in initial investigation, adequacy of offense reports in providing accurate and worthwhile information for input into the analysis process, and the manner in which followup investigations are managed by the detective bureau. These are only a few considerations, but they represent the general scope of an assessment of current department posture in relation to ICAP implementation.

- Identify ICAP functions that do not currently exist. Consider the ramifications of implementation, and identify their priority and goals or objectives.

- Develop a preliminary implementation plan which would time-phase the implementation process beginning with the program area or component considered top priority (e.g., patrol-investigations, decisionmaking, workload analysis, deployment plans).

- List the specific activities and actions in the proper order in which they should be implemented, specifically noting obvious or implied departures from department policy (e.g., patrol role in initial and followup investigations) and project activities that may be incremental or remedial in nature.

- Summarize and synthesize what has been proposed for ICAP implementation into an overall consensus of:

  - The organization's current posture in regard to ICAP.

  - A projection of the positive and negative aspects of ICAP implementation.

- The overall changes, together with changes (if any) for each function, that will be required for ICAP.

- A projection of the time and resources required for ICAP implementation.

- Organizational commitment and motivation.

- Role of training in ICAP implementation.

3.4.2 Establishing Project Objectives

The next phase in the development of the project implementation plan involves the establishment of ICAP project objectives. The importance of having well defined objectives cannot be overemphasized. To the extent that objectives are not established or are poorly defined, the project will suffer from incomplete project planning, uncertain execution, and difficulty in evaluating progress.

The following criteria should be used when establishing ICAP project objectives:

- Measurable -- Objectives should be phrased in concrete, measurable terms, so that their achievement at project completion can be demonstrated.

- Related to Time -- Progress towards the achievement of objectives is difficult to assess unless there is an understanding of when the full objective will be reached.

- Related to Cost -- Objectives must clearly relate to relevant project costs.

Departments should rely on previously articulated departmental goals to develop related ICAP project objectives. It is clear that the more compatible those goals are with the general direction of department development, the more likely is institutionalization of capacities developed and associated with the ICAP project.

When establishing project objectives, special consideration should be given to the desired behavior changes, in terms of management and skills development, that are necessary for ICAP implementation. It is within this framework that the training function operates. (Table 3-2 compares the scope of training in the areas of skills development and management development.) Consequently, when framing project objectives, those responsible for project implementation and development should recognize the differential effects on skills development and management development throughout the police organization. At the same time, they also should recognize that skills and management development have a common objective: The development of human resources. A police department can design and implement an outstanding offense report, yet it serves no useful purpose until personnel are properly trained and indoctrinated in the use of the new report forms.

To provide the reader with a sense of the scope and possible training requirements of ICAP implementation, the remaining paragraphs of this chapter highlight some sample ICAP project objectives and describe anticipated behavior changes that might be necessary to achieve individual project objectives. Each paragraph is titled according to the specific area selected for ICAP project development with the objectives highlighted in

TABLE 3-2

Comparison of Training Areas in ICAP

	Skills Development	Management Development
Purpose	Supplies specific knowledge, skills, or attitudes needed to meet organizational goals. Oriented towards the performance of specific tasks.	Supplies individuals prepared to meet department goals in specific functions or capacities. Concerned with coordination and/or accomplishment of complex tasks.
Problem	Problems caused by lack of knowledge or skills or by unacceptable attitudes shown by individuals or groups.	Problems concern the improvement of existing conditions by reinforcing or adding to present knowledge or skills.
Selection	Trainees are chosen because they lack skills or knowledge required by job requirements.	Participants chosen to develop functions or capacities to further meet organizational goals.
Evaluation	Compares participant's performance to training criteria after completion of training.	Evaluation conducted in terms of organizational goals and individual development.
Identification of Needs	Needs are based on present or anticipated performance of tasks.	Needs are based on organizational needs and planned manpower requirements.

italics and followed by a brief discussion.*

3.4.2.1 Field Reporting

Sample project objectives include:

- *Designing a new offense report form to facilitate field reporting.*

- *Incorporating a solvability schedule into the new offense report form so that decisions concerning followup investigations can be enhanced.*

- *Developing a field reporting manual and training all officers concerning the new/revised field reporting procedures.*

The behavior changes that would take place as a result of implementing the above project objectives are significant for a number of reasons. First, since an inadequate field reporting and preliminary investigation policy represent serious drawbacks to ICAP implementation, these areas are usually the first in terms of priorities for implementation. Secondly, the introduction of a new offense report form, solvability factors, and field reporting manual all represent perhaps the most difficult skills development steps to be taken in ICAP implementation. Thirdly, the successful accomplishment of the above objectives paves the way and represents perhaps the major hurdle towards eventual implementation of subsequent program components such as managing patrol operations and investigations.

_____

*Sample project objectives were adopted from the Portsmouth, Virginia, Police Department ICAP program.

Generally, most departments initiating an ICAP project will find that, although they may have a sound record section and adequate report forms, essential elements of information are not collected. This may be due to inadequate reporting, insufficient field report review, or a combination of these plus other factors. Consequently, after a new offense report has been designed and tested, considerable time and effort must be invested in indoctrination and training not only for those who will be responsible for field reporting but also for those involved in report review and use of the information contained in the new form.

Where solvability schedules are introduced into new offense reports, it is necessary to examine the department's policy for conduct of preliminary and followup investigations and, on the basis of any newly developed policy, provide intensive training in the conduct of field investigations. This does not mean that special training emphasis should be placed on the investigation of certain crimes, but does mean that areas such as crime scene search, victim and witness interviewing, and department followup investigation procedures need to be sufficiently covered to ensure necessary skills development. Supervisors should play an integral part in this training process since their role in the field reporting process will largely determine the eventual success in achieving objectives.

3.4.2.2 Teleserv Capacity

Sample project objectives include:

- *Reducing the calls-for-service workload of patrol field units by 20 percent.*

- *Providing faster and more convenient service*
  to the public for a sizeable portion of infor-
  mation requests and incident reports.

Although the introduction of a teleserv capacity appears to be a major undertaking, the anticipated gains far outweigh the efforts involved in its development. A teleserv capacity is a procedure where calls that would normally be dispatched to patrol units are diverted to officers/civilians who take reports of minor offenses or complaints by telephone. Generally, departments that have implemented such a program have been able to divert 15 to 40 percent of the CFS workload from the street without any apparent citizen dissatisfaction, thus freeing considerable blocks of patrol time for more meaningful patrol planning.

If civilian personnel are to operate the teleserv phones, skills training is necessary to teach them how to properly fill out a field report form and how to conduct a minor investigation by telephone. Where sworn officers answer the teleserv phones, training is not necessarily a requirement unless they do not have previous field experience. A certain amount of dispatcher training and orientation is necessary for both civilian and sworn dispatchers to ensure successful program implementation. This training is unique to the teleserv situation. Dispatchers need to be trained to identify the type of call and to suggest that citizens with minor calls be handled by a representative of the teleserv center.

3.4.2.3 Patrol Aide Program

Sample project objectives include:

- *Reducing the administrative workload of patrol field officers, allowing them more time for directed patrol activities.*

- *Accomplishing routine services provided by the patrol force without diverting sworn personnel from more important activities.*

Behavior changes associated with this project area involve the training of civilian patrol aides to assume a portion of the administrative workload of the patrol force. This undertaking involves the development of job standards for selection of personnel and development of a training curriculum to prepare trainee aides to properly function in a limited patrol capacity. Policy decisions must be made regarding specific duties that an aide can handle, as opposed to those that should be handled by sworn officers. Finally, to ensure the success of the program, sworn officers should be oriented to the new role of patrol aides and encouraged to support the program because it enhances opportunities for increased patrol effectiveness.

3.4.2.4 Patrol Operation Analysis

Sample project objectives include:

- *Providing initial documentation of the manner in which patrol operations are conducted, including a definition of resource allocation procedures, supervising and information system requirements, and identification of how patrol time is actually spent.*

- *Providing periodic review of each of the above items at 6-month intervals.*
- *Stimulating ideas and alternative solutions for correcting problems identified or for upgrading the performance of patrol.*
- *More effective matching of personnel resources to calls-for-service demands and crime suppression requirements.*
- *Providing more productive use of available man-power resources in patrol.*

Initially, the personnel in the department who would be responsible for the conduct of a patrol allocation study should be given the opportunity to attend a course in patrol operations analysis offered by an outside agency or institution. Once the allocation study methodology has been designed, it may be necessary to train selected personnel within the department in related data collection procedures, possibly using newly developed forms. This training might include orientation of dispatchers to new dispatch cards or new information gathering requirements within the dispatch center. Training also may be necessary for patrol officers in the area of communications procedures to enhance their radio skills. In addition, patrol officers and supervisors may have to be trained in the use of new field activity reporting forms.

Finally, as a new allocation study is completed and plans are developed for implementation, an orientation session should be held for those involved in the new plan. This will reduce the confusion often associated

with implementation of a new plan and will give the officers a chance to understand its basis and development.

3.4.2.5 Patrol Development

Sample project objectives include:

- *Increasing awareness of patrol personnel regarding innovative approaches to patrol.*
- *Increasing the skills of patrol personnel:*
  - *To accomplish more effective preliminary investigations and case filings.*
  - *To conduct crime prevention activities.*
  - *To use situational analysis information in planning their patrol actions.*
  - *To actively participate in patrol planning activities.*
- *Expanding the effectiveness of the field training officer program mechanism for introducing new programs and for monitoring the performance of fellow officers.*
- *Improving the skills of patrol managers and supervisors:*
  - *To oversee and facilitate a compe nt program of directed patrol.*
  - *To facilitate and encourage participative planning.*

- To promote increased patrol officer respon-
   sibilities.

● *Informing all department managers of program*
   progress, new developmental directions, and
   underlying problems and concepts.

● *Establishing a work plan for improving perfor-*
   mance evaluation.

Initial focus in this area should be on the provision of background

material on ICAP implementation. Thus, personnel affected by the project

should attend an orientation session covering the development of the pa-

'rol function, to include information regarding research and innovative

projects in the area of patrol strategies and tactics.

Specific skills development in the areas of field reporting and pre-

liminary investigations requirements have been mentioned previously. One

area not specifically addressed was the need to incorporate prosecutor

input into training. The coordination of prosecutor interests in the pre-

liminary investigation can prove extremely beneficial for subsequent case

preparation and presentation before the courts. Specific areas that a

prosecutor might cover are victim and witness interviewing, collection

and preservation of evidence, and testifying in court.

The objectives of personnel development are probably the most critical

areas for management development since they require considerable role

changes on the part of supervisors and department managers. Under ICAP,

supervisors must develop patrol planning capacities where the initial

focus of attention might be on the proper integration of workload, crime

analysis, and resource availability information as input into the patrol
planning process. Likewise, managers need an orientation on department
and project objectives as well as the criteria and basis for decisionmaking
regarding field operations. A particular project area that requires con-
siderable attention is directed patrol. Patrol officers must be given
specific instruction on the conduct of directed patrol with special empha-
sis on use of crime analysis information and specific tactics available
for deployment purposes. Supervisors, on the other hand, should be given
the training necessary to develop both the skills necessary to support a
directed patrol program and the parameters for field decisionmaking.

3.4.2.6 Investigative Management

Sample project objectives include:

- *Further expanding the role and skills of patrol
  officers in executing preliminary investigations.*

- *Refining and improving the intake screening and
  case management capabilities of the case review
  officer to oversee and coordinate investigative
  followup at both the patrol and the investigative
  bureau levels.*

- *Establishing and testing a simple modus operandi
  file system to facilitate the identification of
  potential suspects among the repeat offender
  group.*

- *Improving the solutions and charging rate for*

serious crimes -- particularly burglary, rape,

and homicide -- and for incidents involving

designated career criminals.

Recognizing the previously mentioned emphasis on investigative training for patrol personnel, it will become necessary at an early stage in ICAP implementation to develop case screening and management capacities within the detective bureau. Although the skills training would be rather specific and addressed to selected individuals, it would be beneficial to include representatives of the detective bureau in ICAP training conducted for patrol officers. Subsequent training could be conducted for detectives only on followup investigations, new report forms, and case screening techniques. Finally, involvement of the prosecutor in detective bureau training is essential for coordination of efforts on the identification, apprehension, and conviction of the serious, habitual offender.

