

MINNESOTA

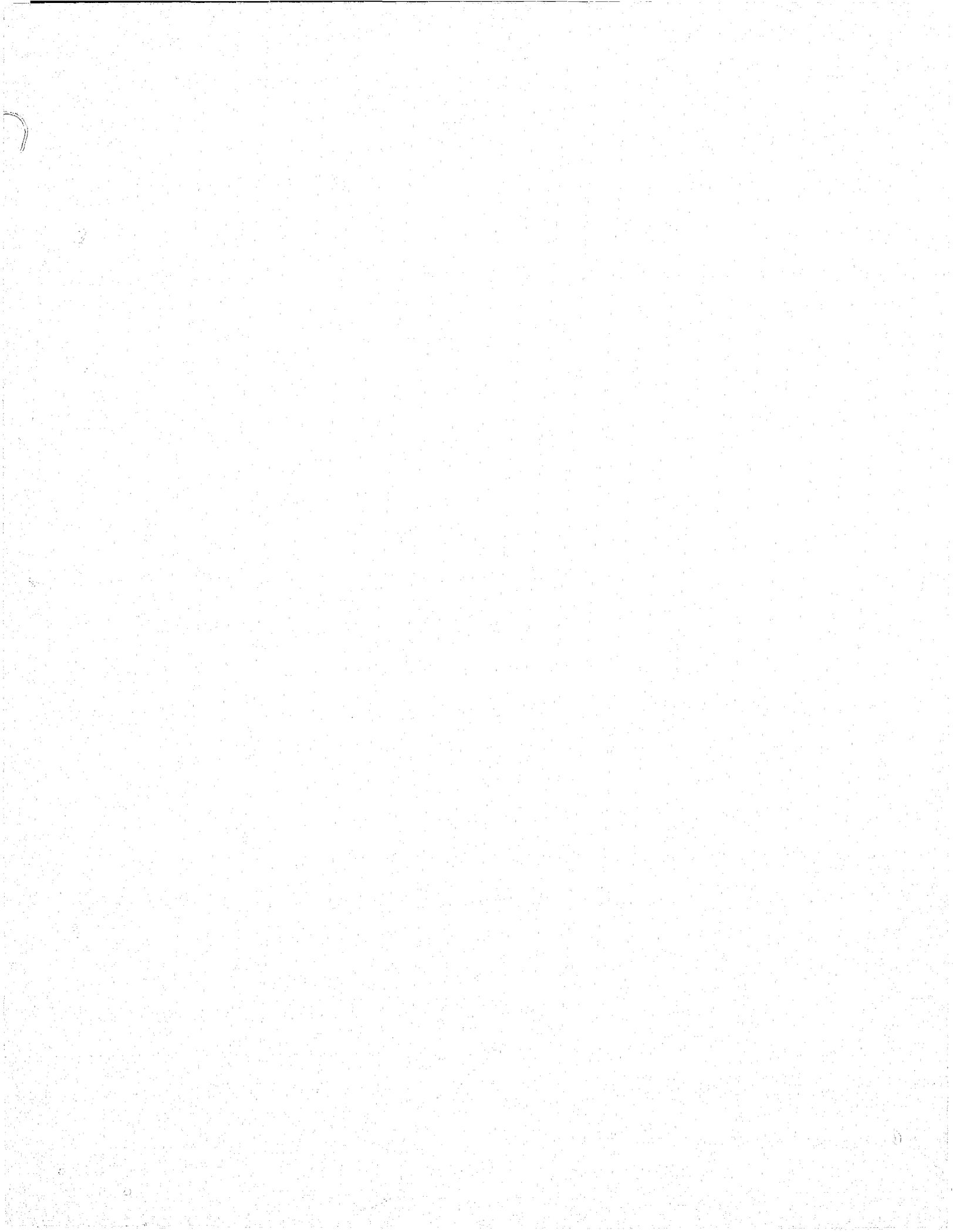
**CRIME  
CONTROL  
PLANNING  
BOARD**

EVALUATION UNIT

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EVALUATION  
REPORT



prepared by the  
EVALUATION UNIT  
of the  
Crime Control Planning Board  
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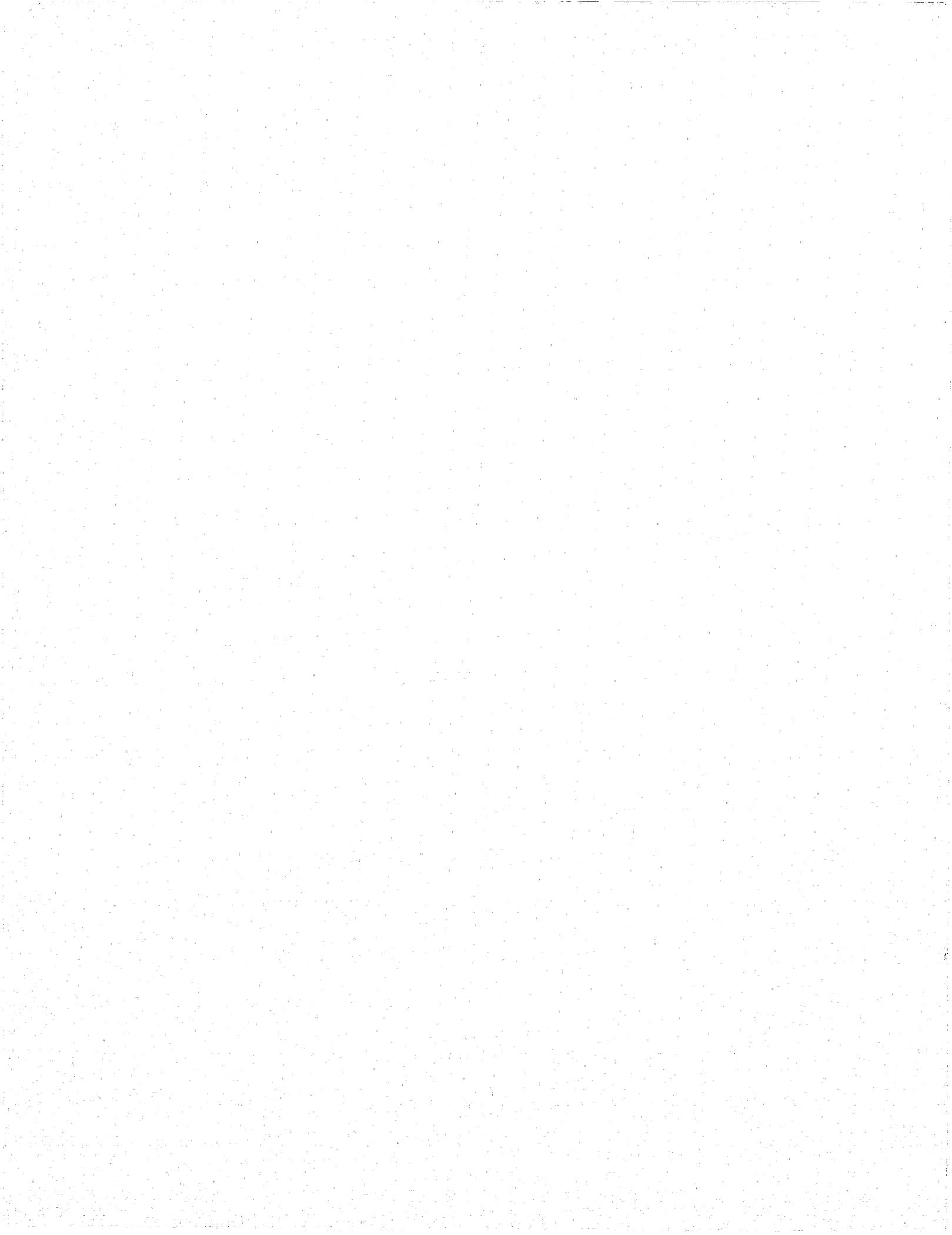
MINNESOTA PEACE OFFICER  
TRAINING AND EDUCATION

FINAL REPORT

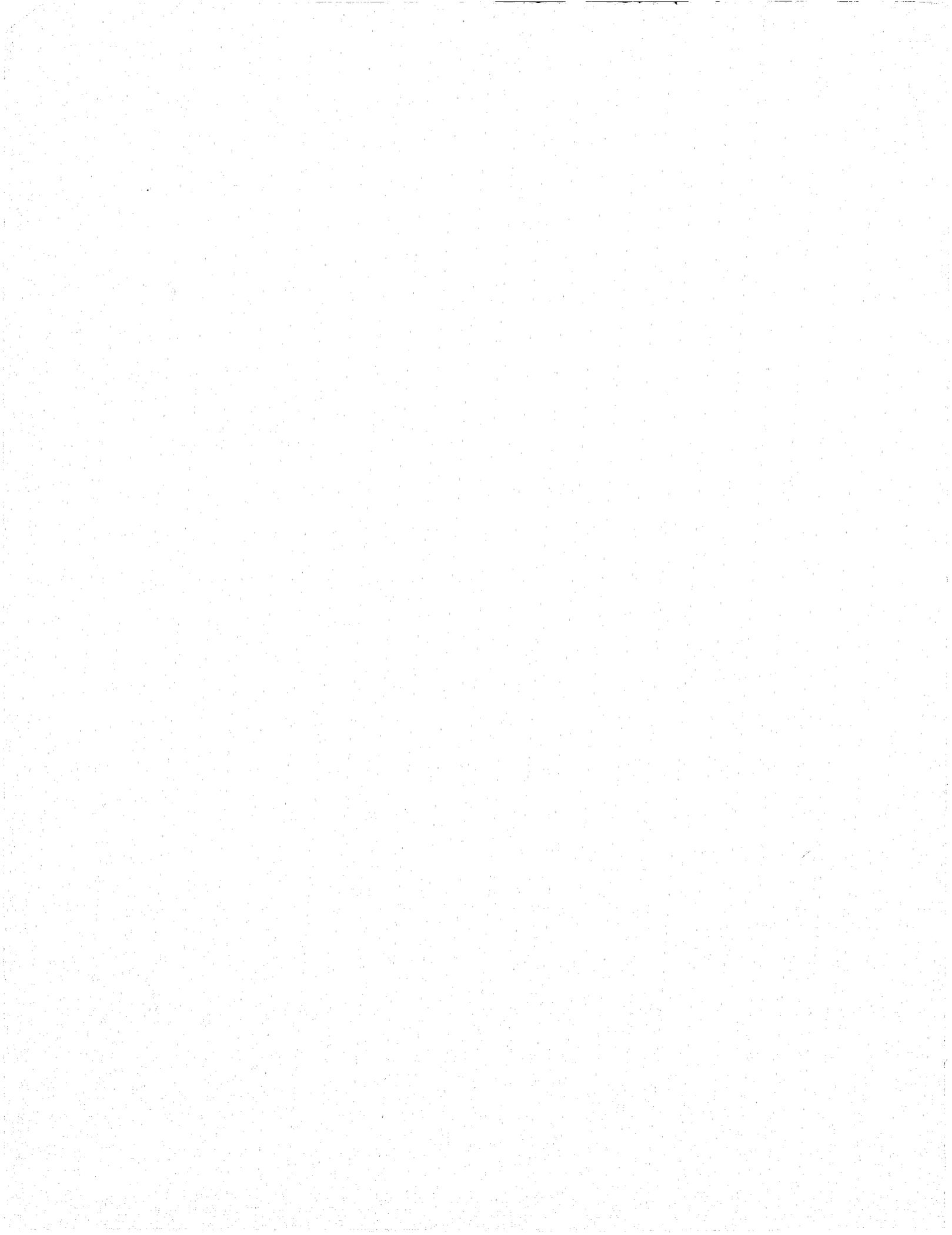
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ACQUISITIONS



PREFACE



## PROJECT BACKGROUND

In January, 1976, the Evaluation Unit of the Governor's Commission on Crime Prevention and Control assigned personnel to the study of Minnesota peace officer training. In October, 1976, additional LEAA funding was obtained and the scope of the evaluation was enlarged. This report contains the major findings of the evaluation.

Completion of the evaluation was complicated by 1977 legislation. When the study began the mandatory 280-hour training program offered by the Bureau of Criminal Apprehension (BCA) trained the vast majority of Minnesota peace officers. Major issues to be resolved included the adequacy of this 280-hour course, the role of the vo-tech and college programs in the delivery of training, and the location of training facilities. Legislation passed in 1977 changed considerably the training system and, in turn, the issues requiring resolution. The likely certification of academic and vo-tech programs integrates them into the training system; the 280-hour course will train fewer peace officers and might eventually be phased out; and legislation requires that some training be offered regionally.

Because of these changes the evaluation had to alter its emphases in the summer of 1977. Some of the data evaluating the previous system became unnecessary. Efforts had to be made to interpret new legislation and its likely impact. Analysts had to generalize results focusing on the earlier training system to the post-1977 training situation. Revisions in the project mean that results in this report are relevant to the current system and are not

dated. On the other hand, many new issues have been raised for which an evaluation based on the previous system cannot provide answers. This report clarifies issues requiring resolution and provides recommendations when evaluation evidence permits.

#### RELEVANT TERMS AND ABBREVIATIONS

Out-of-state readers and others not familiar with Minnesota law enforcement terminology may require assistance in the use of certain names and initials. When this evaluation began the agency was called the Governor's Commission on Crime Prevention and Control (GCCP&C), or the Crime Commission. In August, 1977, the agency became the Crime Control Planning Board (CCPB). In this report the agency is called the Governor's Crime Commission if the reference is before August, 1977, and the Crime Control Planning Board if the reference is after August, 1977.

Prior to July 1, 1977, the agency responsible for training regulations was the Minnesota Peace Officer Training Board (MPOTB). That board was reconstituted as the Minnesota Board of Peace Officer Standards and Training (MBPOST) on July 1. This report makes frequent use of the term "training board" to avoid confusion over the use of two different names.

The agency responsible for conducting the mandatory state-wide training program is the Bureau of Criminal Apprehension. The abbreviation "BCA" is used throughout this report. The BCA is part of Minnesota's Department of Public Safety.

Two terms that may not be familiar to out-of-state readers are "metro" and "outstate." The metro area refers to the seven counties including and adjacent to Minneapolis and St. Paul. The state's population concentration

is located in this area. Outstate refers to all other parts of Minnesota outside the seven county metropolitan region.

#### ACKNOWLEDGMENTS

The training evaluation was implemented in cooperation with the Minnesota Peace Officer Training Board. The training board provided project personnel with some data and helped to compile mailing lists for law enforcement surveys. Jim Lynch was particularly helpful in these endeavors. The executive director, Carl Pearson, wrote cover letters for mail surveys encouraging returns and provided letters of introduction for project personnel visiting agencies throughout the state. Ralph Olmos, Standards Compliance and Planning Coordinator, answered numerous questions. The training board's curriculum committee met on several occasions with project staff to help establish project priorities.

Project personnel are particularly grateful for the assistance provided by the Training Division of the Bureau of Criminal Apprehension (BCA), especially to its director, Don Peterson. The BCA basic course was the major focus of this evaluation. Mr. Peterson and his trainers were extremely supportive of the evaluation and facilitated the distribution and return of trainee questionnaires. They were open to criticism and anxious to improve their training programs. Mr. Peterson and his staff made data on trainees readily available. Successful completion of the evaluation is due in part to the cooperation of Mr. Peterson and his staff.

Administrators of vo-tech and college law enforcement/criminal justice programs have been very helpful in providing data on their programs. Administrators also reviewed drafts of this report to assure accurate representations of the programs.

Training directors at St. Paul Police Department, Minneapolis Police Department, and the State Patrol provided information on their training programs. They also reviewed drafts of chapters containing information on their programs.

Two projects funded by the Crime Control Planning Board have provided job analysis data that are included in the report. The Metropolitan Area Management Association (MAMA) study of metro agencies conducted by Arthur Young and Company, and the Minnesota Valley Council of Government (MVCOG) study of southern Minnesota agencies conducted by Springsted Incorporated provided data that were available as of fall, 1977.

In addition to the law enforcement personnel specifically mentioned, the project is extremely grateful for the cooperation of the Minnesota law enforcement community. A large proportion of Minnesota law enforcement agencies received mail surveys. Response rates were unusually high (70-80%) and helped to assure that the data contained in this report are representative of the state's law enforcement community. A number of northern Minnesota agencies also permitted project personnel to conduct post-shift interviews with their patrolmen or deputies.

This report is published under the name of the Crime Control Planning Board. It should be obvious from these acknowledgments that persons from many other agencies have had an important input to the entire evaluation effort.

October, 1977

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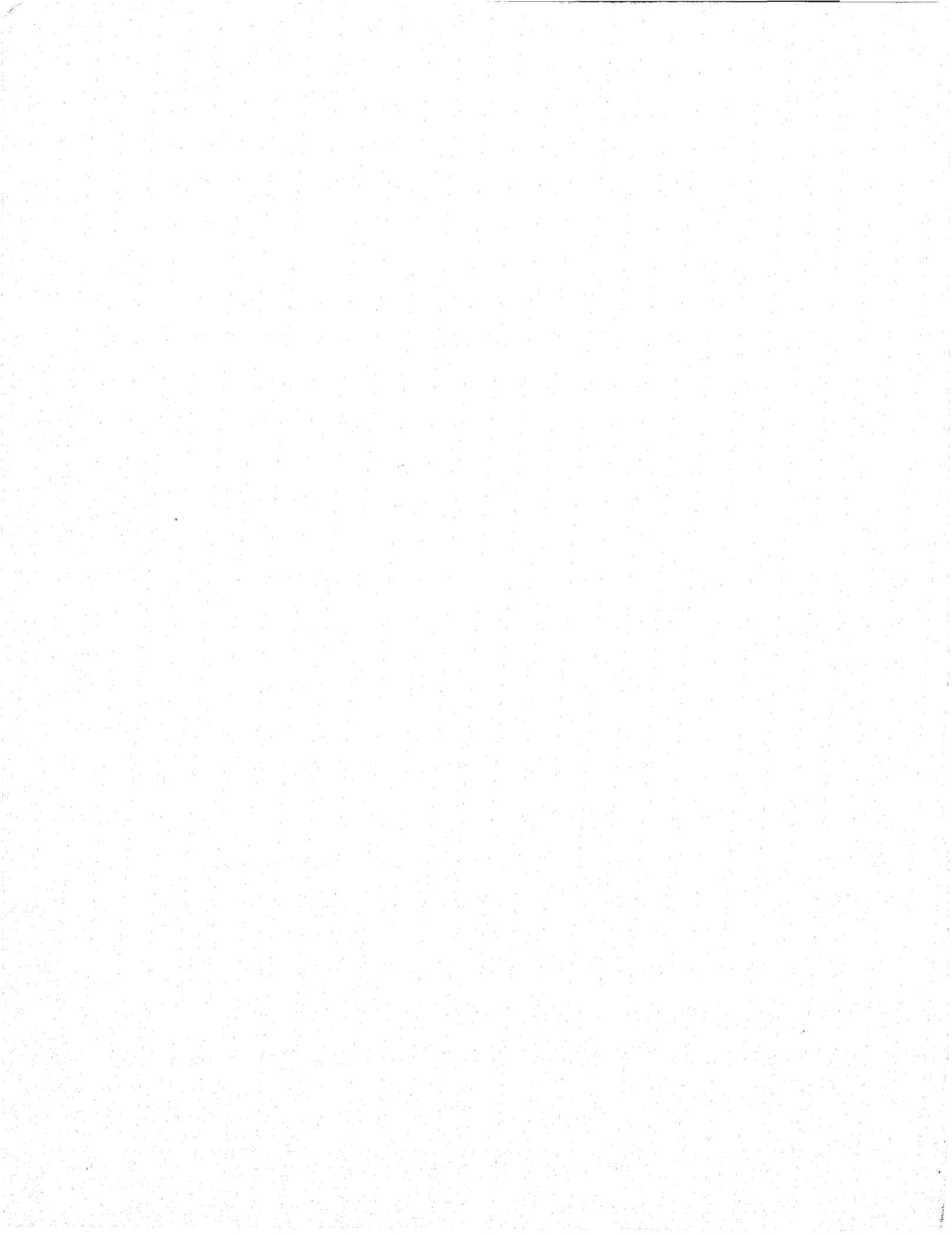
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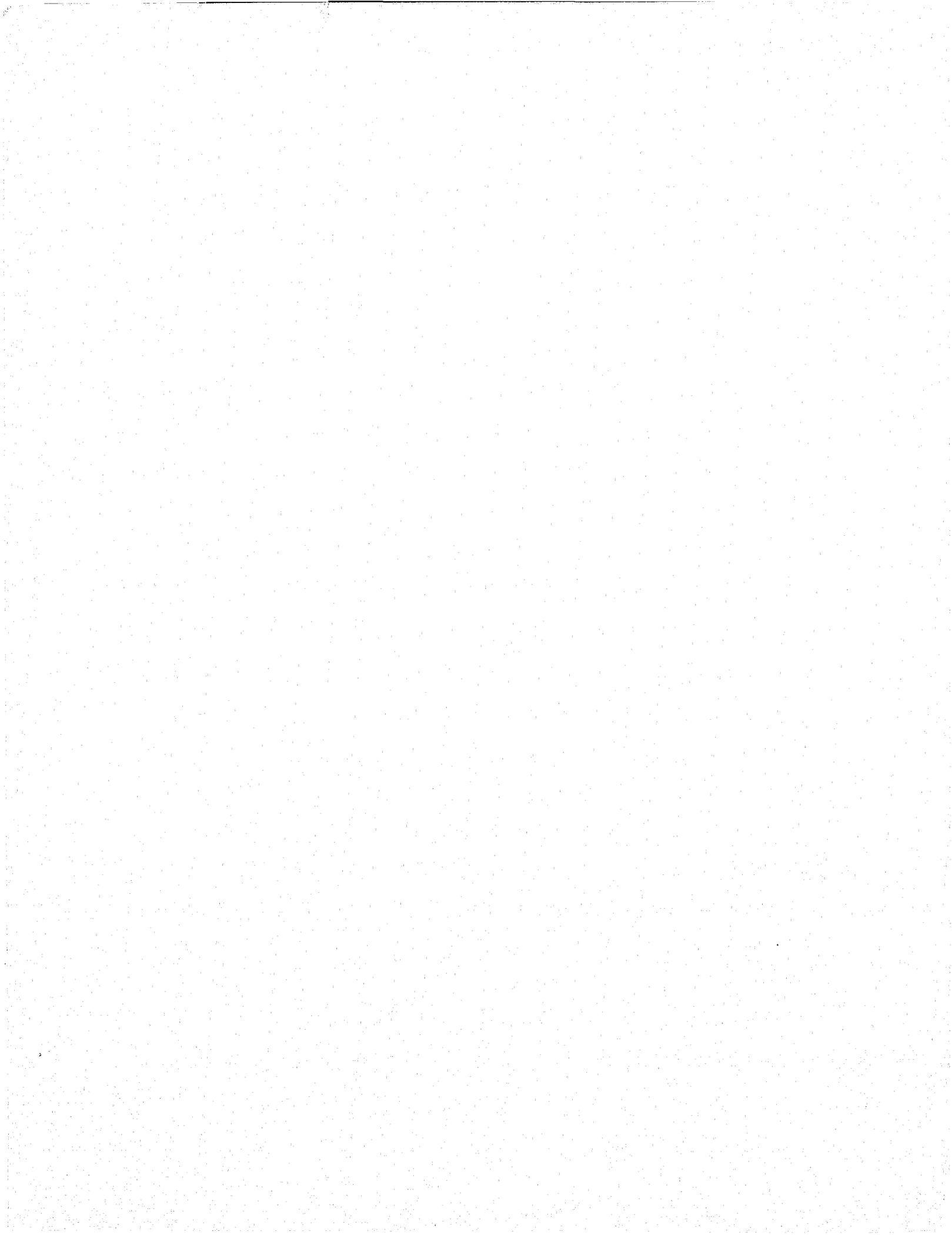
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## CHAPTER I

### INTRODUCTION



The police in the United States are not separate from the people. They draw their authority from the will and consent of the people, and they recruit their officers from them. The police are the instrument of the people to achieve and maintain order; their efforts are founded on principles of public service and ultimate responsibility to the public . . . To a police officer public service is more than a vague concept. When people need help it is to a police officer that they are most likely to turn.<sup>1</sup>

The successful peace officer requires a number of skills, abilities, and qualities. A desire to serve the public is an important attribute of a peace officer; but the carrying out of that service involves many responsibilities. While their basic purpose is to maintain public order, officers must do so with an understanding of both their limited authority and public accountability as well as the limits of their considerable discretion.<sup>2</sup> As the Task Force on Police of the President's Commission on Law Enforcement and the Administration of Justice noted, few professionals are charged with such individual responsibility, and the complexity of the police task is as great as any other profession.<sup>3</sup>

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<sup>1</sup>National Advisory Commission on Criminal Justice Standards and Goals, Report on Police, Washington, D.C.; 1973, p. 9.

<sup>2</sup>Ibid, Chapter 1.

<sup>3</sup>President's Commission on Law Enforcement and the Administration of Justice, The Challenge of Crime in a Free Society, New York: Avon Books, 1967, pp. 125-126.

## TRAINING AND EDUCATION STANDARDS

In spite of the complexity and responsibility involved in the police profession, standards for training and education remain surprisingly low.<sup>1</sup> Figures reported below demonstrate that this is as true nation-wide as it is for Minnesota. A study by the International Association of Chiefs of Police demonstrated that in the mid-1960's the average policeman in the United States received less than 200 hours of formal training, while physicians received more than 11,000, lawyers more than 9,000, teachers more than 7,000, embalmers more than 5,000, and barbers more than 4,000.<sup>2</sup> Similarly Minnesota now requires only 280 hours of basic training for new peace officers. Educational levels have increased in the country, but for most law enforcement agencies the minimum educational level required remains a high school education. As noted by The National Advisory Commission, most other professions require college education.<sup>3</sup> State universities, community colleges and vocational-technical schools in Minnesota offer a variety of law enforcement and criminal justice programs, but higher education is not mandatory state-wide nor in most of the state's law enforcement agencies.

According to the Minnesota 1977 Comprehensive Plan

Only 16 police departments, 12 of them located in the Minneapolis-St. Paul suburbs, reported that they have a requirement that new peace officers have some

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<sup>1</sup>It is generally assumed that education and specialized training contribute to professional performance. With the police profession as with others, however, this relationship is assumed rather than demonstrated. Surprisingly, little research has addressed the question of whether and to what extent police training and education affect police performance. This study has been based on the assumption that education and training do contribute to professional performance, although findings reported in subsequent chapters will address the accuracy of this assumption.

<sup>2</sup>Report on Police, p. 380.

<sup>3</sup>Ibid, pp. 367-68.

college education. The general rule among these agencies is to require 2 years of college; 1 agency requires a 4 year degree and 2 agencies require less than 2 years.<sup>1</sup>

A common theme of police reform has been to upgrade educational and training requirements, but not until the late 1960's was any significant action taken. A number of national commissions formed in response to urban disorders and the rising fear of crime recognized the need for higher levels of training and education.<sup>2</sup> By the late 1960's Law Enforcement Assistance Administration (LEAA) funds were being made available to improve peace officer education and training.

#### BACKGROUND TO THIS STUDY

Concern for training and educational standards also developed in Minnesota in the late 1960's. In fact, two major studies on the subject preceded this one. In 1968, the Management Center of the College of St. Thomas, in affiliation with the Industrial Relations Center, University of Chicago, issued a report for the Minnesota Peace Officer Training Board and the Office of the Attorney General.<sup>3</sup> The major recommendations of that report centered

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<sup>1</sup>Minnesota Governor's Commission on Crime Prevention and Control, 1977 Comprehensive Plan, St. Paul, 1976, p. III-102. The Plan also reports that the personnel inventory of the Minnesota Peace Officer Training Board indicates that of the 5,600 officers for whom data are available, 7% have 9 years of education or fewer; 55% have had 10-12 years of education; 37% have had 13-16 years of education; and 1% have had 17-20 years of education. A high school degree generally requires 12 years of education.

<sup>2</sup>The President's Commission on Law Enforcement and the Administration of Justice; the National Advisory Commission on Civil Disorders; the National Commission on the Causes and Prevention of Violence; the National Advisory Commission on Criminal Justice Standards and Goals.

<sup>3</sup>Management Center College of St. Thomas, in affiliation with the Industrial Relations Center, University of Chicago, Report on the Law Enforcement and Criminal Justice Feasibility Study, for the Office of the Attorney General, State of Minnesota, and the Minnesota Peace Officer Training Board, St. Paul, MN., 1968.

on the creation of a central academy under the supervision of the Attorney General. The project also involved extensive surveys that documented a perceived need for more training on the part of Minnesota peace officers.

Two years later, the Peace Officer Training Board, with LEAA funds from the Governor's Commission on Crime Prevention and Control, retained the services of SUA, a division of Dillingham Corporation, to analyze current and future training needs and the programs required to meet these needs. The SUA report contained recommendations for a 12-week course (to be expanded to 14 weeks by 1980) including a system of electives, a central training facility, coordinated criminal justice training, expanded in-service programs, mandatory instructor training, and an expanded reimbursement program.<sup>1</sup>

Many of the problems that existed at the time of these publications remain today. As a result, further investigation of the issues of peace officer training in Minnesota was deemed desirable. The Evaluation Unit of the Governor's Commission on Crime Prevention and Control assigned personnel to the study of peace officer training in January, 1976. LEAA announced later that year that it had funds available for Phase II of its Standards and Goals Project.<sup>2</sup> The Crime Commission applied for these funds, part of which would be allocated to the study of peace officer training. These LEAA funds were obtained; and with the approval of necessary matching state funds, a larger

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<sup>1</sup>SUA, A Division of Dillingham Corporation, Comprehensive Analysis: Law Enforcement and Criminal Justice Training Program Requirements; State of Minnesota, Volumes 1 and 2, 1970. The report also addresses issues of education, but the situation it describes in 1970 has changed considerably. See Chapters III and IV.

<sup>2</sup>The National Advisory Commission on Criminal Justice Standards and Goals established criminal justice standards according to which states should assess their status. Phase I was the period of assessment. During Phase II, states were encouraged to implement proposals following from Phase I. The standards for police training and education are discussed in Chapter VI.

study than that envisioned in January, 1976, was conducted from October 1, 1976, to September 30, 1977. The project was implemented in cooperation with the Minnesota Peace Officer Training Board. The major findings of the study are contained in this report.

#### DATA AND DATA SOURCES

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

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

Second, the evaluation of training delivery in Minnesota has been based on several types of data. Extensive survey data have been collected from recruits receiving basic training from the Bureau of Criminal Apprehension (BCA),<sup>1</sup> graduates of the BCA basic course with post-training job experience, officers attending the BCA in-service courses, law enforcement trainers, and supervisors of recent BCA graduates. Appendix A provides a thorough discussion of these samples. Cost data and manpower projections have been utilized to assess the economic feasibility of alternative training delivery systems. Manpower data were derived from training board files, Crime Commission surveys, and Department of Public Safety estimates while most cost data were provided by program administrators. Finally, legal considerations have been studied to determine potential legal problems with alternative systems.

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<sup>1</sup>At present the BCA trains the vast majority of new Minnesota peace officers.

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

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

#### OUTLINE OF THE REPORT

Section A of the report, 'Peace Officer Training and Educational Programs

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<sup>1</sup>See list of project reports in Appendix B.

in Minnesota," describes the peace officer training and education programs offered in Minnesota. Chapter II is devoted to training and describes the academies that conduct mandated training. Information includes number of officers trained, courses offered, numbers of instructors and nature of facilities. Chapter III describes the law enforcement programs offered at Alexandria and Hibbing Area Vocational-Technical Institutes and includes information on curricula, students, instructors and costs. Chapter IV describes law enforcement and criminal justice programs offered at the state's two-year colleges, four-year universities, and private colleges, again including data on curricula, students, instructors, and costs. Chapter V presents a summary of the current delivery of law enforcement training and education in Minnesota and points to various problems and possible alternatives.

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

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

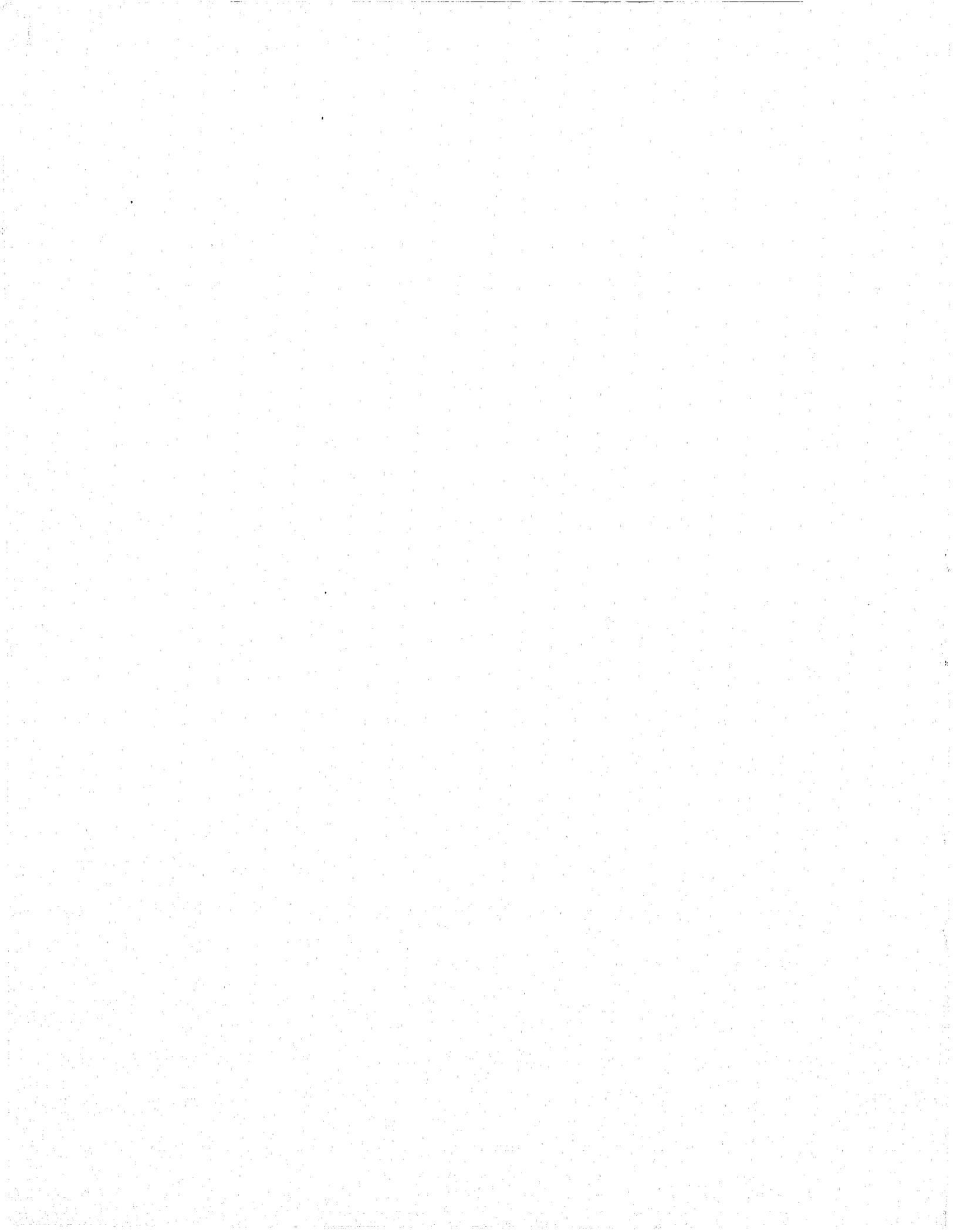
Survey data relevant to the basic course are reported in Chapter XII. Opinions of trainees obtained from end of course evaluations on course topic importance, time spent, instruction, materials, and methods are reported. Self-evaluations of job preparation and performance from two samples of graduates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

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

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

Section D of the report, "The Minnesota Peace Officer Recruit," focuses on the persons trained in Minnesota. Chapter XV describes officers who attended the BCA basic course during the 1976-77 school year. Data are reported on background variables such as age and education, attitudinal characteristics, type of agency from which recruits are sent, and types of communities served by the recruits. Chapter XVI reports analyses of the test performance of recruits. Particular attention is paid to discovering the type of recruit who performs best. Chapter XVII summarizes recruit characteristics and specifies the implications of these analyses for selection standards and for the conduct of the training program.

Results of the training evaluation are summarized in Section E. Chapter XVIII summarizes the needs identified during the evaluation and presents recommendations designed to meet these needs.

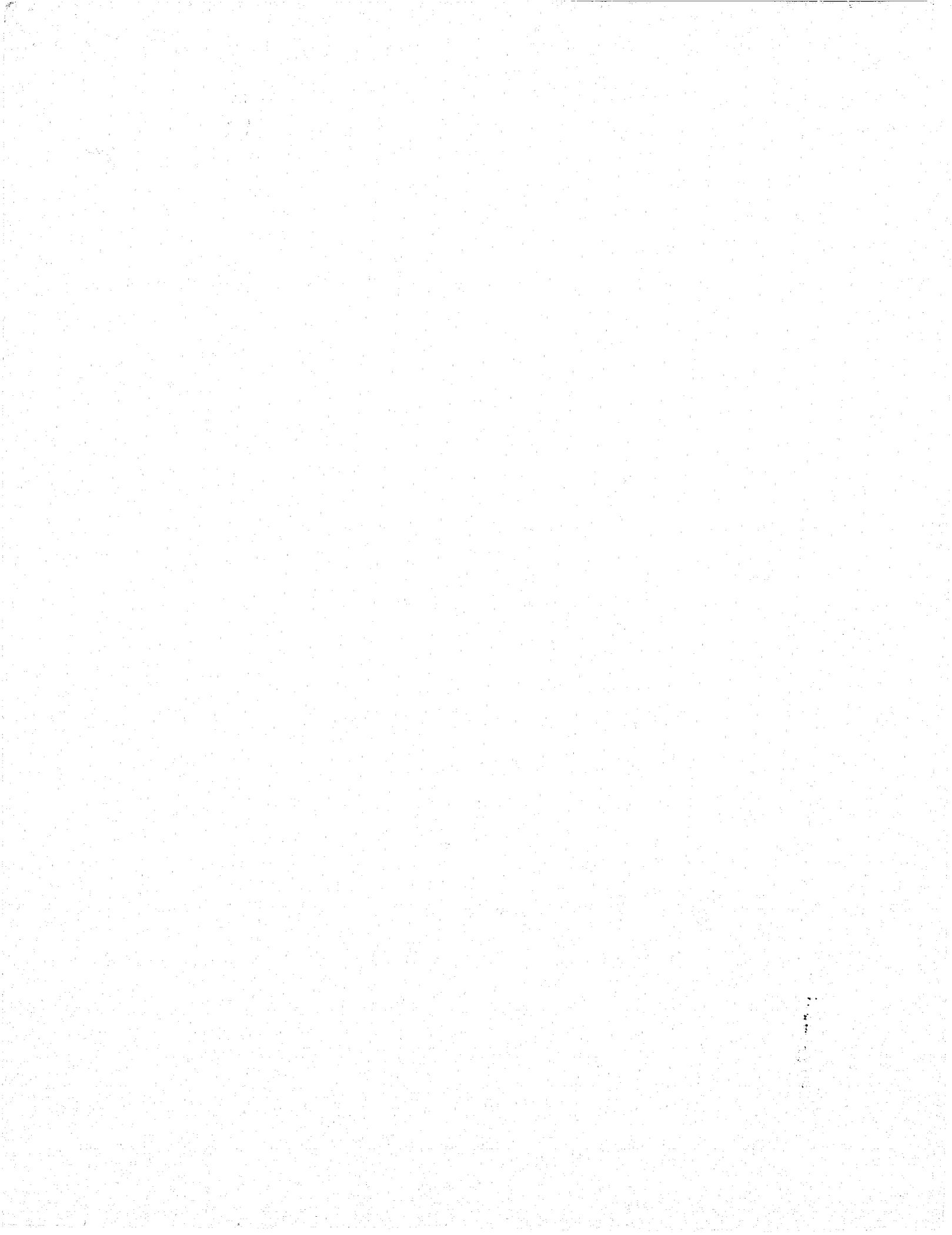


SECTION A

TRAINING DELIVERY--PEACE OFFICER

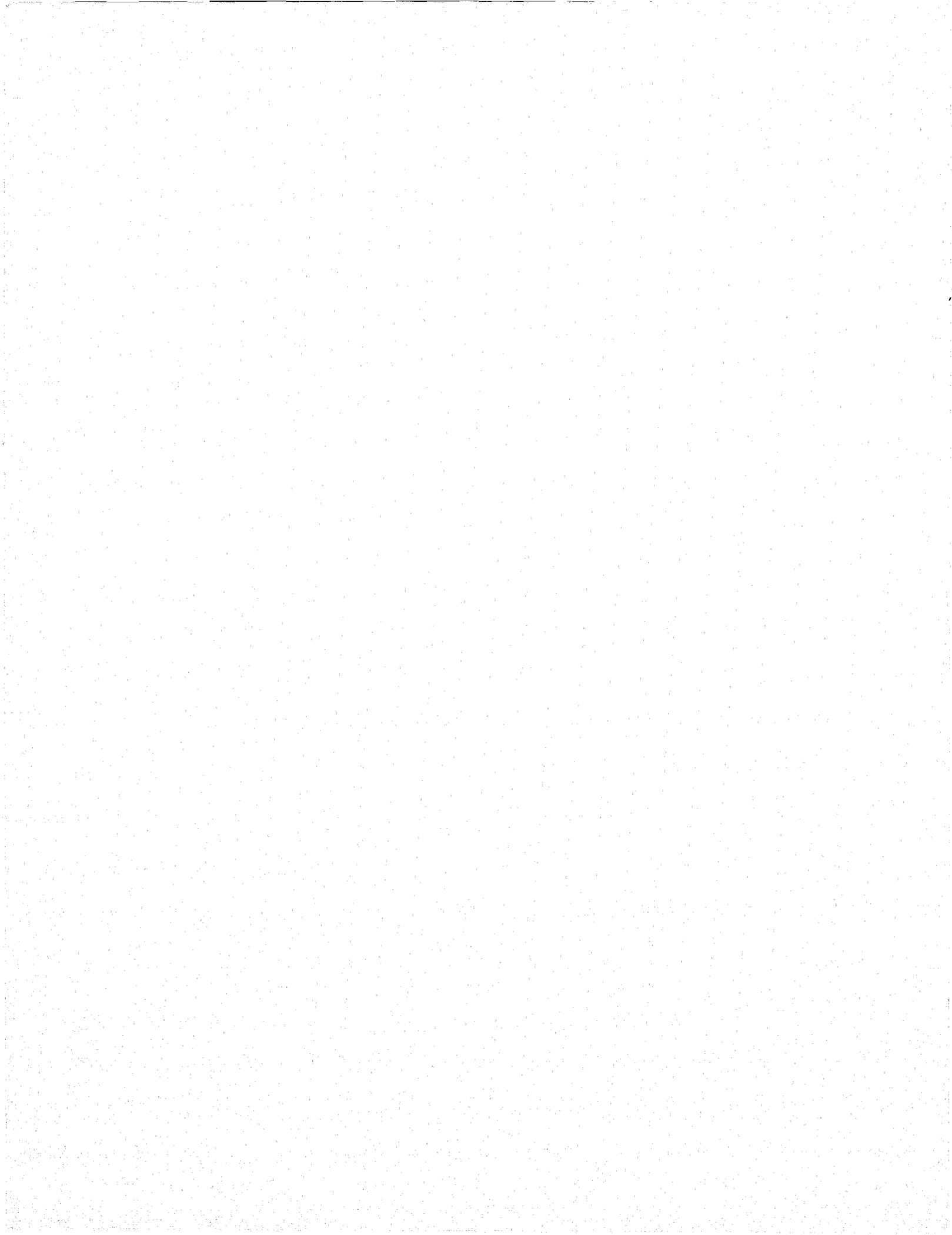
TRAINING AND EDUCATIONAL

PROGRAMS IN MINNESOTA



CHAPTER II

DESCRIPTION OF PEACE OFFICER TRAINING  
IN MINNESOTA



Concern for police training and education in Minnesota is a relatively recent phenomenon. Until the 1960's, the state did not play an active role in assuring that Minnesota citizens received high quality police service and protection from well-trained and educated peace officers. Considerable progress has been made over the past two decades, yet this report will demonstrate that much remains to be done.

This chapter is divided into three sections. The first presents a thumbnail sketch of the four centers which provide basic recruit and supervisory training mandated by law. The second section consists of a very brief discussion of other in-service training programs which are available to many Minnesota peace officers. Finally, the new legislation affecting peace officer training is described in some detail.

#### MANDATORY TRAINING

Four major training centers provide basic recruit training for Minnesota peace officers: Minneapolis Police Academy, St. Paul Police Academy, State Patrol Trooper Candidate School, and the BCA Training Division. Information on these centers is summarized in Table 2.1. The extent and nature of the training varies significantly from one center to the next. The State Patrol basic course, for example, is more than twice as long as the mandated 280 hours. Recruit training in Minneapolis and St. Paul is also substantially longer than the minimum eight-week course offered by the BCA. The rationale is that the needs of a state trooper or an urban peace officer require additional specialized training. Assessments of the adequacy of the eight-week BCA course are discussed in subsequent chapters.

TABLE 2.1

MANDATORY PEACE OFFICER TRAINING IN MINNESOTA<sup>a</sup>

COURSES	NUMBER OF CLASSES OFFERED			NUMBER OF STUDENTS				ESTIMATED 1977	AVERAGE CLASS SIZE	COURSE LENGTH	FIELD TRAINING
	1974	1975	1976	1974	1975	1976					
<u>BASIC</u>											
<u>BCA</u>											
Metro	8	9	8								
Outstate	1	0	1 <sup>b</sup>								
Total	9	9	9	377 (96%)	380 (85%)	373 (90%)	400	42	280 hours ( 8 weeks)	None	
<u>BASIC</u>											
<u>Minneapolis</u>	0	1	1	0 (00%)	28 (06%)	25 (06%)	25	26	590 hours <sup>c</sup> (16 weeks)	16 weeks <sup>d</sup>	
<u>BASIC</u>											
<u>St. Paul</u>	0	1	0	0 (00%)	42 (09%)	0	50	42	594 hours <sup>c</sup> (17 weeks)	8 months <sup>e</sup>	
<u>BASIC</u>											
<u>State Highway Patrol</u>	1	0	1	17 (04%)	0 (00%)	15 (14%)	20	16	640 hours <sup>c</sup> (16 weeks)	9 weeks <sup>f</sup>	
<b>TOTAL</b>	<b>10</b>	<b>11</b>	<b>11</b>	<b>394</b>	<b>450</b>	<b>413</b>	<b>495</b>				
<u>SUPERVISORY</u>											
<u>BCA</u>											
Metro	3	5	6								
Outstate	0	0	0								
Total	3	5	6	114 (17%)	119(100%)	147 (55%)	156	27	40 hours ( 1 week )		
<u>SUPERVISORY</u>											
<u>Minneapolis</u>	1 <sup>g</sup>	0	1 <sup>g</sup>	30 (19%)	0 (00%)	22 (08%)	25	26	56 hours ( 1 week )		
<u>SUPERVISORY</u>											
<u>St. Paul</u>	0	0	1	0 (00%)	0 (00%)	C.100 (37%)		C.100	40 hours ( 1 week )		
<u>SUPERVISORY</u>											
<u>State Highway Patrol</u>	1	0	0	17 (10%)	0 (00%)	0 (00%)	15	17	32 hours ( 1 week )		
<b>TOTAL</b>	<b>5</b>	<b>5</b>	<b>8</b>	<b>161</b>	<b>119</b>	<b>269</b>	<b>196</b>				

<sup>a</sup>Data from 1974, to September, 1976, provided by Peace Officer Training Board. Data September, to December, 1976, and 1977 estimates provided by each center.

<sup>b</sup>One class was offered at Alexandria for Vo-Tech students there. This class was not serving general outstate needs.

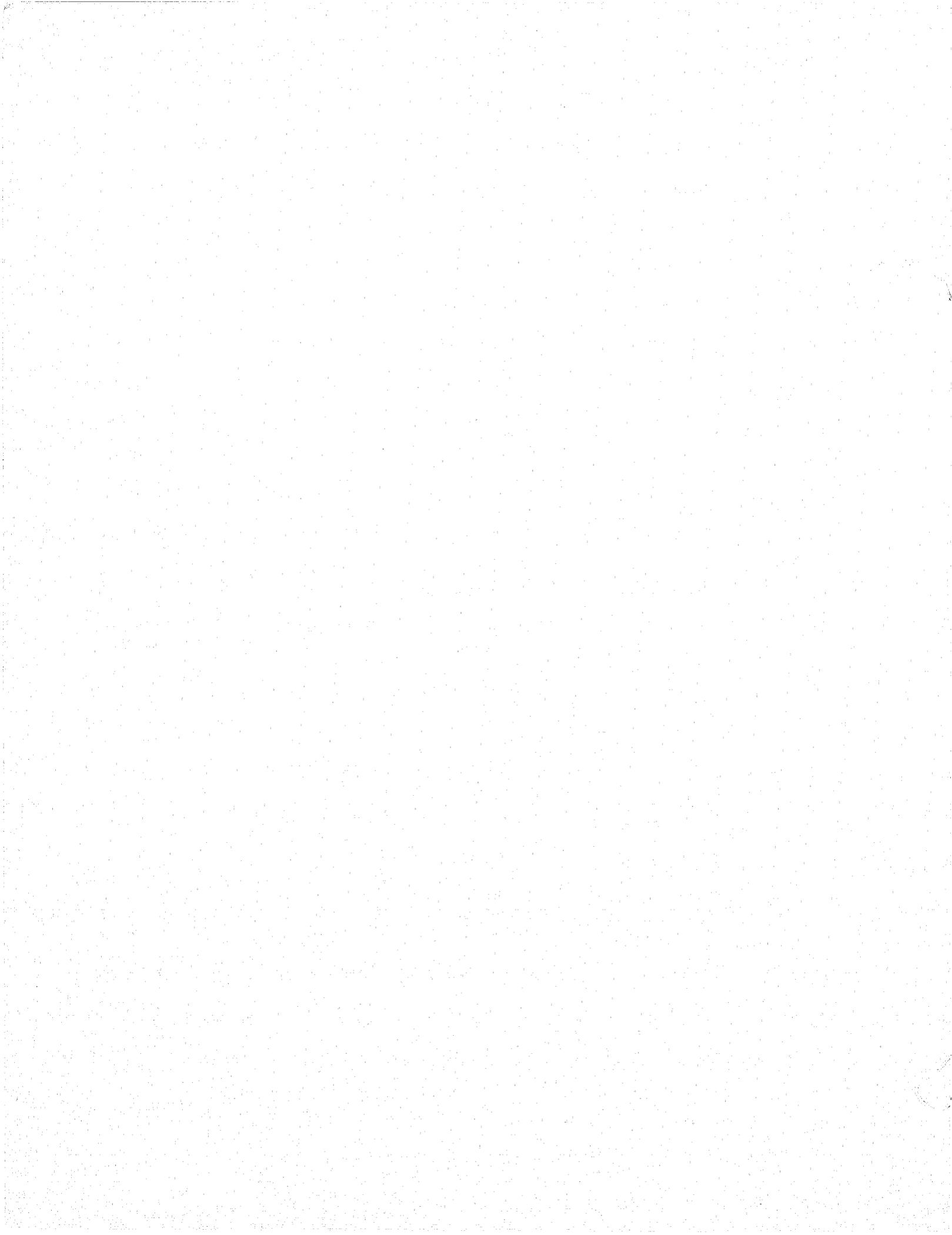
<sup>c</sup>Excludes holidays. Hours based on 1976 recruit course for Minneapolis and 1977 for St. Paul and State Patrol.

<sup>d</sup>The 1976 class had eight weeks class, twelve weeks field training, eight weeks class, four weeks field training.

<sup>e</sup>Also offered during the program were 28 hours of practice, 21 hours of O.J.T. and numerous practical exercises.

<sup>f</sup>One week of field experience is offered during the course, then eight weeks of coach-pupil O.J.T. The 1976 course was 800 hours, 20 weeks.

<sup>g</sup>The 1974 course was the state course offered at Minneapolis; the 1976 course was the first coordinated by Minneapolis.



Recruit training in the Minneapolis and St. Paul Police Departments and the State Highway Patrol is provided by those agencies for their own recruits. The BCA basic course provides training for all other peace officers in the state. Consequently, the BCA trains the great majority (90%) of new peace officers in Minnesota. Since the BCA has responsibility for meeting most of the state training requirements, emphasis in this report will be on its programs. The following brief sketch of each of the four centers' mandatory training activities is designed to help the reader compare the BCA program with the other training programs.

#### MINNEAPOLIS POLICE ACADEMY

Recruit training is provided by the Training Division as manpower demands require; usually one recruit class of approximately 25 students is held each year. The recruit training course includes 16 weeks of classroom training. In 1976, classroom work was interrupted after eight weeks for 12 weeks of field training. Students then returned to the classroom for the remaining eight weeks. The training cycle was completed with an additional four week field training period. This concept of alternating training modes allows recruits to make practical application of classroom concepts while in the field, and then return to the classroom for critical review and further training.

One week of Intermediate Command training is also conducted for first-line supervisors. About 25 such officers are trained each year.

All training must be conducted in one classroom. This room is also used for physical training. The firearms range is at a different location, and

training division administrative offices at yet another location.

The recruit training course makes frequent use of simulations and other "hands on" exercises. Films and video tape equipment are also used as training aids.

The course is staffed by two full-time instructors and one instructor who supervises the recruits outside the classroom and handles administrative details. Several senior ranking police officers are involved in teaching various course topics. In addition, numerous community persons--for example, attorneys, doctors and experts in human relations--instruct recruits in their fields of knowledge. Most of these consultants are reimbursed for their services at rates ranging from \$25 to \$50 per hour.

Precise cost figures for provision of recruit training are not available. However, training administrators estimate the cost to be in excess of \$5,000<sup>1</sup> per recruit for the 16 week classroom period. This figure does not include salaries paid to recruits during the training period.

#### ST. PAUL POLICE ACADEMY

As in Minneapolis, recruit training in St. Paul is provided as manpower demands require. In 1975, one class of 45 recruits was trained and another such class was held during the summer of 1977. The St. Paul course is 17 to 19 weeks in duration; the final week provides recruits with an opportunity to make practical application of classroom training in field simulation settings. A 40-hour supervisory course is also provided.

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<sup>1</sup>The reader is cautioned against going too far with comparing costs among various training centers since it has not been determined that each of the estimates is based on identical categories of expenditures.

The newly remodeled St. Paul training facility is well suited to its purpose. In addition to a large tiered main classroom, there is a small "conference" classroom and a back-up "flat" classroom. A lounge provides recruits with a place to relax during breaks and rest periods. The gym is used for physical training three days each week.

The recruit training cycle is normally staffed by three full-time instructors and two full-time "cadre." Forty officers from various divisions in the department participate in teaching various course topics. A small number of community resource persons are utilized in some aspects of the training and are reimbursed at the rate of approximately \$35 per hour.

Precise cost figures are not available for the St. Paul recruit training program. Training administrators, however, estimate the cost to be approximately \$7,200 per recruit for the 17-week program. This figure does not include recruit salaries.

#### MINNESOTA STATE PATROL

Trooper Candidate School is held as often as manpower needs require, usually annually. In recent years the school has averaged about 16 candidates. The 20-week course, longest of the Minnesota training centers, is interrupted with one week of field training half way through the course.

A one-week supervisory training course is also held when there are enough eligible troopers.

The Trooper Candidate School has six classrooms as well as an adjoining cafeteria providing ample space for training and rest. A nearby 86-bed dormitory provides a residential setting for trooper candidates. Since the

school is normally conducted in the summer months, the parking lot can be used for physical training. These facilities are leased from the Department of Transportation.

Four full-time instructors staff the school. They are assisted by twelve additional troopers who teach specialized course topics. A small number of community resource consultants are used in the course.

Practical exercises are used extensively in the Trooper Candidate School. As in other training centers a variety of field problems and simulations provide candidates with an opportunity to test classroom knowledge in real-life situations.

The 20-week training cycle costs approximately \$3,300 per student, including food and lodging, but not including candidates' salaries.

#### BCA BASIC RECRUIT TRAINING

The BCA basic classes are offered nine months of the year, and the Intermediate Command class for supervisors is offered spring and fall. In the past, the BCA has attempted to offer programs outstate, but recently most mandatory classes have been offered only in the metro area. State legislation (\$626.848) and the BCA recognize the convenience of offering training outstate; but since the majority of officers trained are from the metro area, outstate training has been too costly with existing resources.<sup>1</sup> Moreover, since no regular facilities exist outstate and instructors need to travel, the instruction costs seemed too great to warrant continued outstate classes. From 1974, to 1976, only two of the BCA's 27 basic classes have been offered

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<sup>1</sup>The BCA continues to offer some in-service programs outstate. Projections on the metro area-outstate student ratio are provided in the SUA Report, 1970, p. 54. The breakdowns for 1976-77 are in Table A.2 of Appendix A.

outstate, and the one in 1976, was held at Alexandria explicitly for vo-tech students there. All BCA supervisory courses have been offered only in the metro area.

Although most classes are offered in the metro area, the BCA does not have a regular training facility. During the 1976-77 academic year, basic classes are offered either at Arden Hills at the facilities leased by the Department of Transportation<sup>1</sup> or at the Bunker Hill community center. These locations provide adequate classroom space, but lack of a central facility creates difficulties for both instructors and students. Trainers must move materials from location to location. Equipment and classroom aids must be assembled and disassembled daily at Bunker Hill. Students must provide their own housing, although dormitory space at Arden Hills is sometimes available. Frequently students do not have the convenience or close contact of a dormitory which would enable valuable discussion and study sessions. Moreover, the MPOTB has expressed general dissatisfaction with the facilities. The BCA mandatory courses have the advantages of neither regional nor central training facilities. Outstate officers generally are trained in the metro area, yet the metro area does not provide the conveniences of central facilities.

The BCA recruit training staff includes five full-time instructors and over 40 community resource consultants, most of whom are paid. Community instructors are often used in a panel discussion approach to various policing issues. However, restrictions of time and facilities limit the use of practical exercises.

Training administrators estimate the cost of training to be about \$360

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<sup>1</sup> State Patrol training has priority for use of these facilities.

per recruit for the eight-week training cycle. This figure includes neither staff salaries nor recruit salaries.

#### ADDITIONAL TRAINING

In addition to the mandatory basic and supervisory course, other training is available to, though not necessarily required of, Minnesota peace officers. Training in the use of the breathalyzer and radar is, in effect, mandatory for officers using the devices. Minnesota law (S169.123) requires that operators of testing devices for blood and alcohol be trained by the state in their use. Recent decisions relating to operators of radar also require their certification, although this is not covered explicitly by statute. The BCA lab offers specialized breathalyzer training (five courses and four recertification classes in 1976-77). In addition, the State Patrol included 44 hours of breathalyzer training in its basic course. Radar training is also offered by the State Patrol.

Many agencies feel the need to supplement the training of their officers, particularly of those who receive only the 280-hour BCA course. The BCA, for instance, is unable to provide driving instruction in defensive driving tactics. To fill this gap agencies may send their officers (tuition free) to the Advanced Driving Course conducted by the Center for Driving Education and Safety at St. Cloud State University.<sup>1</sup> The 24-hour, three-day course has approximately 13 students per class and is offered weekly all year except during holidays. Annual student capacity is, therefore,

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<sup>1</sup> Minneapolis and St. Paul provide driving practice in the twin cities area. Minneapolis used to offer its own driving course, but officers involved went on their own and established a private course (EMRAD) that Minneapolis and St. Paul use. Minneapolis sends officers with high accident records to additional training at St. Cloud. Other agencies also use EMRAD for driving training.

approximately 600-650. The course provides intensive classroom training in addition to driving practice on the University's driving course. A large number of Minnesota officers also receive emergency medical training to supplement the one-week first aid training received in the BCA basic course.

Finally, a wide variety of in-service courses are offered at the state, regional, county and local levels and also out-of-state. Many agencies, particularly larger ones, conduct their own in-service programs. The departmental inventory of the Minnesota Peace Officer Training Board indicates that of the 307 departments reporting (this is 55% of the total), 52% offer in-service training while 48% offer none. Common in-service programs offered by Minnesota agencies are refresher training, seminar training, supervision training, roll call training, and firearms training.<sup>1</sup>

Table 2.2 lists the in-service courses offered recently by the BCA. Some outstate in-service training needs are met by these courses, although most classes are offered in the metro area. A number of regional, county or local programs funded by sources such as the Crime Control Planning Board periodically fill some gaps in in-service training availability. Officers also can attend advanced traffic courses at Northwestern University's Traffic Institute or the National Traffic Management Institute of Central Missouri State University.

Police agencies vary widely in their use of the specialized and in-service training that is available. Some require their officers to attend the St. Cloud driving school, to receive Emergency Medical Training, and to participate periodically in refresher or other in-service courses. A

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<sup>1</sup>Minnesota Governor's Commission on Crime Prevention and Control, 1977 Comprehensive Plan, St. Paul: 1976, p. III-103.

large number of agencies do not participate in available programs. Some lack the interest; others simply are unable to spare the manpower and money to send officers to training not offered locally or to provide their own training.

TABLE 2.2  
IN-SERVICE COURSES OFFERED BY BCA, 1976-77<sup>a</sup>

COURSE	METRO	OUT- STATE	TOTAL	ESTI- MATED CLASS SIZE <sup>b</sup>	ANNUAL STUDENT CAPACITY <sup>b</sup>			HOURS/ CLASS
					METRO	OUT- STATE	TOTAL	
Breathalyzer School	5		5	25	125		125	56
Breathalyzer Recertification	4		4	25	100		100	8
Crime Scene Seminar	4	6	10	20	80	120	200	24
Crime Scene Processing	5		5	20	100		100	80
Refresher	2	4	6	30	60	120	180	40
Identification Procedures	1		1	20	20		20	80
Basic Investigation	1		1	25	25		25	40
Advanced Investigation	2		2	25	50		50	40
Crisis Intervention	1		1	30	30		30	40
Firearms Instructors Course	2		2	30	60		60	40
White Collar Crime	1		1	20	20		20	40
Crash Investigation	2	1	3	20	40	20	60	16
Advanced Crash Investigation	2	1	3	20	40	20	60	16
Traffic Adjudication	2	1	3	30	60	30	90	16
Accident (Crash) Reporting Seminar	10	30	40	30	300	900	1,200	5
TOTAL (Excluding Crash Seminars)	34	13	47		810	310	1,120	
GRAND TOTAL	44	43	87		1,110	1,210	2,320	

<sup>a</sup>The Criminal Justice Information Service also offers classes on records, reporting systems, and MINCIS, NCIC/NLETS.

<sup>b</sup>Actual class sizes can vary; these figures should be used as estimates.

THE MINNESOTA BOARD OF PEACE OFFICER  
STANDARDS AND TRAINING

The state legislature passed the Minnesota Peace Officer Training Law in 1967. This legislation created the Minnesota Peace Officer Training Board in the office of the Attorney General. The Board could recommend to the Attorney General, among other things, minimum curriculum requirements and instructor qualifications. The Executive Director, with the approval of the Board, was responsible for certifying training centers, instructors, and officers who successfully complete approved training programs. Since the creation of the Board, only the Minneapolis Police Department, St. Paul Police Department, the Minnesota State Patrol, and the State Bureau of Criminal Apprehension continue to provide basic recruit training. These academies are described in the previous section.

Legislation passed in 1977 made changes in the composition and nature of the Board.<sup>1</sup> As of July 1, 1977, the Minnesota Police Officer Training Board ceased to exist and was replaced by the Minnesota Board of Peace Officer Standards and Training, an independent licensing board no longer in the office of the Attorney General. Membership was reduced to 11; a chairman is appointed by the Governor from among the members; and an executive director is appointed by the Board. The old powers and duties of the Board remain essentially the same. As a licensing board under Chapter 214, however, its powers of licensing (formerly certifying) officers are considerably expanded.

The new Peace Officer Training law requires the Board to decide what

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<sup>1</sup>Senate File 411 amending MN statutes 1976, Sections 214.01, Subd. 3; 626.841; 626.842; 626.843, Subd. 1, 2, and 3; 626.845; 626.846; 626.847; 626.848; 626.85, Subd. 1; 626.851, Subd. 2; 626.853; Chapter 626 by adding a section; repealing MN Statutes 1976, Sections 626.844 and 626.854.

the minimum training requirements will be for new officers, as well as the time within which training must occur from the date of employment. The content of the skills training course, which graduates of certified academic programs must attend in order to be employable, is also to be established by the new Board.

The new Board is also regulated by MN Statute 214 as amended, 1977 (Examining and Licensing Boards). This law requires the Board to promulgate rules for the renewal of the license and to specify the length of time it is valid. Every two years the Board must report on its activities to the Commissioner of Administration, the Legislature, and the Governor. A licensing Board, with the approval of the commissioner of finance, may "adjust any fee which the board is empowered to assess a sufficient amount so that the total fees collected by each board will as closely as possible equal anticipated expenditures."<sup>1</sup>

#### TRAINING REQUIREMENTS

Since the 1967 legislation, basic training has been mandatory for all peace officers (except those in communities with populations less than 1,000) within one year of appointment or election. All police officers, sheriffs' deputies, part-time and full-time personnel are subject to mandatory training. In 1969, the mandatory course was increased to five weeks for outstate agencies and six weeks for metro area agencies.<sup>2</sup> On the recommendation of the MPOTB, the Attorney General established the minimum basic course of study as

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<sup>1</sup>MN Statute 1976; Section 214.06, Fees; License Renewals.

<sup>2</sup>Ralph Olmos, "Program Descriptions of Criminal Justice and Police Science Programs in Minnesota," Evaluation Unit Report, Governor's Commission on Crime Prevention and Control, spring, 1976.

a 280-hour, eight-week course effective September 1, 1971, and also required a certain number of hours for particular course categories. In addition, a one-week course now is required of all officers who supervise five or more persons. Minneapolis, St. Paul, the State Patrol and the BCA all offer courses to fulfill this requirement.

Several important changes in mandatory training resulted from the 1977 legislation. The licensing Board is now able to certify academic law enforcement programs as well as centers that offer the mandatory basic training course. Graduates from the academic programs would then be eligible to attend a shortened training course<sup>1</sup> which will be designed to provide instruction in law enforcement skills. This shorter course must not duplicate any previous education and it replaces the requirement to attend the longer basic training course. Therefore, an individual who graduates from a certified academic law enforcement program, who successfully completes a certified skills course, and who obtains employment as a peace officer within one year of completion, is considered to have met the minimum basic training requirements.

A person who is licensed for police work is eligible to hold a permanent position with a police department or a sheriff's office. The Examining and Licensing Board Law (Chapter 214) states that explicit rules must be promulgated providing for the renewal of the licenses.<sup>2</sup> According to this latest legislation three routes exist for the person who is interested in a career in law enforcement (see Figure 2.1)

1. The first route is to be hired by a department and sent to a training

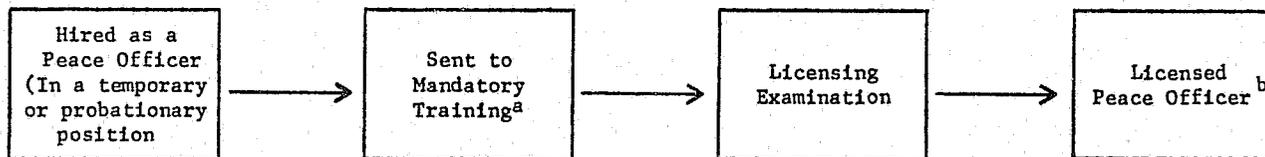
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<sup>1</sup>The Training section of the BCA estimates four weeks as the appropriate length for this shortened course.

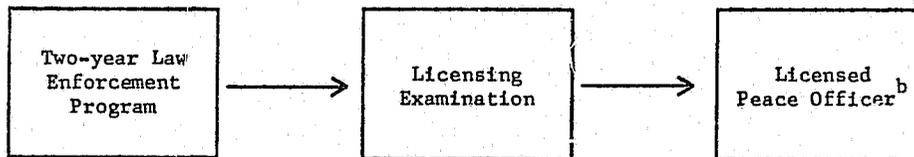
<sup>2</sup>MN Statutes, Chapter 214, Licensing and Examining Boards, 214.06.

FIGURE 2.1  
 ROUTES TO A LAW ENFORCEMENT CAREER  
THAT ARE LIKELY TO RESULT FROM 1977 LEGISLATION

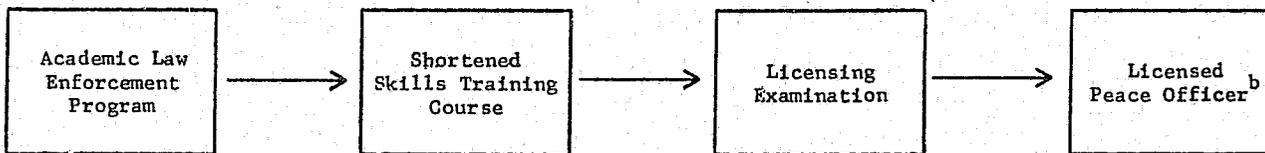
1. Traditional Route (cost borne by state/community)



2. Certified Vo-Tech Route (cost borne mostly by state and minimally by student)<sup>c</sup>



3. Certified Preparatory Academic Route (cost borne mostly by student and partially by state)<sup>d</sup>

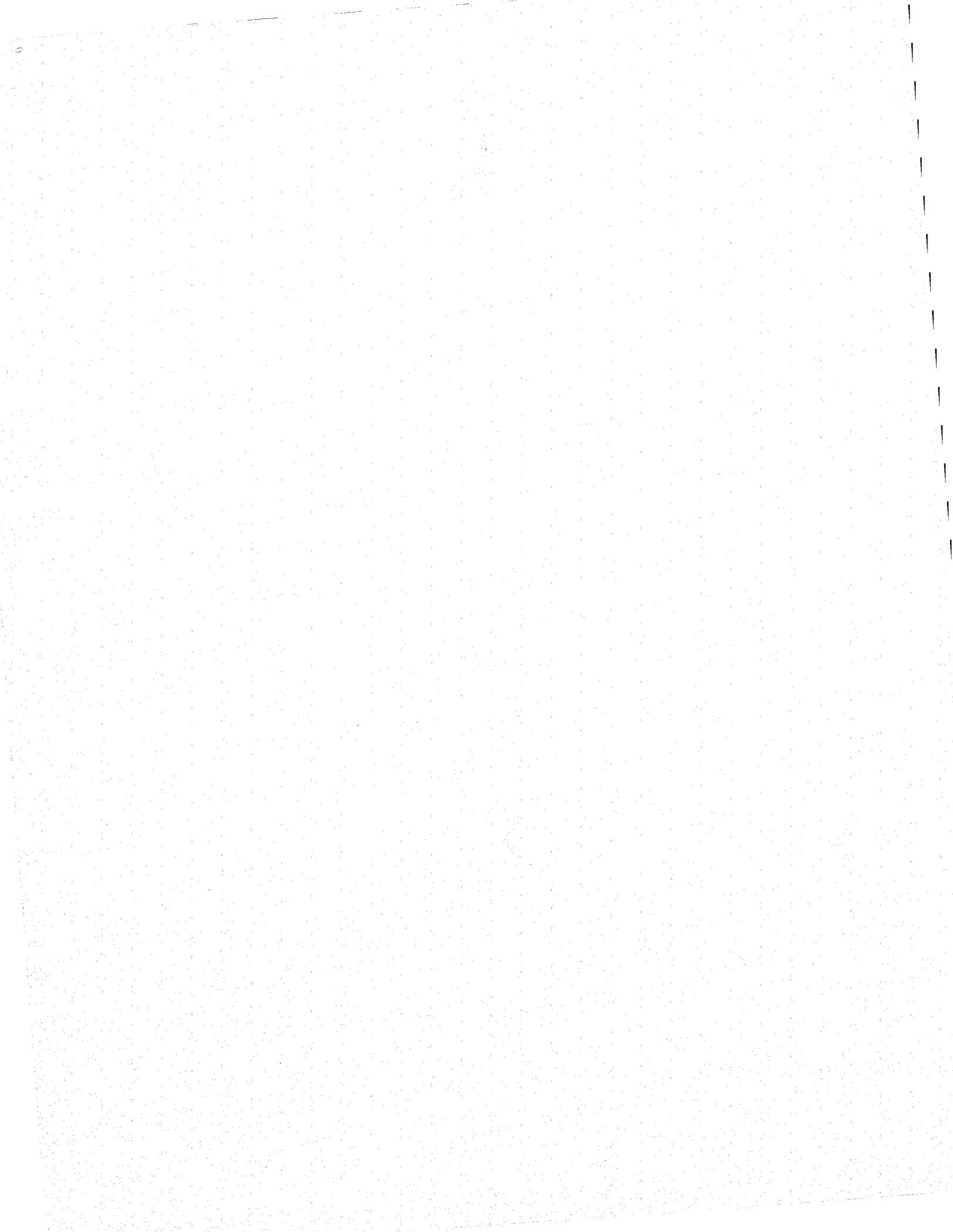


<sup>a</sup>The time within which an officer must be trained after being hired is an issue to be resolved.