The foregoing discussion has highlighted the areas where ICAP training will be necessary due to required behavior changes associated with ICAP implementation. Departments should be fully cognizant of the need for both initial and ongoing training requirements for line officers, supervisors, and department managers. Likewise, ICAP implementation will necessarily have to be time-phased, thereby requiring the development of a comprehensive training plan that recognizes the sequence and scope of the project implementation process.
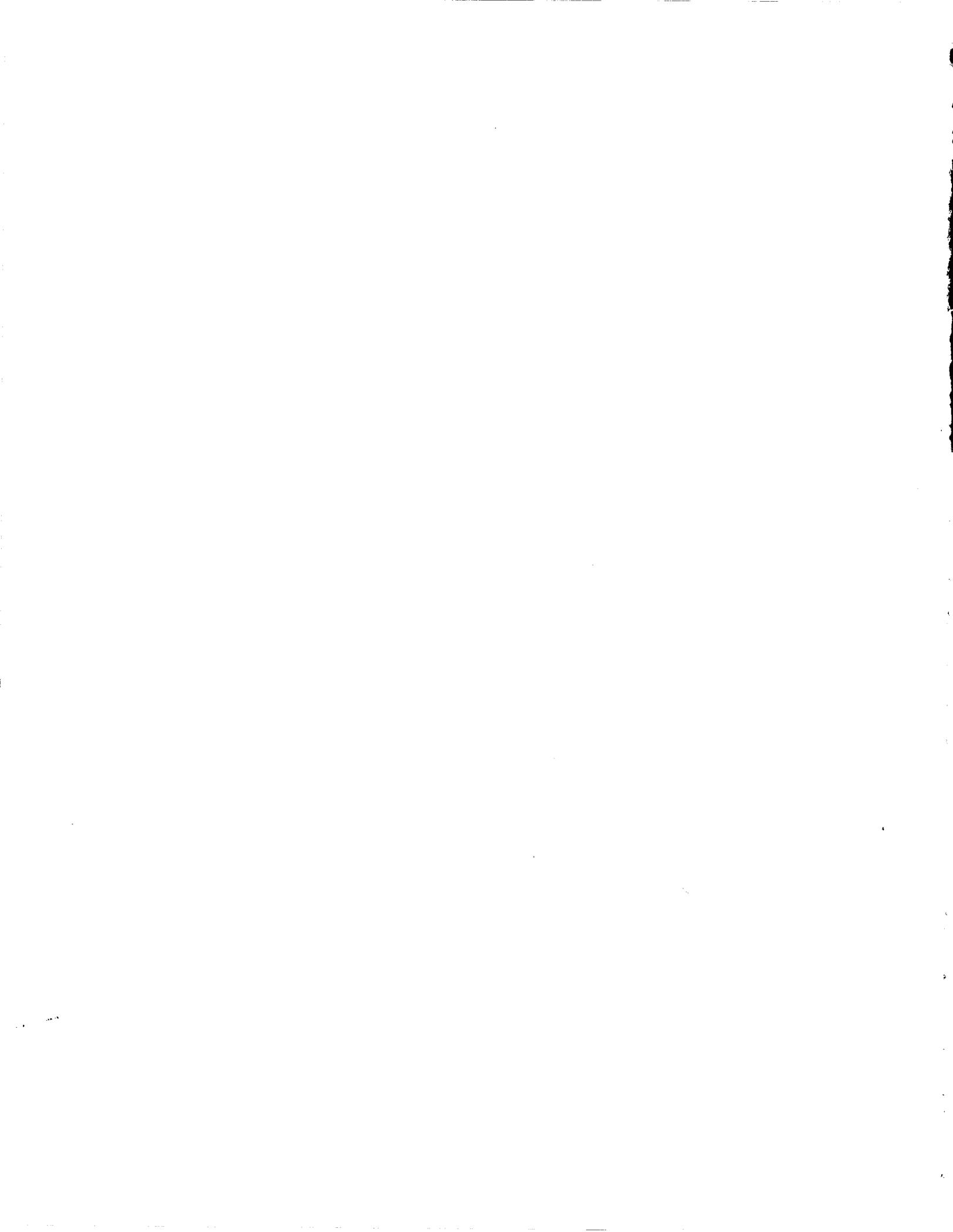
4. DEVELOPING AN ICAP TRAINING PLAN

Chapter 3 underlined the fact that ICAP implementation is both *comprehensive*, affecting how the department makes decisions and delivers services, and *diverse*, affecting each department differently depending on its history, objectives, capabilities, and the environment in which it operates. ICAP implementation impacts upon the total decisionmaking framework of the department and, thus, has a profound impact on the roles, functions, and responsibilities of the *people* operating within that framework. Therefore, training is central to the ICAP implementation process, providing these people with the requisite skills and orientation for the successful performance of new roles, functions, and responsibilities.

The ICAP model and the ICAP training model suggest that identifying and addressing the training needs for ICAP implementation requires a structured assessment and planning process. Such a process will ensure that the tendency to design training curriculums in a vacuum, or to develop training curriculums that are not responsive to the real needs or that are responsive only to peripheral or secondary needs, can be avoided. A 40-hour training course dealing with crime prevention for patrol officers, for example, may or may not be indicated depending on:

- The scope of ICAP implementation as established through the diagnostic assessment process and, subsequently, the grant document.
- The new performance levels or behaviors expected (in the example of the patrol force) under ICAP.

- How these new performance levels or behaviors
  differ from current performance levels or be-
  haviors.

Thus, the analysis of training needs parallels the Diagnostic Implementation
Assessment described in Chapter 3, each requiring a review of the total de-
partment. While they both focus on the organization functions and systems,
the training needs assessment is also focused on the people in the systems.
The assessment process is similar, including three fundamental steps:

- Diagnostic.

- Prognostic.

- Prescriptive.

The assessments are contrasted with respect to these processes in Table
4-1. Ideally, the two assessments would be conducted concurrently.

The training needs assessment provides input to the ICAP training plan
which formalizes and documents the training process depicted in Figure 4-1.
In the training process, training needs are identified in terms of behavioral
objectives, translated to instructional objectives, and related to instruc-
tional methods and techniques leading to the conduct and evaluation of train-
ing. The remainder of this chapter outlines how this process is operationalized,
using the ICAP training model.

4.1 Information Collection

The role of this element in the ICAP training model is critical for sub-
sequent development of the ICAP training plan. It provides for the constant,
systematic compilation and collation of information concerning the plethora

TABLE 4-1

The Implementation and Training Needs Assessments

	DIAGNOSTIC IMPLEMENTATION ASSESSMENT	TRAINING NEEDS ASSESSMENT
DIAGNOSTIC	The process of taking a series of measurements or observations about the present organization and its functions; the observations are made with respect to the elements in the ICAP logic flow.	The process of taking a series of measurements or observations about the present performance levels or behaviors required to perform present organizational functions at the various levels (senior management, mid-level management, etc.); the observations are made with respect to the elements in the ICAP logic flow.
PROGNOSTIC	The development of an overall statement, of the organization's current stance in the ICAP model, including an estimation of the requirements and timeframe for successful program implementation.	The development of a formal statement of the changes in performance levels or behavior required for ICAP implementation including an estimation of the requirements and timeframes for a training program.
PRESCRIPTIVE	The specific actions (either pre-conditions or project activities) that constitute a formal ICAP program. This course of action may be either incremental or remedial, or it may be a combination of both.	The specific actions that constitute a formal ICAP training program.

ICAP PROGRAM AND TRAINING NEEDS

↓

DIAGNOSING TRAINING NEEDS

↓

TRANSFORMING NEEDS TO BEHAVIORAL OBJECTIVES

↓

TRANSLATING BEHAVIORAL OBJECTIVES TO INSTRUCTIONAL OBJECTIVES

↓

RELATING INSTRUCTIONAL OBJECTIVES TO INSTRUCTIONAL METHODOLOGY & TECHNOLOGY

↓

IMPLEMENTATION OF TRAINING

↓

EVALUATION
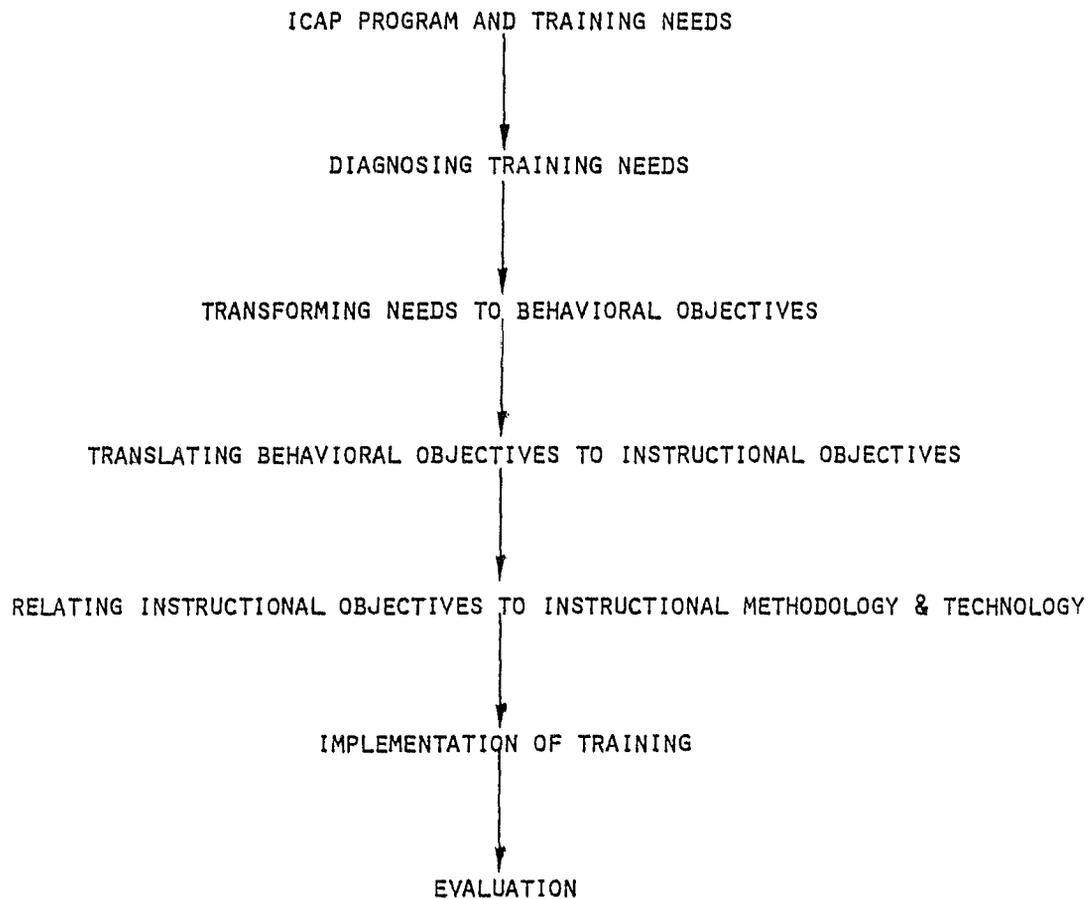
Figure 4-1. ICAP Training Process

of training resources available. This information constitutes input concerning the range of internal and external resources that can be employed to address training needs.

Internal resources are skills or talents available within the department. External resources may include (but are not limited to):

- The wide variety of seminars, conferences, and workshops conducted nationwide in numerous topic areas.

- Community agencies (e.g., mental health associations).

- Academic institutions.

- State agencies (e.g., governors' law enforcement councils, peace officers' standards and training organizations).

- Consultants.

- Independent national organizations (e.g., Police Foundation, National Crime Prevention Institute, SEARCH).

- Federal agencies (Law Enforcement Assistance Administration, Federal Bureau of Investigation).

4.2 Analysis

The analysis element incorporates the assessment of training needs. Training needs are defined in terms of on-the-job performance or behavior. Ultimately, it is the performance or behavior of the individual in carrying out his tasks, duties, or responsibilities that is to be changed if

training is to be viewed as successful. Clearly, the value of training that is conducted without regard for training needs or that is not focused on changing some aspect of the individuals' on-the-job performance is questionable.

There are four steps (some of which have been alluded to previously) in the conduct of the training needs assessment:

- Describe each of the specific behaviors necessary to complete a given task.
- Define the standards of performance or behavior desired.
- Define current levels of performance or behavior.
- Define the scope or depth of the difference.

These four steps are discussed in the paragraphs that follow.

4.2.1 Task Analysis

Developing a description of the specific behaviors necessary to complete a given task is known as task analysis. Job requirements must be translated into the human attributes necessary to perform the tasks. For example, part of the patrolman's job may be to conduct preliminary investigations, requiring that he be able to:

- Complete the necessary report forms.
- Conduct a crime scene search.
- Collect and preserve evidence.
- Interview witnesses.

Similarly, each of these behaviors can be broken down into subbehaviors that

reflect skills, knowledge, and attitude requirements.

4.2.2 Standards of Performance

The specific behaviors that comprise a task must be related to some standard of performance in order to be useful in developing the ICAP training plan. In the example noted, the patrol officer's ability to complete the necessary investigative report forms should include information concerning:

- The levels of accuracy or competence required.
- The conditions under which the task must be completed.
- The time frames within which it must be accomplished.

The standards of performance for any given task must be expressed in terms of measurable behavior. The measures should be quantitative. However, where quantitative measures cannot be developed, qualitative measures should be applied. Lacking a means to measure the desired behavior, it is impossible to discern whether or not performance standards are being met. The standards of performance or *behavioral objectives* associated with the conduct of preliminary investigations by patrol might include:

- One hundred percent accuracy in the completion of offense reports.
- Preliminary investigations must be conducted by patrol in no more time than formerly required for investigators to conduct these investigations.

A comprehensive, written set of performance standards addressing the

role of each organizational level by unit and function, and the specific performance standards associated with each, clearly constitutes a valuable tool with broad application within the department. The focus of this section remains on those functions affected by ICAP implementation as identified in the Diagnostic Implementation Assessment.

4.2.3 Defining Current Performance

It is essential that a major effort be made to define as precisely as possible the current performance levels and behaviors for all department functions and objectives, but specifically for those functions and objectives affected by ICAP implementation. This information, often referred to as "entry behavior":

- Establishes a starting point for training program design.

- Identifies behaviors that may have to be "unlearned."

- May identify potential problem areas.

- Provides a basis for the evaluation of training.

How present performance impacts upon the ICAP training plan is best illustrated in the following simple examples:

- Department A has not previously required patrol supervisors to engage in patrol planning. Under ICAP, this department will focus on patrol planning. Since there is no present performance level, training must be comprehensive for implementation.

- Department B has prioritized calls for a number

of years, but always responsed to all calls if a car was available. Under ICAP, the department will stack low priority calls rather than interfere with directed patrol activities. Since present performance levels indicated virtually 100 percent accuracy in applying priorities to calls, insufficient attention was directed to the end result and net benefit of such a process. Consequently, training should be focused on internal communication center policies and procedures for managing the calls-for-service workload.

● Traditionally, Department C's officers have performed preliminary investigations, although no formal policy has been developed in this area. Under ICAP, policy has been formulated and will be implemented. The analysis of present performance levels indicated that extensive training was not required in-service in the area of preliminary investigations. The policy was introduced using roll-call training.

The assessment of current performance can be accomplished in a number of ways including:

● Questionnaires.

● Structured interviews.

● Field observations.

Particular attention should be given to a review of training programs conducted in the past and how they have affected current performance levels.

4.2.4 <u>Defining the Scope or Depth of Training Needs</u>

Training needs are defined by comparing present performance (entry behavior) with the performance standards. Functions for which there are differences (i.e., where the specific entry behavior does not meet performance standards) may require training to effect the necessary behavior change. The nature of the required change in behavior (i.e., the identified needs) provides the major input for the ICAP training plan.