<sup>b</sup>It is possible that the new Standards and Training Board would choose to include a probationary period of employment as a licensing requirement.

<sup>c</sup>If the vo-techs are certified as regular mandatory training programs, the time within which a graduate would be eligible for employment will need to be established.

<sup>d</sup>A graduate is eligible for employment for one year from completion of skills training.



course, which has in the past been eight weeks in length but is subject to change by the new Board.<sup>1</sup> The officer cannot be a permanent employee until he is licensed and cannot be licensed until he is trained.

2. The two vo-techs with law enforcement programs hope to be certified as mandatory basic training programs (see Chapter III for an in-depth explanation of this procedure). If they are certified then their students must pass the examination approved by the Licensing Board. Upon successful completion of the exam, licensing is possible.

3. A prospective law enforcement officer could attend a certified academic program and upon completion also attend a shortened skills course. Students must pass an examination approved by the Licensing Board in order to acquire a license.

In the first route the state and the community bear the expenses of the training program, as well as sometimes paying a replacement salary for whom-ever fills in while the recruit goes to school. In the second route, the cost of attending a two-year vo-tech program is borne mostly by the state. The student pays minimal tuition costs and a supplies fee each year. If the two vo-tech institutes with law enforcement programs get certified as mandatory basic training programs, then students will not be required to attend any further training past graduation. They would be licensed and ready for employment. In the third route, the student pays for his own training and education through tuition costs as much as a student of any other discipline does. The state, of course, subsidizes the cost of operating the state university or community college programs. In both of the last two routes

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<sup>1</sup>The length of the minimum training course is another decision the new Board must make. Both BCA trainers and the members of the old MPOTB were in agreement in wishing for a longer basic course.

licensed applicants may offer an employer a police recruit that may start work immediately with no absence due to training. The last route also requires no cost to the community, only to the recruit and indirectly to the state. (These options will be discussed at length in Chapter III and Chapter IV.)

As of the fall of 1977, it is unclear which law enforcement training programs will seek certification, but three possibilities exist: 1) academic programs through a two-year community college or a four-year college; 2) a skills course which could be handled at the BCA, a vo-tech, a college, or any other interested organization; and 3) the mandatory basic training course which could also be established by any of the above mentioned organizations. It is likely that the community colleges will attempt to establish the academic certification and possibly the shortened skills-oriented class. The BCA will probably hold the skills training course also, so that the colleges may have no need to. The vo-techs will probably reseek certification of their programs in mandatory basic training. Minneapolis, St. Paul, and the State Patrol may continue to provide basic recruit training for their own personnel. Chapter III deals with the role of the vocational-technical institutes and Chapter IV with the colleges which offer law enforcement programs and these subjects will be discussed in detail there.

Table 2.3 summarizes the 1977 changes made in the Peace Officer Training Law. The left hand column indicates provisions in the law as it stood in 1976; the right hand column indicates the status of those provisions under the 1977 amendments. Table 2.4 lists provisions from the Licensing and Examining Law that affect the training board now that it has been made a licensing board by the 1977 legislation.

TABLE 2.3

RECENT CHANGES IN PEACE OFFICER TRAINING LAW

626.843 Rules and Regulations; Recommendations; Executive Director, Subd. 1

PEACE OFFICER TRAINING LAW, 1967 <sup>1</sup>	PEACE OFFICER TRAINING LAW, AS AMENDED, 1977
The Board recommended rules and regulations to the Attorney General with respect to:	The Board shall adopt rules with respect to:
a) Allowed for approval or disapproval of training school or courses which included vo-tech schools and trade schools.	a) Allows for the certification of training schools, programs, or courses, and which include preparatory instruction in law enforcement and minimum basic training course.
b) Minimum courses of study, attendance requirements, and equipment and facilities to be required at approved training schools.	b) [The same, except the word <u>certified</u> replaced approved.]
c) Set minimum qualifications for instructors at approved training schools.	c) [The same, except the word <u>certified</u> replaced approved.]
d) Set minimum standards of physical, mental and educational fitness which will govern recruitment.	d) Set minimum standards of physical, mental, and educational fitness which will govern recruitment <u>and licensing.</u>
e) Establish minimum standards of conduct.	e) The same, except a due date was set at January 1, 1979, for these conduct standards.
f) The training a temporary or probationary employee must complete to be eligible to be permanent employee and the time within which this training shall be completed.	f) The same.
g) Minimum training of officers not appointed temporary or probationary, but other than permanent in order to be eligible for continued employment and the time within which this must occur.	g) The same.
h) Categories of advanced in-service training programs and mini courses and attendance requirements with respect to said classes.	h) Content of minimum basic training courses required of graduate of certified law enforcement training schools or programs. These courses will be skills oriented and must not duplicate previous academic or general background courses. Successful completion of this course satisfies minimum training requirement providing the student obtains employment within 1 year of completion.
i) Grading, reporting, attendance and other records and certificates of attendance or accomplishment.	i) The same.
j) Such other matters as may be necessary.	j) Such other matters as may be necessary consistent with Sections 626.841 to 626.853, and Section 1. Rules promulgated by the Attorney General may be continued by resolution of the Board.

Subdivision 2:

The Executive Director was appointed by the governor. The Director served in an unclassified position and received compensation as fixed by the commissioner of personnel and reimbursement for expenses available by appropriation. The Board may appoint such employees, agents and consultants as may be deemed necessary, prescribe their duties, and provide for reimbursement of their expenses and shall be classified employees.	The Executive Director shall be appointed by the Board, as an unclassified employee and will perform such duties, for the Board, as the Board shall prescribe. The Board shall appoint such employees, agents and consultants deemed necessary, prescribe their duties, and provide for reimbursement of their expenses and such employees shall be classified employees.
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Subdivision 3:

The Board may, in addition:	The Board may, in addition:
a) Recommend studies, surveys and reports to be made by the Executive Director regarding the carrying out of the objectives and purposes of Sections 626.841 to 626.854.	a) The same, except . . . Sections 626.841 to 626.853.
b) Visit and inspect approved training schools or those that are applying for approval.	b) The same.
c) Make recommendations to; Executive Director, Attorney General, Governor and Legislature regarding the carrying out of the objectives and purposes of Sections 626.841 to 626.854.	c) The same, except . . . Sections 626.841 to 626.853.
d) Perform such other acts as may be necessary or appropriate to carry out the powers and duties of the Board as set forth in Sections 626.841 to 626.849.	d) The same.
	e) Cooperate with and receive financial assistance from and join in projects or enter into contracts with the Federal Government or its agencies for the furtherance of the purposes of this act.

TABLE 2.3 -- continued

<u>626.845 Powers and Duties</u>	
<u>PEACE OFFICER TRAINING LAW, 1967</u>	<u>PEACE OFFICER TRAINING LAW, AS AMENDED, 1977</u>
<p>The Executive Director on behalf of the Board shall have the following powers and duties, to be exercised with the approval of the Board and to be executed only in full accordance with the rules and regulations promulgated by the Attorney General pursuant to Section 626.844.</p>	<p>The Board shall have the following powers and duties:</p>
<p>a) To approve training schools administered by the state, county, and municipalities located within this state.</p>	<p>a) To certify training schools or programs administered by state, county, and municipalities located within the state in whole or part no later than 90 days after receipt of an application for certification. The reasons for noncertification of any school or program shall be transmitted to the school within 90 days with a detailed explanation of the reasons for which it was disapproved and an explanation of necessary changes for reconsideration. Disapproval of school or program shall not preclude the reapplication for certification of the school or program.</p>
<p>b) To issue certificates of approval to such approved schools and to revoke such certificates when necessary to maintain the objectives and purposes of Sections 626.841 to 626.854.</p>	<p>b) To issue certificates to schools and to revoke such certificates when necessary to maintain the objectives and purposes of Sections 626.841 to 626.853.</p>
<p>c) To certify qualified instructors at approved training schools and issue appropriate certificates.</p>	<p>c) To certify qualified instructors at training schools and issue appropriate certificates.</p>
<p>d) To certify officers who have satisfactorily completed basic training programs and to issue appropriate certificates to such officers.</p>	<p>d) To license officers who have satisfactorily completed certified basic training programs, and passed examinations as required by the Board.</p>
<p>e) To cause studies and surveys to be made relating to the establishment, operation and approval of state, county, and municipal training schools.</p>	<p>e) The same.</p>
<p>f) To consult and cooperate with state, county, and municipal training schools for the development of advanced in-service training programs for peace officers.</p>	<p>f) The same, except . . .  development of in-service . . .</p>
<p>g) To consult and cooperate with universities and colleges for the development of specialized courses of instruction and study in the state for peace officers in police science and police administration.</p>	<p>g) The same.</p>
<p>h) To consult and cooperate with other departments and agencies of the state and federal government concerned with police officer training.</p>	<p>h) The same, except . . .  government concerned with police office <u>standards</u> and training.</p>
<p>i) To perform such other acts as may be necessary and appropriate to carry out his powers and duties as set forth in the provisions of Sections 626.841 to 626.854.</p>	<p>i) The same, except . . .  to carry out <u>the</u> powers of Sections 626.841 to 626.853.</p>
<p>j) To report to the Board at regular meetings and as required by the Board.</p>	<p>j) To coordinate the provisions, on a regional basis of skills oriented basic training courses to graduates of certified law enforcement training schools or programs.</p>
<p><sup>a</sup> The law, originally passed in 1967, has been amended on numerous occasions since then. The left hand column includes provisions in effect in 1976.</p>	

TABLE 2.4  
MINNESOTA STATUTE 214

Examining and Licensing Boards Law, As Amended, 1977

214.03	Standardized Tests:	All state licensing boards, "shall use national standardized tests for the objective, non-practical portion of any examination given to prospective licensees to the extent that such national standardized tests are appropriate . . ." <sup>a</sup>
214.06	Fees, License Renewals, Subdivision 1:	Any licensing board "may by rule, with the approval of the commissioner of finance," <sup>b</sup> adjust any fee so that all fees collected match closely to the anticipated expenditures. The annual examination fee income shall approximately meet the cost of administering the examinations.
	Subdivision 2:	The licensing board shall promulgate rules to provide for the renewal of licenses. These rules must specify the length of time the license is valid, procedures and information required for renewal fees to be set pursuant to Subdivision 1.
214.07	Reports:	The licensing board will submit a report every other year on October 1, to the Commissioner of Administration, Legislature, and the Governor. These reports will include: Names, addresses, occupations, job classification, dates of appointment and reappointment to the board, of the board members; summary of board rules; number of persons having each type of license, registration issued by the board, locations and dates of examinations, number of previous licenses which are now revoked, suspended, or otherwise altered in status and why; the number of persons examined, licensed, registered, after taking the exam, number not licensed after taking examination, number of people not taking the examination who were licensed or who were not licensed (with the reasons of why not); all this information broken down into categories of sex, age, and states of residency.
214.10	Complaints; Investigation and Hearing:	If the Board receives a complaint, whether written or oral, which implies a violation of law it must be forwarded to the Attorney General's office where it will be investigated or to the appropriate governmental unit.

<sup>a</sup>MN Statutes 1976, 214 as amended, 1977.

<sup>b</sup>Ibid.

SUMMARY

Mandatory training is provided through four peace officer training centers. Three such centers, Minneapolis Police Academy, St. Paul Police Academy, and the State Trooper Candidate School, provide training for personnel which serve those departments. The BCA Training Division provides basic recruit and supervisory training for all other law enforcement agencies in the state. Facilities, course content, and training approach vary greatly from one center to the next.

Mandatory training is supplemented with a wide variety of in-service training provided by the four centers and a host of other institutions.

Changes in legislation outlined in this chapter are likely to have a significant impact on police training in Minnesota. In particular, inclusion of the academic community in the training process has the potential to contribute to more broadly educated peace officers. In implementing its

new licensing responsibilities, the Training Board will have the opportunity to make other changes in training procedures and course content.

The law, however, leaves several important issues to be resolved by the new Board. First, will the content and minimum length of the basic training course (for those not taking the academic route) be altered? Both BCA trainers and members of the old MPOTB have supported a move to increase the minimum from 280 hours to 400 hours as National Standards<sup>1</sup> suggest.

Second, will peace officers be required to undergo training before exercising authority? Under the old legislation, an officer was allowed to exercise authority for up to 12 months before he/she received training. This provision, however, was deleted from the new law, thereby leaving the decision up to the new Board.

Third, the new law requires the use of a "nationally standardized test for the objective, non-practical portion of the examination administered to prospective licensees, providing it relates to the application of Minnesota law."<sup>2</sup> Whether this exam will be administered to graduates of training programs or integrated into the grading system of the course itself; and how such a standardized exam will be combined with exam procedures on applications of Minnesota law and local procedures are as yet unanswered questions.

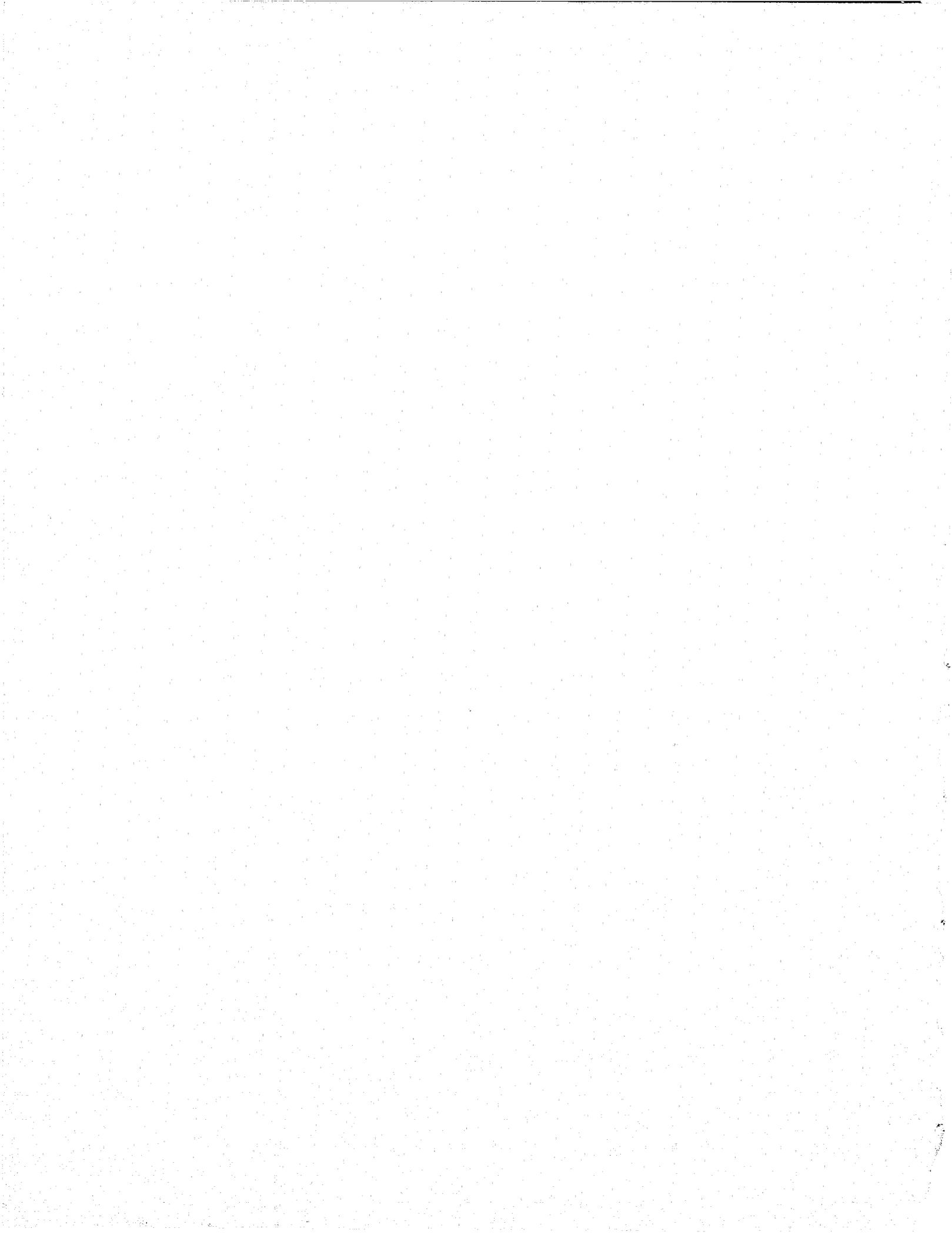
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<sup>1</sup>See Chapter VI, p. 95, 16.3, Preparatory Training.

<sup>2</sup>MN Statutes, 1976; 214.03.

CHAPTER III

AREA VOCATIONAL-TECHNICAL INSTITUTE  
LAW ENFORCEMENT PROGRAMS



## BACKGROUND AND CURRENT STATUS

Two Vocational-Technical Institutes in Minnesota offer training programs for persons interested in a law enforcement career. The program at Alexandria Area Vo-Tech Institute was started in 1967, and the program at Hibbing Area Vo-Tech Institute began in 1975. These programs provide two years (six quarters) of training for future peace officers. Graduates of these programs have, in the past, been required to successfully complete a certified training course (usually the BCA basic training course), and also to successfully complete the customary one-year probationary period before becoming certified peace officers. This has been considered a burden to the graduates of these programs. There has been legislation in the past to allow them entry into the BCA classes even though they were not yet hired. They generally could get trained, but the additional eight weeks of basic training has been perceived by some as an unnecessary burden.<sup>1</sup>

Two bills passed the 1977 legislative session that could affect the status of the vo-tech programs. Senate File 411 which amended the Peace Officer Training Law (see Chapter II) was one and the other dealt with the exemption from any further training for the vo-tech graduates. Senate File 1467, Chapter No. 455 Section 90 states:

Subd. 3. A peace officer who has satisfactorily completed a law enforcement training program in a post-secondary vocational-technical institute within the state which (1) is approved by the

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<sup>1</sup>From 1973 to 1976, Alexandria graduates attended regular BCA classes and in 1976, the BCA conducted a special shortened course for Alexandria graduates.

state board of education, (2) consists of 2,000 hours or more of basic police training, and (3) complies with rules with respect to curriculum promulgated by the attorney general, shall be exempt from the training requirements of this section, provided the peace officer successfully completes one year of employment as a probationary officer with a single law enforcement agency. Upon written notification to the executive director from the chief supervisor of the law enforcement agency that a peace officer under his supervision has fulfilled the requirement of the subdivision, the executive director shall certify the peace officer pursuant to Section 626.845, clause (d). Provided, however, that nothing in this subdivision shall prevent any law enforcement agency from imposing any other training requirements upon peace officers it supervises or as a condition of employment.

This law was passed prior to the amended Peace Officer Training Law and has some contradictions to it. The amended Training Law leaves the decision on the certification of the vo-tech programs to the Board of Standards and Training. By this law, only if the program were certified could vo-tech graduates be exempt from training. The new Board must ask the Attorney General's Office for a decision concerning the discrepancies. It is probable that the decision will favor the Peace Officer Training Law since it is more comprehensive concerning the structure of Minnesota police training, and since it also allows the vo-techs with law enforcement programs to become certified police training centers.

As was discussed in Chapter II, three types of programs may now be certified as preparatory training for peace officers. The first is what is referred to as the mandatory basic training course. This is the training program that has traditionally prepared men and women for police work and has been offered by the BCA, St. Paul, Minneapolis and the State Patrol. The new Board has the option to make changes in the content or minimum length of this course. The second program which interested organizations may wish to offer is the academic program. Again, the Board must approve what is to be included in and the proper length of this program. The third program has

been referred to as a skills training course for college graduates of certified academic programs. This will be a shorter class than the mandatory basic training since it is intended to include only those technical skills a peace officer needs.

The two vo-techs have indicated that they will apply for certification of their two-year programs (which are both over 2,000 hours in length) as mandatory basic training courses. If they apply for certification as academic programs, it would require a major restructuring of their current programs. They also could provide the skills training course for other students, since they have the necessary facilities available. They have indicated that they would be willing to offer this course if the need arises.

While decisions on the future of the vo-tech programs are pending, there continue to be people graduating from Alexandria and Hibbing. Those who graduated in May and August needed to be dealt with. Positions in regular BCA classes were not available in 1976-77 and the new Standards and Training Board was not created in time to decide on the status of these graduates. In response to this situation the old Board agreed to give a "provisional certification" to both Hibbing and Alexandria graduates providing they pass an examination given by the Board (the examination given was the fourth and eighth week exams which BCA students take, see Chapter XVI). Thirty-nine Alexandria students took this test and twenty-one passed (53.8%). Hibbing had eight students take this examination, one of whom passed. It is not clear what will happen with those students graduating from Alexandria in November, since it is probable that the new Standards and Training Board

will not have had time yet to decide on the vo-tech issue.<sup>1</sup>

#### ENROLLMENT AND SELECTION PROCEDURES

The number of applicants for these two programs has far exceeded the number of training openings. In the school year 1975-76, Alexandria selected 86 students from over 500 applicants. Hibbing reported a similar ratio of one selected out of every six applicants. One of the advantages of vo-tech training in comparison to the college programs concerns the permissible procedures for admission (and exclusion) from the training program. In general, community colleges have an open enrollment policy, i.e., essentially all high school graduates (or holders of a G.E.D.) can register for classes. The four year colleges, both private and public, currently do not utilize explicit selection criteria for entrance into a law enforcement program.

The selection procedures for accepting students into the law enforcement program at Alexandria and Hibbing roughly follow the basic guidelines prescribed in the Rules and Regulations of the Attorney General relating to peace officer training (Att. Gen. 207). These were the standards that were enforced prior to 1977 legislation, but as of this writing, it is not certain that they will all be retained.<sup>2</sup> The procedures listed in the Rules and Regulations include:<sup>3</sup>

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<sup>1</sup>At the last official meeting of the MPOTB a motion was carried that the vo-techs be "provisionally certified" and the MPOTB made a recommendation to the new board that the two programs be given until July 1, 1978, to comply with any new rules promulgated. The problem is that there is no official status of "provisional certification" and hence, no clear idea of what that term means. In particular, it is unclear whether graduates need to take an exam, if so what exam, and how soon they need to obtain employment to be licensed.

<sup>2</sup>The new Board has the right to assume all past regulations; however, they may choose to change them at their discretion.

<sup>3</sup>Minnesota Peace Officer Training Board, Police: A Report on Minnesota's Peace Officer Training Through June 30, 1976, 1976.

- (1) The applicant must be a citizen of the United States.
- (2) The applicant must possess or be eligible for a valid State of Minnesota driver's license.
- (3) The applicant must successfully pass a written examination demonstrating the possession of all mental skills necessary for the accomplishment of the duties and functions of a peace officer.
- (4) The applicant shall be required to complete and submit to the appointing agency a preliminary application form before testing and a comprehensive application form after testing and just prior to hiring. The prospective employee shall be fingerprinted, and a thorough background search shall be made through the resources of local, state and Federal agencies in order to disclose the existence of any criminal record or the existence of unacceptable standards of conduct which would adversely affect the performance by the individual of his duties as a peace officer.
- (5) The applicant shall not have been convicted of a felony in this state or in any other state or in any Federal jurisdiction, or of any offense in any other state or in any Federal jurisdiction, which would have been a felony if committed in this state.
- (6) A licensed physician or surgeon shall make a thorough medical examination of the applicant to determine that he or she is free from any physical condition which might adversely affect the performance by the individual of his duties as a peace officer.
- (7) An evaluation shall be made by a licensed psychologist to determine that the applicant is free from any emotional or mental condition which might adversely affect the performance by the individual of his or her duties as a peace officer.
- (8) The applicant must successfully pass a job-related examination of his or her physical strength and agility demonstrating the possession of physical skills necessary to the accomplishment of the duties and functions of a peace officer.
- (9) The applicant must successfully complete an oral examination conducted by or for the appointing agency to demonstrate the possession of communication skills necessary to the accomplishment of the duties and functions of a peace officer.

#### EVALUATION PROCEDURES

The state Vocational-Technical Education Division requires all programs in their institutions to be evaluated by at least two experts in the field every other year. In the alternating year, the school does an in-house evaluation. Specific forms created by the state agency are used in these

evaluations. Alexandria has had many of these evaluations done since its inception, and Hibbing had its first evaluation in the fall of 1976. Both schools have received excellent ratings from these evaluators.

In both vo-tech courses, instructors use standard paper and pencil quizzes and exams to evaluate academic progress of the student. Both provide lab and practicum courses in which student progress in skill development is observed and evaluated. Written evaluations are conducted on each student at the end of each quarter and become part of the student's file at Hibbing Vo-Tech. Success in the course thus far has been measured by academic grade point average and instructor recommendations. Alexandria administered its end-of-program exam for the first time to the 1977 graduates.<sup>1</sup> Hibbing Vo-Tech so far has not developed an end-of-program examination, but is in the process of doing so. The student is also evaluated on a code of conduct set up by each school. Included in this are: roll call procedures, dress code, out of school behavior review, etc. These disciplinary rules are made to conform to the usual restrictions and codes that are a part of most law enforcement agency regulations and to the police standards that were adopted by the Minnesota Peace Officer Training Board. These requirements of conduct were enforced as a condition of continuing in the training program.

#### THE PROGRAMS

Hibbing Vo-Tech grants a Degree of Occupational Proficiency upon graduation from its program. Completion includes 80 credits (equivalent to 1,752 clock hours) in technical skills through the vo-tech and 46 credits (equivalent to 648

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<sup>1</sup>The Crime Control Planning Board evaluated the final examination and results were sent back to the staff at Alexandria.

hours) of social science classes, typewriting, and body building through Hibbing Community College, which is one block away from the vo-tech. This is a total of 126 credits and 2,400 clock hours. Hibbing's program is unique because of its use of the neighboring community college for a balance of academically oriented courses. A student enrolled in this program may, with an additional six credits (which are optional) from the community college, receive an associate of applied science degree (AAS) along with the certificate citing completion of the vo-tech program. The Alexandria program grants an associate degree upon successful completion of the two-year vo-tech curriculum.

Neither of these degrees should be confused with an associate of art degree (AA) or an associate of science degree (AS) that is awarded for completion of a two-year college program. Although some of the credits from the vo-techs transfer to colleges, where a degree may be obtained, the exact number is dependent on the educational institution reviewing the student's record. Also, the certificate of completion that is awarded upon graduation from a vo-tech program does not certify the graduate as a police officer.

Hibbing Vo-Tech requires their second year students to go on ride-alongs with area police departments for four to ten hours per week the entire year. Since Hibbing has few minority citizens, the instructors have asked different ethnic groups to come up to their school and discuss ethnic awareness in small groups in order to give the students some differing perspectives and viewpoints. Alexandria has field trips designed for some of their classes, e.g., touring the state penitentiaries, attending court proceedings, etc., and they offer field training in highway safety which includes 20 hours

of radar instruction and 12 hours of accident scene instruction.

The curricula of the two programs are described in detail in Chapter XI.

#### STUDENTS

Since Hibbing's program has just finished its second year of existence, not as much descriptive data are available on it as there are for Alexandria. However, thirty-one students participated in this program during the 1976-77 school year. Of these thirty-one, eight students graduated in the spring of 1977. The Hibbing program has a limit on enrollment of twenty-five to thirty students per year and indicates that it can handle only a total of 60 students. Five of eight of their second year students (62.5%) were hired as peace officers during their enrollment at Hibbing Vo-Tech. Eighteen percent of the total number of students are women, and one person is from a minority background.

Alexandria Vo-Tech has graduated 45, 47, 66, and 82 students in the years 1974, 1975, 1976 and 1977, respectively.

It has three graduating classes per year in May, August, and November. This way fewer students are looking for jobs at the same time. A total of 146 students were enrolled in the fall of 1976. The limit of enrollment is maintained at 80 to 90 new students per year. About two percent of the students come from minority backgrounds and 11% of the total enrollment in the law enforcement program are women (see Table 3.1 for further information).

#### INSTRUCTORS

Initially, an instructor in a vocational-technical institute must have 6,000 clock hours or three years of occupational experience in the law

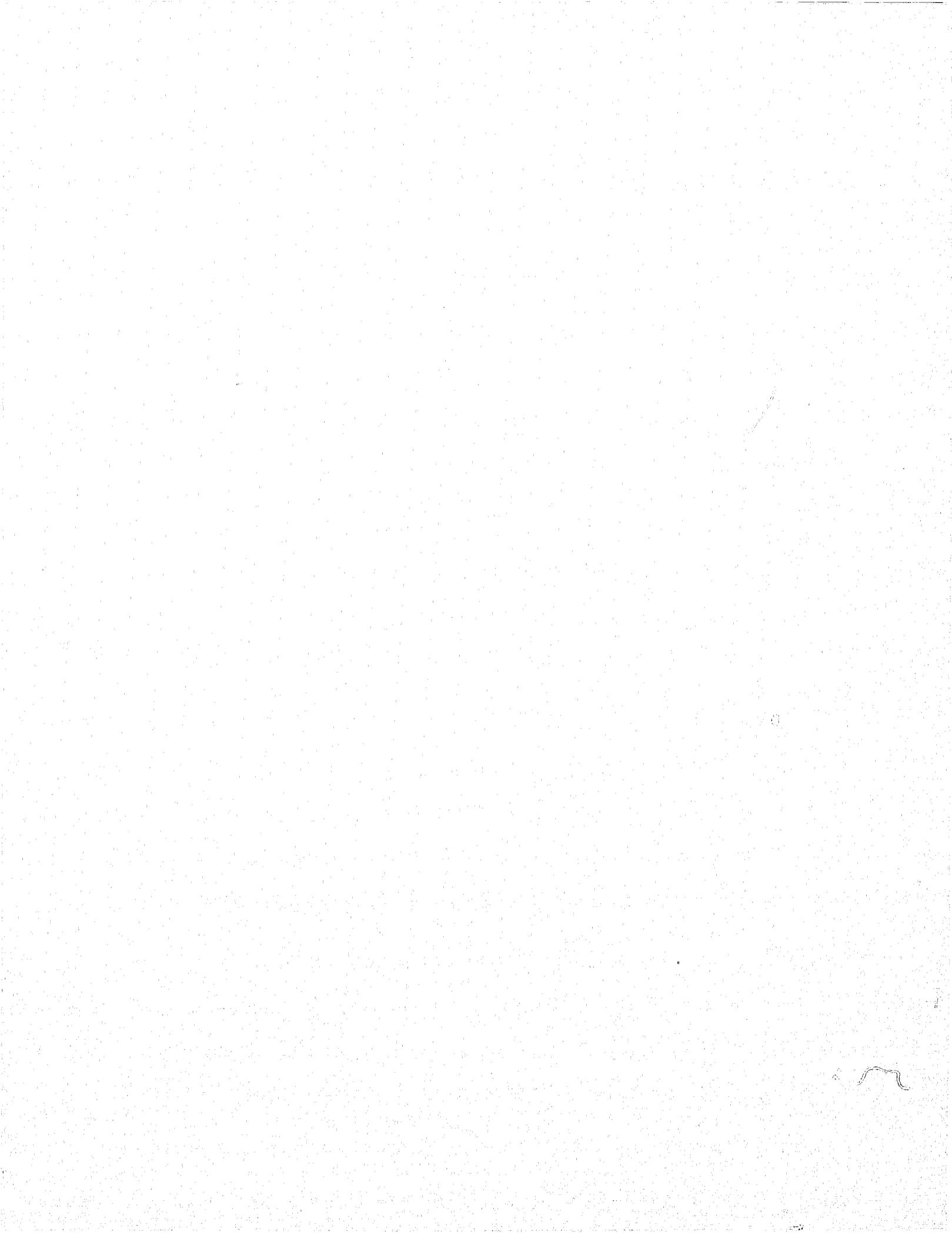


TABLE 3.1  
LAW ENFORCEMENT PROGRAMS AT AREA VOCATIONAL-TECHNICAL INSTITUTES

VOCATIONAL- TECHNICAL INSTITUTES	PROGRAMS					STUDENTS										INSTRUCTORS										
	DEGREE IN LE	TRAINING REQUIRED	NUMBER OF YEARS	YEAR STARTED	NUMBER ENROLLED (FALL)				NUMBER OF GRADUATES (SPRING)					ANNUAL LIMIT OF ENROLL- MENT	PERCENT MINOR- ITY	PER- CENT WOMEN	PERCENT LAW OF- FIGERS	DEGREES HELD						FT	PT	TOTAL
					1974	1975	1976	Total	1974	1975	1976	1977	Total					AA/ AA	BA/ BS	MA/ MS	None	Other				
Alexandria	AD <sup>b</sup>	Yes	2	1967	133	149	146	428	45	47	66	82	242	80-90	▲ <sup>a</sup>	11%	None	1	2	2	5	1	9	2	11	
Hibbing	AAS <sup>b</sup>	Yes	2	1975	-	-	31	31	-	-	-	8	8	25-30	3%	18%	62.5%	0	0	0	0	0	2	0	2	

<sup>a</sup>▲ Insignificant percentage (2% or less)

<sup>b</sup>See page 43 for an explanation of the difference of these degrees from AA and AS degrees.

enforcement field, plus at least one vo-tech teacher training class in order to get a two-year teaching certificate. When an instructor receives a total of sixteen credits or 192 clock hours of teacher training classes (they use a 1/12 ratio of credits to hours), he is then eligible for a teaching certificate of five years duration. The teacher must continue to up-grade his/her class presentations after the certificate is received. The vocational-technical schools require them to take classes on instruction techniques during this period.

At the minimum, law enforcement instructors at a Vocational-Technical Institute must have three years experience as peace officers and one teacher-training course in order to instruct. In addition to this, six of Alexandria's eleven law enforcement instructors have post-secondary degrees.

TABLE 3.2 ALEXANDRIA VOCATIONAL- TECHNICAL FACULTY		
<u>NUMBER OF INSTRUCTORS</u>	<u>FULL-TIME OR PART-TIME</u>	<u>DEGREE HELD</u>
1	FT	AA
2	PT	BS
2	FT	MS
1	FT	JD
<u>5</u>	FT	No Degree
11		

The Hibbing program has only two instructors, neither of whom have degrees; however, they both have extensive experience in law enforcement. The Hibbing program is much newer and smaller than Alexandria's which accounts for the difference in staff size. Both of the instructors at Hibbing

Vo-Tech are full-time. Hibbing's institute makes use of the neighboring community college for approximately one-third of its required classes, and those instructors all have degrees ranging from bachelor to law degrees. Alexandria instructors are required to return to a law enforcement agency for occupational refresher experience every other year during the summer months.

The Vocational-Technical Education Division cited combined salaries for two instructors at Hibbing to be \$35,760 annually, including fringe benefits. The salaries per instructor at Hibbing Vo-Tech average out to \$16,254.55 per instructor. The total salary, including fringe benefits, for nine full-time instructors at Alexandria is \$169,950 annually. This figure averages out to \$17,166.66 annually per instructor.<sup>1</sup>

#### FUNDING

The funding of vocational-technical institutes is broken down in Table 3.3 (see Chapter VIII for more information on funding). The 32% entitled foundation aid comes from the state budget. The state appropriation is a set amount of money that is received by the vo-techs. The foundation aid is additional money that the schools are entitled to dependent on the number of students enrolled in the institution. Full-time equivalent students (1,050 hours) provide the vo-tech \$2,000 of Foundation Aid, less the amount received from a local levy of one mill, plus tuition and fees during the 1976-77 school year. This has been increased to \$2,120 for 1977-78.

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<sup>1</sup>Actually the figure for Hibbing was for 2.2 instructors, and for Alexandria 9.9 instructors. The program at Hibbing runs 175 days per fiscal year and the program at Alexandria runs 183 days. If an instructor works more than the allotted time, his working days are rounded to the nearest 10th of a point. Thus, one or more instructors at each institution worked more than the allotted days.

TABLE 3.3		
FUNDING FOR AREA VOCATIONAL- TECHNICAL INSTITUTE <sup>a</sup>		
<u>DOLLARS</u>	<u>PERCENT</u>	<u>RESOURCES</u>
\$28.9 million	38%	State appropriations
23.9	32%	Foundation aid
13.7	18%	Other
4.9	7%	Federal appropriations
<u>3.8</u>	<u>5%</u>	Tuition and fees
\$75.2 million	100%	

<sup>a</sup>From State of Minnesota Pocket Data Book, State Planning Agency, 1975, p. 90, source cited: Minnesota Higher Education Coordinating Commission (see: E-8).

The amount of money that tuition and fees net is a relatively small percentage of the entire amount, certainly much smaller than in community colleges or state universities. This is due to the fact that most students are required to pay minimal tuition. All Minnesota residents may enroll in a vocational-technical program for \$2 per day for each school day enrolled (\$5 per day for nonresidents). Another direct cost to the resident student is a supply fee. This fee differs by discipline and school. For law enforcement at both Alexandria and Hibbing, the supply fee is usually \$60-\$80 a year. This fee includes books, supplies, lab fees, and uniforms which students keep upon completion of the program. Some students receive help to pay this fee through CETA (Comprehensive Employment & Training Act) and BEOG (Basic Educational Opportunity Grant) grants. Hibbing students pay an additional amount of money for their classes that are given through the community college nearby. However, students pay a reduced rate of \$2.00 per credit taken, instead of the \$11.50 per credit that a student enrolled through the

college would pay. This \$2.00 is again merely a supply fee. This is another aspect of the unique cooperative program set up between Hibbing Vo-Tech and Hibbing Community College.

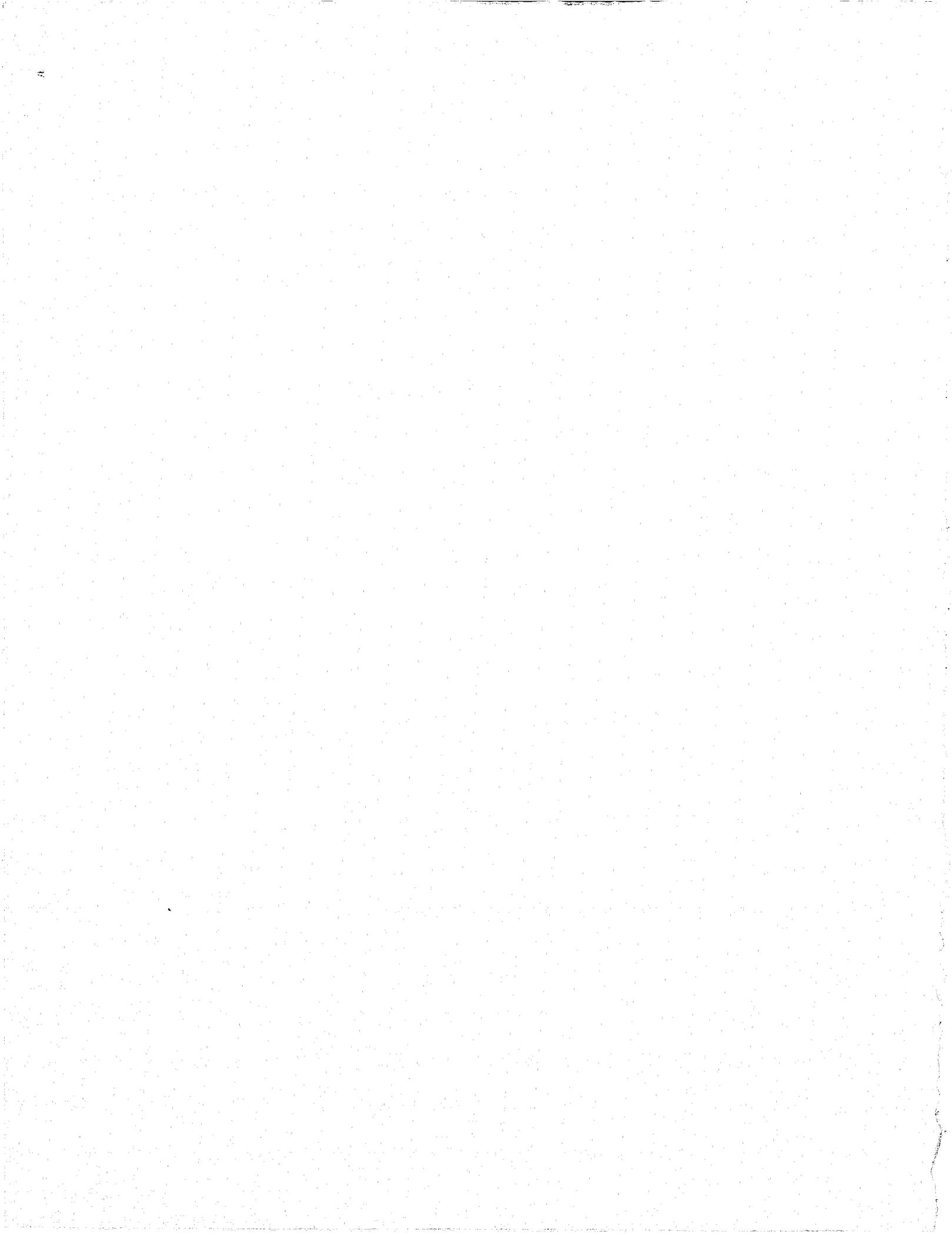
#### SUMMARY

Until the new Minnesota Board of Peace Officer Standards and Training is organized and makes decisions on the vo-tech law enforcement programs, their status remains ambiguous. In the past they have not been certified programs and their graduates have had to attend the regular BCA 280-hour course. Arrangements were made for vo-tech graduates to attend regular BCA classes through 1976, and 1977 graduates could be certified without attending the BCA program provided they passed the BCA final exams.<sup>1</sup>

It is anticipated that the two vo-tech law enforcement programs will seek to be certified as mandatory basic training programs by the new Training Board. In this way their graduates would no longer be required to attend additional BCA training. Although the vo-techs do offer academic subjects (see Chapter XI) they are primarily training programs and are unlikely to seek certification as academic programs. The previous Training Board recommended to the reconstituted Board that the vo-techs be "provisionally certified" and have until July, 1978, to comply with any new rules. Since the term "provisional certification" is nowhere defined, and hence is ambiguous, and since the new Board has not yet met on the vo-tech issue (as of this writing, October 1, 1977), the short-term and long-term positions of the programs and graduates continue to be uncertain.

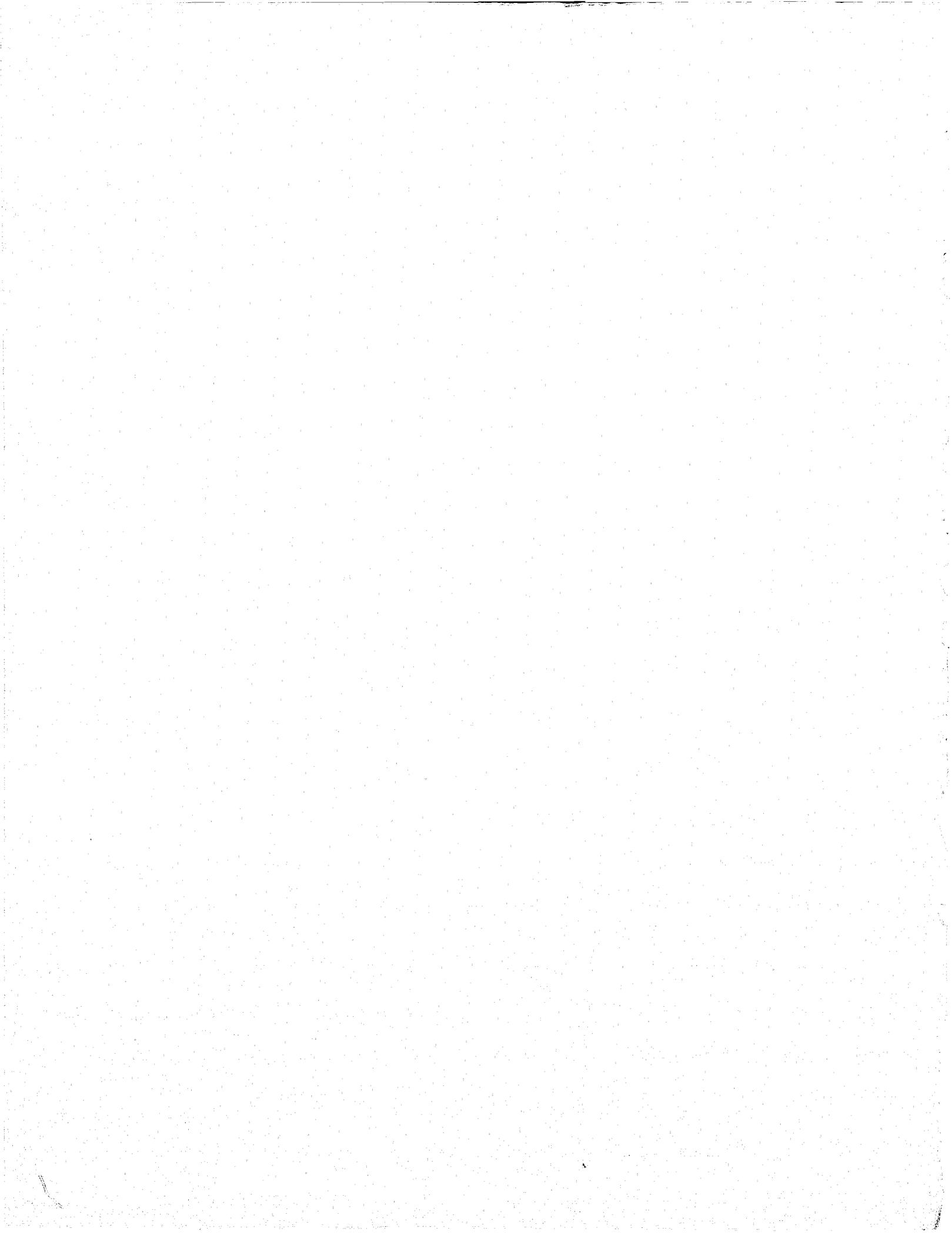
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<sup>1</sup>It should be noted that since the BCA exams are geared to the presentation of material in the BCA classes, some might perceive that this exam is not a fair indication of whether vo-tech students should be certified. This issue is addressed again in Chapter XVI.



CHAPTER IV

COLLEGE AND UNIVERSITY LAW ENFORCEMENT/  
CRIMINAL JUSTICE PROGRAMS



## INTRODUCTION

The criminal justice student has a number of options available for education in the state of Minnesota. This chapter will discuss the various academic programs offered. Information has been gathered on the number of students, types of programs, and courses offered for each school. The schools have been divided into three categories--community colleges (two-year programs), state universities and the University of Minnesota (four-year programs), and private colleges (both two- and four-year programs). The schools in the state that carry either law enforcement or criminal justice programs are:

<u>Community Colleges</u>	<u>Universities</u>	<u>Private Colleges</u>
Hibbing	Bemidji	Antioch Communi-
Inver Hills	Mankato	versity
Lakewood	Metropolitan	College of St. Thomas
Mesabi	Moorhead	Golden Valley Lutheran
Metropolitan	St. Cloud	College
Normandale	University of	St. Mary's College
Northland	Minnesota-Duluth	
North Hennepin	University of	
Rochester	Minnesota-Minne-	
Willmar	apolis	

Most of these programs were initiated to raise the educational level of peace officers. The peace officer is faced with a job which forces him/her to control and manage human behavior and human action. To perform the job successfully an officer must maintain an understanding and comprehension of human attitudes and responses.

The National Advisory Commission on Criminal Justice Standards and Goals

has supported this position and has made many proposals concerning the educational standards for selection and incentive programs in order to increase the educational level of police officers. The Minnesota Task Force on these standards and goals has rejected educational requirements as mandatory for selection, but has encouraged recruitment among college graduates and educational incentives for peace officers (see Chapter VI for an in-depth comparison of NAC and Minnesota Task Force recommendations).

Federal monies have been plentiful for criminal justice programs during the last decade. This can be attributed to a movement in the 1960's when:

With the advent of urban riots and increased fear of crime, the previously local issue of law enforcement became an item on the national policy agenda. A series of national commissions have studied the policy and proposed reforms (President's Commission on Law Enforcement and the Administration of Justice, 1967; National Advisory Commission on Civil Disorders, 1968; National Commission on the Causes and Prevention of Violence, 1970). The need for additional training and education for police has been a common theme in the commission reports. The Report of the Task Force on the Police of that commission . . . asserted, 'The quality of police service will not significantly improve until higher educational requirements are established for its personnel' (Task Force on the Police, 1967:126). 'Cities and counties which fail to recognize the vital necessity of upgrading the educational levels of their department are,' according to the Task Force on the Police (1967:126), 'guilty of perpetuating ineffective police service and are not providing their citizens with adequate police service and protection.' In 1968 . . . Congress for the first time authorized and appropriated significant amounts of money to support police education and training programs (Law Enforcement Assistance Administration, 1971:81-87).<sup>1</sup>

However, at this time the main, although not the sole, purpose of these appropriations has been to educate currently employed peace officers (i.e.,

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<sup>1</sup>Dennis C. Smith and Elinor Ostrom, "The Effects of Training and Education on Police Attitudes and Performance: A Preliminary Analysis." From The Potential for Reform of Criminal Justice, edited by Herbert Jacob, Volume III, Sage Criminal Justice System Annuals (Beverly Hills: SAGE Publications) 1974, p. 46, 47.

to provide in-service education). This has been especially true in Minnesota with the community college programs in the past, but now these same programs recruit the majority of their students from pre-service personnel. This trend, which is most noticeable in outstate areas, seems to have occurred due to attrition. From interviews with the college representatives in December, 1976, it was clear that most of the police officers who wanted an education, and who helped to push for the programs initially, had already completed their two-year degrees. Thus, the percentage of in-service students, which during the first years of the programs encompassed the majority, now are anywhere from 0%-40% of the total enrollment in the various programs.

The student who enrolls in a college or university criminal justice program may not have a career as a law enforcement officer in mind. The university programs, especially, include a broad overview of the criminal justice field. The criminal justice student may be preparing himself for a career in corrections, security, probation/parole, courts, research, or possibly graduate or law school. Most of the programs in the state have at least one course in each of these areas, though they may be electives instead of required courses. In the community colleges, the curricula do tend to emphasize law enforcement. Many more students attend law enforcement programs at these colleges than at the two vocational-technical institutes. According to interviews with college representatives, the majority of these people are planning to become peace officers.

#### COMMUNITY COLLEGES

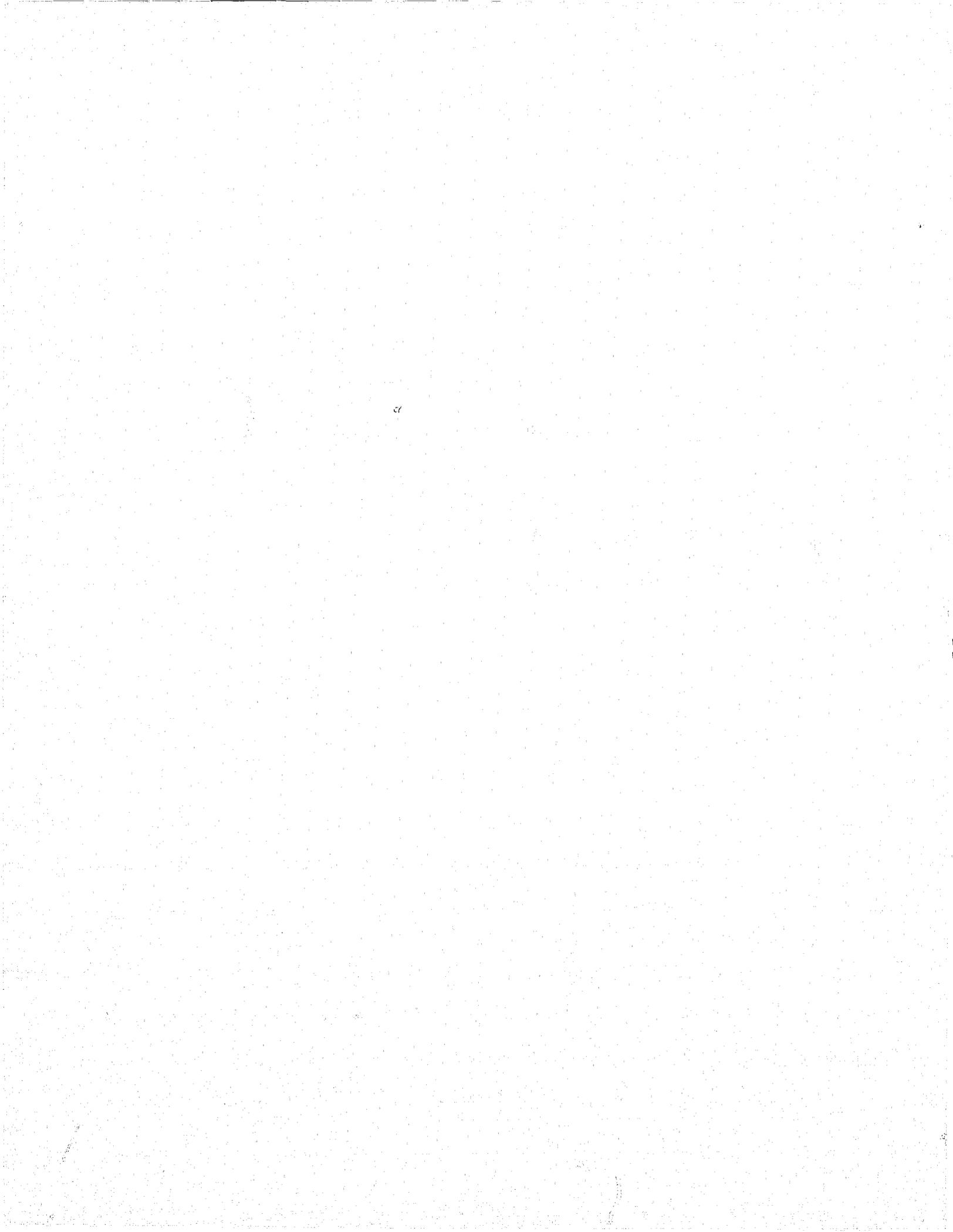
Minnesota has a total of eighteen community colleges, ten of which offer associate degrees in law enforcement. Half of these ten schools are situated

TABLE 4.1  
DATA ON COMMUNITY COLLEGE LAW ENFORCEMENT PROGRAMS

COMMUNITY COLLEGES	PROGRAMS					STUDENTS										INSTRUCTORS												
	DEGREE IN LE	NUMBER OF CLASSES	FIELD TRAINING REQUIRED	NUMBER OF YEARS	YEAR STARTED	NUMBER ENROLLED <sup>a</sup> (FALL)				NUMBER OF GRADUATES <sup>a</sup> (SPRING)					ANNUAL LIMIT OF ENROLLMENT	PERCENT MINORITY	PERCENT WOMEN	PERCENT CURRENT LAW OFFICERS	DEGREES HELD					OCCUPATION OF PT INSTRUCTORS				
						1974	1975	1976	Total	1974	1975	1976	1977	Total					AA/AS	BA/BS	MA/MS	Law	None		PT	FT	TOTAL	
Hibbing	AA	3	No	2	1971	54	49	24	127	4	29	22	5	60	None	None	None	21%	-	-	-	1	-	0	1	1	-judge	
Mean									42					15														
Inver Hills	AA	12	Yes	2	1972	103	110	113	326	22	13	30	29	94	None	▲ <sup>b</sup>	23%	40%	-	1-	4-	2	-	1	6	7	-2 attorneys -1 Minneapolis P.D. -1 Corrections -1 Dir. BCA Lab -1 Training Officer	
Mean									109					24						BA	MA							
Lakewood	AA	7	No	2	1968	220	200	172	592	30	30	25	29	114	None	None	18%	17%	2-	3-	MA	2	-	1	7	8	-3 lieutenants -MPOTB -1 attorney -1 judge -1 Dir. BCA Lab	
Mean									197					29					ES	1-MS								
Mesabi	AA	6	No	2	1971	47	60	42	149	19	11	8	8	46	60	None	26%	7%	1-	1-	BA	MA	2	-	0	4	4	-1 probation officer -1 sociologist -1 attorney -1 judge
Mean									50					12														
Metropolitan	AA	6	No	2	1972	45	45	45	135	5	6	5	5	21	None	22%	50%	Majority.	1-	2-	BA	MA	3	-	1	5	6	-1 sociologist -1 attorney -1 sheriff -1 lieutenant
Mean									45					5														
Normandale	AA	9	Yes	2	1972	220	248	245	713	34	38	43	22	137	None	6%	33%	28%	-	-	2-MA	2	-	1	4	5	-1 sheriff -1 captain P.D. -MPOTB -1 attorney	
Mean									238					34						1-MS								
Northland	AA	6	No	2	1969	9	9	27	45	2	2	6	5	13	None	None	33%	None	-	-	-	1	1	0	2	2	-1 attorney -1 reg. Dir. of BCA	
Mean									15					4														
North Hennepin	AA	7	No	2	1968	244	275	259	778	35	36	35	16	122	None	None	22%	40%	-	2-	1-	1	-	0	4	4	-1 attorney -1 Chief of Police -1 Asst. Dir. of P.D. -1 sheriff	
Mean	AS								259					31						BA	MA							
Rochester	AA	6	No	2	1973	-	70	80	150	-	10	15	15	40	According to space available	None	13%	13%	1-	1-	1-	1	2	1	5	6	-1 attorney -1 Dep. sheriff -1 lieutenant -1 Dir. of Mental Health	
Mean														10					AA	BA	MA							
Willmar	AA	7	Yes	2	1969	70	65	55	190	11	19	15	15	60	None	▲ <sup>b</sup>	31%	▲ <sup>b</sup>	-	2-	2-	2	1	2	5	7	-2 attorneys -1 Chief of Police -1 retired FBI -1 housewife	
Mean									63					15						BA	MA							
TOTAL		69				1012	1131	1062	3205	162	194	204	149	709					1	10	18	17	4	7	43	50		
Mean						112	113	106	320	18	19	20	15	71														
Percentages																			2%	20%	36%	34%	8%	14%	86%			

<sup>a</sup> Whenever exact numbers were not available, estimates have been recorded. Estimates are those provided by each school.

<sup>b</sup> ▲ Insignificant percentage (2% or less).



in the metropolitan area. Of the remaining five, three are in northern Minnesota, one in west central and one in southern Minnesota (see Figure 4.1). Most of the programs are similar with only slight differences, so an attempt will be made to illustrate the basic two-year law enforcement program. Detailed information on each program can be found in Table 4.1.

The degree granted is an associate of arts degree. The community colleges had an average enrollment in law enforcement of 106 for fall of 1976, with the mean number of graduates being 14.9 in the spring of 1977. The annual mean number of graduates over the period 1974-1977 is 18.2 (the range of the annual mean number of graduates for this period is 14.9-20.4).

The median number of law enforcement classes offered per college is six with the range being three to twelve. The college which offers only three law enforcement classes is an exception and will be discussed later in this chapter. The ten classes listed in Table 4.2 are the most common in the community college law enforcement curricula. The college curricula are discussed in more detail in Chapter XI.

Four of the ten colleges include internship arrangements through their programs and generally a student can receive from six to twelve credits depending on the individual program. All the programs were started within five years of each other during the period 1968 to 1973.

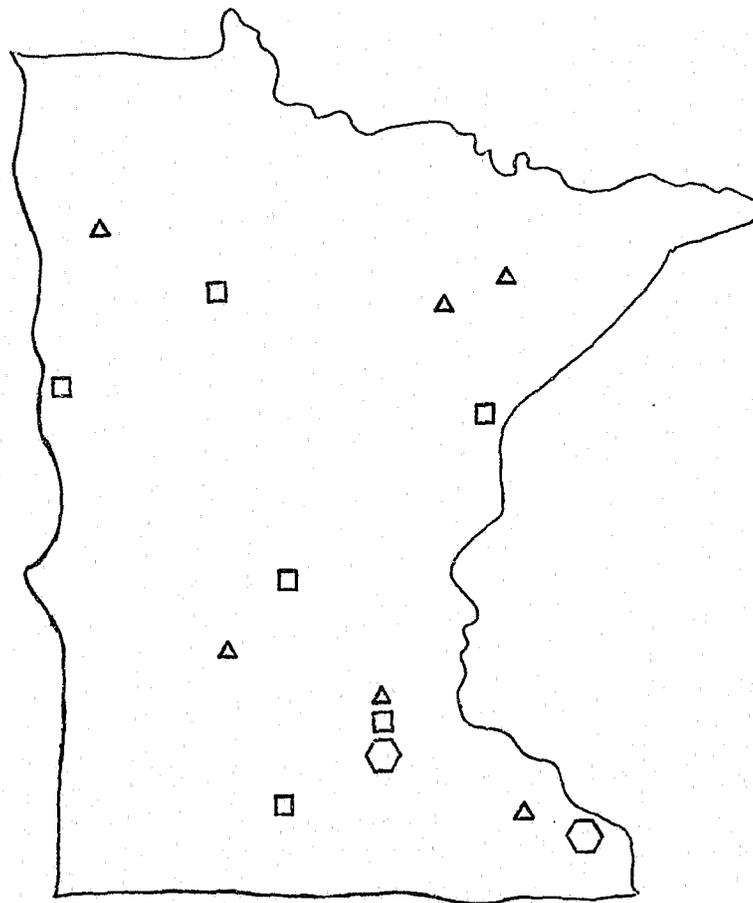
The community colleges generally have only one person who works full-time in law enforcement, usually as the coordinator. They draw their part-time staff from the criminal justice community in the surrounding area and occasionally from other community college staff members. The law enforcement programs have an average of five total staff members (including part-time).



**CONTINUED**

**1 OF 7**

FIGURE 4.1  
EDUCATIONAL INSTITUTIONS IN MINNESOTA  
WITH LAW ENFORCEMENT OR CRIMINAL JUSTICE PROGRAMS



- = State College/University
- △ = Community College
- ⬡ = Private College

The majority of the instructors, both full-time and part-time, have at least a master's degree or higher (Table 4.3).

<u>COURSE TITLE<sup>a</sup></u>	<u>NUMBER OF COLLEGES THAT OFFER THE COURSE</u>
Criminal Law	8
Police Administration and Organization	7
Criminal Evidence and Procedure	6
Introduction to Law Enforcement	5
Police Operations	4
Police Community Relations	4
Criminal Investigation	4
Criminal Behavior	4
Introduction to Criminal Justice	3
Introduction to Criminalistics	3

<sup>a</sup>Not all schools use the exact title given here. This list was achieved through matching of course content.

<u>NUMBER OF INSTRUCTORS</u>	<u>DEGREE HELD</u>
17	Law
18	MA/MS
10	BA/BS
1	AA
<u>4</u>	No Degree
TOTAL: 50	

<sup>a</sup>See Table 4.1 for occupation of part-time personnel.

The community colleges are funded primarily through state allocations. LEEP (Law Enforcement Education Program) funds also make up a part of the resources, especially in those schools with a high percentage of in-service personnel (see Table 4.1 for information on characteristics of students by school). The tuition for a student at a community college is \$11.50 per credit, which generally covers about one-third of the program costs. Since these schools are state operated, the instructors are paid on a state scale which has steps and columns of advancement. (This ranking applies only to full-time employees.) The lowest paid rank is step 0, column 1 at \$9,141 annually. The highest paid rank is step 12, column 4 at \$21,552 annually. The part-time instructors, which are 86% of the total number in law enforcement programs, generally receive \$200 per credit/quarter. Since the majority of the law enforcement courses are three credits (although a few are four), this amounts to approximately \$600 per class/quarter.

The only schools which seem to deviate from this basic program are Hibbing and Mesabi Community Colleges. They are unique in that they have initiated a cooperative program (they are only 26 miles apart). Both colleges offer the supporting behavioral science courses and the freshman year specialized sequence in law enforcement (Introduction to Criminal Justice, Crime and Delinquency, and Criminal Law). The sophomore year specialized sequence of law enforcement courses (Police Administration, Police Role in Delinquency Control, and Police Community Relations) are offered only by Mesabi Community College. These courses are scheduled in the evening to afford easy access to both Hibbing and Mesabi students.

Rochester Community College also varies somewhat from the other two-year programs in that its courses tend to be directed more towards training. Its program includes classes titled Police Records, Report Writing, and

## Traffic Law-Accident Investigation.

The University of Minnesota, General College offers college credit for completion of a certified training program from a police academy which can be applied toward an associate of arts degree although it is not part of the Community College system. The remaining credits needed to complete an A.A. degree may be earned by taking courses through the General College. General College also awards college credit for vocational-technical training in law enforcement, using a ratio of one credit earned for 30 clock hours.

### STATE UNIVERSITIES

Minnesota has five state universities that offer programs in the criminal justice field.<sup>1</sup> These are Bemidji State, Mankato State, Moorhead State, St. Cloud State and Metropolitan State. The University of Minnesota-Minneapolis campus and Duluth campus also offer criminal justice programs. Detailed information on the state university and University of Minnesota programs can be found in Table 4.4.

Since the state universities are all under the same auspices, their facilities and programs will be described accordingly, dealing mainly with the first four schools listed. Metropolitan State University runs a unique program, in which most students work full-time, set up their own programs, and work at their own speeds. Wherever possible, Metropolitan's statistics have been incorporated into Table 4.4.

All of the state university programs were started in the early 1970's. Bemidji and St. Cloud both grant bachelor's degrees in criminal justice and

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<sup>1</sup>Winona State University is beginning a criminal justice program during the fall of 1977. It has not been included in this discussion.

TABLE 4.4  
DATA ON UNIVERSITY LAW ENFORCEMENT/CRIMINAL JUSTICE PROGRAMS

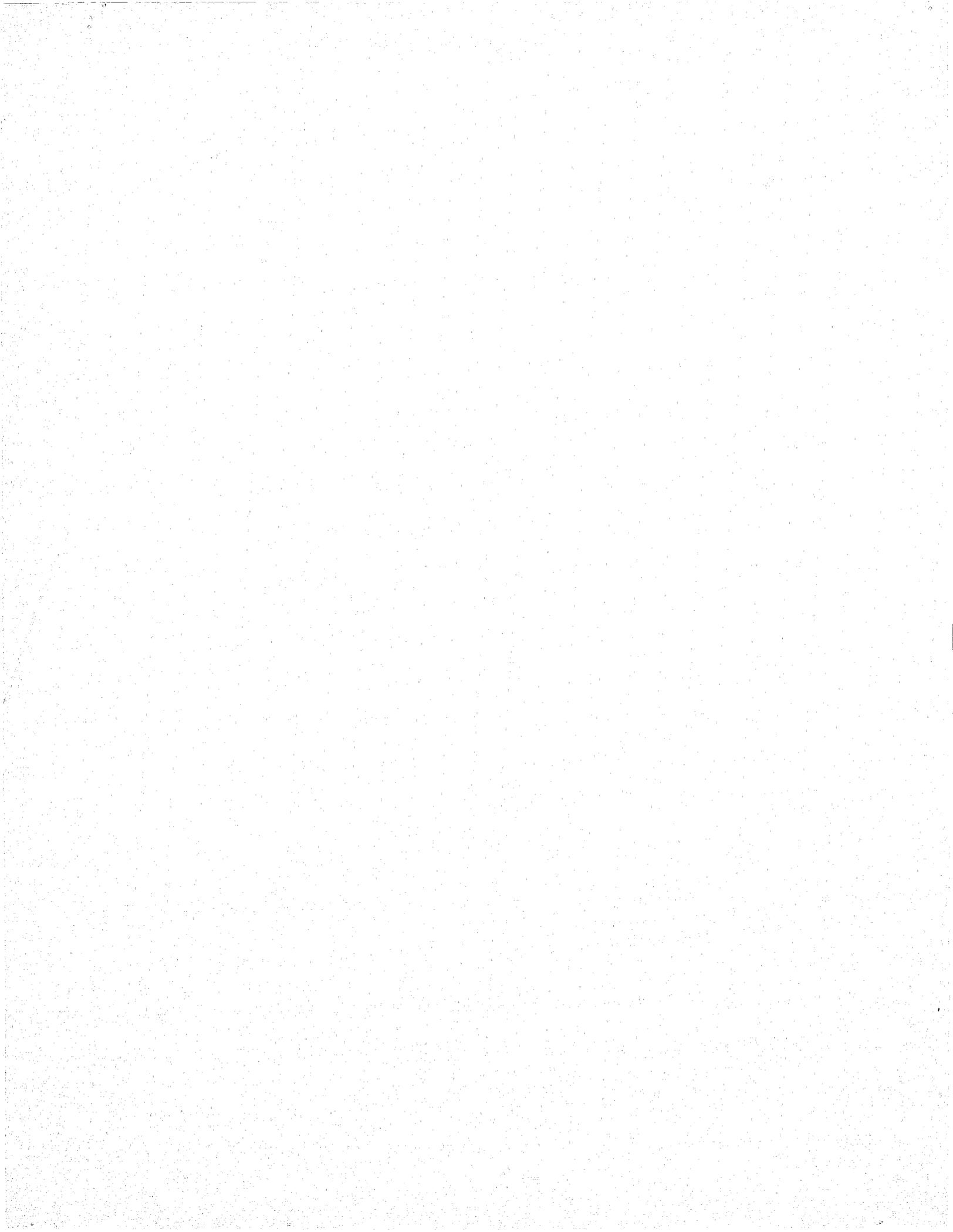
STATE UNIVERSITIES	PROGRAMS						STUDENTS								INSTRUCTORS							OCCUPATION OF PART-TIME INSTRUCTORS			
	DE- GREER	SUB- JECT	NUMBER OF CLASSES	FIELD TRAINING REQUIRED	NUMBER OF YEARS	YEAR STARTED	NUMBER ENROLLED <sup>a</sup> (FALL)				NUMBER OF GRADUATES <sup>a</sup> (SPRING)				ANNUAL LIMIT OF ENROLL- MENT	PERCENT MINOR- ITY	PER- CENT WOMEN	PERCENT CURRENT LAW OF- FIGERS	DEGREES HELD						
							1974	1975	1976	TOTAL	1974	1975	1976	TOTAL					BA/BS	MA/MS/ MD	PH.D./ LAW		FT	PT <sup>b</sup>	TOTAL
Benidji	AS BS	CJ CJ	10	No Yes	2 4	1972 1974	63	141	186	390	25	25	25	75	None	None	33%	▲ <sup>c</sup>	2-BA		4-Ph.D. 2-Law	4	5	9	-Region 8 Crime Commission -2 county attorneys -Chief of a Police Department -Highway Patrol
Mean									130				25												
Mankato	AS BS	LE LR	6	Yes Yes	2 4	1971	125	160	160	445	6	9	20	35	None	10%	20%	▲ <sup>c</sup>	2-BS	2-MA	2-Ph.D. 3-Law	2	7	9	-2 attorneys -2 Chiefs of Police Departments -Captain of Police Department -Lieutenant of Police Department
Mean									148				12												
Moorhead	BA <sup>d</sup>	CJ	8	No	4	1972	80	86	96	262	4	19	23	46	None	4%	36%	▲ <sup>c</sup>	1-MSW	6-Ph.D.		7	0	7	
Mean									87				15												
St. Cloud	BA	CJ	10	No	4	1973	100	260	300	660	10	20	55	85	According to space available	5%	40%	10%	12-MA	21-Ph.D.		4	2	6	-2 judges
Mean									220				28												
TOTALS							368	647	742	1757	45	73	123	241					4	15	38	17	14	31	
Mean							92	162	186	439	11	18	31	60								4	4	8	
Missing																								1	
U.of M. - Minneapolis	BA <sup>d</sup> MA	CJ CJ	17	No No	4 1-2	1969 1975	200	200	200	600	45	45	45	135	None None	▲ <sup>c</sup> ▲ <sup>c</sup>	33% 33%	10% 66%		1-MS 1-MD	9-Ph.D. 2-Law	11	2	13	-undersheriff -psychiatrist
Mean									200				45												
U.of M. - Duluth	BA <sup>d</sup>	CJ	9	Yes	4	1969	225	225	225	675	65	65	65	195	According to space available	10%	50%	25%		5-Ph.D.		4	1	5	-attorney
Mean									225				65												
TOTALS (In- cluding State Universities and U.of M.)							793	1072	1167	3032	155	183	233	571					4	17	54	59	17	76	
Mean							132	179	195	505	26	31	39	95											
Percentages																			5%	23%	72%	78%	22%		
Metropolitan	BA	CJ			4	1971			27	27			5	5	None	8%									

<sup>a</sup>Whenever exact numbers were not available, estimates have been recorded. Estimates are those provided by each school.