4.3 <u>Development</u>

The completion of the training plan requires:

- Translating behavioral objectives to instructional objectives.

- The selection of training methods and materials.

- Implementation and evaluation planning.

4.3 1 <u>Instructional Objectives</u>

Instructional objectives are defined in terms of training outcomes. They specify what the individuals undergoing training will be able to accomplish when the training program is completed. Clearly, it is essential that the instructional objectives reflect the behavioral objectives (see Figure 4-2); ensuring that the training to be conducted will change the present behavior to meet performance standards.

Instructional objectives should be expressed in clear and concise language which expresses the exact instructional intent. To be meaningful,

BEHAVIORAL OBJECTIVE	INSTRUCTIONAL OBJECTIVE
Be able to conduct residential security surveys identifying all crime hazards and making recommendations within 30 minutes.	Be able to conduct 5 residential security surveys, accompanied by the training officer, in an average time of 30 minutes without missing more than 3 crime hazards or providing inappropriate recommendations.

Figure 4-2. Example of Behavioral and Instructional Objectives

these objectives should be measurable, and be written into the training plan. Objectives couched in terms of "to know" or "to understand" to not describe a measurable outcome (without further definition) and should be avoided. Preparing Instructional Objectives by Robert F. Mager (Belmont, CA: Fearon Publishers, 1975) can provide useful guidance towards the development of the ICAP training plan, especially with respect to these points.

The selection of training methods is discussed in detail in Chapter 5. The process of selecting instructional techniques to be used to achieve instructional objectives requires the same careful approach as that described in assessing training needs.

4.4 Completing the Training Plan

Finalizing the training plan will require:

- Translating instructional objectives to instructional techniques.

- Completing the implementation and evaluation planning.

This is thoroughly discussed in Chapters 5 and 6.

In its completed form, the training plan document should include information on:

- The Diagnostic Implementation Assessment.

- Performance standards.

- Current performance levels.

- A summary of training needs.

- The training methods to be employed.

- Implementation and scheduling considerations.

- An evaluation plan.

5. TRAINING METHODS

After training requirements have been established, the training techniques and media must be selected. The primary consideration in the selection process will be the training criteria and the established behavioral and instructional objectives. Since the purpose of training is to effect changes in on-the-job behaviors, the training design should in all ways be directed towards meeting that objective in a cost effective manner. This requires a determination of what training methods or combination of methods will ensure learning and skills development on the part of attendees and transfer of learned skills and behavior to the job environment.

This chapter discusses other factors to be considered in the selection of training methods and provides one typology of training methods and the advantages and disadvantages associated with these methods.[1] The chapter focuses on the selection of training methods for in-house ICAP training programs. However, the typology used is generic and has application to outside training programs as well.

5.1 Selecting Training Methods

The selection of a training method or combination of methods will be based on several criteria:

- Training criteria.

- Trainee response and feedback.

---

[1]The selection criteria cited and typology of training methods used here are drawn from M. W. Warren, Training for Results, Reading, MA: Addison-Wesley, 1969. The methods presented are not meant to be all inclusive but represent some of the more common methods employed.

- Instructor skill level.

- Approximation to the job.

- Adaptability to trainee differences.

- Cost.

5.1.1 Training Criteria

Of primary concern is the selection of training methods that will result in the desired behaviors. This consideration should ultimately guide the selection of methods.

5.1.2 Trainee Response and Feedback

This concerns the extent to which the instructor can gauge trainee progress, identify problems and provide remedial action, and identify and reinforce desired behaviors while the course is in progress. Training situations in which the student is primarily passive (e.g., a lecture setting) do not provide this type of feedback. In contrast, field training provides the appropriate setting for continuous instructor observation of the trainee and response to observed student behaviors.

In addition, the training method selected should allow the trainee to chart his own progress. This is most feasible in programmed instruction where the trainee compares his written responses with correct answers.

5.1.3 Instructor Skill Level

The training method selected must be appropriate to the skills and abilities of the available instructors. Some training methods discussed in this chapter require a high degree of competency on the part of the trainer. In some departments, time required to train the instructors

would make certain methods of training prohibitive.

5.1.4 Approximation to the Job

Particularly important to the transfer of learned skills and behaviors is the similarity between the training situation and the job environment. Also, the more similar the environments the greater the confidence that trained skills will have application and relevance in the real-world setting.

5.1.5 Adaptability to Trainee Differences

This refers to the extent to which the method allows the training to be adapted to different entry level knowledge, skills, or attitudes, and different learning rates. Size and homogenity of groups are key factors in the ability to meet individual training requirements.

5.1.6 Costs

Preparation, aids and materials, attendee's manhours, and presentation (lecture fees, space rental, etc.) are included in cost considerations. In many cases, overtime pay for trainees is the greatest cost experienced in establishing a training program.

5.2 Training Methods

Beyond the initial categorization of training by skills development and management, there are a number of ways to further categorize the specific methods or techniques of training. The typology used here includes:

- Lecture.

- Structured discussion.

- Unstructured discussion.

- On-the-job-training.

- Case study.

- Incident process.

- Role play.

- Simulation.

- Management games.

- Programmed instruction.

Figure 5-1 provides a definition of each method as well as some advantages and disadvantages based on the selection criteria presented in Section 5.1 and relevance to an ICAP training program.

The figure shows that the methods vary in their application to ICAP training. Depending on the response which the training is to elicit and the training situation, a number of these methods would be appropriate for both skills training for the general patrol force and management training for patrol supervisors. A review of the intent of the general areas of training is required to determine the most appropriate methods for each.

5.2.1 Management Training

The implementation of ICAP within a department means that a greater level of decisionmaking authority will be given to middle managers. Management or supervisory training is intended to help the patrol supervisor adapt to his new role and assume additional responsibilities. Specifically, the training program will need to address the following.

- Supervisors will need a better understanding of
  administration policies. In addition, when a
  major program such as ICAP is to be implemented,

METHOD	ADVANTAGES	DISADVANTAGES	CONSIDERATIONS FOR ICAP TRAINING
Lecture Presentation of course content by an instructor to a group of trainees who, during the period of the lecture remain passive. A question and answer period may or may not follow. The lecture itself may be presented through a number of media: Videotape, closed circuit television, filmstrip, etc.	• Major advantage is cost. Preparation costs are generally low and are frequently divided by a number of trainees. Once the lecture is prepared it may be repeated and may be given by another instructor. • Instructor skill level does not have to be as high as is necessary for certain other training methods.	• Does not approximate the job environment making transfer of learned skills more difficult. • Because of the passive nature, there is little observable trainee response. The instructor cannot determine students' progress and the students' are not aware of their own progress until they are tested. • Difficult to meet individual training requirements.	Despite the disadvantages, it is likely that it will continue to be used extensively in ICAP cities because of the cost factor and the numbers of individuals requiring training. The method can be very effective when combined with other methods which approximate the job situation and pre-testing can help the instructor to tailor the course to students entry knowledge and skills.
Structured Discussion A small group meeting at which the instructor/group leader guides the group through questions and answers and open discussion to the desired response. Usually the instructor has prepared a list of questions to keep the group on track.	• Smaller group allows closer observation of trainees; therefore, the instructor can tailor the course. • Though the method does not approximate the job, the process of analysis can be structured to parallel that required on-the-job. • Adaptable to individual trainee's requirements. • Cost -- preparation is generally inexpensive. Greatest expenditure is instructor and trainees' time.	• Trainer must be skilled not only in content but as a group leader.	Method particularly recommended for supervisory training. Assuming the funds, time, facilities, etc., are available to establish small groups, this method is also recommended for training patrol officers.

Figure 5-1. Training Methods and Techniques

(Page 1 of 5)

METHOD	ADVANTAGES	DISADVANTAGES	CONSIDERATIONS FOR ICAP TRAINING
Unstructured Discussion Participant conference where a general problem or agenda is stated but participants control discussion. If a trainer is present, he acts as a moderator or catalyst.	• Free interchange among participants and experience in group problem solving/conflict resolution. • Cost again is low.	• The group as a whole may move from the task at hand. • An individual or individuals may dominate the group.	This method can be instructive in helping to resolve interpersonal conflicts and to help task teams to work together as a unit. Within ICAP, this method has been effectively used in the form of task forces. Its general application is limited.
On-the-Job Training Both the trainee and the instructor operate in the actual job environment. Traditionally, the process is explained to the trainee, who then observes the process, describes it, and carries it out under an instructor's guidance. The trainee continues to carry out the process, being corrected by his instructor, until he is proficient enough to perform his assigned tasks alone.	• Obviously, the major advantage is the real-world setting of the training. The trainee is judged by those performance criteria which will be applied after training. • The one to one ratio allows the instructor to observe the trainee and adapt the training to the individual's learning rate.	• Because training takes place in a real world setting, the order of instruction follows the sequence of events. In some cases, a different order of instruction would be preferable. • Cost -- the one to one ratio of instructor to trainee makes it expensive. • A high degree of instructor skill is required.	Field training is a highly recommended method of patrol skills instruction. The method represents the best approximation of the real job and provides immediate return to the department, i.e., the trainee is performing while learning.
Case Study The learning experience is developed through a well documented description of a real-life or simulated situation. The trainee learns through his analysis and solution of the problems implicit in the case documents. Sometimes the results of his analysis are presented in written form and critiqued or discussed by the instructor. Often the cases are worked in small groups so that part of the learning experience derives from the interaction of participants.	• Student is provided individual feedback from the instructors comments on the case analysis. • Case studies can be structured to parallel analytical skills which will be required on the job. • Participants interact.	• Because of its form, it presupposes certain verbal ability.	This method has potential for supervisory training and patrol officer training. Case problems could be developed from actual department records and situations. Though the definition describes a relatively sophisticated process, an abbreviated version of a case study may be used to meet time constraints which might exist, a real situation rather than a fictional case is recommended.

5-6

Figure 5-1.   Training Methods and Techniques

(Page 2 of 5)

CONTINUED

1 OF 3

Trainee's Name _____

F.T.O.'s Name _____

Actual Phase _____ Scheduled Week # _____

Is your trainee progressing according to the phase schedule? Yes / No

If your trainee is not progressing according to schedule, outline unacceptable areas and what steps you are taking to give remedial instruction. If he/she is superior in an area, list these also.

Having discussed your trainee's progress with him/her, list those items to be stressed during the next weeks.

List your trainee's present position as it equates to phase completion. Is he/she on schedule, above or below schedule. Be specific. He/she is in the _____ phase, week _____ but his/her Critical Task List indicates he/she is in phase _____, week _____.

Any additional comments.

DAILY TRAINEE EVALUATION FORM

A daily trainee evaluation form is to be completed in triplicate by the F.T.O. and signed by the trainee before days end. The evaluation is designed to aid the F.T.O. in evaluating the trainee in a consistent standardized fashion. It will allow for better trend analysis and thus aid in the administrative control of the trainee's performance.

Observations are transformed into evaluations by use of the 5 point scale. Not acceptable by F.T.O. standards equates to #1, as the #5 equates by F.T.O. standards to superior. Any time a 1 or 5 is used, specific narrative comments are required on the comments section of the form. Midpoint of the scale is acceptable or the #3. This is the norm position.

When an F.T.O. is evaluating, he must follow these guidelines. Non-acceptability by F.T.O. standards means behavior observed by the F.T.O., of his/her trainee, was unacceptable. The F.T.O. must ensure he/she evaluates his/her trainee as to the phase he/she is in, as well as the number of times he/she has been exposed to the same type situation. Then, finally, the F.T.O. must expect the same behavior of all his/her trainees. Acceptability is that point when the new trainee has progressed and is performing in a manner that will enable him/her to work as an independent one-officer unit. Superior is when the F.T.O. feels the trainee's performance is of a distinctive nature, needing no further training in this area.

The daily trainee evaluation form includes 25 graded performance objectives falling into five broad areas. These 25 performance objectives are by no means all those required to be a successful police officer. It will be important for the F.T.O. to use the narrative portion of the form to expand on additional performance objectives. Again, standardization is the key. An F.T.O. must grade all trainees on the same skills as all other F.T.O.'s and this form is an attempt at standardization.

The 1, 3, and 5 scale represents the latitude desired by a majority of the F.T.O.'s. The evaluation of a trainee officer's performance should be based on these definitions. These definitions are to aid in continuity and lead to standardization.

SCALE VALUE DEFINITIONS

1. **Not Acceptable by F.T.O. Program Standards**

   Trainee's behavior demonstrates that he/she has not bene-fited from experience or training (HAZARDOUS to fellow officers).

2. Trainee's behavior demonstrates that he/she has benefited from experience or training, but the behavior is below minimum standards.

3. **Minimum Acceptable Level**

   Trainee's behavior demonstrates that he/she has benefited from experience and/or training. The behavior is minimally acceptable.

4. Trainee's behavior demonstrates that he/she has benefited well from experience and/or training. The level of be-havior is in excess of minimum standards, but is not charac-terized as superior.

5. **Superior by F.T.O. Program Standards**

   Trainee's behavior demonstrates that he/she has benefited very well from experience and/or training. The level of behavior is characterized as superior.

DAILY TRAINEE EVALUATION FORM

Standardized Guidelines

PERFORMANCE

1. REPORT WRITING: ACCURACY/ORGANIZATION

    Unacceptable (#1) -- Items missing, messy printing, elements of crime left out, all necessary forms not completed, poor sentence structure.

    Acceptable (#3) -- Grammar, spelling and neatness are satisfactory; content is complete.

    Superior (#5) -- Very neat, legible and complete; no spelling mistakes and excellent grammar.

2. DRIVING SKILL: NORMAL/EMERGENCY

    Unacceptable (#1) -- Excessive and unnecessary speed, loss of control, complete disregard for public safety.

    Acceptable (#3) -- Evaluates driving situations and reacts properly.

    Superior (#5) -- High degree of reflex ability and competence in driving skills.

3. SELF-INITIATED ACTIVITY

    Unacceptable (#1) -- Does not see, or avoids activity. Will not follow-up on situations or rationalizes suspicious circumstances.

    Acceptable (#3) -- Recognizes and identifies suspected criminal activity; initiates the contact.