<sup>b</sup>Includes instructors outside the university; excludes faculty from other departments associated with the program. St. Cloud, for example, has an additional 27 university faculty associated with its program.

<sup>c</sup>▲ Insignificant percentage (2% or less).

<sup>d</sup>Degree granted through another field, specialization or concentration only in criminal justice.



Mankato offers a bachelor's degree in law enforcement. A student at Moorhead may specialize in criminal justice but the degree must be in one of the behavioral sciences. Bemidji and Mankato both offer a two-year associate degree as well. Bemidji also has an extension program with two neighboring community colleges. The instructors are from Bemidji and the degree is granted through the state university but the classes are held at both the community colleges and the university campus. Mankato and Bemidji are the only two universities of these four that require an internship or field training placement for their program.

The average number of students enrolled in the state university criminal justice classes is 439 with the mean number of graduates at 60 per year (see Table 4.4 for individual school statistics). The vast majority of students enrolled in these majors are pre-service as opposed to in-service personnel.

Of the instructors at state universities, 67.5% have either law degrees or Ph.D.'s in their respective fields. The breakdown of instructor qualifications is listed in Table 4.5, which includes both full-time and part-time instructors. For the list of occupations of part-time instructors see Table 4.4.

TABLE 4.5	
<u>INSTRUCTORS: STATE UNIVERSITIES</u>	
<u>NUMBER OF INSTRUCTORS</u>	<u>DEGREE HELD</u>
4	BA/BS
15	MA/MS/MSW
<u>38</u>	Ph.D./Law
TOTAL:	57
N =	58
Missing Data	1

Both the Minneapolis campus and the Duluth campus of the University of Minnesota offer criminal justice concentrations. A student at one of these schools generally majors in the social sciences, usually sociology or psychology. The Minneapolis campus grants a degree through the College of Liberal Arts called Bachelor of Elected Studies (BES). Through this degree students can create their own programs according to their future career needs. In this way a degree can be obtained in criminal justice instead of merely a concentration in the field. Data on the number of students choosing this route were not available.<sup>1</sup> The BES program completed a five-year experimental phase in the spring of 1976, and its future seems uncertain at this point. In the fall of 1976, the Minneapolis campus also started the only graduate program in criminal justice in this state. Enrollment was limited to only nine students.

Both of the specialization programs in Duluth and Minneapolis were started in 1969. The University of Minnesota-Minneapolis campus averages 45 graduates per year and Duluth averages 65 graduates per year. Both schools' average enrollment is approximately 200 (see Table 4.4).

Ten percent of the undergraduates on the Minneapolis campus and 66% of the graduate students are in-service. In Duluth, 25% of the students in the criminal justice program are in-service, and 50% of the total number are women. All the instructors, both full-time and part-time, in both universities hold either master's, doctor's, or law degrees (see Table 4.4).

A student enrolled in a state university pays \$10.25 per credit, while those enrolled at the University of Minnesota, on either campus, pay \$21.25

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<sup>1</sup>Apparently the university does not keep statistics on concentrations within this program.

per credit. The salary range for instructors and professors at state universities is provided in Table 4.6. The salary range for professors at the University of Minnesota is similar to that listed in the table.

TABLE 4.6	
<u>SALARIES: STATE UNIVERSITIES</u>	
<u>TITLE</u>	<u>SALARY RANGE</u>
Instructor	\$10,000-\$16,000
Assistant Professor	13,100- 19,700
Associate Professor	15,000- 22,300
Professor	18,200- 26,800

In analyzing the curricula of the various schools, it became apparent that there were problems of comparison. The interest was only in viewing those classes related to criminal justice and not the entire liberal arts education. Some programs were degree oriented while others were specialization oriented. For those educational institutions which grant degrees, only the required courses dealing with criminal justice were recorded. For those schools granting concentrations in criminal justice, record was kept of those classes which apply to criminal justice, regardless of the department under which they were listed. For the University of Minnesota-Minneapolis campus only those courses listed under the criminal justice studies department were listed. The course titles may not always be the same for every school but through matching of course content, groupings were achieved. The average number of criminal justice classes given at a four-year college in Minnesota is ten, with the University of Minnesota offering the most (seventeen), and Mankato State requiring the fewest (six).<sup>1</sup> The ten classes most prevalent among the universities are listed in Table 4.7. The curricula of the university programs are discussed again in Chapter XI.

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<sup>1</sup> Mankato offers ten but requires only six courses. Only required courses are listed in Table 4.4 for degree-granting programs.

TABLE 4.7	
CURRICULA: FOUR-YEAR UNIVERSITY PROGRAMS	
<u>TEN MOST COMMON COURSES<sup>a</sup></u>	
<u>COURSES</u>	<u>NUMBER OF UNIVER- SITIES THAT OFFER THE COURSE</u>
Criminal Law	6
Corrections	6
Introduction to Criminal Jus- tice or Law Enforcement	5
Criminology	4
Juveniles	3
Police Community Relations	3
Law Enforcement Administration	3
Courts	2
Criminal Investigation	2
Seminar: Criminal Justice	2

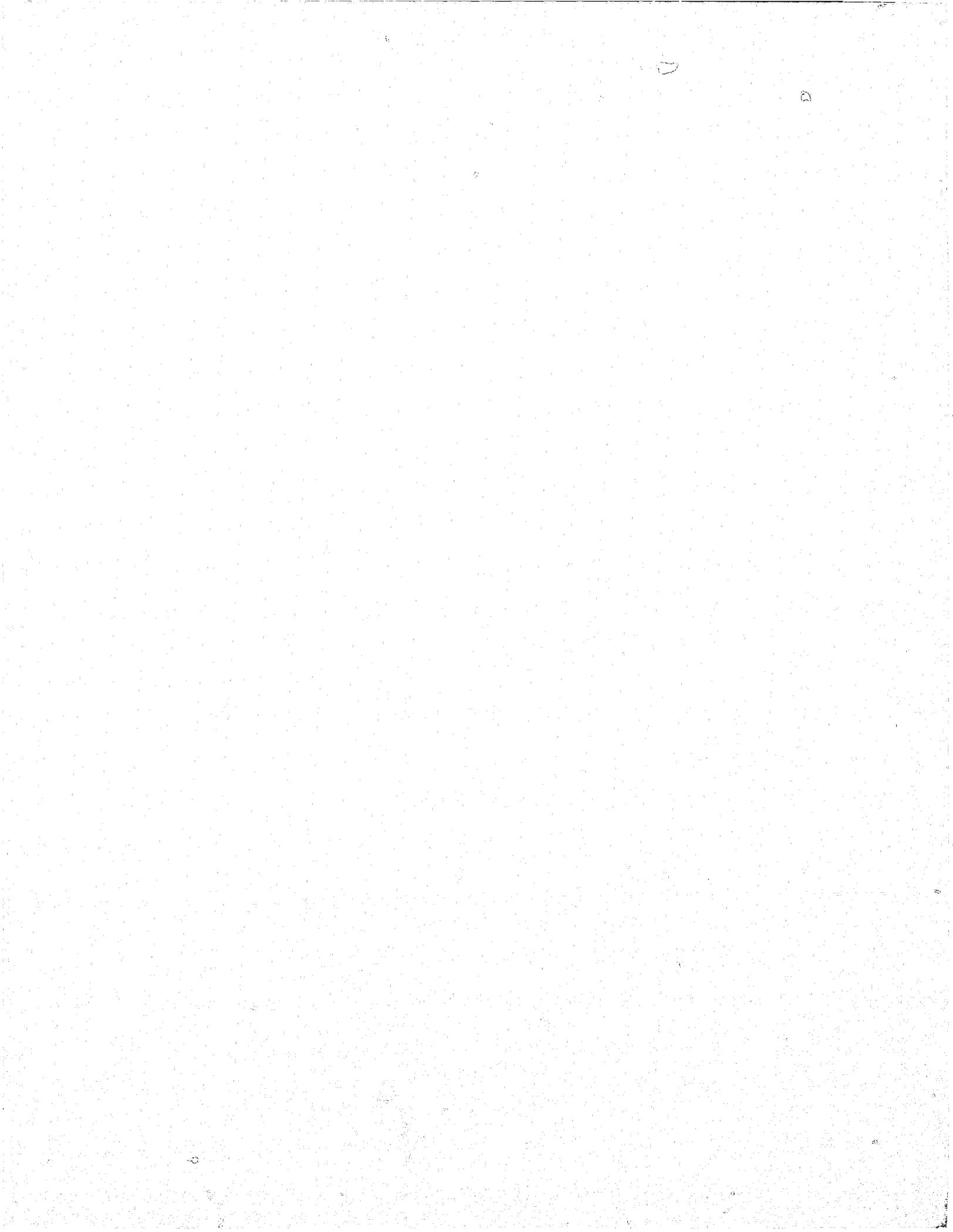
<sup>a</sup>See Chapter XI, Table 11.7 for complete list of classes.

#### PRIVATE COLLEGES

Four private colleges offer programs in criminal justice or law enforcement.<sup>1</sup> Detailed information on each program is included in Table 4.8.

St. Mary's College in Winona offers a bachelor of arts degree in sociology/anthropology in which a law enforcement core is available. The student who chooses this route receives a bachelor of arts degree. The student who completes the first two years at a community college in law enforcement and then goes on to St. Mary's to complete a four-year degree receives a bachelor of social science degree. The reason is that community college curricula frequently tend to be more technical than those of a four-year college.

<sup>1</sup>St. Benedict's College also has a criminal justice program. It has not been included in this study due to its structure which is determined on the basis of each student and his/her interest.





The program at St. Mary's is labeled "law enforcement," but seems to be predominately a criminal justice program. The courses they offer tend to be oriented toward the entire criminal justice system rather than simply law enforcement. This degree program started in 1970 and has about 18-20 people graduating per year. In the fall of 1976, St. Mary's had 40 people enrolled in the major. Their staff is composed of five full-time professors, one who has a JD, two with Ph.D.'s and two with master's degrees.

Instructors receive salaries ranging from \$1,100 to \$2,000 per class/quarter. Tuition for the students is \$77.00 per credit hour. This pays for approximately 55% of the cost of the instructors. St. Mary's students also receive LEEP funds although the number and the amount granted was unknown.

The College of St. Thomas started its program in the fall of 1976, and grants a bachelor of arts degree in criminal justice. This major is run through New College and therefore, courses are offered in night school. It is open to all students who may be interested in some aspect of criminal justice. However, it seems to emphasize education for the person who is presently working in the field of criminal justice. St. Thomas estimated 20 program enrollees for 1976-1977 and 80 by the year 1980. By 1980, they estimate fifteen graduates. Approximately 50% of the students currently enrolled are in-service personnel. This school also requires field training or an internship in order to graduate.

Their current staff consists of four full-time professors and three part-time. Over 71% of the staff have master's degrees or higher while 29% hold bachelor of arts degrees. One of the part-time instructors is employed with the Minnesota Board of Peace Officer Standards and Training

(MBPOST), one is a judge, and the remaining instructor works in the field of corrections at a state level. Salaries for these people approximately range between \$1,100-\$1,600 per course taught. Full-time staff are paid about \$15,000 per year. A student is estimated to pay approximately \$305.00 for tuition per course in criminal justice, with a course being equal to four semester hours.

Golden Valley Lutheran College started its program in the fall of 1976, also. It is a two-year associate degree program dealing with law enforcement rather than criminal justice. This is the only other private college which requires an internship in order to receive the degree. Golden Valley Lutheran's first enrollment for fall quarter, 1976, was 40 students. Of these, 40% were women, 2% or less were minority students, and there were no current law enforcement officers.

In the first year, Golden Valley Lutheran had two part-time instructors. One is a retired FBI agent and the other is a lieutenant in a local police department. One of them has a master's degree and the other one has a bachelor of arts degree. The instructors receive \$600.00 per course/quarter. The tuition is \$749.00 per quarter per student.

The other private educational institution which offers a degree in the criminal justice field is Antioch Community University. This school awards a bachelor's degree in what is known as Law and Justice which seems to include both criminal justice and law enforcement. It offers five courses in this area, each of which is three credits. Law and Justice is one of four major areas of study which make up the core curriculum for the bachelor's degree.

Students at Antioch tend to be older than students in other programs and come from the working public. Students may receive credits toward their

degrees for their life experiences. A maximum of 120 credits (half of the degree requirements) may be obtained through documenting past and present experiences, and future goals and directions. A student begins to write these documents in the fourth quarter of study, and they are usually done in conjunction with classroom work.

This program was started in 1969, and usually has about 40 students enrolled each year. Of the 40 students enrolled in the fall of 1976, the majority were black and 80% were working as law officers. Only one woman has graduated from the program since its inception. The average number of graduates per year in Law and Justice is two. Antioch limits its total enrollment to 300.

Antioch's staff is composed of five members, but they also have an adjunct faculty which varies in size from year to year. The salary of staff members is about \$400.00 per credit hour/quarter. Since most classes are three credits, this amounts to about \$1200.00/class/quarter. Tuition for students at Antioch is \$562.00 per quarter, or \$2,250.00 per year. Many kinds of grants and loans are available to the students, including LEEP funds.

#### THE STATUS OF COLLEGE/UNIVERSITY PROGRAMS AND GRADUATES

Minnesota Statute 626.851, Subd. 2, in the past allowed students who had graduated from a two-year or four-year law enforcement college program to be eligible for training at the BCA. But enrollment in this training course has been limited to 40 students unless an exigency exists. The maximum number of classes held per year has been nine, which means the maximum number of officers that could possibly be trained is 360 per year

(see Chapter II, Table 2.1 for the exact figures for the past three years). From the facilities and staff numbers available to the Training Section of the BCA, it was not possible to train all of the peace officers who applied, let alone eligible students. The Rules and Regulations of the Attorney General relating to attendance (#203) state: "c) eligible peace officers applying for enrollment in any certified training course shall receive priority acceptance." This is subject to change by the new Standards and Training Board. However, students up to now have not been enrolled in the basic police training courses due to a lack of room. So, for a student graduating with either an associate or a bachelor's degree to be trained through the BCA, he/she had to be hired first by a law enforcement agency. The agency would then send the student to a training course. This situation created problems since many agencies, especially in outstate Minnesota, have wanted to hire a person who had already been trained to avoid training costs.

According to the amended Peace Officer Training Law, academic law enforcement programs may now be certified as preparatory training programs. Graduates of certified colleges are then able to take a shortened police training course which includes the technical skills necessary for police work. Successful completion of this course enables graduates to be licensed for a career in law enforcement (see Figure 2.1 in Chapter II).

This law, in essence, encourages communities to hire licensed peace officers who have received their training through a certified college program. Since students pay for their own training, this eliminates any cost to the community and the agency does not lose the new officer for the eight-week training period as it would have in the past. Young people interested in

police work are more likely to be rewarded for attending a college program by getting jobs more easily.

Though not an education requirement, this arrangement can be seen as an educational incentive, and is a big step toward adopting the National Standards<sup>1</sup> for Minnesota (see Chapter VI for the complete list of Educational Standards, 15.1). The Minnesota Task Force on Criminal Justice Standards and Goals (October, 1975) had rejected the National Standard of requiring a college degree for employment. According to the Task Force if individual agencies wanted to increase the level of professionalism in their agency, they could provide incentives for in-service education and recruit from colleges or universities, but specific steps were left to the individual departments. The Peace Officer Training Law as amended in 1977 gives college students with training an advantage over those people who may be trained only after they have been hired. It thus provides a real incentive for higher education.

All of the colleges in the state of Minnesota with either a law enforcement or criminal justice program, with the exception of Metropolitan State University,<sup>2</sup> intend to apply for certification of their programs.<sup>3</sup> Representatives from the ten community colleges met with the members of the MPOTB in an attempt to establish learning objectives of the preparatory academic programs. These objectives will then be presented to the new Standards and

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<sup>1</sup>National Advisory Commission on Criminal Justice Standards and Goals, Police, January, 1973, 15.1 Educational Standards for the Selection of Police Personnel.

<sup>2</sup>Since Metropolitan State University primarily serves in-service students, this change in legislation does not affect its program greatly.

<sup>3</sup>The following information on the activities and intentions of the colleges and universities was received from staff of the MPOTB, summer, 1977.

Training Board with a recommendation of adoption from the old Board. Since a certified academic program is such a new and unknown aspect of police training, the members of the old Board felt the program should be developed in a cooperative effort between the MPOTB and those familiar with the present academic courses offered.

The objectives these two groups decided upon are listed below:

LEARNING OBJECTIVES FOR COLLEGE COURSES  
IN LAW ENFORCEMENT

ADMINISTRATION OF JUSTICE

History and Principles of Law Enforcement  
Administration of Justice

CRIMINAL LAW

Introduction to Criminal Law  
Constitution  
Arrest  
Probable Cause  
Search and Seizure  
Show-ups--Lineup  
Evidence  
Burden of Proof  
Confessions

HUMAN BEHAVIOR

Ethics  
Career Influences  
Stress  
Conflict  
Emotional Stability  
Attitude  
Abnormal People

CRIMINAL CODE

Elements of Crime	Dangerous Weapons
Burglary	Unlawful Assembly
Robbery	Damage to Property and Trespassing
Theft and Related Crimes	Narcotics and Controlled Sub-
Homicide	stances
Assault	
Sex Crimes	
Bribery	

## JURISDICTION OF STATE AND FEDERAL AGENCIES

Related Law Enforcement Agencies  
Corrections

## NOTE TAKING AND REPORT WRITING

Field Notes  
Report Writing

## COURTS

## CRIME PREVENTION AND COMMUNITY RELATIONS

There was some question as to whether first aid and physical training should be included in these programs or in the skills training course required of graduates. Though both these topics appear to be more closely allied to technical skills, the colleges have easy access to gymnasium facilities, and thus these topics could be included in the academic program. Also, there is a possibility that first aid will become a prerequisite to the training program (either the academic or skills course).

Representatives from the state universities (four-year schools) will be meeting late in the summer to discuss the learning objectives set forth by the joint efforts of the MPOTB and community college representatives. Though most of the four-year colleges have more general courses required for a criminal justice degree than that required for a law enforcement degree at a community college, they too want to be certified police training centers. They do not wish to lose students interested in becoming peace officers. Therefore, it is probable that a special program will be developed to include whatever criteria the new Standards and Training Board decides upon, and also make it possible for the student to receive an associate degree. Two of the four state universities already grant an associate of science degree, one in criminal justice and the other in law

enforcement. Bemidji and Mankato will have less to change since they already have two-year programs, but the rest of the universities, if they intend to be certified as academic programs, would have to develop similar programs. The Peace Officer Training Law does not state that the academic program must be two years of course work, but since the community colleges are all two-year programs, it would be beneficial for the state universities to have something comparable. Otherwise students in a four-year program would require that degree before entering the "skills training" course. The additional two years probably would decrease the number of participating students at the university level.

The State Board of Community Colleges is looking into the possibility of beginning a pilot project handled through Metropolitan Community College. This program will attempt to incorporate all necessary requirements as set forth by the new Board so that graduates will be licensed with no additional training needed. In other words, this school will attempt to duplicate all topics covered in the BCA mandatory basic training course of 280 hours, as well as additional educational courses necessary to receive an associate degree. This can be done in one of two ways:

- 1) Have five quarters of academic work, then provide the skills training course (which the BCA Training Section believes will be four weeks or less in length), or

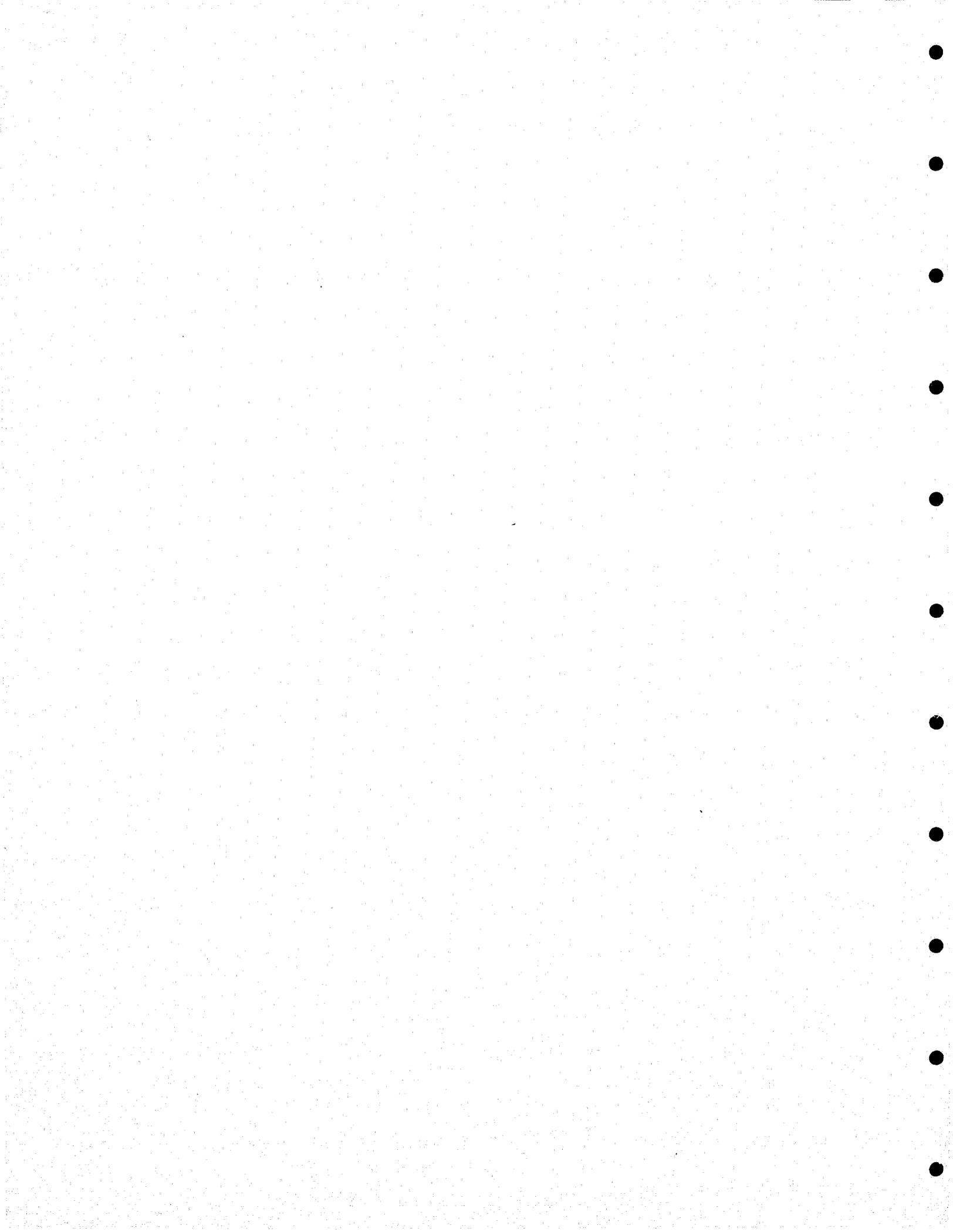
- 2) Create a program similar to the two vocational-technical institutes which provides law enforcement training and academic courses combined.

Presently, the BCA is the only training center that will provide the skills training course. There may be others in the near future, but at this point students will be required to receive this technical skills training through the BCA.

In summary, prior to 1977, college students had difficulty obtaining mandatory training and were at a hiring disadvantage. The 1977 legislation better integrates the college programs into the state's training delivery system. The academic programs may be certified. Graduates of these certified programs may then attend a short skills course, successful completion of which makes one eligible for licensing and employment. The BCA may offer the skills course or it is possible that the academic programs may seek certification for that as well. Many details need to be worked out (e.g., content of the academic programs, content of the skills course, locations and conduct of skills course) but for the first time, academic law enforcement programs are an integral part of Minnesota's training delivery system.

CHAPTER V

SUMMARY OF MINNESOTA'S TRAINING DELIVERY SYSTEM



## TRAINING DELIVERY BEFORE 1977

A number of agencies and institutions have been involved in the training and education of Minnesota's peace officers. Until the passage of 1977 training legislation all new peace officers except those in communities less than 1,000 were required to attend a basic training program (minimum of eight weeks) within the first 12 months of employment. Minneapolis Police Department, St. Paul Police Department and the Minnesota State Patrol have offered courses for their own personnel to meet this requirement. These basic programs are described briefly in Chapter II. The Bureau of Criminal Apprehension (BCA) has offered the minimum 280-hour course in the metro area for all other recruits.

The vo-tech programs (Chapter III) and college programs (Chapter IV) were not a coherent part of this system. Alexandria Vocational-Technical Institute began a law enforcement program in 1967 which, according to its director, was not initially meant to be an alternative to the minimum BCA course. However, agencies hiring Alexandria graduates were desirous of obtaining certification of these students, who already had two years of vo-tech training, to avoid the costs of additional BCA training. Although Alexandria sought certification of its programs and did not receive it, special provisions have been made for its graduates. For the fiscal years 1973-76 Alexandria students were permitted into the BCA classes prior to employment; in 1976 a special shortened BCA class was offered at Alexandria; and in 1977 a temporary "provisional certification" was granted to the two

vo-tech programs in existence (Hibbing began a program in 1975) so that graduates could be certified if they passed BCA exams. All of these provisions were ad hoc and the Alexandria and newer Hibbing programs never had a clearly defined role in the delivery of peace officer training.

College programs were in a similar ambiguous position. As noted in Chapter IV, most programs were initiated to provide in-service education, but increasingly they have been educating pre-service students. College administrators obtained legislation in 1974 to allow pre-service college graduates to attend BCA classes so that vo-tech and college graduates would receive equal treatment. Lack of space in BCA classes and the priority for hired officers meant that in fact few college students could obtain the mandatory training prior to employment. Some have felt that college education should be encouraged, but arrangements prior to 1977 provided few incentives for pursuing a college route to a law enforcement career.

Chapter III and Chapter IV indicated the number of vo-tech and college programs and the number of students involved in these programs. Special legislation was passed to help graduates of these programs obtain mandatory training, but resource limitations of the BCA reduced the ability to put the provisions into effect. The role that the vo-tech and college programs were to play in the overall training delivery system was not clearly defined either for program administrators or prospective peace officers.

#### THE CURRENT TRAINING DELIVERY SYSTEM

Amendments to the peace officer training law (Spring, 1977) help to integrate the vo-tech and college law enforcement programs into the state's

training delivery system. Now three types of programs are to be certified by the Minnesota Board of Peace Officer Standards and Training. First, agencies conducting the regular mandatory basic course must be certified. Successful completion of this course makes one eligible to be licensed. Second, academic law enforcement programs approved by the Minnesota State Department of Education or an accredited institution must be certified for their graduates to be eligible to attend mandatory training. Third, a shortened skills course designed for graduates of the academic programs must be certified. Successful completion of the academic program and of the shortened skills course enables one to be licensed as a peace officer.

Three routes to a law enforcement career are possible. These are summarized in Figure 2.1 on page 28. First, one can be hired by an agency and then sent to mandatory training as has been done in the past. Second, one can attend an academic law enforcement program and then a shortened skills course. Such a graduate enters the job market already trained and licensed. Third, if the vo-tech programs are certified for the mandatory basic training course rather than for the academic program, a vo-tech graduate would be trained and licensed and available for employment. Presumably employers will find recruits who have completed required training desirable, and hence the academic route and certified vo-tech training route are likely to be encouraged. In any case explicit provisions are made for academic programs which are now an integral part of the training delivery system.

#### REMAINING AMBIGUITIES AND PROBLEMS

Many details of the new training delivery system need to be worked out. Some ambiguities and some problems remain and these are discussed below in terms of the regular mandatory program, the vo-tech programs, and the college

programs.

#### REGULAR MANDATORY BASIC TRAINING PROGRAM

Presumably agencies conducting the mandatory basic course now will continue to do so. Minneapolis, St. Paul and the State Patrol will probably continue to train their own personnel<sup>1</sup> and the BCA will probably continue to train employed peace officers who have not attended a certified academic program.

However, there are some questions regarding the future of these programs:

1. Will the BCA provide mandatory basic training for officers without certified vo-tech or college education?

2. Will the mandatory course continue to be offered only in the Twin Cities metropolitan area? Legislation states that the skills course be offered regionally, but the location of regular mandatory training is not specified.

3. How frequently will courses be offered and within what time period must officers be trained? The 1977 legislation omits reference to when training must occur. Will fewer, less frequent courses mean that officers will be employed for a longer time period prior to training?

4. How long will the regular mandatory course be? The new Training Board must decide whether to continue the Attorney General rule requiring a minimum of 280-hours or whether to change the minimum course length.

#### VO-TECH LAW ENFORCEMENT PROGRAMS

The possible position of the vo-tech programs is most ambiguous since

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<sup>1</sup>If these agencies recruit academic graduates with skills training, their courses might be shortened or altered.

they provide academic courses, yet are skills oriented. The major question concerning vo-techs then is:

1. Will the vo-techs seek certification as a mandatory basic training program or as an academic program?

Since the two existing programs have received temporary "provisional certification" as mandatory basic training programs, one would presume they will follow this route in the future, but to seek certification as academic programs is feasible under current legislation. An additional question regarding the vo-techs is:

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

#### COLLEGE LAW ENFORCEMENT/CRIMINAL JUSTICE PROGRAMS

The primary question regarding the academic programs is whether all the two-year and four-year state and private programs will seek certification from the Board. Presumably most, if not all, will do so. In addition, the length and content of a certified academic program needs to be clarified.

Many details regarding the shortened skills class are not yet clarified:

1. Who will offer the course? Will the BCA continue to provide the training past the transition period or will the institutions offering the academic programs attempt to offer the skills course?

2. Where will the skills course be offered? Legislation states that the course is to be offered regionally, but if the BCA provides the training

can it offer classes outstate?

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

4. How long will the shortened class be? Its length is now estimated at four weeks but will this training be sufficient?

One final question that might be asked is whether the academic programs would ever seek certification as the mandatory training program. Traditionally the colleges in Minnesota have wanted to emphasize education and keep training separate from their programs. As skills training becomes appended to the academic program it might be possible that this orientation would diminish. The proposed pilot project at Metropolitan Community College being conducted by the community college system (see Chapter IV) seems "training-oriented" but given the academic orientation of the college programs in the past, the possibility of their seeking training certification will not be considered as a viable option in the near future.

#### SUMMARY

Legislation passed in 1977 has changed considerably the Minnesota Peace Officer training delivery system. Paths to a law enforcement career are more clearly defined and academic programs are a more integral part of the system. The next section of this report evaluates the delivery of training from several perspectives and will point to some remaining problems.

SECTION B

EVALUATION OF TRAINING DELIVERY

CHAPTER VI

MINNESOTA PEACE OFFICER TRAINING AND EDUCATION IN  
COMPARISON TO NATIONAL STANDARDS AND GOALS

## INTRODUCTION

This chapter provides a comparison of the current state of Minnesota police training and education to 1) national standards and goals, and 2) the Minnesota Task Force recommendations. The purpose of the comparison is to highlight some possible strengths and weaknesses of Minnesota police training; in particular, to point to areas that seem to have been neglected to date and seem to be in need of increased attention. While some of the National Standards deal with the training content, most are related to training delivery and, hence, the comparisons are included in this section.

### THE NATIONAL ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS AND GOALS

In 1971, the Administrator of LEAA, Jerris Leonard, appointed the National Advisory Commission on Criminal Justice Standards and Goals (NAC). The Commission was to formulate national criminal justice standards for crime reduction and prevention. The Commission represented state and local governments, industry, and citizen groups. Commissioners were chosen in part for their criminal justice experience.

The Police Task Force of this Commission concentrated on recommendations to improve police services. According to their report:

The members of the Police Task Force were selected for demonstrated ability in their particular field and, more significantly, for their working knowledge of various aspects of the police function in America. Most are criminal justice practitioners. Each has and will continue to have an impact upon the police function in his locality. Each brought to the Task Force the will to discover and propose workable solutions to problems too

long discussed in the abstract.

In order to develop guidelines that would measure progress in the criminal justice system in the 1970's, the Police Task Force brought together a research staff of police officers selected from police agencies throughout the United States.

Their research was directed toward gathering material describing existing practices in the police service. They were able to evaluate the many programs and methods used by agencies throughout the nation. They studied the unpublicized problems of many of the programs . . .

In almost every instance, the proposed standards were based upon successful models which were operational in other agencies. In only rare instances did the Task Force propose untested or unproven standards.<sup>1</sup>

The Report on Police contains the final recommendations of the Police Task Force and the full Commission. State and local governments were to use the recommendations, like the other criminal justice standards and goals, to evaluate the status of their criminal justice systems and were to implement those that were deemed appropriate for the state.

This chapter includes the recommendations from the Report on Police that relate to training and education. They provide one perspective from which to evaluate the current status of police training and education in Minnesota, although one should not presume that all of the NAC standards are necessarily correct or appropriate for Minnesota. Conclusions on training needs drawn from these comparisons must be supplemented with additional evidence. In following chapters other analyses that support points based on the NAC comparisons are emphasized.

#### THE MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS

The Minnesota Task Force on Criminal Justice Standards and Goals followed

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<sup>1</sup>The National Advisory Commission on Criminal Justice Standards and Goals, Report on Police, Washington, D.C.: January, 1973, p. 2.

directly from the National Advisory Commission. LEAA did not require that states adopt the national recommendations but did require that they assess the applicability of the national standards and develop local standards and goals for each state. As a result, the chairman of the Governor's Commission on Crime Prevention and Control appointed a 36 member task force in September, 1974, to review the national recommendations and to assess their applicability to Minnesota. The Task Force was selected to represent state and local law enforcement agencies, the court system, correctional personnel, elected bodies, and citizens' groups, as well as various regions, metropolitan and rural areas. It conducted numerous public hearings and subcommittee meetings to obtain maximum information and viewpoints throughout the state. According to the Task Force's report, the National Advisory Commission developed approximately 500 standards of which the Minnesota Task Force reviewed approximately 445 and incorporated nearly 175 into final recommendations. The Report and Recommendations of the Minnesota Task Force thus represents the view of the state's criminal justice system as to which NAC standards are applicable to Minnesota. Certainly differences of opinion exist among criminal justice personnel, but the Report and Recommendations is our most informed assessment of what standards are appropriate for Minnesota.<sup>1</sup>

It will become apparent in later discussions, however, that the Minnesota Task Force did not address a large number of standards relating to police training and education. As the report states:

A great many of the NAC Police standards are very specific and short of a department-by-department analysis, it is difficult to provide an accurate assessment of the degree to which Minnesota law

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<sup>1</sup>Minnesota Task Force on Criminal Justice Standards and Goals, Report and Recommendations, October, 1975, pp. 1-3.

enforcement agencies operate as recommended by the NAC.<sup>1</sup>

Moreover, given agency variation in size, needs, resources, etc., it is often impossible to formulate statewide standards. The areas which the Task Force did address explicitly are: coordinated criminal justice training, the evaluation of police training needs, educational incentives, and the separation of police training from educational institutions. The Task Force recommended the NAC Report on Police as a resource for all Minnesota agencies, even though it did not address all the standards and rejected a few.

The remainder of this chapter contains a comparison of the current status of Minnesota police training and education to the NAC standards. The Minnesota Task Force position is included to indicate the position of Minnesota's criminal justice personnel on the applicability of the standards to Minnesota. In addition, the position of the Minnesota Peace Officer Training Board (renamed The Minnesota Board of Peace Officer Standards and Training as of July 1, 1977) and the Bureau of Criminal Apprehension (BCA) Training Section is mentioned, since the Task Force does not address many standards, and since these two bodies are the most involved in peace officer training in Minnesota.<sup>2</sup>

A section is devoted to each standard and contains three types of information. First the NAC Standard is discussed and compared to Minnesota; second

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<sup>1</sup>Minnesota Task Force on Criminal Justice Standards and Goals, Report and Recommendations, October, 1975, p. 4.

<sup>2</sup>The opinions of full-time basic BCA trainers has been ascertained through discussions and questionnaires. Their positions are reported in more detail in Chapter VII. The position of the Board on a number of issues can be found in Minnesota Peace Officer Training Board, Police: A Report on Minnesota's Peace Officer Training through June 30, 1974, 1974, and Police: A Report on Minnesota's Peace Officer Training through June 30, 1976, 1976. The new Board was not created in time to be interviewed systematically for this report.

apparent training and educational needs in Minnesota are identified, based on the national standards that Minnesota fails to meet but are recognized as appropriate for the state; third, a detailed table specifies the full NAC Standard, The Minnesota Task Force position and the situation in Minnesota as of September, 1977. No effort is made at this point to establish priorities among the apparent needs, since additional evidence from following chapters is necessary.