    Superior (#5) -- Maintains and uses information given at squad conferences; uses computer read-outs on both traffic and crime trend analysis.

4. USE OF MAP BOOK

Unacceptable (#1) -- Unaware of his/her location while on patrol; unable to use map book; unable to relate his/her location to his/her destination.

Acceptable (#3) -- Knows beat structure; able to use map book; knows his/her location most of the time.

Superior (#5) -- Knows how to get to his/her destination by the shortest route; always knows his/her location.

5. STRESS CONTROL: VERBAL/PHYSICAL

Unacceptable (#1) -- Becomes outwardly emotional or panic-stricken; unable to function; loses temper.

Acceptable (#3) -- Exhibits a controlled attitude and is able to maintain order.

Superior (#5) -- Maintains order and control under most circumstances without assistance.

6. OFFICER SAFETY: SELF/COVERING

Unacceptable (#1) -- Complete breakdown of safety training.

Acceptable (#3) -- Maintains a good defensive posture and is aware of potential escalations.

Superior (#5) -- Is able to cover most situations.

7. PRISONER CONTROL: VERBAL/PHYSICAL

Unacceptable (#1) -- Incites prisoner with verbal abuse; total lack of physical control; no prisoner search.

Acceptable (#3) -- Maintains physical control; good search.

Superior (#5) -- Has ability to talk to prisoner getting him to confess; physical control and search excellent.

8. RADIO: TRANSMISSIONS/RECEPTIONS

Unacceptable (#1) -- Repeatedly misses his/her call sign; unaware of traffic on adjoining beats; does not know radio codes.

Acceptable (#3) -- Comprehends most radio transmissions; generally aware of adjoining beats transmissions.

Superior (#5) -- Always comprehends radio transmissions; always aware of, and reacts quickly to, adjoining beat activity.

9. GOOD JUDGEMENT

   Unacceptable (#1) -- Reacts without reason; fails to hear all sides through; will not admit an error; naive and/or indecisive.

   Acceptable (#3) -- Listens to all facts then makes a decision; acknowledges an error; is flexible in thinking.

   Superior (#5) -- Is always fair, normally makes the right decision. Recognizes his/her errors and corrects them on his/her own initiative.

ATTITUDE

1. ATTITUDE TOWARD POLICE WORK

   Unacceptable (#1) -- Abuses authority; no dedication; "job not career" attitude.

   Acceptable (#3) -- Shows active interest and dedication to police work.

   Superior (#5) -- Almost every act is a positive act toward police work.

2. ACCEPTANCE OF CRITICISM: VERBAL/BEHAVIOR

   Unacceptable (#1) -- Rationalizing; argumentative; refuses to make corrections; considers criticism as negative.

   Acceptable (#3) -- Accepts criticism in a positive manner and applies it to further learning processes.

   Superior (#5) -- Solicits criticism in order to improve performance; never argues or blames others.

3. ATTITUDE TOWARD CITIZENS

   Unacceptable (#1) -- Expresses racial bias; demonstrates sexual discrimination; has a "greater than thou" attitude.

   Acceptable (#3) -- Shows a fair and impartial attitude toward all persons.

   Superior (#5) -- Consistently shows an open concern for everyone.

4. ATTITUDE TOWARD SUPERVISORS

Unacceptable (#1) -- Insubordinate and/or patronizing.

Acceptable (#3) -- Understands and adheres to chain of command; respects command authority.

Superior (#5) -- Understands supervisor's duties and responsibilities; respects and supports their position.

5. ATTITUDE TOWARD PEERS

Unacceptable (#1) -- Considers himself/herself superior to others (aloof, condescending); will not mix with others.

Acceptable (#3) -- Mixes well with peers; can listen to other's viewpoints; has flexible outlook.

Superior (#5) -- Is a model leader; helps others, a good listener.

KNOWLEDGE

1. DEPARTMENT GUIDELINES

Unacceptable (#1) -- Fails to follow the guidelines set forth in the yellow sheets; after counseling still neglects to follow the guidelines.

Acceptable (#3) -- Follows the guidelines of the yellow sheets.

Superior (#5) -- Thorough knowledge of guidelines and follows them.

2. KNOWLEDGE OF PENAL CODE

Unacceptable (#1) -- Doesn't know elements of basic sections and not motivated to learn; no attempt at improvement.

Acceptable (#3) -- Working knowledge of commonly used sections; relates elements to observed criminal activity.

Superior (#5) -- Exceptional knowledge of Penal Code and demonstrates the ability to apply it to both normal and unusual criminal activity.

3. KNOWLEDGE OF VEHICLE CODE

Unacceptable (#1) -- Doesn't know elements of basic sections; no attempt to learn or apply these sections.

Acceptable (#3) -- Working knowledge of commonly used sections; relates elements to observed traffic related activity.

Superior (#5) -- Exceptional knowledge of used sections; ability to detect violators and use these sections properly.

4. HEALTH & SAFETY/WELFARE & INSTITUTION

Unacceptable (#1) -- No knowledge of these codes or their application.

Acceptable (#3) -- Is familiar with these codes and understands their coverage and use.

Superior (#5) -- Exceptional knowledge of these codes; is able to apply them in most situations.

5. KNOWLEDGE OF ELEMENTS OF CRIME

Unacceptable (#1) -- No idea as to the necessary elements; makes no attempt to learn them.

Acceptable (#3) -- Is aware of the necessary elements of frequently encountered crimes and is trying to improve this knowledge.

Superior (#5) -- Knows what the necessary elements of most crimes are; readily recognizes them in practical situations.

6. GUIDELINES: FELONY/MISDEMEANOR

Unacceptable (#1) -- Doesn't know the difference between the elements of, the reporting of, or the booking procedures for felonies and misdemeanors.

Acceptable (#3) -- Has a working knowledge of different procedures in handling felonies and misdemeanors.

Superior (#5) -- Above average in handling felonies and misdemeanors properly.

7. KNOWLEDGE OF THE SERVICE ORIENTED POLICING (C.O.P.)

Unacceptable (#1) -- Refuses to implement the Community Oriented concept of policing; no knowledge of the guidelines. Refuses to practice humanistic policing.

Acceptable (#3) -- Is aware of and practices humanistic approach to policing. Attempts pragmatic problem solving.

Superior (#5) -- Totally committed to service oriented approach to policing, both philosophical and action oriented.

APPEARANCE

1. GENERAL APPEARANCE

Unacceptable (#1) -- Dirty shoes and uniform; unkempt hair; overweight; total lack of personal hygiene.

Acceptable (#3) -- Neat, clean uniform, well groomed hair, weight proportional to height; good personal hygiene.

Superior (#5) -- Command bearing; tailored clean uniform; exemplary personal hygiene.

2. JOB READY: FORMS/POLICE ITEMS

Unacceptable (#1) -- Tired, lazy; total lack of organization or enthusiasm; totally lacking in the necessary police equipment.

Acceptable (#3) -- Job ready; good attitude; all necessary equipment.

Superior (#5) -- Enthusiastic, cheerful attitude; well prepared to enter the field with all forms, supplies and personal equipment.

PHYSICAL FITNESS

1. STRENGTH AND AGILITY: JOB RELATED

Unacceptable (#1) -- Unable to lift gurney or climb fences; does not possess the strength to make physical arrests.

Acceptable (#3) -- Able to lift gurneys, climb fences and make physical arrests.

Superior (#5) -- Capable of performing most tasks requiring strength and agility.

SAN DIEGO POLICE DEPARTMENT

DAILY TRAINEE EVALUATION FORM

Trainee _____ FTO _____ DATE _____

PHASE # _____ # OF DAYS IN PHASE _____

RATING INSTRUCTIONS: The evaluation should follow the below listed scale. You are encouraged to comment on any behavior you wish, a specific comment is required for all ratings of 1 or 5.

		Acceptable					
Not Acceptable	1	2	3	4	5	Superior	Not Observed _____

PERFORMANCE

1. Report Writing: Accuracy/Organization	1	2	3	4	5	Not Observed
2. Driving Skill: Normal/Emergency	1	2	3	4	5	Not Observed
3. Self-Initiated Activity:	1	2	3	4	5	Not Observed
4. Use of Map Book:	1	2	3	4	5	Not Observed
5. Stress Control: Verbal/Physical	1	2	3	4	5	Not Observed
6. Officer Safety: Self/Covering	1	2	3	4	5	Not Observed
7. Prisoner Control: Verbal/Physical	1	2	3	4	5	Not Observed
8. Radio: Transmissions/Receptions	1	2	3	4	5	Not Observed
9. Good Judgment	1	2	3	4	5	Not Observed

ATTITUDE

1. Attitude toward police work:	1	2	3	4	5	Not Observed
2. Acceptance of criticism: Verbal/Behavioral	1	2	3	4	5	Not Observed
3. Attitude toward citizens:	1	2	3	4	5	Not Observed
4. Attitude toward supervisors:	1	2	3	4	5	Not Observed
5. Attitude toward peers	1	2	3	4	5	Not Observed

KNOWLEDGE

1. Department Guidelines:	1	2	3	4	5	Not Observed
2. Penal Code:	1	2	3	4	5	Not Observed
3. Vehicle Code:	1	2	3	4	5	Not Observed
4. Health & Safety/Welfare & Institution:	1	2	3	4	5	Not Observed
5. Elements of Crime:	1	2	3	4	5	Not Observed
6. Guidelines Felony/Misdemeanor:	1	2	3	4	5	Not Observed
7. Knowledge of C.O.P.	1	2	3	4	5	Not Observed

APPEARANCE

1. General appearance:	1	2	3	4	5	Not Observed
2. Job Ready: Forms/Police Items	1	2	3	4	5	Not Observed

PHYSICAL FITNESS

1. Strength and Agility:	1	2	3	4	5	Not Observed

ADDITIONAL COMMENTS

F.T.O. WORKSHEET

TRAINEE: _____

DATE: _____

PHASE: _____

The following areas are to be stressed over the next _____ days. You will be expected to have mastered the listed tasks within the next _____ days.

1.

2.

3.

4.

5.

6.

7.

8.

9.

10.

_____

F.T.O. SIGNATURE

_____

TRAINEE SIGNATURE

F.T.O. TRAINING

MONDAY	0730-0830	ORIENTATION
	0830-0930	ACADEMY OVERVIEW
	0930-1130	F.T.O. PROGRAM OVERVIEW
	1130-1230	LUNCH
	1230-1630	TITLE 7 REVIEW
TUESDAY	0730-1130	OBJECTIVITY AND ETHICS
	1130-1230	LUNCH
	1230-1530	DAILY TRAINEE EVALUATION
	1530-1630	CONDITIONING AWARENESS
WEDNESDAY	0730-1130	INTERPERSONAL RELATIONS
	1130-1230	LUNCH
	1230-1530	BI-WEEKLY TRAINEE EVALUATION
	1530-1630	CONDITIONING AWARENESS
THURSDAY	0730-0930	TEACHING TECHNIQUES
	0930-1130	CRITICAL TASKS/PHASE I
	1130-1230	LUNCH
	1230-1430	CRITICAL TASKS/PHASE II
	1430-1630	CRITICAL TASKS/PHASE III
FRIDAY	0730-0930	CRITICAL TASKS/PHASE IV
	0930-1130	CRITICAL TASKS/PHASE V
	1130-1230	LUNCH
	1230-1430	TRAINEE MANAGEMENT EXERCISE
	1430-1530	EVALUATION CONCLUSIONS
	1530-1630	CRITIQUE

F.T.O. TRAINING

COURSE DESCRIPTIONS

1 hour   ORIENTATION

Chief (or representative) will give welcome and opening remarks. Lieutenant Enerson will comment on program and discuss schedule and expectations.

1 hour   ACADEMY OVERVIEW

Academy format and relationship to F.T.O. program will be explained. Descriptions include:

- Goals and Objectives with Academic emphasis
- Trainee expectations (self-discipline, academic achievement)
- Curriculum Structure - Participatory Training
- P.O.S.T. Performance Objectives
- Success Criteria, Test Expectations
- Trainee Field Orientation and Assignments
- F.T.O.'s participation in Academy training
- Advisor's role
- Spouse's Orientation and Ride Along

2 hours   F.T.O. PROGRAM OVERVIEW

Will address the historical perspectives and problems identified with prior trainee training programs. Will discuss the San Jose F.T.O. model and present a general overview of the present F.T.O. program and systems.

Includes the distribution of F.T.O. Manuals, Trainee Critical Task Lists and the F.T.O. Administrative Manual with explanations and discussion.

4 hours   ETHICS AND PROFESSIONAL OBJECTIVITY

Group discussions and workshops identifying issues on unethical behavior and how to address them. Discussions on objectivity as it relates to the F.T.O. and trainee evaluations. Group conclusions will be identified and considered F.T.O. expectations.

4 hours   <u>INTERPERSONAL RELATIONS</u>

Present and discuss the characteristics and dynamics of interpersonal relations. Develop an appreciation of the impact in a professional practice. Group exercises will be used with a minimum of lecture.

4 hours   <u>TITLE 7 REVIEW</u>

A review of the Civil Rights Act, Title 7, as it relates to the Evaluation Process. Overview of the recent EEO investigative results with an emphasis on eliminating negative behavior as perceived by minorities. Will include exercise discussing women in policing.

3 hours   <u>DAILY TRAINEE EVALUATION SYSTEM</u>

Workshops and group discussions on minimum expectations; problem simulations and conclusions for consistent daily trainee evaluations.

1 hour   <u>CONDITIONING AWARENESS</u>

Explanation of Academy expectations on physical conditioning and trainee performance. Includes officer performance of agility exercises as required of trainees. Summary explains relationship to F.T.O. evaluations and responsibility of F.T.O. as a model.

3 hours   <u>BI-WEEKLY TRAINEE EVALUATION SYSTEM</u>

Workshops and group discussions on minimum expectations; problem simulations and conclusions for consistent bi-weekly evaluations.

2 hours   <u>TEACHING TECHNIQUES</u>

Presented by a specialist from San Diego City Schools. Addresses teaching techniques as it pertains to F.T.O./Trainee Training. Covers key points on barriers for effective teaching and how to achieve maximum effectiveness.