#### TRAINING STANDARDS

##### NATIONAL STANDARD 16.1 - "STATE LEGISLATION AND FISCAL ASSISTANCE FOR POLICE TRAINING."

The National Standard recommends the creation of a state commission for police training, that all officers (i.e., no exemptions) be trained prior to the exercise of authority, and that agencies be reimbursed for the costs of training their officers,

Minnesota conforms to the NAC standards in having a state commission (previously the MPOTB and now The Board of Peace Officer Standards and Training) administer training of police personnel. Although its composition varies somewhat from national recommendations, it does perform most of the recommended tasks, such as developing minimum curricular requirements, certifying centers and instructors, and licensing trainees who successfully complete training.

Minnesota fails to meet standards of this section in that:

- 1) training is not mandatory
  - a) in communities less than 1,000 population, nor
  - b) prior to the exercise of authority. (Before 1977, training must have occurred within 12 months of employment.)

TABLE 6.1

## COMPARISON OF NATIONAL STANDARD 16.1 TO THE POSITION OF THE MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1973, AND ACTUAL SITUATION IN MINNESOTA, SEPTEMBER, 1977

NATIONAL STANDARDS	TASK FORCE		MINNESOTA, SEPTEMBER, 1977	
	Recommendation <sup>a</sup>	Comments	Statute/Regulation <sup>b</sup>	Practice <sup>a</sup> Comments
16.1 STATE LEGISLATION AND FISCAL ASSISTANCE FOR POLICE TRAINING				
1. Every state should enact legislation that mandates minimum basic training for every sworn police employee prior to the exercise of authority of his position.	0	Although not addressed by the Task Force, the Board recommended an end to the small community exemption. Consensus of the Board and BCA trainers is that training should occur before exercise of authority.	-	- Officers in communities of less than 1,000 exempt. Prior to 1977 legislation, training occurred within first 12 months of employment (626.846). The 1977 legislation omits reference to 12 months but does not require immediate training.
2. Every state should enact legislation establishing a state commission to develop and administer state standards for the training of police personnel. The majority should be from the criminal justice education and training centers. The state should provide sufficient funds to enable this commission to meet periodically and to employ a full-time staff large enough to carry out the basic duties deemed necessary, this commission should:	+	Recommends pursuing goal of establishing a state-wide criminal justice training board, assuming functions of current law enforcement, courts, and corrections training programs, and expanding and improving upon them (p. 23).	+	Such a commission exists, but the Board is not required to include other criminal justice, governmental or educational representatives. (626.841, 626.842).
a. Develop minimum curriculum requirements for mandated training for police;	0	Specific tasks of board not addressed.	+	(626.843b)
b. Certify police training centers and institutions that provide training that meets the requirements of the state's police training standards;	0		+	(626.843a; 626.845a,b; Atty. Gen. Rule 205)
c. Establish minimum police instructor qualifications and certify individuals to act as police instructors;	0		+	(626.843c; 626.845c; Atty. Gen. Rule 204a, b,c)
d. Inspect and evaluate all police training programs to insure compliance with the state's police training standards;	0		+	Additional tasks of Board found in 626.843, subd. 3b.
e. Provide a consulting service for police training and education centers; and	0		-	-
f. Administer and financial support for police training and education.	0		-	Atty. Gen. Rule 210 enables Board to reimburse local units subject to availability of funds.
3. Every state should reimburse every police agency 100 percent of the salary or provide appropriate state financed incentives for every police employee's satisfactory completion of any state mandated and approved police training program.	0		+	626.852; 626.853a,b; specify local units of government are responsible for reimbursement and incentives. See Atty. Gen. Rule 210 above. However, reimbursement is only about 50 percent of costs.
4. Every state, through the police training body, should by 1978 certify as qualified to exercise police authority every sworn police employee who satisfactorily completes the state basic police training and meets other entrance requirements.	0		+	(626.845d; Atty. Gen. Rule 206 a-f.)

<sup>a</sup>0 = National Standard not addressed; - = National Standard rejected or not in practice; + = National Standard accepted or in practice.

<sup>b</sup>Contained in either Minnesota Peace Officer Training Law (Minn. Stats. 626.481 - 626.854 as amended) or in Attorney General Rules and Regulations. As of July 1, 1977, the new Board of Peace Officer Standards and Training may resolve to continue the Attorney General Rules and Regulations. At the time of this writing the rules have the force of law although the Board may change them.

Legislation of 1977 omits reference to when training should occur, but an officer can be in a temporary or probationary position prior to training and exercise full authority.)

- 2) the state does not reimburse agencies 100% of salary. The Board does have a reimbursement program. Available funds vary yearly, but reimbursement is not more than about 50% of trainee costs. Additional costs must be borne by local jurisdictions.

The Minnesota Task Force had little to say on these standards, even the ones which the state fails to meet. It encouraged the creation of a criminal justice training board, rather than a separate peace officer training board. The Task Force made no recommendations on the mandatory training, but the consensus of the Board and BCA trainers is that the small community exemption should be eliminated and that training should occur prior to the exercise of authority.<sup>1</sup>

#### Training Needs

This comparison points to the tentative identification of the following training needs in order to meet the NAC standards:

1. Mandatory training for all peace officers;
2. Training prior to the exercise of authority; and
3. Expansion of coverage of the reimbursement program.

#### NATIONAL STANDARD 16.2 - "PROGRAM DEVELOPMENT."

The national standards proposed in this section aim to ensure that police training is job-related, that course performance is validly assessed, and that training meets the needs of participating agencies. Although Minnesota often fails to meet these standards, the ideals are widely accepted. The Minnesota

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<sup>1</sup>For sources see footnote on page 90.

TABLE 6.2

## COMPARISON OF NATIONAL STANDARD 16.2 TO THE POSITION OF THE MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975, AND ACTUAL SITUATION IN MINNESOTA, SEPTEMBER, 1977

NATIONAL STANDARDS	TASK FORCE		MINNESOTA, SEPTEMBER, 1977		
	Recommendation <sup>a</sup>	Comments	Statute/Regulation <sup>b</sup>	Practice <sup>a</sup>	Comments
<b>16.2 PROGRAM DEVELOPMENT</b>					
1. Every police training academy should insure that the duration and content of its training programs cover the subject every police employee needs to learn to perform acceptably the tasks he will be assigned.	0	Address the validation of selection criteria, but not of training.	-	-	Goal of this Evaluation.
2. Every police training academy should define specific courses according to the performance objective of the course and should specify what the trainee must do to demonstrate achievement of the performance objective.	0		-	-	Undetermined. Spring, 1977, the Board was considering establishing performance objectives.
3. Every police training academy serving more than one police agency should enable the police chief executives of participating agencies to choose for their personnel elective subjects in addition to the minimum mandated training.	0		-	-	
4. Every police training academy should insure that its training programs satisfy State standards for police training as well as meet the needs of participating police agencies and that its training is timely and effective. These measures should at least include:	+	Advise the Board and BCA to evaluate the comprehensive training needs of Minnesota.	-	-	626.845e,g,h provide for some review of training programs but are not as explicit as the national standard.
a. Regular review and evaluation of all training programs by an advisory body composed of police practitioners from participating agencies;			-	-	This evaluation provides recommendations and in practice BCA attempts to provide these reviews for its courses.
b. Periodic field observation of the operations of participating police agencies by the training staff; and			-	+	
c. Continual critique of training programs through feedback from police employees who have completed the training programs and have subsequently utilized that training in field operations and from their field supervisors.			-	+	
<sup>a</sup> 0 = National Standard not addressed; - = National Standard rejected or not in practice; + = National Standard accepted or in practice.					
<sup>b</sup> Contained in either Minnesota Peace Officer Training Law (Minn. Stats. 626.481 - 626.854 as amended) or in Attorney General Rules and Regulations. As of July 1, 1977, the new Board of Peace Officer Standards and Training may resolve to continue the Attorney General Rules and Regulations. At the time of this writing the rules have the force of law although the Board may change them.					

Task Force proposed a comprehensive evaluation of training needs, part of which constitutes this report. Section C and parts of Section D deal with these questions.

In the past, the BCA training section has attempted to evaluate its training through periodic field observations, follow-ups of trainees, etc., and has altered its course content in response to this feedback. Scarce resources, rather than unwillingness, have limited evaluation efforts in the past. BCA trainers also voice willingness to provide modular courses, electives, etc., to meet the needs of various agencies. Again, however, limited resources have hindered development of such flexible programs.

#### Training Needs

This comparison points to the tentative identification of the following training needs in order to meet the NAC standards:

1. Elective subjects, from which police executives can choose for their personnel, in addition to the mandatory training;
2. On-going and/or periodic evaluation of the training content and testing conducted by certified police training centers.

#### NATIONAL STANDARD 16.3 - "PREPARATORY TRAINING."

Minnesota generally fails to meet the standards proposed by the NAC on preparatory training. First, Minnesota's mandatory basic training is 280 hours rather than the recommended 400 hours, although some certified centers do offer longer courses (e.g., Minneapolis, St. Paul, State Patrol). The consensus of BCA trainers is that basic training should be longer, and the Board has supported the 400-hour recommendation.<sup>1</sup> However, a longer course currently is not feasible. BCA could not offer a significantly longer course

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<sup>1</sup>For sources see footnote on page 90.

TABLE 6.3  
 COMPARISON OF NATIONAL STANDARD 16.3 TO THE POSITION OF THE MINNESOTA TASK FORCE ON CRIMINAL JUSTICE  
 STANDARDS AND GOALS, OCTOBER, 1975, AND ACTUAL SITUATION IN MINNESOTA, SEPTEMBER, 1977

NATIONAL STANDARDS	TASK FORCE		MINNESOTA, SEPTEMBER, 1977	
	Recommendation <sup>a</sup>	Comments	Statute/Regulation <sup>b</sup>	Practice <sup>c</sup>
<b>16.3 PREPARATORY TRAINING</b>				
1. Every state should require that every sworn police employee satisfactorily complete a minimum of 400 hours of basic police training. In addition to traditional basic police subjects, this training should include:	0		-	-
a. Instruction in law, psychology, and sociology specifically related to interpersonal communication, the police role, and the community the police employee will serve.	0	Recommends separation of training and academic education; education should not include training; not stated whether training should not include education.	+	+
b. Assigned activities away from the training academy to enable the employee to gain specific insight in the community, criminal justice system, and local government;	0		-	-
c. Remedial training for individuals who are deficient in their training performance but who in the opinion of the training staff and employing agency, demonstrate potential for satisfactory performance; and	0		-	+
d. Additional training by the employing agency in its policies and procedures, if basic police training is not administered by that agency.	0		-	-
2. During the first year of employment with a police agency, and in addition to the minimum basic police training, every police agency should provide full time sworn police employees with additional formal training, coached field training, and supervised field experience through methods that include at least:	0		-	-
a. A minimum of four months of field training with a sworn police employee who has been certified as a training coach;	0		-	-
b. Rotation in field assignments to expose the employee to varying operational and community experiences;	0		-	-
c. Documentation of employee performance in specific field experiences to assist in evaluating the employee and to provide feedback on training program effectiveness;	0		-	-
d. Self-paced training material, such as correspondence courses, to assist the employee in acquiring additional job knowledge and in preparing for subsequent formal training;	0		-	-
e. Periodic meetings between the coach, the employee, and the training academy staff to identify additional training needs and to provide feedback on training program effectiveness; and	0		-	-
f. A minimum of 2 weeks additional training at the training academy six months after completion of basic training and again after one year's employment in field duties.	0		-	-
3. Every police agency should provide every sworn police employee with sufficient training to enable him to perform satisfactorily his specific assignment and to provide him with a general knowledge of the police role and the organization of the public agency.	0	Task force does not discuss training by agency; only educational incentives by departments.	-	-
4. Every police agency should provide every police employee newly assigned to a specialized task the specific training he needs to enable him to perform the task acceptably.	0	Task force does not discuss training by agency; only educational incentives by departments.	-	-
5. Every police agency should provide sufficient training to enable every newly promoted employee to perform the intended assignment satisfactorily.	0	Task force does not discuss training by agency; only educational incentives by departments.	-	-
<sup>a</sup> 0 = National Standard not addressed; - = National Standard rejected or not in practice; + = National Standard accepted or in practice. <sup>b</sup> Contained in either Minnesota Peace Officer Training Law (Minn. Stats. 626.481 - 626.854 as amended) or in Attorney General Rules and Regulations. As of July 1, 1977, the new Board of Peace Officer Standards and Training may resolve to continue the Attorney General Rules and Regulations. At the time of this writing the rules have the force of law although the Board may change them.				

without reducing the number of officers trained, but student capacity already excludes a number of people who want to or should be trained. Even with BCA's eight or nine annual classes of approximately 40 students each, all police officers required by law to be trained are not. In addition to this backlog, a number of Minnesota's vo-tech and community college graduates not yet employed were unable to attend BCA training since most spots were filled by employed law enforcement personnel. Provision of a short skills course for these students (1977 legislation) is designed to solve this problem.

Most of the national recommendations in this section apply to individual agencies. Therefore, it is difficult, first, to assess the extent to which standards are met in Minnesota; and, second, to mandate the standards for agencies which are too small or lack resources to carry them out. The thrust of the standards is that each agency provide sufficient training beyond the mandatory 400 hours to prepare officers for tasks of the particular agency. An important part of the training recommended by the NAC is a period of formal field training within the agency during the first year of employment.

Many agencies in Minnesota do provide their own training, including some period of field training. However, given current resources, 1) the BCA has been unable to incorporate field experience into their mandatory basic course; and, 2) the bulk of Minnesota's smaller agencies lack financial resources and manpower for such a program.

The Minnesota Task Force does not explicitly address these standards, but both the Board and the BCA Training Section favor some form of field training within each officer's agency. The Board has encouraged a coaching program to follow basic training. Response on the part of Minnesota's agencies has been

minimal, but the Board hopes to increase participation through the new Standards Compliance and Planning Coordinator. The consensus of BCA trainers is that field training in the officers' agency would be a useful supplement to their basic course, but that currently it constitutes a hardship on departments. Additional resources are necessary for smaller departments so that a trainer or someone from a local sheriff's office could be assigned to fulfill the within-agency training function.

### Training Needs

This comparison points to the tentative identification of the following training needs in order to meet the NAC standards:

1. A longer basic training course; and
2. Supplementary training by individual agencies, particularly a period of field training within the first year of employment.

#### NATIONAL STANDARD 16.4 - "INTERPERSONAL COMMUNICATIONS TRAINING."

The NAC recommendations in this section reflect the Commission's belief in the importance of Police-Community relations, and Minnesota conforms generally to these recommendations. The Board has required that 16 hours in Human Behavior be included in the basic course, and the BCA training course includes topics such as Police and Public Relations, Ethnic Awareness, the Role of Police, etc. Again, it is difficult to assess the extent to which individual agencies meet the national standards, but the relevant state agencies do not appear to be lacking in this regard.

#### NATIONAL STANDARD 16.5 - "IN-SERVICE TRAINING."

The National recommendations suggest that each agency provide at least 40 hours of annual in-service training and that each agency provide the manpower and resources necessary for decentralized training. Currently, the

TABLE 6.4

## COMPARISON OF NATIONAL STANDARD 16.4 TO THE POSITION OF THE MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975, AND ACTUAL SITUATION IN MINNESOTA, SEPTEMBER, 1977

NATIONAL STANDARDS	TASK FORCE		MINNESOTA, SEPTEMBER, 1977		
	Recommendation <sup>a</sup>	Comments	Statute/Regulation <sup>b</sup>	Prac. <sup>a</sup> tice Comments	
<b>16.4 INTERPERSONAL COMMUNICATIONS TRAINING</b>					
1. Where appropriate, an outside consultant should be used to advise on program methodology, to develop material, to train sworn officers as instructors and discussion leaders, and to participate to the greatest extent possible in both the presentation of the program and its evaluation.	0		+	+	626.843 Subd. 2; 626.845 e, f, g enable the Board to use consultants; BCA consults with outsiders.
2. Every recruit training program should include instruction in interpersonal communications, and should make appropriate use of programmed instruction as a supplement to other training.	0		+	+	Atty. Gen. Rule 202 requires 16 hours of Human Behavior; recent courses have included topics on Public Relations, Role of the Police, Human Relations, etc.
3. Every police agency should develop programs such as workshops and seminars that bring officers, personnel from other elements of the criminal justice system, and the public together to discuss the role of the police and participants' attitudes toward that role.	0	Task force does not address training by agency.	-	-	Varies by agency; BCA attempts to provide such seminars for its classes.

<sup>a</sup>0 = National Standard not addressed; - = National Standard rejected or not in practice; + = National Standard accepted or in practice.

<sup>b</sup>Contained in either Minnesota Peace Officer Training Law (Minn. Stats. 626.481 - 626.854 as amended) or in Attorney General Rules and Regulations. As of July 1, 1977, the new Board of Peace Officer Standards and Training may resolve to continue the Attorney General Rules and Regulations. At the time of this writing the rules have the force of law although the Board may change them.

TABLE 6.5

COMPARISON OF NATIONAL STANDARD 16.5 TO THE POSITION OF THE MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975, AND ACTUAL SITUATION IN MINNESOTA, SEPTEMBER, 1977

NATIONAL STANDARDS	TASK FORCE		MINNESOTA, SEPTEMBER, 1977	
	Recommen- dation <sup>a</sup>	Comments	Statute/ Regula- tion <sup>b</sup>	Prac- tice <sup>a</sup>
<b>16.5 IN-SERVICE TRAINING</b>				
1. Every police agency should provide 40 hours of formal in-service training annually to sworn police employees up to and including captain or its equivalent. This training should be designed to maintain, update, and improve necessary knowledge and skills. Where practicable and beneficial, employees should receive training with persons employed in other parts of the criminal justice system, local government, and private business when there is a common interest and need.	0	P. 23, "The Board and BCA should begin to evaluate the comprehensive training needs . . . ; should assess the in-service training currently available and should solicit from local agencies their opinions concerning additional or specialized training needs . . . ; (also) the cross-system training needs."	-	- (626.845 f; Atty. Gen. Rule 216) In-service is voluntary except Intermediate Command.
2. Every police agency should recognize that formal training cannot satisfy all training needs and should provide for decentralized training. To meet these day-to-day training needs, every police agency should provide each police station with: a. As soon as practicable, but in no event later than 1978, a minimum of one police employee who is a State certified training instructor; b. Audio-visual equipment compatible with training material available to the police agency; c. Home study materials available to all police employees; and d. Periodic one-day on-duty training programs directed at the specific needs of the police employees.	0	Task Force does not address training by agency.	-	- Many agencies are too small for this to be feasible; varies by agency.
3. Every police agency should insure that the information presented during annual and routine training is included, in part, in promotion examinations and that satisfactory completion of training programs is recorded in the police employees personnel folder in order to encourage active participation in these programs.	0	Task Force does not address training by agency.	-	- Varies by agency, but BCA sends back information on course performance to agencies for their use.

<sup>a</sup>0 = National Standard not addressed; - = National Standard rejected or not in practice; + = National Standard accepted or in practice.

<sup>b</sup>Contained in either Minnesota Peace Officer Training Law (Minn. Stats. 626.481 - 626.854 as amended) or in Attorney General Rules and Regulations. As of July 1, 1977, the new Board of Peace Officer Standards and Training may resolve to continue the Attorney General Rules and Regulations. At the time of this writing the rules have the force of law although the Board may change them.

only in-service course required by the state is the Intermediate Command Course for officers recently promoted to supervisory positions. Individual agencies, of course, can require more. Table 2.2 in Chapter II listed the in-service courses offered by BCA that are available to the state's peace officers. Refresher training is not mandatory; and since BCA resources have been committed to the basic course, BCA has been incapable of providing more extensive in-service training. The Board has argued for a one-week refresher course for each officer at least every other year, and for more specialized training programs. As with preparatory training (16.3), most agencies lack the resources to conduct their own in-service training. In fact, the consensus of BCA trainers is that this decentralized training could be provided best by state trainers on the road rather than by each agency, especially in the case of smaller agencies.<sup>1</sup> The Minnesota Task Force recommended that the Board and the BCA evaluate the in-service training currently available and assess additional or specialized training needs. In response, the Metropolitan Council conducted an assessment of in-service training needs for the metro area and the Crime Commission sought funding for this evaluation.

#### Training Needs

This comparison points to the tentative identification of the following training need in order to meet the NAC standards:

1. Mandatory and/or additional, specialized in-service training at both centralized and decentralized locations.

NATIONAL STANDARD 16.6 - "INSTRUCTION QUALITY CONTROL."

The recommendations in this section aim to improve the quality of police

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<sup>1</sup>For sources see footnote on page 90.

TABLE 6.6  
COMPARISON OF NATIONAL STANDARD 16.6 TO THE POSITION OF THE MINNESOTA TASK FORCE ON CRIMINAL JUSTICE  
STANDARDS AND GOALS, OCTOBER, 1975, AND ACTUAL SITUATION IN MINNESOTA, SEPTEMBER, 1977

NATIONAL STANDARDS	TASK FORCE		MINNESOTA, SEPTEMBER, 1977		Comments
	Recommendation <sup>a</sup>	Comments	Statute/Regulation <sup>b</sup>	Practice <sup>a</sup>	
<b>16.6 INSTRUCTION QUALITY CONTROL</b>					
1. Every police training academy should present all training programs with the greatest emphasis on student-oriented instruction methods to increase trainee receptivity and participation. Training sessions of one-hour duration or longer should include at least one of the following:	0		-	-	BCA Trainers recognize value of student participation, role playing, etc.; however, these techniques are limited given current class size and time. Lack of permanent training facilities for BCA has limited the use of audio-visual equipment.
a. Active student involvement in training through instructional techniques such as role playing, situation simulation, group discussions, reading, and research projects, and utilization of individual trainee response systems; passive student training such as lecture should be minimized;					
b. Where appropriate, team coaching by a police training instructor and a sworn police employee assigned to field duty;					
c. The use of audio-visual aids to add realism and impact to training presentations;					
d. Preconditioning materials, such as correspondence courses and assigned readings, made available prior to formal training sessions;					
e. By 1978, self-paced, individualized instruction methods for appropriate subject matter; and					
f. Where appropriate, computer assistance in the delivery of instruction material.					
2. Every police training academy and every police agency should by 1975, restrict formal classroom training to a maximum of 25 trainees.	0		-	-	Basic classes have been c.40. Atty. Gen. Rule 203b.
3. Every police training academy should and every police agency should, by 1978, insure that all its instructors are certified by the state by requiring:	0		+	+	Checks apply to state trainers; the state does certify trainers for each police agency. Atty. Gen. Rule 204. Instructors must have high school degree or equivalent and two years experience as peace officer or a college degree.
a. Certification for specific training subjects based on work experience and education and professional credentials;			+	+	Instructors must have high school degree or equivalent and two years experience as peace officer or a college degree.
b. Satisfactory completion of a State-certified minimum 80-hour instructor training program; and			-	-	The Board has provided some courses for instructors but no regular course is required or offered.
c. Periodic renewal of certification based in part on the evaluation of the police training academy and the police agency.			-	+	Most BCA trainers obtain refresher training but it is not required.
4. Every police training academy should distribute instructional assignments efficiently and continually update all training materials. These measures should include:	0		-	+	
a. Periodic monitoring of the presentations of every police training instructor to assist him in evaluating the effectiveness of his methods and the value of his materials;			-	+	Checks apply to BCA.
b. Rotation of police training instructors through operational assignments or periodic assignment to field observation tours of duty;			-	+	
c. Use of outside instructors whenever their expertise and presentation methods would be beneficial to the training objective;			+	+	626.850; Atty. Gen. Rule 204.
d. Continual assessment of the workload of every police training instructor;			-	+	
e. Administrative flexibility to insure efficient use of the training academy staff during periods of fluctuation in trainee enrollment.			-	+	
5. Every police agency and police training academy should review all training materials at least annually to determine their value and to alter or replace them where necessary.	0		-	+	BCA does this for their Basic and In-Service Courses.

<sup>a</sup>0 = National Standard not addressed; - = National Standard rejected or not in practice; + = National Standard accepted or in practice.

<sup>b</sup>Contained in either Minnesota Peace Officer Training Law (Minn. Stats. 626.481 - 626.854 as amended) or in Attorney General Rules and Regulations. As of July 1, 1977, the new Board of Peace Officer Standards and Training may resolve to continue the Attorney General Rules and Regulations. At the time of this writing the rules have the force of law although the Board may change them.

training instruction through improved classroom techniques and upgrading of instructor qualifications. As with previous sections, compliance for individual agencies is hard to assess and implementation not feasible with current limited resources. Minnesota law does require instructor certification by the Board. Qualifications are minimal, however--an instructor need have only a high school diploma (or its equivalent) and two years experience as a peace officer or a college degree. Instructors are not required to take a basic or refresher course for trainers or to pass any qualifying examination. BCA instructors do receive periodic training but not because it is a state requirement.

The BCA does evaluate its instruction, but evaluation is limited, as discussed in National Standard 16.2. The BCA basic course generally does not meet the national standards for classroom instruction, again primarily due to resource limitations rather than unwillingness. A few courses do permit extensive role-playing and participation (e.g., the BCA in-service crime scene course), but the majority of students do not receive such classroom experiences. BCA basic classes include about 40 trainees rather than the recommended 25. As a result, student involvement is limited to a few areas such as firearms, first aid, and moot court. BCA trainers react favorably to the suggestion of more student involvement and believe role-playing situations would be useful testing devices as well. However, expanding student involvement would require more time, smaller classes, and better facilities. The lack of permanent facilities for BCA training has made difficult extensive use of audio-visual equipment which must be moved from location to location.

#### Training Needs

This comparison points to the tentative identification of the following

training needs in order to meet the NAC standards:

1. Successful completion of a basic course for instructors, periodic refresher training for instructors, and regular review and evaluation of instructors' lesson plans and classroom presentations;
2. Smaller classes, more time, more instructors and better facilities to improve the quality of police training, particularly through expanded student involvement.

NATIONAL STANDARD 16.7 - "POLICE TRAINING ACADEMIES AND CRIMINAL JUSTICE TRAINING CENTERS."

The NAC recommendations of this section support the adoption of coordinated criminal justice training and training centers located conveniently for all peace officers. They endorse the notion of agencies combining resources to provide training not otherwise available.

As mentioned in National Standard 16.1, the Minnesota Task Force recommends coordination in criminal justice training. It also endorses mutual agreements, contractual agreements and consolidation for essential services, though not specifically for training.

In Minnesota, police training remains separate from other criminal justice training programs. There is no central facility, although the Board has argued one is necessary.<sup>1</sup> The training law states that courses should be taught at convenient locations, but recently the BCA has offered the basic course only in the metro area, by Board resolution. However, 1977 legislation states that the new skills course for college or vo-tech graduates should be offered regionally. A number of BCA in-service classes are offered out-state; and regional and local in-service programs, funded by sources such as the Crime Board, do meet some out-state training needs. The 1977 legislation requires the BCA to assess and meet regional in-service training needs.

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<sup>1</sup>For sources see footnote on page 90.

TABLE 6.7

COMPARISON OF NATIONAL STANDARD 16.7 TO THE POSITION OF THE MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975, AND ACTUAL SITUATION IN MINNESOTA, SEPTEMBER, 1977

NATIONAL STANDARDS	TASK FORCE		MINNESOTA, SEPTEMBER, 1977		
	Recommendation <sup>a</sup>	Comments	Statute/Regulation <sup>b</sup>	Practica <sup>a</sup>	Comments
<b>16.7 POLICE TRAINING ACADEMIES AND CRIMINAL JUSTICE TRAINING CENTERS</b>					
1. State certification of a basic police training program should, as a minimum, require the training facility to operate for nine months a year.	0		-	+	BCA has no regular facility but does operate classes nine months of a year.
2. Where appropriate, police agencies should establish cooperative training academies or otherwise combine their resources to satisfy police training standards or other training needs.	+	Task Force endorses the notions of mutual agreements, contractual agreements, consolidation for essential law enforcement services (p. 17ff).	-	-	
3. Every state should establish strategically located criminal justice training centers including police training academies, to provide training that satisfies State-mandated training standards for all police agencies that are unable to provide it themselves or in cooperation with other agencies.	0		+	-	(626.848) Courses should be provided at convenient locations, but recently BCA classes offered only in metro area. 1977 legislation calls for skills courses offered regionally (626.845j).
4. Every state should develop means for bringing mandated or other necessary training to employees of police agencies when it is impracticable or inefficient to bring these employees to the nearest training center or academy.	0		+	-	In 1976-77 all BCA Basic and Intermediate command courses were in metro area; some in-service is offered out-state, however. 1977 legislation should make the Basic Skills course available regionally.
5. Every state should encourage police agencies to participate in specialized training offered through academic institutions, government agencies, and professional and business organizations.	0		-	+	

<sup>a</sup>0 = National Standard not addressed; - = National Standard rejected or not in practice; + = National Standard accepted or in practice.

<sup>b</sup>Contained in either Minnesota Peace Officer Training Law (Minn. Stats. 626.481 - 626.854 as amended) or in Attorney General Rules and Regulations. As of July 1, 1977, the new Board of Peace Officer Standards and Training may resolve to continue the Attorney General Rules and Regulations. At the time of this writing the rules have the force of law although the Board may change them.

### Training Needs

This comparison points to the tentative identification of the following training needs in order to meet the NAC standards.

1. Strategically located training facilities, in accordance with 1977 legislation; and
2. Coordinated criminal justice training.

### EDUCATIONAL STANDARDS

#### NATIONAL STANDARD 15.1 - "EDUCATIONAL STANDARDS FOR THE SELECTION OF POLICE PERSONNEL."

The NAC recommends that police agencies gradually increase educational requirements so that by 1982 they require, as a condition of initial employment, four years of college education at an accredited college or university. The Minnesota Task Force explicitly rejects these recommendations since college education has not been shown conclusively to improve job performance. The Task Force does, however, encourage agencies to recruit among college graduates and provide educational incentives for their officers.

College education is not a mandatory selection criterion in Minnesota, and most departments do not require college education or degrees (see Chapter I). In fact, one might argue that the situation until 1977 has put college-educated persons at a disadvantage. To avoid the burden of training costs, many agencies want to hire applicants who are trained already. Those eligible to attend BCA basic training have been those who 1) are employed by a police agency, or 2) who have successfully completed 1,000 hours of law enforcement instruction in a post secondary educational law enforcement program. In practice, BCA has been able to handle only those currently employed who by law must be trained; vacancies have not existed for those

TABLE 6.8  
COMPARISON OF NATIONAL STANDARD 15.1 TO THE POSITION OF THE MINNESOTA TASK FORCE ON CRIMINAL JUSTICE  
STANDARDS AND GOALS, OCTOBER, 1975, AND ACTUAL SITUATION IN MINNESOTA, SEPTEMBER, 1977

NATIONAL STANDARDS	TASK FORCE		MINNESOTA, SEPTEMBER, 1977		
15.1 EDUCATIONAL STANDARDS FOR THE SELECTION OF POLICE PERSONNEL	Recommendation <sup>a</sup>	Comments	Statute/ Regulation <sup>b</sup>	Practice <sup>c</sup>	Comments
<p>To ensure the selection of personnel with the qualifications to perform police duties properly, every police agency should establish the following entry-level educational requirements:</p> <ol style="list-style-type: none"> <li>1. Every police agency should require immediately, as a condition of initial employment, the completion of at least one year of education (30 semester units) at an accredited college or university. Otherwise, qualified police applicants who do not satisfy this condition, but who have earned a high school diploma or its equivalent, should be employed under a contract requiring completion of the educational requirement within three years of initial employment.</li> <li>2. Every police agency should, no later than 1975, require as a condition of initial employment the completion of at least two years of education (60 semester units) at an accredited college or university.</li> <li>3. Every police agency should, no later than 1978, require as a condition of initial employment the completion of at least three years of education (90 semester units) at an accredited college or university.</li> <li>4. Every police agency should, no later than 1982, require as a condition of initial employment the completion of at least four years of education (120 semester units or a baccalaureate degree) at an accredited college or university.</li> </ol>	<p>10. Increasing Educational Levels of Law Enforcement Personnel.</p> <p>In the development of validated selection criteria for individual police departments, each Minnesota law enforcement agency should carefully assess the educational level it desires for its police officers. Departments wishing to increase the level of professionalism in their agency should at a minimum:</p> <ol style="list-style-type: none"> <li>1) provide adequate incentives to officers to begin or continue higher education; and</li> <li>2) should actively recruit new officers from colleges or universities.</li> </ol> <p>Departments wishing to increase the educational level of officers employed in their agency, but not able to validate a college requirement as a mandatory selection criteria, should consider including in the employment contract a requirement that the desired college courses be completed within a specified time.</p> <p>Commentary:</p> <p>The Minnesota Task Force on Criminal Justice Standards and Goals is not willing to endorse the position of The National Advisory Commission that by 1980, all persons hired for the law enforcement profession should have a Bachelor's Degree from a college or university. The Task Force believes that such a position is inappropriate because it has not been statistically proven that a college degree is or should be a prerequisite to the performance of police functions.</p> <p>The Task Force does, however, believe that higher education should be encouraged for all Minnesota police personnel. The Task Force, in its recommendation, suggests that each department should assess the educational level that it feels is desirable for its employees, and should provide incentive programs for ensuring that employees wishing to pursue higher education can do so.</p> <p>The Task Force recommends that Minnesota's police agencies should actively recruit new employees from the state's community colleges, colleges, and universities and should make every effort to attract highly educated persons to the law enforcement field as a career (p. 22).</p>	<p>0 - - College education is not part of Minnesota Selection Standards.</p>	<p>0 - -</p>	<p>0 - -</p>	

<sup>a</sup> 0 = National Standard not addressed; - = National Standard rejected or not in practice; + = National Standard accepted or in practice.

<sup>b</sup> Contained in either Minnesota Peace Officer Training Law (Minn. Stats. 626.481 - 626.856 as amended) or in Attorney General Rules and Regulations. As of July 1, 1977, the new Board of Peace Officer Standards and Training may resolve to continue the Attorney General Rules and Regulations. At the time of this writing the rules have the force of law although the board may change them.

with a college education but not yet employed. The result of this situation has been that college-educated applicants frequently cannot obtain mandatory training and without the training cannot obtain law enforcement employment.<sup>1</sup> Legislation of 1977 is designed to address this problem. The BCA is to offer a shortened skills course for graduates of law enforcement programs. These programs must be certified by the Board and must be approved by the Minnesota State Department of Education or an accredited institution of higher learning (826.851, Subd. 2). The graduate of an approved program will be assured of access to a mandated training course and that course is not to duplicate his/her academic law enforcement education. If the result of this system is to encourage agencies to hire college or vo-tech graduates,<sup>2</sup> then the barriers for the college-educated person will have been removed; in fact, college or vo-tech education would be encouraged. Assuming that the legislation has this impact, and accepting the Minnesota Task Force position that higher education be encouraged rather than required, this comparison points to no apparent educational needs.

NATIONAL STANDARD 15.2 - "EDUCATIONAL INCENTIVES FOR POLICE OFFICERS."

The national recommendations encourage agencies to provide incentives for police officers, such as convenient shift assignments, financial assistance, and incentive pay. The Minnesota Task Force also endorses such incentives in spite of the fact that it does not support mandatory college education. The situation in Minnesota varies by agency, but there is no uniform state plan of educational incentives, nor are incentive programs

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<sup>1</sup>In the spring, 1976, the BCA offered a special basic class for Alexandria vo-tech graduates and from 1973 to 1976, permitted Alexandria students in regular BCA classes.

<sup>2</sup>Presumably agencies would prefer to hire trained personnel rather than bear the cost of sending an employee to eight weeks of Basic Training.

TABLE 6.9

## COMPARISON OF NATIONAL STANDARD 15.2 TO THE POSITION OF THE MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975, AND ACTUAL SITUATION IN MINNESOTA, SEPTEMBER, 1977

NATIONAL STANDARDS	TASK FORCE		MINNESOTA, SEPTEMBER, 1977		
	Recommendation <sup>a</sup>	Comments	Statute/Regulation <sup>b</sup>	Practice <sup>a</sup>	Comments
<p>15.2 EDUCATIONAL INCENTIVES FOR POLICE OFFICERS</p> <p>Every police agency should immediately adopt a formal program of educational incentives to encourage police officers to achieve a college-level education. Colleges and universities, particularly those providing programs expressly for police personnel should schedule classes at a time when police officers can attend.</p> <p>1. When it does not interfere with the efficient administration of police personnel, duty and shift assignment should be made to accommodate attendance at local colleges; any shift or duty rotation system should also be designed to facilitate college attendance;</p> <p>2. Financial assistance to defray the expense of books, materials, tuition, and other reasonable expenses should be provided to a police officer when:</p> <p>a. He is enrolled in courses or pursuing a degree that will increase, directly, or indirectly, his value to the police service; and</p> <p>b. His job performance is satisfactory.</p> <p>3. Incentive pay should be provided for the attainment of specified levels of academic achievement. This pay should be in addition to any other salary incentives. It should amount to at least 2.5 percent of the employee's current salary for each 30 semester units of college work completed in pursuance of a degree that will lead, directly or indirectly, to service betterment warranting the expense of the salary incentive.</p> <p>4. Colleges and universities, particularly those providing educational programs expressly for police personnel, should schedule classes at hours and locations that will facilitate the attendance of police officers.</p> <p>a. Classes should be scheduled for presentation during the daytime and evening hours, within the same academic period, semester, or quarter;</p> <p>b. When appropriate, colleges and universities should present classes at locations other than the main campus so police officers can attend more conveniently.</p>	+	See Task Force Standard #10, 1 above.			
			-	-	Varies by agency.
			-	-	Varies by agency.
			-	-	Varies by agency.
			-	+	GCCF&C survey of colleges and universities indicate many are oriented to In-service need.

<sup>a</sup>0 = National Standard not addressed; - = National Standard rejected or not in practice; + = National Standard accepted or in practice.

<sup>b</sup>Contained in either Minnesota Peace Officer Training Law (Minn. Stats. 626.481 - 626.854 as amended) or in Attorney General Rules and Regulations. As of July 1, 1977, the new Board of Peace Officer Standards and Training may resolve to continue the Attorney General Rules and Regulations. At the time of this writing the rules have the force of law although the Board may change them.

widely adopted. The Board department inventory indicates that of the reporting agencies only about 10% have an incentive program.<sup>1</sup>

The following excerpt from the Minnesota Task Force Report and Recommendations is consistent with national recommendations:

" . . . each department should assess the educational level that it feels is desirable for its employees, and should provide incentive programs for ensuring that employees wishing to pursue higher education can do so."<sup>2</sup>

#### Educational Needs

This comparison points to the tentative identification of the following educational need in order to meet the NAC standards:

1. Incentive programs for ensuring that employees wishing to pursue higher education can do so.

#### NATIONAL STANDARD 15.3 - "COLLEGE CREDIT FOR THE COMPLETION OF POLICE TRAINING PROGRAM."

The NAC recommends the affiliation of police training programs with academic institutions. The Minnesota Task Force and the Board, on the other hand, argue that training should be separate from academic programs. Legislation in 1977 requiring a short skills course for college or vo-tech students will make training an integral part of the educational curricula, but the legislation does specify that the content of the skills course is not to duplicate any of the content of the academic program. Thus, training programs will be affiliated with academic institutions, but the Task Force and Board preference for a separation of educational versus training course content will be maintained.

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<sup>1</sup>Minnesota Governor's Commission on Crime Prevention and Control, 1977 Comprehensive Plan, St. Paul: 1976, p. III-105.

<sup>2</sup>Minnesota Task Force, p. 23.

TABLE 6.10

## COMPARISON OF NATIONAL STANDARD 15.3 TO THE POSITION OF THE MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975, AND ACTUAL SITUATION IN MINNESOTA, SEPTEMBER, 1977

NATIONAL STANDARDS	TASK FORCE		MINNESOTA, SEPTEMBER, 1977		
15.3 COLLEGE CREDIT FOR THE COMPLETION OF POLICE TRAINING PROGRAMS	Recommen- dation <sup>a</sup>	Comments	Statute/ Regula- tion <sup>b</sup>	Prac- tice <sup>a</sup>	Comments
Every police agency should pursue the affiliation of police training programs with academic institutions to upgrade its level of training and to provide incentive for further education.	-	<p>11. Law Enforcement Basic Training.</p> <p>Junior college, college and university curricula including criminal justice studies programs or other law enforcement related course work, should not include, as a part of the curriculum, courses designed to teach technical police skills or methods. <u>Basic police science training programs</u> should be autonomous from academic institutions.</p>	-	-	Provision of training and education have to date been kept separate. Legislation in 1977 specifies that the skills training not duplicate academic curricula. (626.843h)
1. All police training courses for college credit should be academically equivalent to courses that are part of the regular college curriculum,				+	Officers may receive a total of six academic credits while attending Basic Police Training applicable to the University of Minnesota General College and other programs. They also give one credit per 30 hours of classes for Vo-Tech students successfully completing a 2-year Vo-Tech law enforcement program. In-service classes earn 1 credit per 13 hours.
<p>2. Every member of the faculty who teaches any course for credit in the police training curriculum should be specifically qualified to teach that course.</p> <p>a. The instructor in a police training course, for which an affiliated college is granting credit, should be academically qualified to teach that course;</p> <p>b. Police personnel not academically qualified to teach a course in the regular college curriculum may, if otherwise qualified, serve as teaching assistants under the supervision of an academically qualified instructor.</p>					
<sup>a</sup> 0 = National Standard not addressed; - = National Standard rejected or not in practice; + = National Standard accepted or in practice.					
<sup>b</sup> Contained in either Minnesota Peace Officer Training Law (Minn. Stats. 626.481 - 626.854 as amended) or in Attorney General Rules and Regulations. As of July 1, 1977, the new Board of Peace Officer Standards and Training may resolve to continue the Attorney General Rules and Regulations. At the time of this writing the rules have the force of law although the Board may change them.					

## SUMMARY AND CONCLUSIONS

This comparison of Minnesota police training and education to the standards proposed by the National Advisory Commission on Criminal Justice Standards and Goals points to a large number of standards that Minnesota fails to meet. For the most part, these standards are endorsed by the Minnesota Task Force, the Training Board and/or by the Training Section of the Bureau of Criminal Apprehension. In only two cases did the Minnesota Task Force explicitly reject the NAC position for Minnesota. First, the Task Force encouraged college education for peace officers but rejected college education or a college degree as a requirement for employment. Second, the Task Force differed on the appropriate relationship of police training and education, believing that training should be kept separate from educational curricula. Legislation of 1977 appears to have resolved this problem by affiliating training programs with academic institutions while separating the curricula.

Failure to meet the NAC standards is thus probably not a result of rejection in principle, but perhaps a result of insufficient attention. Many of the standards that Minnesota has not adopted are ones that the NAC recommends for each agency. Their adoption is complicated by difficulties in formulating standards appropriate statewide and in mandating standards for departments lacking resources to fulfill them. The following list summarizes the needs tentatively identified in this comparison of Minnesota to NAC standards. The first set is relevant for training delivery. The second set of needs relates to training content, which is the subject of Section C.

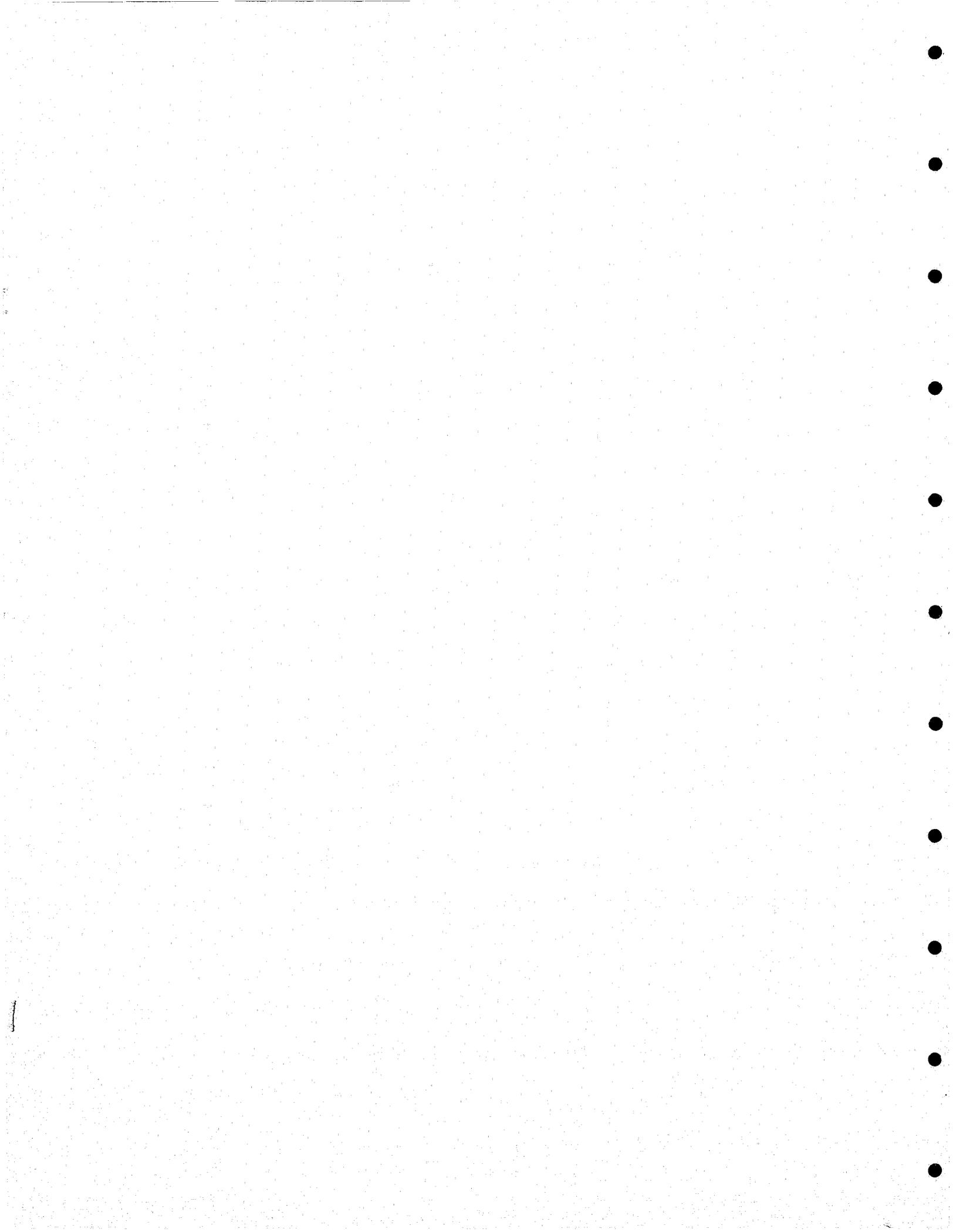
### A. Training delivery needs:

1. Coordinated criminal justice training;
2. Mandatory training for all peace officers;

3. Training prior to the exercise of authority;
4. Expansion of coverage of the reimbursement program;
5. Supplementary training by individual agencies, particularly a period of field training within the first year of employment;
6. Mandatory and/or additional, specialized in-service training at both centralized and decentralized locations;
7. Successful completion of a basic course for instructors, periodic refresher training for instructors, and regular review and evaluation of instructors' lesson plans and classroom presentations;
8. Smaller classes, more time, more instructors and better facilities to improve the quality of police training, particularly through expanded student involvement;
9. Strategically located training facilities, in accordance with 1977 legislation.
10. A longer basic training course.

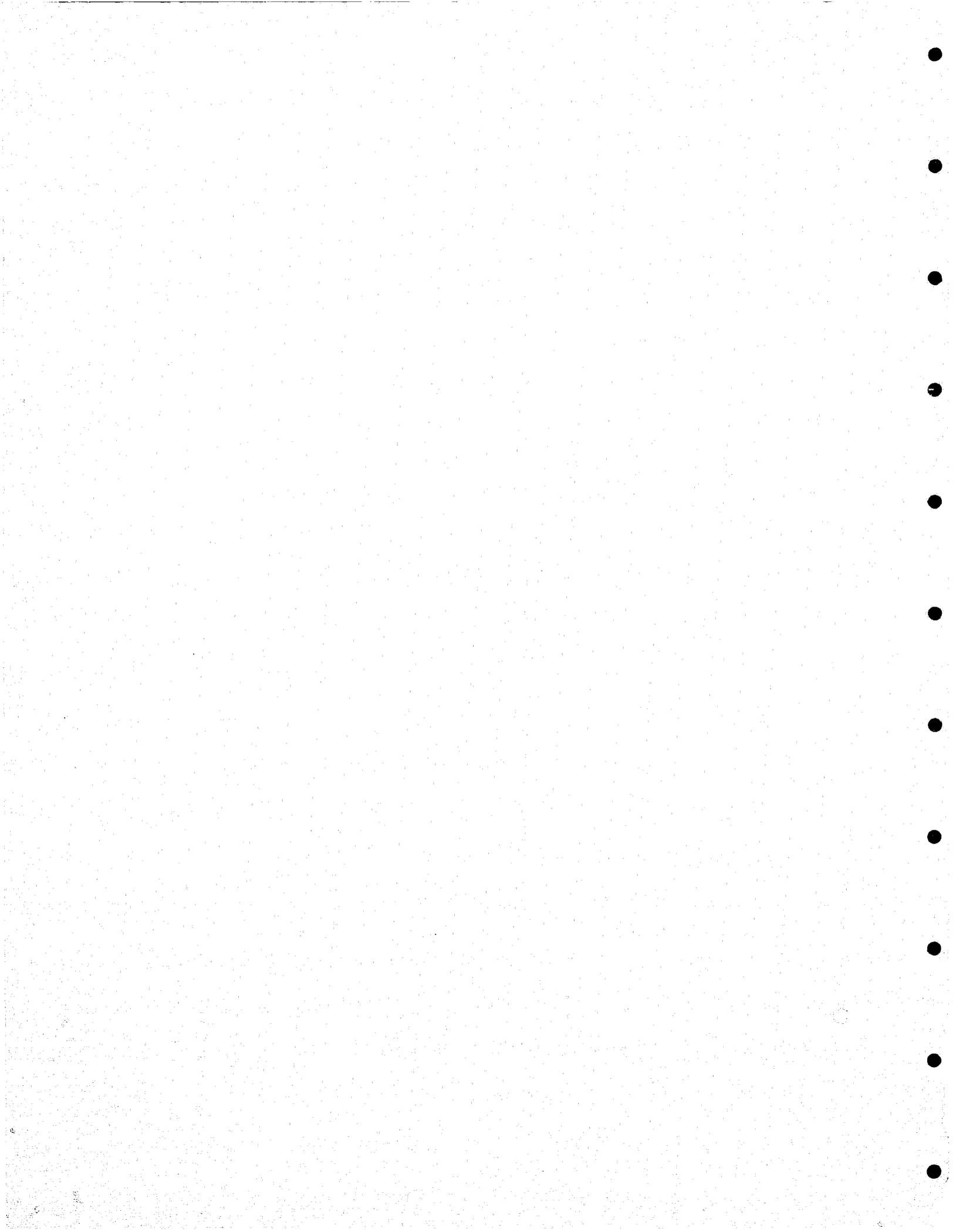
B. Training course content needs:

1. Elective subjects, from which police executives can choose for their personnel, in addition to the mandatory training;
2. A longer basic training course; (Section C explains the relationship of course length to course content).



CHAPTER VII

LAW ENFORCEMENT PERSPECTIVES ON THE DELIVERY  
OF PEACE OFFICER TRAINING



## INTRODUCTION

Survey data relating to the delivery of peace officer training have been collected from several groups. Questions are considered relevant to training delivery if they ask how training should be offered, when training should occur, where programs should be offered, or how long courses should be; questions dealing with the substance of the training program are considered in Section C on the content evaluation.<sup>1</sup> Several questions have been asked regarding how training should be offered, such as the appropriate orientation of the program and whether field training should be a part of basic training. Various groups were asked when basic training should occur for new recruits. Respondents were asked opinions on the location of training and on current facilities. Finally, opinions on appropriate training course length also were obtained.

Perspectives on these issues were obtained from various law enforcement personnel surveyed during the evaluation.<sup>2</sup> An effort was made to sample various law enforcement positions so that results could be as representative as possible. Recruits trained by the BCA in 1976-77 were asked their opinions before and after the eight-week course. A sample of these recruits with six

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<sup>1</sup>The division between training delivery and training content is not always clear particularly in the area of "how" training is offered. Opinions regarding how the training program as a whole is offered are considered here under training delivery. Opinions on instruction and methods of particular course topics are considered with the content evaluation.

<sup>2</sup>The only groups not asked these questions were BCA classes 54, 55, and 68, (special Alexandria class) in the spring, 1977.

months of post-training job experience were surveyed. Another sample of BCA graduates with three years of post-training job experience were asked for their opinions. Two groups of supervisors were surveyed and a sample of agencies currently exempt from training requirements were asked to contribute their perspectives. BCA trainers and a sample of training officers were also asked their opinions on these issues. The composition of these samples is discussed in detail in Appendix A. In addition a few training delivery items were included in questionnaires distributed to BCA in-service classes during 1976-77 and responses to these are reported when appropriate.<sup>1</sup>

Responses to each of the questions for each of the samples are reported in the following sections. Variations in perspectives on training delivery by agency type and location are then discussed. Finally, the needs identified through the analysis of the survey data are summarized.

#### LAW ENFORCEMENT PERSPECTIVES ON HOW TRAINING SHOULD BE OFFERED

Several questionnaire items deal with the orientation or conduct of training programs. These are all included in Table 7.1. Responses of in-service officers are included in Table 7.2. One issue that has been pursued by the National Advisory Commission on Criminal Justice Standards and Goals (see Chapter VI) is coordinated criminal justice training. National Standards and Goals propose that police academies be part of larger criminal justice training centers. Presumably the criminal justice system could share resources so that students in each subsystem could gain a broader perspective of the entire criminal justice system.

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<sup>1</sup>All data obtained from in-service trainees are reported in separate Technical Assistance Reports written for the Training Section of the BCA. See list of reports in Appendix B.

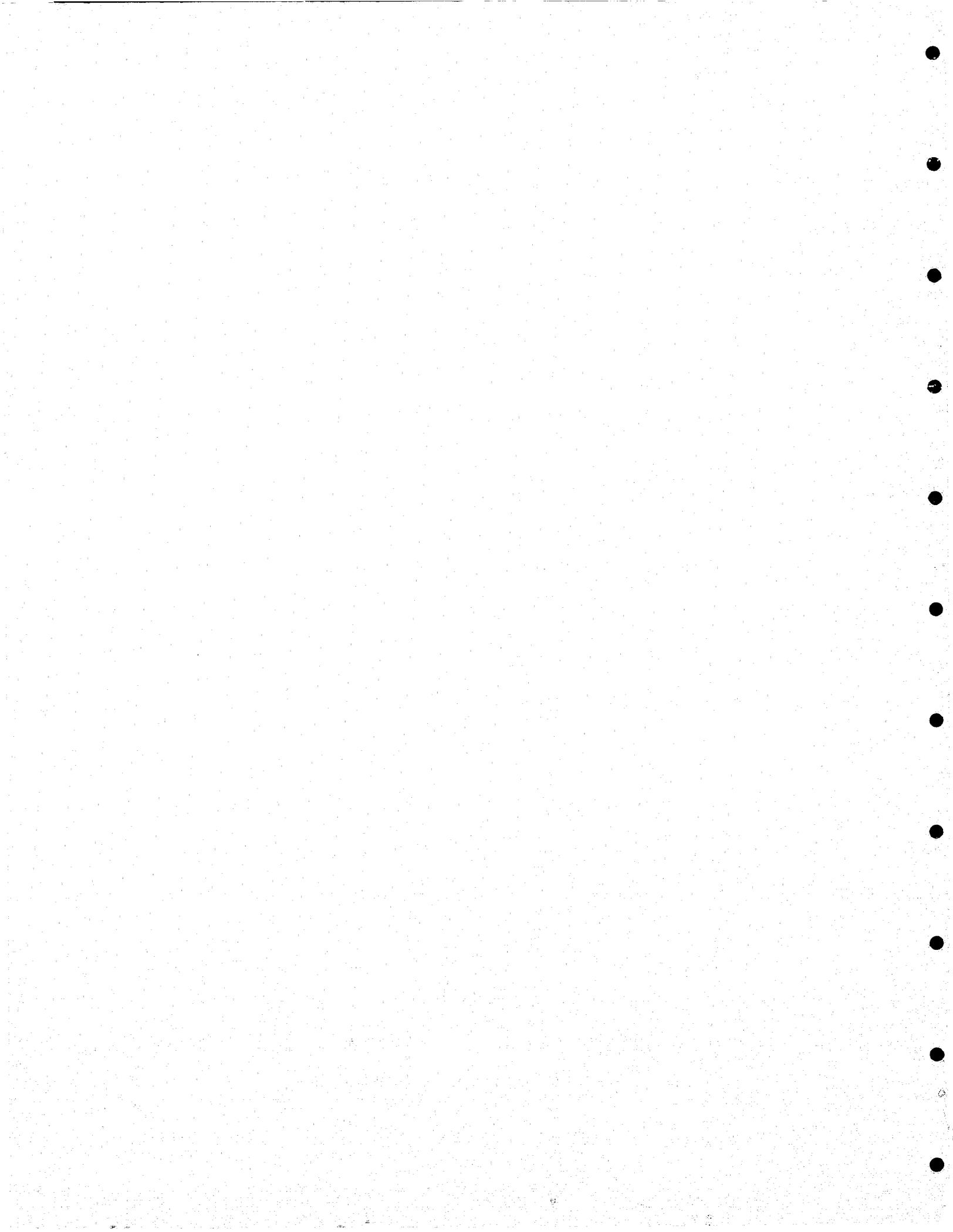


TABLE 7.1  
LAW ENFORCEMENT PERSPECTIVES: HOW TRAINING SHOULD BE OFFERED

VARIABLE	1976-77 RECRUITS		BCA GRADUATES		SUPERVISORS		TRAINERS		EXEMPT AGENCIES	GROUP AVERAGE
	Pre-Training <sup>a</sup>	Post-Training <sup>b</sup>	Six-Month Follow-Up	1973-74 Graduates	I	II	BCA Trainers	Training Officers <sup>c</sup>		
<b>Coordinated Training</b>										
Police only	85 (36%)	149 (49%)	46 (42%)	39 (46%)	40 (46%)	49 (49%)	4 (40%)	29 (45%)	19 (46%)	44%
Coordinated Criminal Justice	121 (51%)	126 (42%)	55 (50%)	37 (44%)	36 (41%)	41 (41%)	5 (50%)	28 (43%)	14 (36%)	46%
Uncertain	31 (13%)	28 (9%)	9 (8%)	8 (10%)	11 (13%)	10 (10%)	1 (10%)	8 (12%)	7 (18%)	11%
N =	237	303	110	84	87	100	10	65	40	
Missing	81	15	0	1	1	1	0	1	3	
<b>What percentage of the training program should be spent on:</b>										
<b>Classroom Instruction</b>										
Average	40%	47%	47%	43%	50%	43%		43%		46%
Standard deviation	13 (N = 312)	17 (N = 300)	14 (N = 105)	18 (N = 79)	15 (N = 82)	15 (N = 98)		14 (N = 65)		
<b>Physical Training</b>										
Average	20%	16%	16%	15%	14%	14%		14%		16%
Standard deviation	10 (N = 312)	10 (N = 298)	9 (N = 105)	9 (N = 79)	8 (N = 83)	14 (N = 97)		8 (N = 65)		
<b>Practical Application</b>										
Average	41%	37%	36%	39%	36%	41%		41%		39%
Standard deviation	13 (N = 312)	15 (N = 300)	14 (N = 106)	17 (N = 80)	13 (N = 83)	15 (N = 100)		13 (N = 65)		
<b>Recruits could learn more by spending the same amount of time on the job:</b>										
Strongly disagree	99 (31%)	128 (42%)	43 (39%)	35 (42%)	38 (42%)	23 (23%)		24 (36%)		36%
Disagree	173 (55%)	147 (48%)	58 (53%)	41 (49%)	37 (41%)	66 (65%)		36 (55%)		52%
No opinion	31 (10%)	14 (5%)	7 (6%)	4 (5%)	8 (9%)	6 (6%)		3 (5%)		7%
Agree	13 (4%)	9 (3%)	2 (2%)	2 (2%)	4 (4%)	6 (6%)		1 (1%)		3%
Strongly agree	1 (0.1%)	6 (2%)	0	2 (2%)	1 (0.1%)	0		0		1%
N =	317	304	110	84	88	101		65		
Missing	1	14	0	1	0	0		0		
<b>Should formal field training be part of "basic training?"</b>										
Yes	281 (88%)	238 (78%)	80 (73%)	65 (77%)	66 (75%)	80 (79%)	9 (90%)	56 (85%)	34 (85%)	81%
No	17 (5%)	27 (9%)	15 (14%)	9 (11%)	10 (11%)	12 (12%)	1 (10%)	3 (5%)	2 (5%)	9%
Uncertain	20 (6%)	40 (13%)	15 (14%)	10 (12%)	12 (14%)	9 (9%)	0	7 (11%)	4 (10%)	10%
N =	318	305	110	84	88	101	10	66	40	
Missing	0	13	0	1	0	0	0	0	3	
<b>IF field training were part of basic training, when should it occur?<sup>d</sup></b>										
Before in-class training begins	24 (10%)	44 (15%)	23 (22%)	9 (11%)	4 (5%)	8 (8%)	1 (10%)	2 (3%)	4 (10%)	10%
Early in the training program	18 (8%)	16 (5%)	6 (6%)	1 (1%)	2 (2%)	9 (9%)	0	0	2 (5%)	4%
In the middle of the training program	59 (25%)	97 (33%)	30 (29%)	24 (29%)	17 (21%)	28 (28%)	1 (10%)	19 (30%)	3 (8%)	23%
After in-class training is complete	113 (48%)	112 (38%)	44 (42%)	41 (49%)	30 (37%)	27 (27%)	3 (30%)	20 (31%)	12 (31%)	37%
Throughout the training program	19 (8%)	24 (8%)	2 (2%)	8 (10%)	29 (35%)	28 (28%)	5 (50%)	23 (36%)	19 (49%)	25%
Other	4 (2%)	4 (1%)	0	0	0	0	0	0	0	1%
N =	237	297	105	83	82	100	10	64	40	
Missing	81	21	5	2	6	1	0	2	3	

<sup>a</sup>The annual sample consists of recruits in classes number 56 through 63. The total should be 317. Apparently one recruit who dropped out and began in another class has been counted twice. Given the large N such an error will not affect results.

<sup>b</sup>Missing data in post-test sample includes six recruits who dropped out of or failed the course.

<sup>c</sup>The two subsamples of training officers from the two supervisory samples are combined for this table.

<sup>d</sup>In first questionnaires "throughout" was not a category offered, though a number of recruits listed this in "other." The lower percentages for recruits could be due to the different response categories provided.

Each group surveyed was asked:

If some form of training academy were established would you prefer a coordinated criminal justice program (i.e., including personnel of courts, prisons, etc.) or a program limited to police training?

The distribution of responses to this question (see Table 7.1) is similar across all of the law enforcement groups. Trainees, trainers, graduates and supervisors all appear to be equally split on this issue. About 11% of each group is uncertain while those supporting coordinated training and those supporting police training are evenly divided. Responses of in-service trainees are somewhat different (see Table 7.2) in that more favor police training only. This preference could be a result of the fact that in-service training is expected to be more specialized so that subject matter would not be as adaptable to coordinated criminal justice classes.

Since college curricula provide an orientation to the entire criminal justice system, it was expected that more educated or college-educated recruits might be more supportive of coordinated training. Analysis of the data indicates that although a larger proportion of college-educated recruits do favor coordinated training prior to their BCA training, the difference disappears by the post-training and follow-up surveys. Similarly, the level of past criminal justice experience does not appear to affect opinions on this issue.

In summary, perspectives on coordinated criminal justice training do not vary by law enforcement position except that officers attending in-service classes are less supportive of coordinated training. All other groups are evenly divided on the issue.

A second aspect of how training is offered is the balance between



TABLE 7.2

## HOW TRAINING SHOULD BE OFFERED: PERSPECTIVES OF 1976-77 IN-SERVICE TRAINEES

<u>VARIABLE</u>	<u>CRIME SCENE PROCESSING (5 CLASSES)</u>	<u>REFRESHER TRAINING (7 CLASSES)</u>	<u>BASIC INVESTIGATION (1 CLASS)</u>	<u>ADVANCED INVESTIGATION (2 CLASSES)</u>	<u>INTERMEDIATE COMMAND (4 CLASSES)</u>	<u>GROUP AVERAGE</u>
<u>Coordinated Training</u>						
Police only	54 (55%)	120 (64%)	21 (72%)	28 (74%)	30 (36%)	60%
Coordinated criminal justice	36 (36%)	53 (28%)	8 (28%)	8 (21%)	46 (56%)	34%
Uncertain	9 (09%)	15 (08%)	0 -	2 (05%)	6 (07%)	06%
N =	99	188	29	38	82	
Missing	0	2	1	0	2	
<u>I could learn more by spending the same amount of time on the job.</u>						
Strongly disagree	61 (62%)	77 (41%)	13 (45%)	9 (24%)	32 (38%)	42%
Disagree	30 (30%)	99 (53%)	13 (45%)	25 (66%)	52 (62%)	51%
No opinion	3 (03%)	10 (05%)	2 (07%)	1 (03%)	0 -	04%
Agree	1 (01%)	2 (01%)	1 (04%)	3 (08%)	0 -	03%
Strongly agree	4 (04%)	0 -	0 -	0 -	0 -	01%
N =	99	188	29	38	84	
Missing	0	2	1	0	0	

classroom training and job application. Opinions on this issue were probed through several questions. Respondents were asked to indicate what percentage of training time should be devoted to classroom training, physical training, and practical application. The average percentage for each group is reported in Table 7.1.<sup>1</sup> The averages of each group are similar and thus the figures in the last column (average for the groups)<sup>2</sup> is representative-- 46% is the average for classroom training, 16% for physical training, and 39% for practical application. Law enforcement personnel generally feel that classroom training is most important but that a significant part of the program should be devoted to practical application.

Although law enforcement personnel generally support practical application in training, they do not see on-the-job training as an alternative to classroom training. Respondents were asked to agree or disagree with the following statement:

I (or, recruits) could have learned more by spending the same amount of time on the job.

The vast majority of all groups (about 90%; see Table 7.1) disagree with the statement. In no sample does more than 6% agree with the statement.

Another indication of the support for practical application as a supplement to classroom training is found in responses to questions regarding

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<sup>1</sup>The standard deviation is also reported in the table to give an indication of the degree of variation in responses. A standard deviation means that about 66% of the cases fall within the average, plus or minus the standard deviation. For example, if the average for classroom instruction is 40% and the standard deviation is 13, then 66% of the sample respond between 27% and 53%. The larger the standard deviation, the greater the variation in responses for the sample.

<sup>2</sup>The average was calculated across the groups rather than across the individuals in order to give equal weight to the smaller samples. If the average had been calculated across individuals then the recruit samples which have over 300 cases would far outweigh the BCA instructors of whom there are only ten.

field training. The majority in each sample believe that field training should be part of the basic program (average is 81%). Trainers and supervisors are among the more supportive. Although there is widespread support for field training there is no consensus on when that training should occur. Responses vary by sample but in no case do many believe the training should come before or early in the program. Opinions are divided whether the field experience should occur in the middle of, end of, or throughout the program.

Additional insight into the value and time of field experience can be obtained from a survey of Minneapolis recruits. Minneapolis recently experimented with a program in which 12 weeks of field training were offered after eight weeks of classroom instruction. The 12 weeks were followed by eight additional weeks of classroom instruction and then four more weeks of field training. Data from Minneapolis trainees are available, and their responses to questions relating to field training can be helpful. Responses are presented in Table 7.3.<sup>1</sup>

All Minneapolis trainees felt field training should be a part of basic training. Most felt that the middle of the training program was the best time to offer it (as Minneapolis did). The majority also reported that the experience decreased their enthusiasm for returning to the classroom, about half reporting that they learned somewhat less or much less during the second classroom instruction period as opposed to the first. A large majority also felt that they could have done an effective job without the second period of classroom instruction. The point at which field experience is

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<sup>1</sup>Data were gathered before and after the second eight-week classroom session, so "pre-training" is not an accurate description of when the data were obtained. This term will be used for convenience here, however.

TABLE 7.3  
 RESPONSES FROM MINNEAPOLIS TRAINEES  
 REGARDING FIELD TRAINING

QUESTION	PRE- TRAINING N =	POST- TRAINING N =
"In general, should field training be a part of basic training?"		
Yes	25	24
No	0	0
Uncertain	0	0
"What is your opinion of the most appropriate time for field training?"		
Before training	0	0
Early in the training program	2	1
In the middle of the program	21	15
At the end of the program	2	7
"How did your field training experience affect your enthusiasm for returning to the classroom?"		
Greatly increased	0	1
Increased	3	3
No affect	2	3
Decreased	9	11
Greatly decreased	11	6
"How much do you feel you learned during your last eight-weeks of classroom instruction as compared to your first-eight weeks of instruction?"		
Much more		1
Somewhat more		6
About the same		6
Somewhat less		8
Much less		3
"Do you think you could have done an effective job as a law enforcement officer immediately after field training, without returning for the last eight-weeks of classroom training?"		
Very effective		3
Effective		15
Uncertain		6
Ineffective		0
Not at all effective		0

offered, then, seems to have a great effect on the trainees' perceptions of the value of training and on their receptiveness to additional instruction. This point should be considered when implementing field experience programs.<sup>1</sup>

In summary, law enforcement personnel are divided on whether police training should be coordinated with other criminal justice training or whether it should remain separate. There is general agreement, however, that while classroom training is essential, practical application during the training program and some form of field experience are desirable. The logistics of implementing a field training program on a statewide basis are very complicated due to the fact that such field experience may take a great amount of time, and officers from a wide variety of agencies and jurisdictions are involved. Survey data from various law enforcement groups, however, indicate that they overwhelmingly favor including field training/experience in the basic program.

#### LAW ENFORCEMENT PERSPECTIVES ON WHEN MANDATORY BASIC TRAINING SHOULD OCCUR

Prior to 1977 peace officers were required to be trained within 12 months of their employment. Amendments to the peace officer training law in 1977 omitted reference to the time of training so that this issue will need to be resolved by the new Minnesota Board of Peace Officer Standards and Training (see Chapter II). The law enforcement groups surveyed during the evaluation were asked when mandatory training should occur. Responses are

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<sup>1</sup>Minneapolis covered most topics during the first eight weeks and handled topics in more detail during the second eight weeks. Trainees were on the street after the first eight weeks. This particular arrangement might explain negative reactions toward further training.

reported in Table 7.4.

The average across the law enforcement groups is 39% for the system in effect until 1977 (i.e., training within the first year). Close to half favor training sooner--25% immediately and 23% within the first six months. Very few would support extending the time of training.

The average of the groups hides differences of opinion that appear to exist on this issue. The BCA instructors are most supportive of immediate training (90%) and the recent recruits and graduates tend to favor training either within the first six months or immediately. Although percentages are lower for the exempt agencies more favor earlier training than might be expected of small outstate agencies. It is interesting that the two samples of supervisors and the subsample of training officers are the most satisfied with the present system and the least supportive of sending recruits to training sooner.<sup>1</sup>

Responses to this item must be interpreted with caution. In particular, the question was worded and asked in the context of a training delivery system that is changing. Respondents indicated their preference for time of training in a system where costs and burdens of training were borne in large part by the local jurisdiction. The arrangement of training prior to

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<sup>1</sup>Technical discussions in Appendix A indicate that the supervisory samples (and hence the training officer subsamples) probably overrepresent larger, metro agencies which the next section notes are more likely to favor earlier training. However, since these samples are based on agencies rather than recruits, relatively more outstate agencies would be represented in these samples (i.e., more outstate agencies send recruits to training, but more metro recruits attend training because they are larger agencies). Therefore, what appears to be a difference of opinion of supervisors might in part reflect the fact that there is a larger proportion of outstate respondents in these samples. Distributions of samples for metro/outstate can be found in Appendix A. This issue is raised in a following section on determinants of training delivery perspectives.