10 hours   <u>TRAINEE CRITICAL TASK RATINGS</u>

Five 2-hour sessions covering the 5 critical task phases in the F.T.O. Program. Group discussions and workshops will be utilized to develop continuity on task expectations.

2 hours   TRAINEE MANAGEMENT EXERCISE

Small groups will be assigned simulated trainee progress
evaluations for review. They will identify weaknesses and
prepare documented lesson plans to address weaknesses. Will
develop understanding and continuity of minimum expectations
for activity.

2 hours   EVALUATION CONCLUSIONS

Two 1-hour sessions scheduled between evaluation workshops
to reinforce conclusions for F.T.O. continuity.

1 hour   CRITIQUE

Verbal critique of program.

APPENDIX E

After Action Report On

Operation Saturation

St. Petersburg Police Department

Tactical Training Action

AFTER ACTION REPORT

ON

OPERATION SATURATION

Prepared by:
Barry E. Goldstein
October 6, 1975

SUMMARY

On August 27 and 29 and September 3 and 5, 1975 the Office of Crime Prevention conducted an operation called "Operation Saturation". The operation was planned in two parts, the two days in August being directed against residential burglary in the northern half of Beat 6 and the two days in September being directed against business burglary city-wide.

The purpose of the operation was to educate and advise the residents and merchants about securtiy and security hardware and to actually conduct security inspections of the occupant's premises.

The inspection teams were provided by the St. Petersburg Police Department and trained and directed by the Office of Crime Prevention. Approximately thirty-two police officers per day were involved for a total of approximately 138 police officers. They visited as many homes in the northern section of Beat 6 as time would allow and inspected 717 homes. During the business phase, a total of 697 businesses were inspected.

The operation has been a tremendous success in that the residential burglary rate in Beat 6 dropped significantly and has remained low for the past five weeks as of the date of this report. The rate of business burglary city-wide has not been altered substantially yet but it is hoped that as the merchants follow the recommendations made during the inspection the results will be reflected in a substantial decline in the rate of business burglary.

Operation Saturation shall be continued, hopefully, until the entire city has been inspected, both residences and businesses.

STATEMENT OF THE PROBLEM

The City of St. Petersburg, as is the case with all cities in the United States, is experiencing a rise in the rate of overall crime. The reasons for this increase are numberable and many of them are not acceptable to the "experts" who tell us why certain people are more prone to commit crimes than others. One reason for the existance of crime though, is not arguable and is accepted by all, expert and non-expert. This reason is "opportunity". Without opportunity even the most dedicated criminal cannot commit his crime.

The spectrum of opportunity runs from slight to unlimited. An example of slight opportunity is a bank because of the unusual amount of security devices. An example of unlimited opportunity is the merchant or home owner who neglects to lock his doors. Combine an unlimited opportunity with a person who has just a small amount of criminal intent and the possibility of a crime being committed is high. As the amount of opportunity decreases, the amount of criminal intent necessary must increase in order for a crime to be committed. Where there is slight opportunity much planning is necessary in order to accomplish a crime but fortunately, very few people are of such a criminal nature. Unlimited opportunity though, has the potential of making a criminal out of a person who might not otherwise commit a crime if the opportunity did not present itself. Reduction of opportunity was the goal of Operation Saturation.

The Office of Crime Prevention undertook Operation Saturation because Beat 6 has been experiencing an abnormally high amount of residential burglaries and action was necessary to at least bring Beat 6 in line with the 14 other beats in St. Petersburg. Beat 6 is in the southwest corner of the city and is bounded by Central Avenue on the north and continues all the way south to the bay. On the west it is bounded by 49th Street and on the east, by 34th Street.

Within these boundaries there are 5,600 housing units. Because of the size of Beat 6 and the limitation on manpower, only the northern half of Beat 6 was included in the first phase of "Operation Saturation". Commercial burglary throughout the city was the target of the Office of Crime Prevention in the second phase of Operation Saturation.

GOALS AND OBJECTIVES

Operation Saturation was planned to run for 4 days. The first two days were to be devoted to residential security inspections and the second two days were to be devoted to commercial establishment inspections.

It was estimated that each officer would be able to inspect approximately 4 locations per hour and each was therefore assigned 30 locations per 7½ hour day.

Experience proved our estimate to be quite high as the number of residents not at home and the amount of time that each resident and business occupant desired to speak to the policeman was not accurately accounted for. The first two days in which the officers conducted residential inspections a total of 717 homes were inspected. This averaged out to just over 10 inspections per day per officer. The second two days in which the officers conducted business inspections a total of 697 businesses were inspected. This averaged out to just under 10 inspections per day per officer.

Though the number estimated versus the actual number of inspections accomplished would indicate a lack of success, just the opposite is true. Our goal was to cover every residence in the northern half of Beat 6 and every business establishment in St. Petersburg but not necessarily in only the four days allotted. The result was that a good percentage of the houses in Beat 6 were inspected and we need go back and cover only those whose residents were not at home or were not reached due to lack of time. As for the businesses, every business located in a business area was covered and we need now only cover those businesses that are located away from business areas. Of course not all of these businesses were inspected during this operation but in fact were covered during a similar operation in November, 1974. The area covered in 1974 was

quite extensive; covering from 49th Street on the west to 4th Street on the east, and 22nd Avenue on the south to 5th Avenue North on the north.

Considering how close we came to our goal and the results obtained, this operation must be deemed a success. One must not forget that this operation is not over but will be going into another phase as soon as the planning and coordination is accomplished.

DESCRIPTION OF OPERATION

The purpose of Operation Saturation was to inform the residents of the northern half of Beat 6 and the owners and managers of commercial establishments throughout the city, of the concept of crime in relation to opportunity and to advise each individual how to reduce opportunity in his sphere of concern.

It was necessary for each home owner or business occupant to understand the method of reducing opportunity and this could best be accomplished by person to person contact with the individuals concerned and conducting an inspection of his premises.

The method of reducing opportunity is, of course, becoming security conscious and taking the necessary steps to actually improve security. In the case of residences and businesses, the manner of security is similar and each individual contacted was informed as to the types of locks, doors, windows and other security devices that would be specifically necessary to do the job.

The manpower to conduct "Operation Saturation" was provided by the St. Petersburg Police Department. The police department's shift schedule is designed so that there are three extra squads on duty every Wednesday and Friday. This makes the men available for training which is usually conducted on those days. An offer was made by the police department to the Office of Crime Prevention that for four days these officers could be available to assist in projects and "Operation Saturation" was planned upon receipt of this offer. Each squad consists of 10 or slightly more men plus a sergeant. Due to vacations, illness and the necessity for court appearances, only about 32 officers were working at any one time. Although this was 3 less than planned for, it was more than adequate to accomplish the operation. The operation was conducted on 4 different days; August 27,

August 29, September 3 and September 5. The two days in August were devoted to residential inspections and the two days in September were devoted to business inspections. Four different groups of policemen were used for a total of approximately 138 policemen.

Prior to each group going out to conduct inspections and give advice, a training session of 1½ hours was conducted. This session was conducted by Sergeant "Gene" Conrad and gave the officers information that would not only be necessary in order to perform the inspections but information that would also make the police officer a more rounded law enforcement officer.

For the residential inspections, tne northern half of Beat 6 was divided into 35 different inspection areas, each one mainly following a street or avenue. Each officer was assigned one of these areas on each day. That portion of the area that was not finished on the first day was covered the second day and those portions not covered on the second day will be finished on a follow-up operation to be planned. The same plan was followed on the two days allotted to business inspections except that businesses all over the city were inspected. This phase of "Operation Saturation" was not limited to Beat 6.

In conducting the actual inspection, the policemen, with the permission of the home owner or business occupant, checked the door construction, locks, hinges, windows and other building openings. Where replacement was necessary or where proper security equipment was lacking, the officer made the necessary recommendations. If all was in good order, the occupant was also advised of this.

EVALUATION

The method of determining results and evaluating a program such as "Operation Saturation" is very difficult and can be accomplished only after much time has passed. This is true because many people will not follow our recommendations and if they do, there is no sure way to determine whether such individual action actually prevented a burglary. The only way to be sure is to analyze future burglaries and determine whether the victim followed our recommendations or not and how many residents actually do follow our recommendations.

Since the purpose of "Operation Saturation" is two-fold; (1) to prevent burglary to those who follow our recommendations and (2) to reduce the overall occurrence of burglary, perhaps an evaluation of number 2 will suffice to justify continuing the operation.

"Operation Saturation" took place on August 27 and 29 and September 3 and 5. An evaluation of our second objective can be made if we look at the residential and commercial burglary rate prior to and since the above dates.

An analysis was conducted of both residential burglary in Beat 6 and commercial burglary city-wide for the period March 1 – September 1, 1975. A total of 25 weeks were reviewed and a total of 430 residential burglaries and 635 commercial burglaries occurred during this time period. This results in an average of 17 residential burglaries per week and an average of 25 commercial burglaries per week.

A comparison of residential burglaries will be made first. For the past five weeks residential burglary in Beat 6 has been 10, 10, 5, 8 and 18 respectively. It can be readily ascertained that each one of these weeks is well below the weekly average except for the last one. This must be

considered, however, with the fact that 10 of the 18 burglaries occurred in the portion of Beat 6 that had not been inspected. Realizing that averages can be misleading by one or two abnormally high or low figures, it must be considered that in the prior 25 weeks only one week was lower than any of these figures and that was the week that the Crime Deterrent Section put great emphasis on Beat 6. This being the case, the residential portion of "Operation Saturation" must be considered to have had quite an impact on residential burglary. Whether or not this decrease will continue cannot be forecast and only time will tell.

At the time of the inspection the police officers also passed out literature and a self-addressed envelope with a questionnaire. The envelopes were addressed to the Office of Crime Prevention. The response from the people was not exceptional in that only 42 responses were received from the 717 houses inspected. The fact that stamps were not provided on the envelopes may be the reason for the low number of responses.

The figure of 717 houses inspected belies the actual number of residences visited. The actual number of residences visited was 1,468. Of these the resident was not at home at 557 of them, 103 were vacant and 91 refused. The figure of 557 could probably have been lowered substantially if the operation could have been planned to run from noon until 8 p.m. instead of from 8 a.m. until 4 p.m. as it did. It is considered by some of the staff of the Office of Crime Prevention, however, that just the high concentration of police officers in such a comparatively small area was enough to cause an impact on the burglary rate.

The business burglary phase of "Operation Saturation" unfortunately does not show the same results as the residential phase. The average number of business burglaries per week is 25 and for the past five weeks the number

city-wide has been 18, 25, 18, 27 and 15 respectively. This shows that three were below the average and two were above the average. Perhaps the last figure is due to the merchants beginning to follow the recommendations that they received during the inspection. It is hoped that as the merchants heed the advice given and take more of the recommended security measures that the rate of business burglary will reflect the results.

The rate of questionnaire returns from merchants, 144, was much higher than the response from the residents but still not entirely satisfactory. As mentioned before, hopefully this will be remedied by pre-stamping the envelope.

A fact that must not be forgotten in this evaluation is the side effect of having 138 police officers trained in crime prevention. At the beginning of the operation, before the officers were trained and went out on the street, it appeared that they were not very enthusiastic about crime prevention. When they returned at the end of the day however, they were very enthusiastic about the operation and many even stayed on their own time to discuss it and their experiences. These officers are now able to give advice to future burglary victims to prevent reoccurrences.

APPENDIX F

Application of an Alternative Work

Schedule for Training Implementation

TRAINING IMPLEMENTATION

METHODS & TECHNIQUES

CONSIDERATIONS

There are two major considerations in planning the implementation of training:

* Cost
* Timing

Trainers must pay particular attention to these two factors when selecting the methods and techniques used in the training. Additionally, other unique hurdles are often encountered before the training can be implemented. These obstacles must be recognized and considered during the planning stage even though the mechanism to overcome their adverse effects is activated during the actual implementation phase.

* Police officer resistance to new procedures or approaches
* The rejection of any duties other than those considered "real police work."
* Training hours incompatible with duty assignment hours. (Such as training after working the midnight shift)

COSTS OF IMPLEMENTATION

In addition to the obvious costs of instructors, materials and space, the major cost of training is to pay for manhours of those to be trained. The manpower expense can be prohibitive depending upon union contracts, agreements or customs. Thus, any arrangement to reduce the time required to teach and train the necessary new procedures required by the ICAP program is cost-effective. Where schedules allow for "on duty" training time assignments, even greater cost reductions can be realized. The bulk of all police agencies are required by law or contract to pay overtime when normal work week hours are exceeded. A schedule which permits training during the regular work week can therefor reduce costs dramatically.

TRAINING TIME FRAMES

The second major consideration of methods of implementation of the ICAP training is timing. The problem lies in an attempt to maximize the training time of all department officers, managers as well as the rank and file, in the ICAP principles without incurring the great costs just discussed. Techniques or methods which maximize the effectiveness of the training can be used thereby reducing the classroom time required of each officer. Lectures and discussions buttressed by immediate participation in the tactical response being taught usually result in greater understanding and retention. This type of training-doing can also accomplish necessary activity requirements by a practical application such as on the spot crime prevention surveys conducted as part of a training exercise.

But more than this, the time frames for training must include all members of the agency during the initial stages of the ICAP project. This becomes of paramount importance in those agencies which plan radical departures from their standard operating procedures in the adoption of the ICAP programs. Since ICAP models focus on the integration of police service delivery functions and support services, the training itself must be so scheduled as to accomodate the integration of all those affected by the new concept during the training sessions. This is of particular importance where decision-making has been only within the realm of top administrators in the past. The top administrators must openly commit themselves to the ICAP model during the planning and training phases to lend credence to their stated support of the program. Thus, time schedules need to accomodate both managers and the rank and file at the same time.

WORK SCHEDULES

New work schedules, especially for patrol forces, are often adopted to overcome the obstacles of greatly increased costs associated with overtime hours required for training which includes all agency members.

Such a work schedule is developed to provide the following features:

   * Training hours during the times when most agency members are in an "on-duty" status to reduce overtime pay.

   * Training time frames compatible with periods of the week when the training complement (student group) can be assigned to useful, tactical exercises to maximize the effect of lessons in practical situations.

   * Where training techniques include student participation in practical demonstrations or tactical response situations, the time and day of the week of the training need be compatible to the target situation, i.e., crime prevention surveys of commercial establishments conducted during hours when businesses are open.

   * The work schedule needs be so conveniently arranged that officer resistance is not intensified. This requires consideration for those who are necessarily assigned to the all-night shifts.

   * Training schedules should be organized so that the time periods are predictable, allowing officers to plan their personal activities without inconsiderate interruptions for the sake of the training.

   * An effective work schedule which is a change from traditional scheduling include a "sweetener" incorporated to reduce negative attitude development. Since officer attitudes help set the mood of training, a positive beginning is extremely helpful to instructors.

WORK SCHEDULE EXAMPLES

A patrol work schedule that fits the "cost" and "time frame" considerations and which takes into account the other unique obstacles previously discussed will facilitate the smooth implementation of the ICAP training.

The following schedules are examples only and are intended to illustrate how an agency can provide training either as a "catch-up" remedy for departments where training has been lacking or as a method of providing maximum exposure for new ideas and techniques in those agencies which are incorporating numerous new procedures. Departments of any size can use these schedules and easily adapt to the concept by noting that all shifts, regardless of size, are broken down into three distinct day-off sections. Since most agencies presently work 40 hour work weeks with 8 hour shifts, these schedules provide one specific day, each week, for departmental training.

Most agencies working 40 hour weeks with 8 hour shifts are scheduling the officers' days off randomly to insure a minimum and maximum number of men off on any given day. In most cases, this schedule will suit those constraints. The primary characteristics of these schedules are:

* Twenty-eight day schedule

* Rotate shifts in reverse order,
  i.e., from days to midnights

* Forty hours a week

* Eight hour shifts

* Days off rotate according to
  the shift worked

* Officers assigned to same beat
  or zone for at least 3 months
  to allow each officer the benefit
  of the 4 day off mini-vacation

* During shift changes, some
  officers must work more than
  5 days in a row

* Every officer receives 4 days
  off in a row every three months

* All officers work on Friday(this
  is an arbitrary day-could be on
  some other day of the week)

* Each shift is broken into three
  groups of equal size. One of
  the groups acts as the relief
  squad for the other two units
  days off. For Patrol divisions
  with uneven apportionment of
  manpower, the smallest shift of
  men rotating becomes the basic
  unit. The additional men are
  broken down as an individual unit
  into three sections for days off
  purposes.

* Supervisors select which group of
  their shift will attend the train-
  ing day each week.

* The fourth training week is reserved
  for special events such a firearms
  qualifications and supervisors can
  keep track of which unit needs to
  attend the "extra" training day.

TYPICAL WORK SCHEDULE
Evenly Divided Shifts

Patrol Shifts   -   3
Total Strength - 33

Lts.   3   Geographic Zones or Beats
Sgts.   3   retain same boundaries on
Patrol Officers   27   all shifts

FIRST SHIFT
2400 - 0800

Officer	Zone	Days Off	Relief
Lieutenant		W/Th	Sgt.
Sergeant		M/T	Lt.
Patrol Officer	1	W/Th	A
Patrol Officer	2	W/Th	B
Patrol Officer	3	W/Th	C
Patrol Officer	4	S/S	A
Patrol Officer	5	S/S	B
Patrol Officer	6	S/S	C
Relief Officer	A	M/T	-
Relief Officer	B	M/T	-
Relief Officer	C	M/T	-

At the change of shifts, the First Shift is assigned to the Third Shift (1600-2400 hrs.)

THIRD SHIFT
1600-2400

Officer	Zone	Days Off	Relief
Lieutenant		S/S	Sgt.
Sergeant		W/Th	Lt.
Patrol Officer	1	S/S	A
Patrol Officer	2	S/S	B
Patrol Officer	3	S/S	C
Patrol Officer	4	M/T	A
Patrol Officer	5	M/T	B
Patrol Officer	6	M/T	C
Relief Officer	A	W/Th	-
Relief Officer	B	W/Th	-
Relief Officer	C	W/Th	-

At the change of shifts, the Third Shift is assigned to the Second Shift (0800-1600 hrs.)

SECOND SHIFT
0800-1600

Officer	Zone	Days Off	Relief
Lieutenant		M/T	Sgt.
Sergeant		S/S	Lt.
Patrol Officer	1	M/T	A
Patrol Officer	2	M/T	B
Patrol Officer	3	M/T	C
Patrol Officer	4	W/Th	A
Patrol Officer	5	W/Th	B
Patrol Officer	6	W/Th	C
Relief Officer	A	S/S	-
Relief Officer	B	S/S	-
Relief Officer	C	S/S	-

At the change of shifts, the Second Shift is rotated
back to the First Shift (2400-0800).

The next schedule is a modified version of the
one just illustrated and can be adapted to any size
work force unit. By determining the basic rotating
unit size first, it is possible to accomodate all the
patrol force, even though the shifts are not evenly
matched in strength or that a tactical force overlaps
other shifts.

The basic unit of an irregularly apportioned 60
member patrol force might be divided as follows:

    First Shift - Midnights   15 men
    Second Shift- Days   20 men
    Third Shift - Evenings   15 men
    Tactical   - 6PM-2AM   10 men

If this were the case, the basic unit rotating
through the shifts is probably 15 men (lowest regular
shift size) with 5 traffic specialists working days at
all times. The evening shift would probably have 5 men
assigned permanently for college convenience (attendance)
purposes and the Tactical Squad would remain permanently
assigned the special hours except for special events.

Such a work schedule then could be arranged as follows to provide a Training Day compatible with these assignments and target situations.

TYPICAL WORK SCHEDULE
Unevenly Divided Shifts

Patrol Shifts   4
Total Strength   69

Lts.   3   Geographic Zones or Beats
Sgts.   6   retain same boundaries on
Patrol Officers   60   all shifts

FIRST SHIFT
2400-0800

Officer	Zone	Days Off	Relief
Lieutenant		W/Th	Sgt. 2
Sergeant 1	N.	M/T	Sgt. 2
Sergeant 2	S.	S/S	Sgt. 1
Patrol Officer	1	W/Th	A
" "	2	"	B
" "	3	"	C
" "	4	"	D
" "	5	"	E
Patrol Officer	6	S/S	A
" "	7	"	B
" "	8	"	C
" "	9	"	D
" "	10	"	E
Relief Officer	A	M/T	–
" "	B	"	–
" "	C	"	–
" "	D	"	–
" "	E	"	–

At the change of shifts, the First Shift rotates back to the Third Shift (1600-2400 hrs.)

THIRD SHIFT
1600-2400

Officer	Zone	Days Off	Relief
Lieutenant		S/S	Sgt. 2
Sergeant 1	N.	W/Th	Sgt. 2
Sergeant 2	S.	M/T	Sgt. 1
Patrol Officer	1	S/S	A
" "	2	"	B
" "	3	"	C
" "	4	"	D
" "	5	"	E
Patrol Officer	6	M/T	A
" "	7	"	B
" "	8	"	C
" "	9	"	D
" "	10	"	E
Relief Officer	A	W/Th	-
" "	B	"	-
" "	C	"	-
" "	D	"	-
" "	E	"	-
Tactical Officer	11	M/T	16
" "	12	"	17
" "	13	"	18
" "	14	"	19
" "	15	"	20
" "	16	W/Th	11
" "	17	"	12
" "	18	"	13
" "	19	"	14
" "	20	"	15

Under this arrangement, the Tactical Squad Officers would
not get the 4 days off benefit due to their permanent
assignment to the evening shift. They would be working
on the evenings usually the most busy on a police depart-
ment, with all ten officers working on Friday, Saturday
and Sunday.

At the change of shifts, the basic 15 officers
would rotate back to the Second Shift (0800-1600hrs.)

SECOND SHIFT
0800-1600

Officer	Zone	Days Off	Relief
Lieutenant		M/T	Sgt. 2
Sergeant 1	N.	S/S	Sgt. 2
Sergeant 2	S.	W/Th	Sgt. 1
Patrol Officer	1	M/T	A
" "	2	"	B
" "	3	"	C
" "	4	"	D
" "	5	"	E
" "	6	W/Th	A
" "	7	"	B
" "	8	"	C
" "	9	"	D
" "	10	"	E
Relief Officer	A	S/S	—
" "	B	"	—
" "	C	"	—
" "	D	"	—
" "	E	"	—
Traffic Officer	11	S/S	—
" "	12	"	—
" "	13	"	—
" "	14	"	—
" "	15	"	—

Under this arrangement the Traffic Officers do not rotate
with this basic shift and will not receive the benefit
of the 4 days off in a row at shift change once every
three months. They usually have Saturday and Sunday
off due to a slack in traffic on these non-business days.

At the change of shift, the basic 15 officers
rotate back to the Midnight (First) Shift again.

SPECIAL FEATURES

* All patrol officers and supervisors
  work on Friday

* One third of Patrol is trained each
  Friday which means all of Patrol
  given 8 hrs. of training each month.

* Fourth Friday of the 28 day schedule
  reserved for Tactical exercises,
  re-qualification with weapons, night
  shooting, familiarization or equipment
  demonstrations.

* Training can combine lectures and field
  exercises after the initial "catch up"
  period goal is reached.

* Lectures and demonstrations on residence
  or business security can be held in the
  morning and field applications of the
  principles just taught can follow to
  complete the 8 hour training session
  and produce a useful application as
  well as the emphasis upon the lesson.

* Many local events, particularly high
  school athletic events, occur on
  Fridays and officers can be assigned
  half classroom lectures and then be
  assigned to the street problems when
  necessary.

* All officers receive 4 days off in a
  row (except those assigned to permanent
  shifts) every three months at a shift
  change. This occurs when days off are
  Sat./Sun. and the new schedule automatic-
  allytgives them Mon/Tues. off on the next
  shift.

* Fourth Friday can be ideal day for
  officers who have a Holiday or Compens-
  atory day due to request it in conjunc-
  tion with the four days off to make
  a mini-vacation (the "sweetener").

* Allows officers to stay on the same
  beat or zone from one shift to another
  allowing maximum knowledge of the area.
  Schedules can then be predicted for a
  year in advance to facilitate vacations,
  etc.

* Officers can be changed to alternate
  beats or zones every three, six, nine
  or twelve months if management's
  decision is to move officers regularly.

* Supervisors are trained with their men.
  Separate classes can also be held for
  select groups when this is desired.

* All new policies, procedures, etc.
  can be fully presented and explained
  to the entire department within a
  three week period when desired.

* The fourth week of every month can be
  set aside for special assignment
  or special training for a pre-determined
  one-third of the agency. Since this
  week is the "extra" week of the 28 day
  shift, supervisors will be required to
  select those who will work the street
  assignments and those remaining to
  attend the special training or exercise.

Finally, the work schedules will demand a maximum
effort of the trainers to keep up the training periods
week after week with informative, pertinent and imagina-
tive classes coupled with demonstrations or practical
exercises to bring the lessons home. Numerous arrange-
ments are required, especially when crime prevention
surveys or tactical response situations are used to
point out the training by participation. Details
must be worked out to make the exercises work smoothly
or the surveys to accomplish their objectives of prevention.
Ultimate results of the training can be extraordinary
in accomplishing the department's mission when these
challenges are met with enthusiasm and attention to detail.
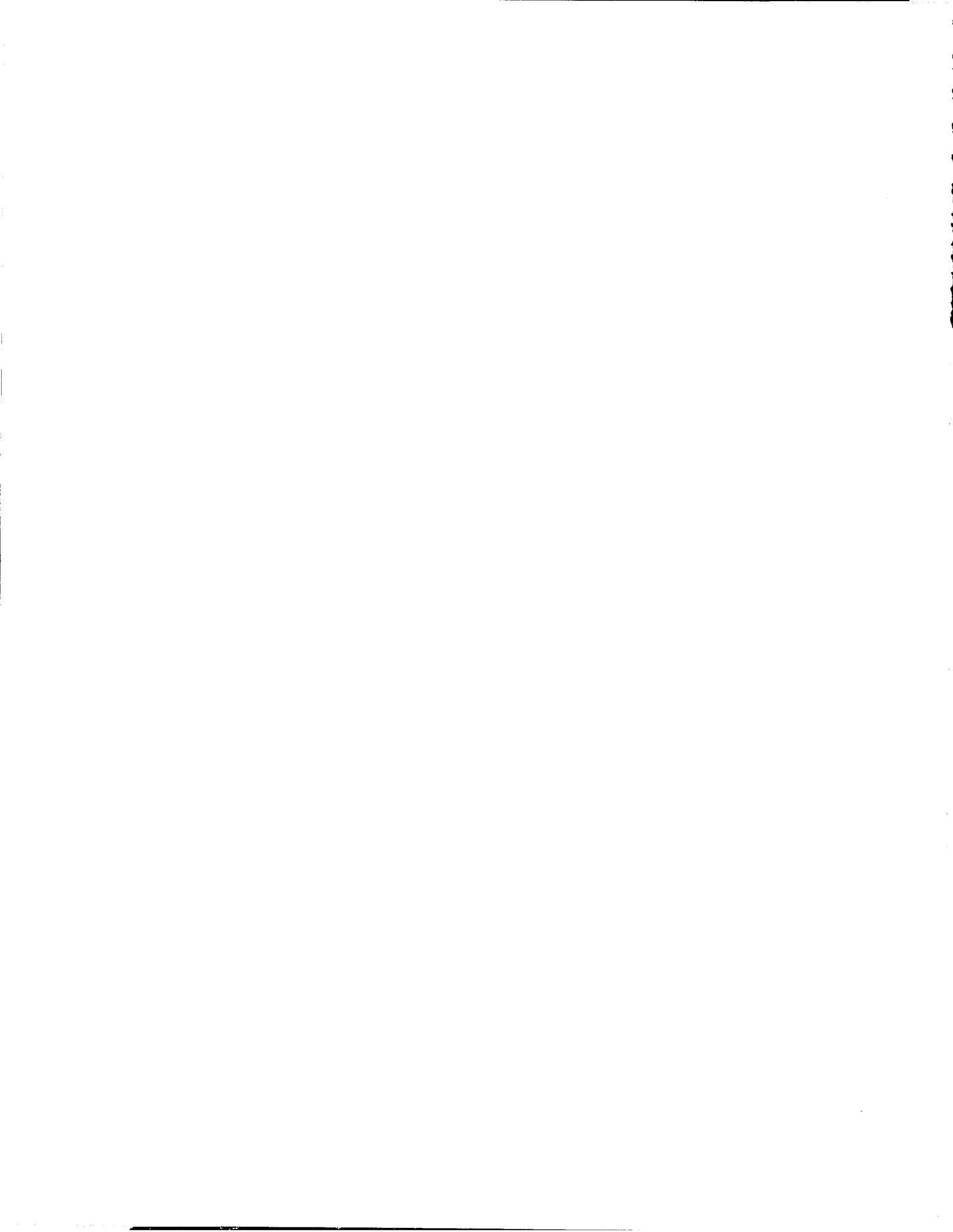
APPENDIX G

Portland, Oregon, Police Bureau:

Patrol Crime Prevention Test Instrument

PATROL EMPHASIS PROJECT

(PEP)

Test On

Crime Prevention and Crime Analysis

Your name and BPST number are necessary for evaluation purposes. The evaluators must keep track of the individual members in the project group (North Precinct) and in the non-project groups (Central and East Precincts). The name and BPST number will enable the evaluators only to identify the officers in each precinct who have and haven't taken the test.

The results of this test will not become part of your Bureau record. Individual test results will not be released to anyone in the Portland Police Bureau. Test results will be released as group results only.

Date: _____

Name: _____

BPST #: _____

Rank: _____

Precinct: _____

Purpose of PEP Pre-Test

This test contains questions about Crime Prevention and Crime Analysis. Subject matter content about these two areas is included as part of the training you will receive during the Patrol Emphasis Project.

Since you have not had the training yet, you are not expected to know all the answers, but do try to answer all the questions.

Purpose of PEP Post-Test

This is a test of Crime Prevention and Crime Analysis
which you took last August-September (1976) for purposes
of evaluating the North Precinct Patrol Emphasis Project
(PEP). Since PEP will soon be winding down, we are ad-
ministering this test again to see how your responses
have changed over the last nine months.

Although you may not be absolutely sure of all the answers,
please do try to answer all of the questions.

The following section of the test contains true and false items. For each item, decide if the statement is true or false and then circle the letter T for true or F for false.

1.   T   F   The biggest weakness in locking systems is key control.

2.   T   F   Security surveys are crime prevention tools.

3.   A safe in which money is kept:

    a.   T   F   Should be lighted.

    b.   T   F   Should be located in a locked back room.

    c.   T   F   Needs to be secured to the floor if it weighs less than 750 pounds.

    d.   T   F   Should be visible from the front of the building.

    e.   T   F   Is not required for most businesses because the money can be locked in a cash drawer.

4.   T   F   A fake or phony surveillance camera is acceptable as long as there are wires leading from it to an electrical connection.

5.   T   F   The cylinder guard on a deadbolt lock should be made of laminated reinforced steel.

6.   T   F   Photoelectric, ultrasonic and microwave alarm systems are usually limited to commercial businesses.

7.   T   F   An ultrasonic burglar alarm is usually used as a perimeter alarm.

8.   T   F   Interior and exterior lighting is more expensive than most other types of security hardware.

9.   T   F   Most residential perimeter burglar alarms have a 45-second time-delay mechanism which delays the system from going off after there is a perimeter break.

10.   T   F   Wire glass is for fire purposes only and is of very little value as a burglar resistant glazing.

11.   T   F   Warning decals should be posted even if the property has not been engraved because the decals act as a burglary deterrent.

12.   According to C. Ray Jeffery's theories about crime prevention:

    a. T F   Direct controls of crime include only those which reduce environmental opportunities for crime.

    b. T F   Indirect controls include such techniques as police surveillance, police apprehension, imprisonment, etc.

    c. T F   The implementation of security survey recommendations would be an example of indirect crime control.

Section II.

The following section of the test contains multiple-choice items. For each item, select the one answer which best completes the statement or answers the question and circle the letter of that answer.

13. The LEAST acceptable type of door for exterior purposes is:

    A Panel
    B Hollow-core
    C Double
    D Solid-core

14. The LEAST acceptable type of door lock is:

    A Single-cylinder vertical deadbolt
    B Double-cylinder deadbolt
    C Springlatch
    D Single-cylinder deadbolt
    E Springlatch with anti-shim device

15. The greatest weakness in alarm systems is:

    A Equipment failure
    B Electrical deficiencies
    C Human factors
    D Environmental factors
    E Poor installation and maintenance

16. A money safe can usually be identified by:

    A A shielded dial
    B Being secured within another safe
    C A square, beveled or oblong door
    D A round door

17. Most building security recommendations will be concerned with:

    A Alarm systems and safes
    B Windows and doors
    C Doors and lighting
    D Windows and alarm systems
    E Doors and alarm systems

18. A solid-core door should be at least:

    A 1-3/4" thick
    B 1" thick
    C 1-1/4" thick
    D 1-1/2" thick

19. Two foot candles of light is equal to:

    A One 100-watt bulb in a 10'x10' room
    B One 75-watt bulb in a 10'x10' room
    C Two 75-watt bulbs in a 10'x10' room
    D Two 100-watt bulbs in a 10'x10' room

20. Property should be engraved with the owner's:

    A Assigned ID number
    B Oregon drivers license number
    C Social Security number
    D Oregon license number

21. Three elements which are necessary for a criminal act are:

    A Equipment or tools, target, time
    B Opportunity, time, desire
    C Desire, target, opportunity
    D Target, desire, equipment or tools
    E Time, equipment or tools, opportunity

22. Two elements which can be dealt with in crime prevention practice are:

    A Target and opportunity
    B Time and opportunity
    C Time and target
    D Target and desire
    E Opportunity and desire
    F Desire and time

23. In Portland during 1975, the percentage of burglars who entered residences through doors was:

    A 35-40%
    B 25-30%
    C 55-60%
    D 15-20%
    E 45-50%

24. For a private residence, which type of door is recommended for security and exterior purposes?

    A   Panel door
    B   Hollow-core door
    C   Double door
    D   Solid-core door
    E   Metal sheathed door

25. Which type of lock is recommended for a door with a window or with a window within 30" of the door lock?

    A   Double-cylinder deadbolt
    B   Since-cylinder vertical deadbolt
    C   Springlatch with anti-shim device
    D   Single-cylinder deadbolt

26. Which type of auxiliary hardware is recommended for use with a deadbolt lock?

    A   Chain lock
    B   Non-removable hinge pins
    C   Flip or snib lock
    D   Reinforced strike plate

27. A good padlock should have which of the following features? (Select one from each group.)

    A   Laminated reinforced steel shackle   A   Heel lock feature
    B   Case hardened steel shackle   B   Toe lock feature
                                                  C   Heel and toe lock feature

    A   Non-removable key feature
    B   Non-duplicatable key   A   Four-pin tumblers
    C   Combination lock with no keys   B   Seven-pin tumblers
                                                  C   Five-pin tumblers

28. Which type of auxiliary lock is recommended for use with double doors?

    A   Flip or snib locks
    B   Chain locks
    C   Jerboa bolt locks
    D   Flush bolt locks

29. The recommended deadbolt locking device for use by commercial establishments has:

    A   A bolt with a laminated reinforced steel insert and a minimum throw of 1-1/2".
    B   A bolt with a laminated reinforced steel insert and a minimum throw of 1".
    C   A bolt with a case-hardened steel insert and a minimum throw of 1-1/2".
    D   A bolt with a case-hardened steel insert and a minimum throw of 1".

30. In Portland during 1975, the percentage of burglars who entered through windows was:

A 45-50%
B 55-60%
C 15-20%
D 25-30%
E 35-40%

31. The glazing (window) material recommended for the front of a jewelry store in a high risk area would be:

A Laminated glazing
B Tempered glazing
C polycarbonate glazing
D Wired glazing

32. All exterior doors should be lighted with:

A One foot candle of light
B Two foot candles of light
C Three foot candles of light
D Four foot candles of light

33. The primary point which is stressed at block meetings is:

A All personal property should be engraved and decals posted.
B A residential security survey should be conducted.
C Neighbors should watch out for other neighbors and should report suspicious activities to the police.
D There are various types of security hardware available for making one's home more secure.

34. The definition of crime prevention (crime risk management) is:

A To anticipate the occurrence of crimes and then devise methods to prevent these crimes from occurring.
B The anticipation, recognition and the appraisal of crime risk and the initiation of action to remove or reduce that risk.
C To analyze crime data in order to determine where specific types of crimes occur and then to take significant action to prevent these crimes and thus reduce crime incidence.
D The conduct of security surveys of commercial businesses and private residences to determine their crime risk and then make recommendations to increase their security.

35. The main function of the Crime Analysis Unit under the Patrol Emphasis Project (PEP) is to:

A Count and classify crimes in order to determine crime rates for Portland.
B Identify problem areas so that police administration may be better able to deploy task forces.
C Inform the patrol officer about crime and crime patterns thereby increasing his knowledge in these areas.
D Determine if there is a need for altering the deployment of patrol officers within the precinct based on current crime trends.

36. Of the following, which is NOT a goal of the Crime Analysis Unit under PEP?

A Replace the officer's many sources of information about crime and crime patterns with one consistent source.
B Collect data known to many officers in different precincts in order to find crime patterns beyond precinct boundaries.
C Obtain data from other sources such as detectives and other police agencies which may be useful to the patrol officer.
D Make information of one officer available to others.

37. One type of information which the Crime Analyst needs from patrol officers is:

A Concise and accurate crime reports.
B Guidance as to what kind of data is the most useful to officers.
C Feedback as to whether or not the information from the Crime Analyst is doing any good.
D All of the above.

38. In which of the following instances should a special request be made from the Crime Analyst?

A When the needed information is something that is already available through the Crime Analysis file.
B When the needed information is something that is not available through the Crime Analysis file.
C When the officer himself is too busy to check if the information is available or not available in the Crime Analysis file.
D All of the above.

39. Which of the following is the LEAST important to specify when making a request for offender profile information from the Crime Analysis Unit?

A Time and day of the offense
B Method of commission of the offense
C Previous offenses of the offender
D Age and sex of the offender

40. Crime Analysis is the LEAST useful in predicting:

   A Patterns of a specific criminal
   B Specific criminal occurrances
   C Crime trends in a specific neighborhood
   D Possible future trends in crime

41. For which of the following crimes would it be the most difficult to
    establish a pattern in a given district?

   A Robbery
   B Auto theft
   C Murder
   D Rape

42. The highest percentage of victims of purse snatch are women who are:

   A Under 20 years old
   B 20-29 years old
   C 30-39 years old
   D 40-49 years old
   E 50 years and older

43. One of the problems of dealing with the crime of purse snatch is:

   A No clear picture of the extent of purse snatch is available from normal
      crime classification procedures.
   B Purse snatch is classified as either larceny or unarmed robbery.
   C Purse snatch may fall under state law as either a felony or a
      misdemeanor.
   D The magnitude of the crime is often hidden from the street officer in
      that the prime time for purse snatching overlaps shifts and/or patrol
      boundaries.
   E All of the above.
   F None of the above.

Charts I and II (See page A-1) show the reported cases of rape apparently done
by the same rapist in terms of day of week and time of day for 1975. The rapes
all occurred within the same area. The following three questions are based on
these two charts.

44. For the first six months of 1976 the rapist referred to was reported to have committed 14 rapes; ten of them were reported to have occurred on Tuesday through Friday, and four of them were committed on Saturday, Sunday and Monday. Based on this information and the information in Chart I, it can be concluded that the emerging pattern in terms of day of week for 1976, in comparison to the pattern of 1975, has:

A Changed significantly and tactics against this rapist should be emphasized on weekends.
B Changed significantly and tactics against this rapist should be emphasized on weekdays.
C Remained about the same and tactics against this rapist should be emphasized on weekends.
D Remained about the same and tactics against this rapist should be emphasized on weekdays.

45. Based on Charts I and II, which of the following conclusions is a MISINTERPRETATION of the data:

A The rapist is most likely someone who works or is busy with some other activity on weekends.
B The rapist is most likely to strike between the hours of 2400 and 0329.
C The rapist is most likely to strike on a weekday.
D The rapist is most likely to be someone who gets off work around 0300.

46. Based on Charts I and II, which of the following would be the LEAST desirable tactic to use in order to apprehend this rapist?

A Check late-night establishments for the suspect between 0230 and 0330.
B Check possible suspects walking down the streets on weekends.
C Be especially alert to respond to a rape call during the hours of 0330 and 0730.
D Be especially alert to respond to a rape call on weekends.

47. Map I (see page A-2) illustrates the geographic distribution of reported commercial burglaries in one district. Each dot represents one burglary and is coded in terms of the month in which it occurred. For the district officer, the most useful piece of information to be gathered from this map is that:

A There is no definite geographic pattern during this three-month period, but the map may still be useful for planning a driving pattern.
B There is no definite geographic pattern during this three-month period, making the map useless to the patrol officer in planning a driving pattern.
C There is an easily recognizable geographic pattern during this three-month period, making this map very useful for planning patrol tactics.
D There is an easily recognizable geographic pattern during this three-month period, but the map is not very useful since the pattern may change next month.

Please indicate the district in which you have been working for the past six weeks. (Officers who work "utility," please indicate the district in which you have worked most frequently.) District #_____.

48. In the district in which you work, a __burglary__:

    A Is most likely to occur during the morning shift.
    B Is most likely to occur during the afternoon shift.
    C Is most likely to occur during the night shift.
    D Has about an equal chance of occurring on each of the three shifts.

49. In the district in which you work, the rate of __robbery__ in comparison to the average rate for the rest of the precinct is:

    A Much higher
    B Slightly higher
    C About the same
    D Slightly lower
    E Much lower

50. Rank the following crimes in terms of the frequency of occurrence in your district. Assign a "1" to the crime that has the lowest frequency, a "2" to the crime that has the second-lowest frequency, and so on, assigning a "5" to the crime that has the greatest frequency of occurrence.

    A ___ Residential burglary
    B ___ Commercial burglary
    C ___ Assault
    D ___ Robbery
    E ___ Theft of auto or auto accessories

Section III.

The following section of the test contains short answer or completion type itmes. For each item, supply the answer or answers asked for in the item.

51. List two agencies which loan out electrical engravers:

    1.

    2.

52. What two security recommendations might you make to a businessman or homeowner concerning landscaping around his premises?

1.

2.

53. List two agencies besides the Portland Police Bureau which conduct crime prevention activities within the City of Portland and Multnomah County.

1.

2.

54. Two of the three reasons or purposes for engraving property are (describe briefly):

1.

2.

55. When installing a surveillance camera, there are several points to be considered. One of the points to be considered is:

56. List three different security measures which are recommended for protecting the following types of windows:

A Double-hung windows

1.

2.

3.

B Sliding glass windows

1.

2.

3.

REPORTED CASES OF RAPE BY DAY OF WEEK AND TIME OF DAY FOR 1975

DAY OF WEEK

R E P O R T E D   C A S E S

7 6 5 4 3 2 1

S M T W T F S
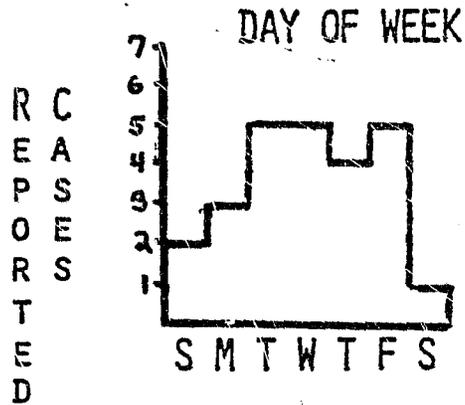
Chart I. Reported Cases in terms of Day of Week (Total no. of cases=25)

TIME OF DAY

```
2 2 3 0 - 2 3 2 9
2 3 3 0 - 0 0 2 9
0 0 3 0 - 0 1 2 9
0 1 3 0 - 0 2 2 9
0 2 3 0 - 0 3 2 9
0 3 3 0 - 0 4 2 9
0 4 3 0 - 0 5 2 9
0 5 3 0 - 0 6 2 9
0 6 3 0 - 0 7 2 9
0 7 3 0 - 0 8 2 9
```

1 2 3 4 5 6 7 8 9 10 11 12
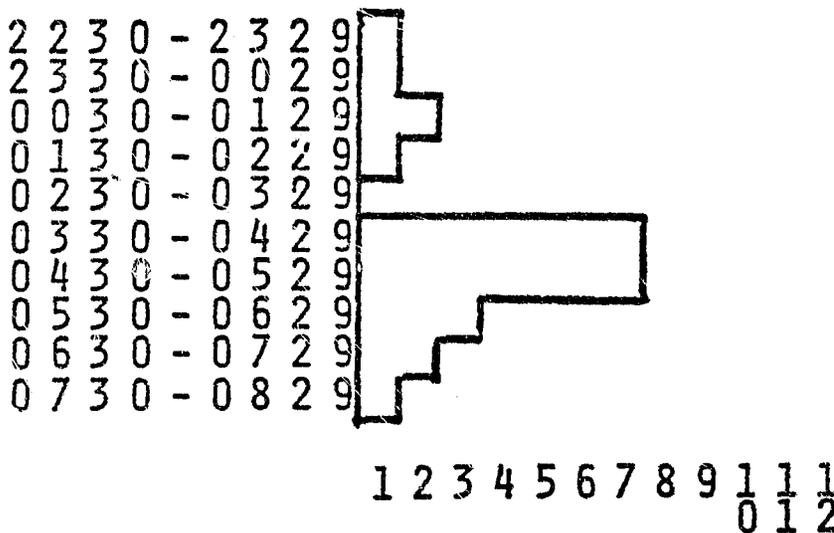
Chart II. Reported Cases in terms of Time of Day (Total no. of cases=25)

MAP I

Month Buglary Reported

April ⊗

May ●

June ⊗
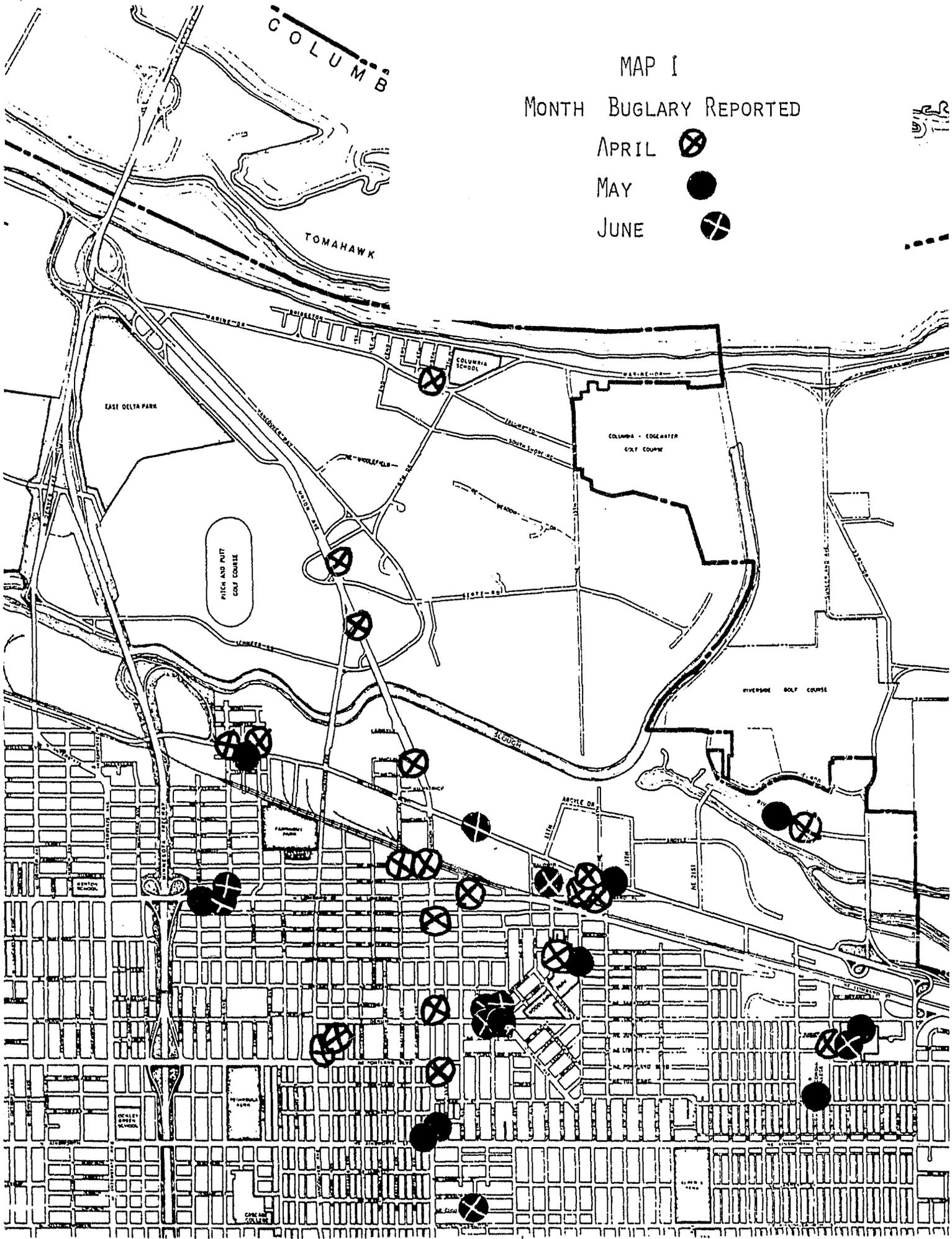
APPENDIX H

Springfield, Missouri, Police Department:

ICAP Training Program, Topical Schedule

ICAP TRAINING COURSE

FIRST 40 HOURS

SCHEDULE   WEEK ONE

Monday   Time: 8:00 a.m. - Noon (four hours)
            Topic: Orientation to the Integrated Criminal Apprehension
                    Program
            Instructor: Sgt. Ira Copeland

Tuesday   Time: 8:00 a.m. - Noon (four hours)
            Topic: Function of the S.P.D. Crime Analysis Unit
            Instructor: Joe Robles

Wednesday   Time: 8:00 a.m. - Noon (four hours)
            Topic: Qualifying a Career Criminal
            Instructor: Detective Tony Glenn

Thursday   Time: 8:00 a.m. - Noon (four hours)
            Topic: Crime Analysis - Career Criminal Data Storage
            Instructor: Joe Robles

Friday   Time: 8:00 a.m.- 10:00 a.m. (two hours)
            Topic: Use of Field Interview Reports
            Instructor: Joe Robles

                               WEEK TWO

Monday   Time: 8:00 - Noon (four hours)
            Topic: Major Crime Scene Investigations and Preservation
                    of Evidence
            Instructor: Lt. Richard Moses

Tuesday   Time: 8:00 a.m. - Noon (four hours)
            Topic: Interviewing and Interrogation
            Instructor: Lt. Richard Moses

Wednesday   Time: 8:00 a.m. - 10:00 (two hours)
            Topic: Interviewing and Interrogation
            Instructor: Lt. Richard Moses

Wednesday   Time: 10:00 a.m. - Noon (two Hours)
            Topic: Operation and Function of the Crime Prevention Unit
            Instructor: Jack Sifford

Thursday   Time: 8:00 a.m. - 10:00 a.m. (two hours)
            Topic: Operation and Function of the Crime Prevention Unit
            Instructor: Jack Sifford

Thursday   Time: 10:00 a.m. - Noon (two hours)
            Topic: Handling of Cases Involving a Career Criminal as
                    a Suspect
            Instructor: Detective Tony Glenn

SCHEDULE   WEEK TWO

Friday   Time: 8:00 a.m. - 10:00 a.m. (two hours
                Topic: Handling of Cases Involving a Career Criminal
                    as a Suspect
                Instructor: Detective Tony Glenn

Friday   Time: 10:00 a.m. - Noon (two hours)
                Topic: Final Exam and Critique
                Instructor: Sgt. Ira Copeland

ICAP TRAINING COURSE

SECOND 40 HOURS

<u>SCHEDULE</u>   <u>WEEK ONE</u>

Monday   Time: 8:00 a.m. - 8:50 a.m. (one hour)
                Topic: Beat Profiles
                Instructor: Assistant Chief C. Les Reynolds and Sergeant Mike Strope

                Time: 9:00 a.m. - Noon (three hours)
                Topic: Security Hardware and Crime Prevention in Directed Patrol
                Instructor: Jack Sifford and Randy Clutter

Tuesday   Time: 8:00 a.m. - Noon (four hours)
                Topic: Beat Profiles
                Instructor: Assistant Chief C. Les Reynolds and Sergeant Mike Strope

Wednesday   Time: 8:00 a.m. - 9:50 a.m. (two hours)
                Topic: Investigation of Armed Robbery
                Instructor: Detective Sergeant Walt Ayres

                Time: 10:00 a.m. - Noon (two hours)
                Topic: Investigation of Commercial and Residential Burglary
                Instructor: Detective Ted Hobson

Thursday   Time: 8:00 a.m. - 8:50 a.m. (one hour)
                Topic: Investigation of Checks and Con Games
                Instructor: Detective Carl Malin

                Time: 9:00 a.m. - Noon (three hours)
                Topic: Search Warrants
                Instructor: Lieutenant Richard Moses

Friday   Time: 8:00 a.m. - 9:50 a.m. (two hours)
                Topic: Review of Materials

                Time: 10:00 a.m. - 10:50 a.m. (one hour)
                Topic: Risk Management
                Instructor: Jack Sifford and Randy Clutter

                Time: 11:00 a.m. - Noon (one hour)
                Topic: Test

Monday   Time: 8:00 a.m. - 9:50 a.m. (two hours)
              Topic: Interpersonal Communications
              Instructor: Dr. Joe McAdoo

              Time: 10:00 a.m. - Noon (two hours)
              Topic: Beat Profiles
              Instructor: Assistant Chief C. Les Reynolds and Sergeant Mike Strope

Tuesday   Time: 8:00 a.m. - Noon (four hours)
              Topic: Criminal Law
              Instructor: Attorney Bill Wendt

Wednesday   Time: 8:00 a.m. - 9:50 a.m. (two hours)
              Topic: ‵Use of New Offense/Incident Report Form
              Instructor: Rex Hughes

              Time: 10:00 a.m. - 10:50 a.m. (one hour)
              Topic: Prosecutorial and Court Procedures
              Instructor: Prosecuting Attorney Jim Kelly

              Time: 11:00 a.m. - Noon (one hour)
              Topic: Lab Photography Capabilities
              Instructor: Don Smith

Thursday   Time: 8:00 a.m. - 8:50 a.m. (one hour)
              Topic: Efficiency Blockages
              Instructor: Sgt. Ira Copeland

              Time: 9:00 a.m. - 9:50 a.m. (one hour)
              Topic: Managing Criminal Investigations
              Instructor: Lieutenant William Hensley

              Time: 10:00 a.m. - Noon (two hours)
              Topic: Prioritization of Calls for Service
              Instructor: Sergeant John Brooks

Friday   Time: 8:00 a.m. - 9:50 a.m. (two hours)
              Topic: Review of Materials

              Time: 10:00 a.m. - 10:50 a.m. (one hour)
              Topic: Evaluation of Classes and Look at Second Year of ICAP
              Instructor: Chief Gordon Loveland and Sergeant Ira Copeland

              Time: 11:00 a.m. - Noon (one hour)
              Topic: Test

All classes will be held at Graff Area Vo-Tech Center, 815 Sherman, Room 306A.

END