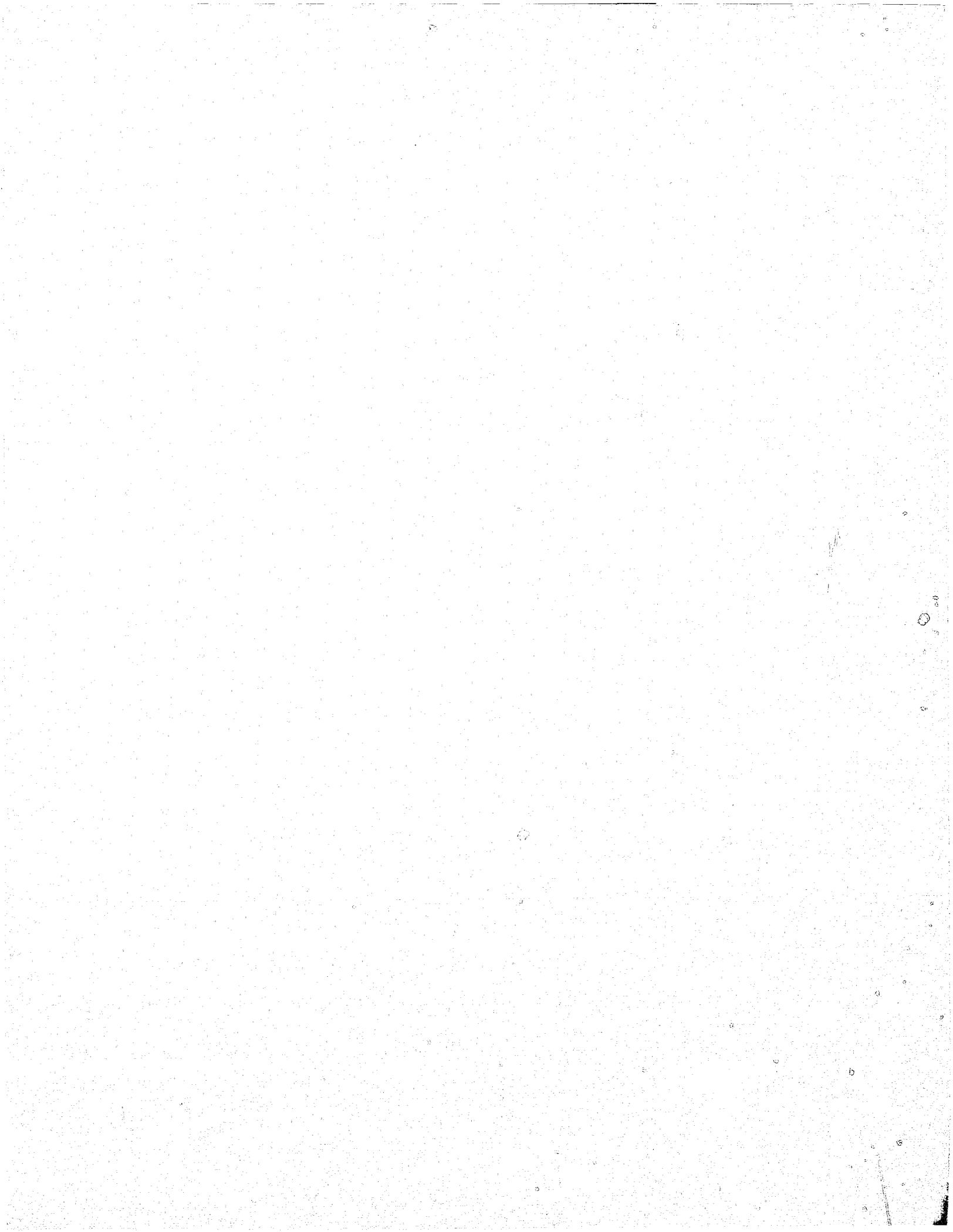


TABLE 7.4

## LAW ENFORCEMENT PERSPECTIVES: WHEN MANDATORY BASIC TRAINING SHOULD OCCUR

QUESTION	1976-77 RECRUITS		BCA GRADUATES		SUPERVISORS OF BCA GRADUATES		TRAINERS		EXEMPT AGENCIES	GROUP AVERAGE
	Pre-Training <sup>a</sup>	Post-Training <sup>b</sup>	Six-Month Follow-Up	1973-74 Graduates	I	II	BCA Instructors	Training Officers <sup>c</sup>		
<b>Time of Training</b>										
Immediately when hired	77 (24%)	67 (22%)	25 (23%)	11 (13%)	10 (12%)	16 (16%)	9 <sup>d</sup> (90%)	9 (14%)	5 (13%)	25%
Within first six months	86 (27%)	79 (26%)	28 (26%)	35 (42%)	14 (16%)	20 (20%)	0 -	12 (18%)	11 (29%)	23%
Present system	115 (36%)	111 (36%)	51 (46%)	32 (39%)	47 (54%)	44 (44%)	0 -	32 (49%)	19 (50%)	39%
Within 18 months	23 (07%)	30 (10%)	4 (04%)	5 (06%)	15 (17%)	12 (12%)	0 -	10 (15%)	2 (05%)	08%
Other	16 (05%)	18 (06%)	2 (02%)	0 -	1 (01%)	7 (06%)	1 (10%)	3 (05%)	1 (03%)	04%
N =	317	305	110	83	87	99	10	66	38	
Missing	1	13	0	2	1	2	0	0	5	

<sup>a</sup>The annual sample consists of recruits in classes number 56 through 63. The total should be 317. Apparently one recruit who dropped out and began in another class has been counted twice. Given the large N such an error will not affect results.

<sup>b</sup>Missing data in post-test sample includes six recruits who dropped out of or failed the course.

<sup>c</sup>The two subsamples of training officers from the two supervisory samples are combined for this table.

<sup>d</sup>Two of these responses specified that training should occur before hiring.

employment with costs borne by the individual and the state which is encouraged by 1977 legislation (see Chapter II) is not specified in the question. Hence responses must be interpreted in the context of the pre-1977 system. In addition, readers should keep in mind that a response bias often exists in favor of the present system which would inflate the percentage favoring training within the first year.

In summary, agreement on the time of training does not exist across law enforcement groups. The largest proportion of each sample (but generally not a majority) favor the current requirement of training within the first year. Very few would extend this limit although a significant proportion of each sample would favor training earlier. The fact that the question was asked in the context of the previous system and that a response bias might favor the present system increases the importance of the large number favoring earlier training. This is particularly true of the supervisors who are less supportive of earlier training but who might be influenced by the costs and burdens of the pre-1977 training delivery system.

#### LAW ENFORCEMENT PERSPECTIVES ON WHERE TRAINING SHOULD BE OFFERED

Section A of this report described a training delivery system in which all recent basic training has been offered in the metro area, all vo-tech and college law enforcement program graduates have had to attend the mandatory basic course in the metro area, and the majority of BCA in-service courses have been offered in the metro area. Legislation in 1977 has made some changes for the future location of training. The new skills course for college graduates is to be offered regionally and the BCA is required to assess and meet regional in-service training needs. No details of location

have yet been worked out nor is there assurance that the BCA will have the resources to meet the mandate.

Two items were included on the law enforcement questionnaires that deal with where training is offered. One asks for preferences of geographical location and the other asks for assessments of the adequacy of facilities. Law enforcement responses to these items are included in Table 7.5. Perspectives of in-service trainees are included in Table 7.6.

On geographical location, as with time of training, differences of opinion exist across law enforcement groups. However, there is no clear pattern that opinions vary with law enforcement position. As would be expected the BCA instructors are most supportive of a central academy; the exempt (small, outstate) agencies are most supportive of regional alternatives. Other differences are perhaps more a result of sampling procedures.

Recent recruits are fairly evenly divided between metro and regional alternatives. About one-half favor either the present system or a central academy and there is an increase in support for a central academy by the end of the training program. A similar response pattern holds for the six-month follow-up and the first supervisory samples which were drawn from the pool of recent recruits (see Appendix A for details of samples).<sup>1</sup> One would expect such a division of preference since about half of the trainees come from the metro area or are within commuting distance. The influence of agency location on training delivery preferences is discussed in a section

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<sup>1</sup>The bias in follow-up and supervisory returns identified in Appendix A and the influence of agency location on training location preference (see section on determinants) means that any bias in responses would be in favor of regional alternatives. In sum, the continued preference of some for the present system or a central academy cannot be explained by sampling error since metro agencies are not overrepresented in returns.

TABLE 7.5

## LAW ENFORCEMENT PERSPECTIVES: WHERE TRAINING SHOULD BE OFFERED

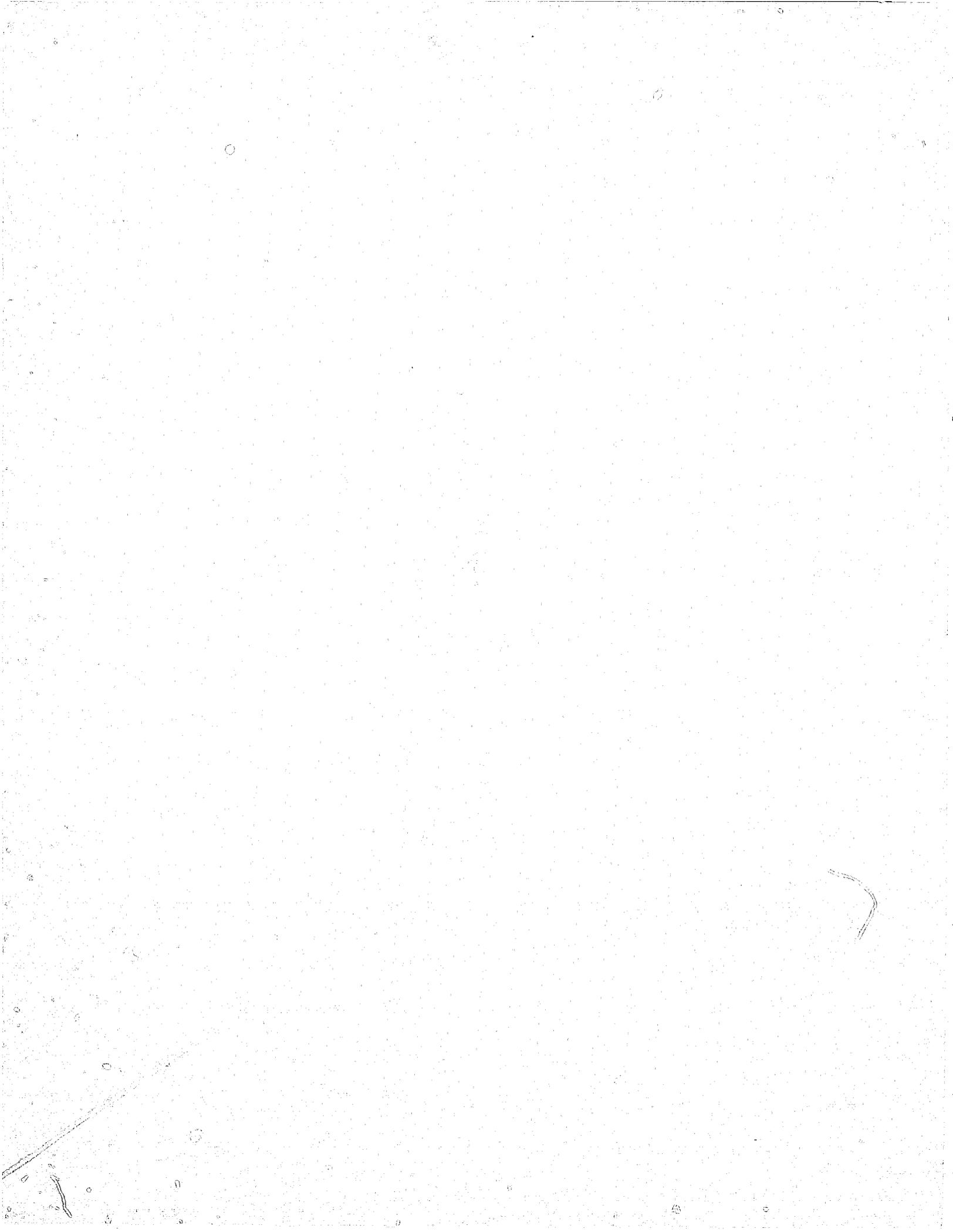
QUESTION	1976-77 RECRUITS		BCA GRADUATES		SUPERVISORS OF BCA GRADUATES		TRAINERS		EXEMPT AGENCIES	GROUP AVERAGE
	Pre-Training <sup>a</sup>	Post-Training <sup>b</sup>	Six-Month Follow-Up	1973-74 Graduates	I	II	BCA Instructors	Training Officers <sup>c</sup>		
How would you prefer to have the training programs offered?										
Present system (various locations in metro area)	67 (21%)	69 (23%)	25 (23%)	7 (08%)	19 (22%)	13 (13%)	0 -	8 (12%)	5 (13%)	15%
Central training academy	66 (21%)	92 (30%)	34 (31%)	14 (17%)	25 (29%)	29 (29%)	7 (70%)	25 (39%)	2 (05%)	30%
Permanent regional academies	114 (36%)	88 (29%)	29 (26%)	34 (41%)	16 (19%)	24 (24%)	2 (20%)	10 (15%)	13 (33%)	27%
Regional schools set up as needed	67 (21%)	49 (16%)	20 (18%)	25 (30%)	22 (26%)	29 (29%)	1 (10%)	16 (27%)	19 (48%)	25%
Other	4 (01%)	7 (02%)	2 (02%)	3 (04%)	0 -	5 (05%)	0 -	6 (10%)	1 (03%)	03%
N =	318	305	110	83	82	100	10	65	40	
Missing	0	13	0	2	6	1	0	1	3	
How would you rate the training facilities of the BCA schools:										
Good		173 (57%)	60 (55%)	50 <sup>d</sup> (60%)	46 (55%)	55 (56%)		35 (54%)		56%
Adequate		109 (36%)	44 (40%)	26 (31%)	29 (35%)	38 (38%)		24 (37%)		36%
Poor		20 (07%)	6 (06%)	8 (10%)	8 (10%)	6 (06%)		6 (09%)		08%
N =		302	106	84	83	99		65		
Missing		16	4	1	5	2		1		

<sup>a</sup>The annual sample consists of recruits in classes number 56 through 63. The total should be 317. Apparently one recruit who dropped out and began in another class has been counted twice. Given the large N such an error will not affect results.

<sup>b</sup>Missing data in post-test sample includes six recruits who dropped out of or failed the course.

<sup>c</sup>The two subsamples of training officers from the two supervisory samples are combined for this table.

<sup>d</sup>Classes in 1973-74 were held at a variety of locations so responses are not comparable to those of 1976-77 recruits.



on determinants of training delivery perspectives.

Three samples remain to be discussed--the graduates of 1973-74, the second supervisory sample, and the training officers. These groups are the least supportive of the present system. All three of these samples were drawn from a list of agencies with 1973-74 graduates. Thus this result might be explained by the fact that the BCA offered basic classes at various regional locations at that time and training was not yet limited to the metro area.<sup>1</sup> The 1973-74 graduates overwhelmingly favor regional alternatives (either permanent or set up as needed), more of the supervisors favor a central academy, and many of the training officers (39%) support a central academy.

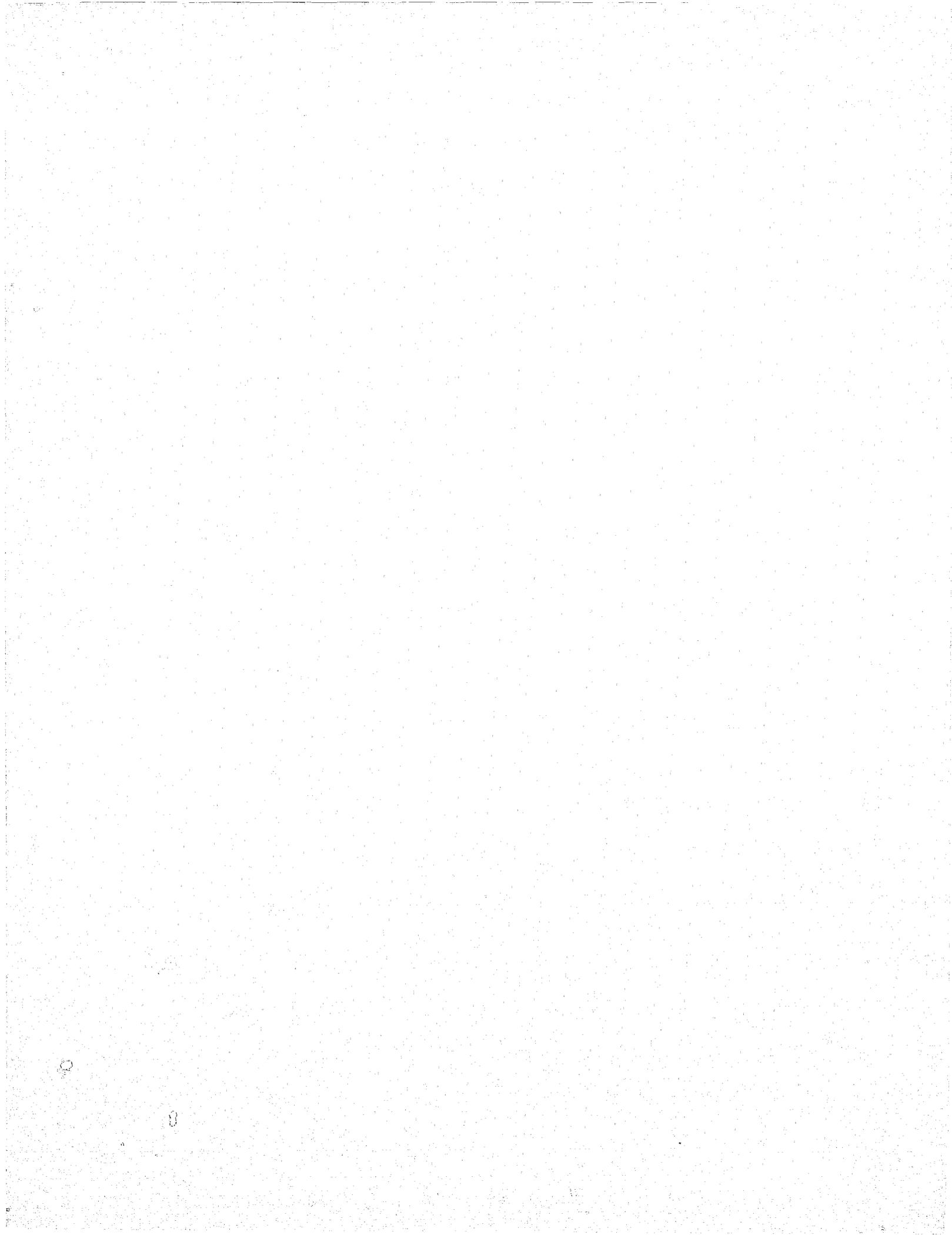
Among the groups represented in Table 7.5, trainers and then training officers are the most supportive of a central training academy. Differences of opinion exist among the other groups and are perhaps a function of different training arrangements provided for the different samples. Other differences are more likely a result of agency location or characteristics and these are discussed below. On the average there is an even division between metro versus regional alternatives, and the category receiving the least support is the present system.

The opinions reported in Table 7.5 relate to the location of basic training. In-service trainees were also asked for their perspectives on location. Their responses are reported in Table 7.6. Opinions differ by

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<sup>1</sup>See footnote on page 126. These samples are based on agencies rather than recruits so that relatively more outstate agencies are represented in returns than in the other samples based on recruits. Differences in sample composition might explain in part the relative dissatisfaction of these groups with the present system.

TABLE 7.6						
LAW ENFORCEMENT PERSPECTIVES: WHERE TRAINING SHOULD BE OFFERED						
1976-77 IN-SERVICE TRAINEES						
QUESTION	CRIME SCENE PROCESSING (5 CLASSES)	REFRESHER TRAINING (7 CLASSES)	BASIC INVESTIGATION (1 CLASS)	ADVANCED INVESTIGATION (2 CLASSES)	INTERMEDIATE COMMAND (4 CLASSES)	GROUP AVERAGE
How would you prefer to have the training programs of- fered?						
Various locations	20 (22%)	21 (11%)	10 (35%)	16 (42%)	16 (20%)	26%
Central training academy	25 (27%)	22 (12%)	6 (21%)	11 (29%)	20 (25%)	23%
Permanent regional acad- emies	10 (11%)	33 (18%)	3 (10%)	6 (16%)	19 (24%)	16%
Regional schools set up as needed	37 (40%)	104 (56%)	7 (24%)	3 (08%)	25 (31%)	32%
Other	1 (01%)	5 (03%)	3 (10%)	2 (05%)	1 (01%)	04%
N =	93	185	29	38	81	
Missing	6	5	1	0	3	



the type of class. Trainees in Refresher Training, which has the most students, and in Intermediate Command, which is mandatory, favor regional alternatives. This is especially true of Refresher trainees. The Crime Scene and Investigation students are more willing to come to the metro area. Data on the in-service students do not enable one to probe whether these students are predominantly from the metro area or whether student preferences are influenced by the specialization of training which might be aided by a metro location.

Although dissatisfaction exists with the geographical location of training, there is widespread acceptance of the current facilities. Responses for all groups who were asked to rate facilities are reported in Table 7.5, although many supervisors or training officers might not be familiar with the metro facilities. One should note also that the 1973-74 graduates were trained at different facilities.

Responses are similar across groups. On the average a little over half (56%) believe the facilities are good, 36% find them adequate and only 8% rate them as poor. Overall acceptance of facilities should not hide the fact that many law enforcement respondents perceive that facilities could be improved (i.e., they rate them only as adequate or poor).<sup>1</sup>

#### LAW ENFORCEMENT PERSPECTIVES ON LENGTH OF MANDATORY BASIC TRAINING

The appropriate length of the basic course is closely related to course content in that assessments of the adequacy of course coverage have implications for the length of training. Course length is also relevant to training delivery since it bears on questions such as the number of courses that can

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<sup>1</sup>Locations of the in-service classes varied considerably hence ratings of facilities are not reported here.

be offered, frequency of courses, and number of students per class. Law enforcement opinions on the issue are reported in Table 7.7 and are discussed below. However, a longer or shorter course should not be considered independently of course content (i.e., a longer course is not necessarily a better course) and hence the issue of length will be raised again in Section C of this report.

The basic course has been 280 hours (eight weeks) since 1971. During 1976-77 the Training Board discussed extending the course, and now the reconstituted Board will need to determine course length. Previous studies of Minnesota training have recommended a longer course (see Chapter I) and the National Advisory Commission on Criminal Justice Standards and Goals has recommended a basic course of 400 hours (see Chapter VI).

Responses reported in Table 7.7 indicate that there is considerable support for a longer basic program. With the exception of the exempt agencies and of the 1976-77 recruits prior to their training, at least 50% of all groups favor a program in excess of 320 hours. Extent of support for a longer program is significant since the question was asked in the context of a system in which training was a burden (e.g., costs, loss of manpower) to agencies. It is also possible that percentages favoring the 240-320 hour response category are inflated by a tendency to favor the present system. There is virtually no support for a shorter program except among the exempt agencies.

#### DETERMINANTS OF TRAINING DELIVERY PERSPECTIVES

Responses reported in the previous sections indicate that in a few cases consensus exists among law enforcement personnel. In particular, groups

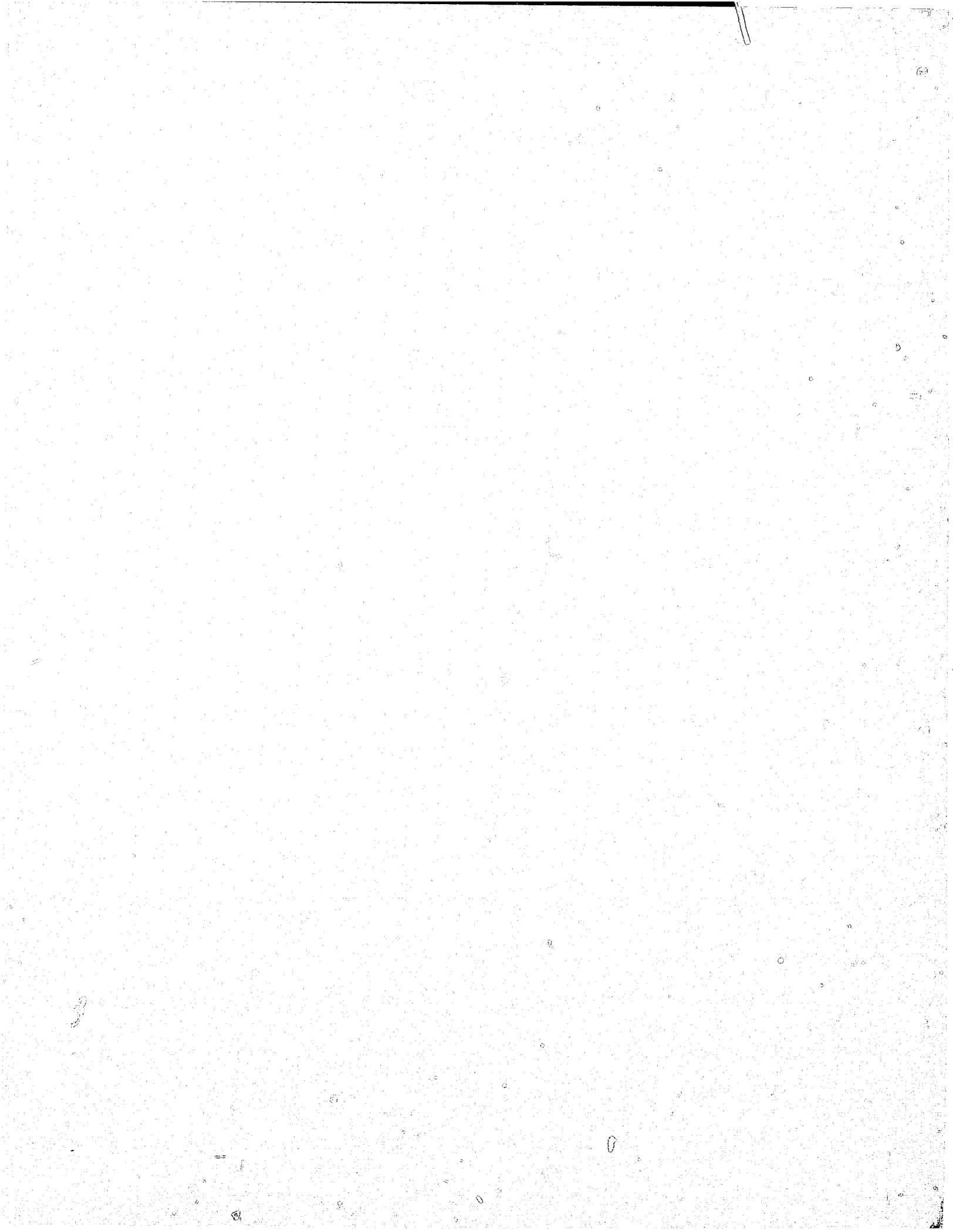


TABLE 7.7

## LAW ENFORCEMENT PERSPECTIVES: LENGTH OF MANDATORY BASIC TRAINING

QUESTION	1976-77 RECRUITS		BCA GRADUATES		SUPERVISORS OF BCA GRADUATES		TRAINERS		EXEMPT AGENCIES	GROUP AVERAGE
	Pre-Training <sup>a</sup>	Post-Training <sup>b</sup>	Six-Month Follow-Up	1973-74 Graduates	I	II	BCA Instructors	Training Officers <sup>c</sup>		
How many hours of basic training should be the minimum necessary for police officers?										
Less than 240 hours	6 (02%)	5 (02%)	0 -	0 -	4 (05%)	5 (05%)	0 -	4 (06%)	7 (18%)	04%
240-320 hours	171 (55%)	136 (45%)	39 (36%)	34 (41%)	36 (41%)	45 (45%)	3 (30%)	23 (35%)	27 (69%)	44% <sup>d</sup>
320-360 hours	59 (19%)	83 (27%)	22 (20%)	16 (19%)	19 (22%)	20 (20%)	1 (10%)	12 (19%)	3 (08%)	18%
360-400 hours	55 (18%)	56 (18%)	34 (32%)	27 (32%)	24 (28%)	22 (22%)	1 (10%)	22 (34%)	1 (03%)	22%
More than 400 hours	23 (07%)	24 (08%)	13 (12%)	7 (08%)	4 (05%)	8 (08%)	4 (40%)	4 (06%)	1 (03%)	11%
N =	314	304	108	84	87	100	10	65	39	
Missing	4	14	2	1	1	1	0	1	4	

<sup>a</sup>The annual sample consists of recruits in classes number 56 through 63. The total should be 317. Apparently one recruit who dropped out and began in another class has been counted twice. Given the large N such an error will not affect results.

<sup>b</sup>Missing data in post-test sample includes six recruits who dropped out of or failed the course.

<sup>c</sup>The two subsamples of training officers from the two supervisory samples are combined for this table.

<sup>d</sup>The average is considerably inflated by including the opinions of exempt agencies.

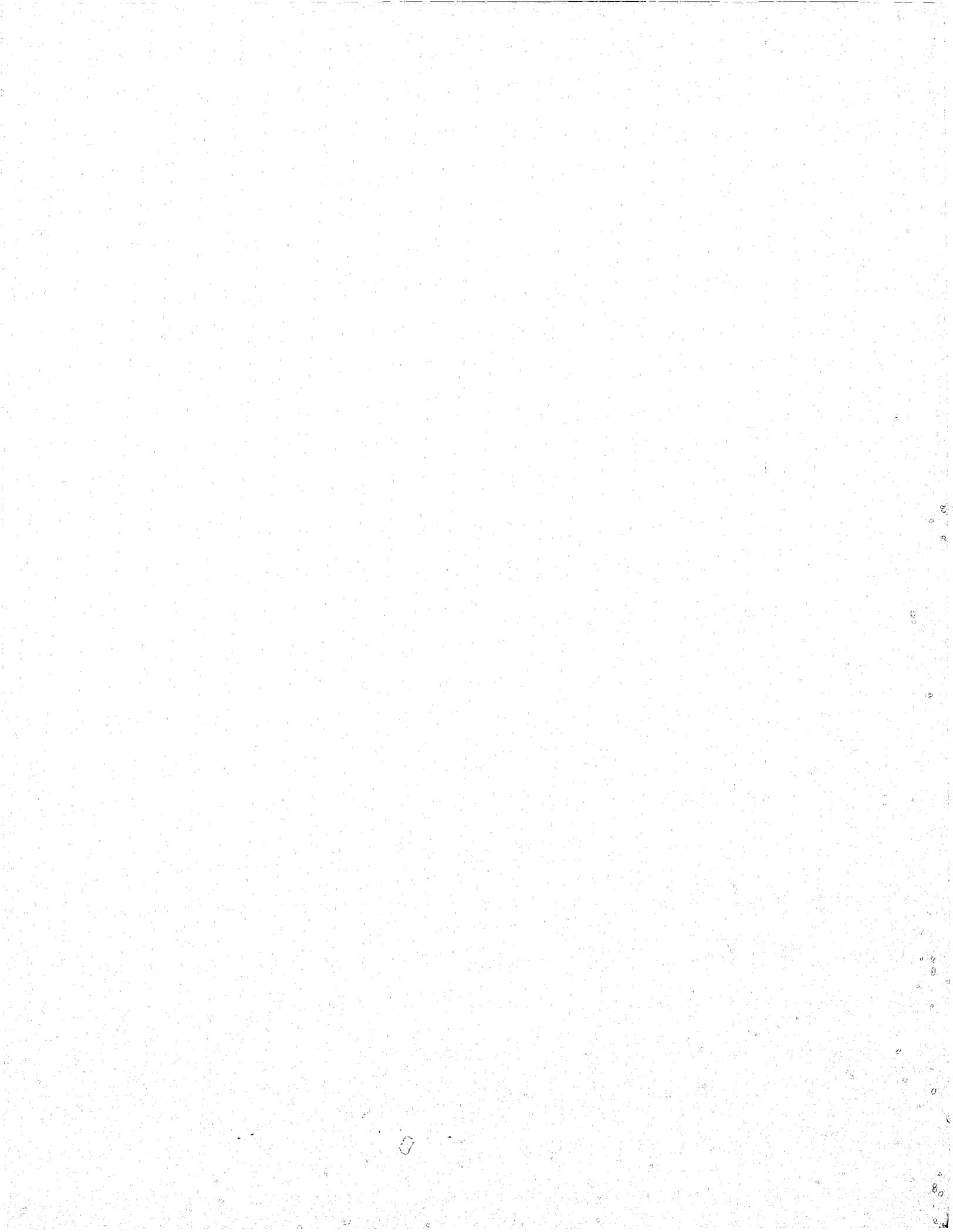
generally favor practical application in training and field experience as part of the basic program. On most training delivery issues opinions differ, although differences generally do not appear to be explained by one's law enforcement position (i.e., by whether one is a recruit, graduate, supervisor, or trainer). Instead, it seems likely that when differences of opinion do exist characteristics of respondents' agencies can explain the differences. Responses collected from the exempt (small, outstate) agencies reported in previous tables suggest that training delivery opinions are likely to differ by agency type.

Responses to the questionnaire items were related to one's agency type, agency size, community size, criminal justice planning region, and distance from the metro area.<sup>1</sup> The most important variables in explaining training delivery perspectives appear to be region and distance from the metro area. As would be expected agency location is closely associated with preferred location for training facilities. Table 7.8 includes the breakdown of responses to the training location item by the metro/outstate division. Breakdowns by criminal justice planning region are included in a separate report which contains data for regional planners.<sup>2</sup> Before training, after training, and after six-months of job experience, recruits trained by the BCA from outstate prefer regional alternatives, while metro recruits are more supportive of a metro location (either present system or a central academy). Analyses of the supervisory samples and of the graduates of 1973-74 provide similar

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<sup>1</sup> Agency size and community size were related to opinions, controlling for agency type. Analyses were conducted on pre-training and post-training responses of 1976-77 recruits and on the six-month follow-up sample. Distance from metro area was coded as: 1 = metro, 2 = within 75 miles of the metro area, 3 = 75-150 miles from metro area, and 4 = more than 150 miles from metro area. A recoded variable, metro/outstate, proved more useful in analyses.

<sup>2</sup> See Appendix B for list of other project reports.



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**CONTINUED**

**2 OF 7**

TABLE 7.8

## METRO/OUTSTATE PERSPECTIVES ON LOCATION OF TRAINING FACILITIES

TRAINING LOCATION	1976-77 RECRUITS PRE-TRAINING				1976-77 RECRUITS POST-TRAINING				1976-77 RECRUITS SIX-MONTH FOLLOW-UP			
	Metro		Outstate		Metro		Outstate		Metro		Outstate	
	N =	Per- cent <sup>a</sup>	N =	Per- cent	N =	Per- cent	N =	Per- cent	N =	Per- cent	N =	Per- cent
Present system (various locations in metro area)	41	(64)	23	(36)	39	(59)	27	(41)	15	(63)	9	(37)
Central academy	42	(66)	22	(34)	53	(60)	35	(40)	14	(42)	19	(58)
Regional (permanent or set up as needed)	57	(33)	117	(67)	38	(30)	88	(70)	12	(26)	34	(74)
	N =		302		N =		289		N =		103	
	χ <sup>2</sup> <sup>b</sup> =		30.56		χ <sup>2</sup> <sup>b</sup> =		24.40		χ <sup>2</sup> <sup>b</sup> =		8.87	
	Significance		.000		Significance		.000		Significance		.01	

<sup>a</sup> Percentages are the proportion of metro and outstate respondents selecting each response category; that is, row percentages.

<sup>b</sup> The Chi-square test indicates if differences between metro and outstate responses are significant. All Chi-squares are significant, which means that the differences are not likely to occur by chance.

results.

Distance from the metro area is also associated with preferred time for training. Breakdowns reported in Table 7.9 indicate that recruits from metro agencies are more supportive of immediate or earlier training while outstate recruits are more supportive of the current system (within 12 months). This finding lends support to the argument that the lower level of support for earlier training found in the supervisory samples is a result of the larger proportion of outstate agencies in those samples than a result of supervisory position.

There is also a tendency for metro recruits to favor a longer course and to be more supportive of field training. Since these results are not consistent across all of the law enforcement groups surveyed, and conclusions are therefore less certain, data are not reported here.

Size of agency and size of community served are less important in explaining training delivery perspectives than anticipated. Officers in larger agencies and serving larger communities are not consistently more likely to favor a particular location, time or length of training. Nor do differences exist between sheriffs and police. Instead geographical locations vis-a-vis the metro area is the primary determinant of training delivery opinions.

#### SUMMARY AND IDENTIFICATION OF NEEDS

Opinions of various law enforcement personnel have been analyzed to assess their perspectives on training delivery. A variety of groups were sampled (recruits, graduates, supervisors, trainers) in order not to slight or overrepresent any particular perspective. Law enforcement personnel

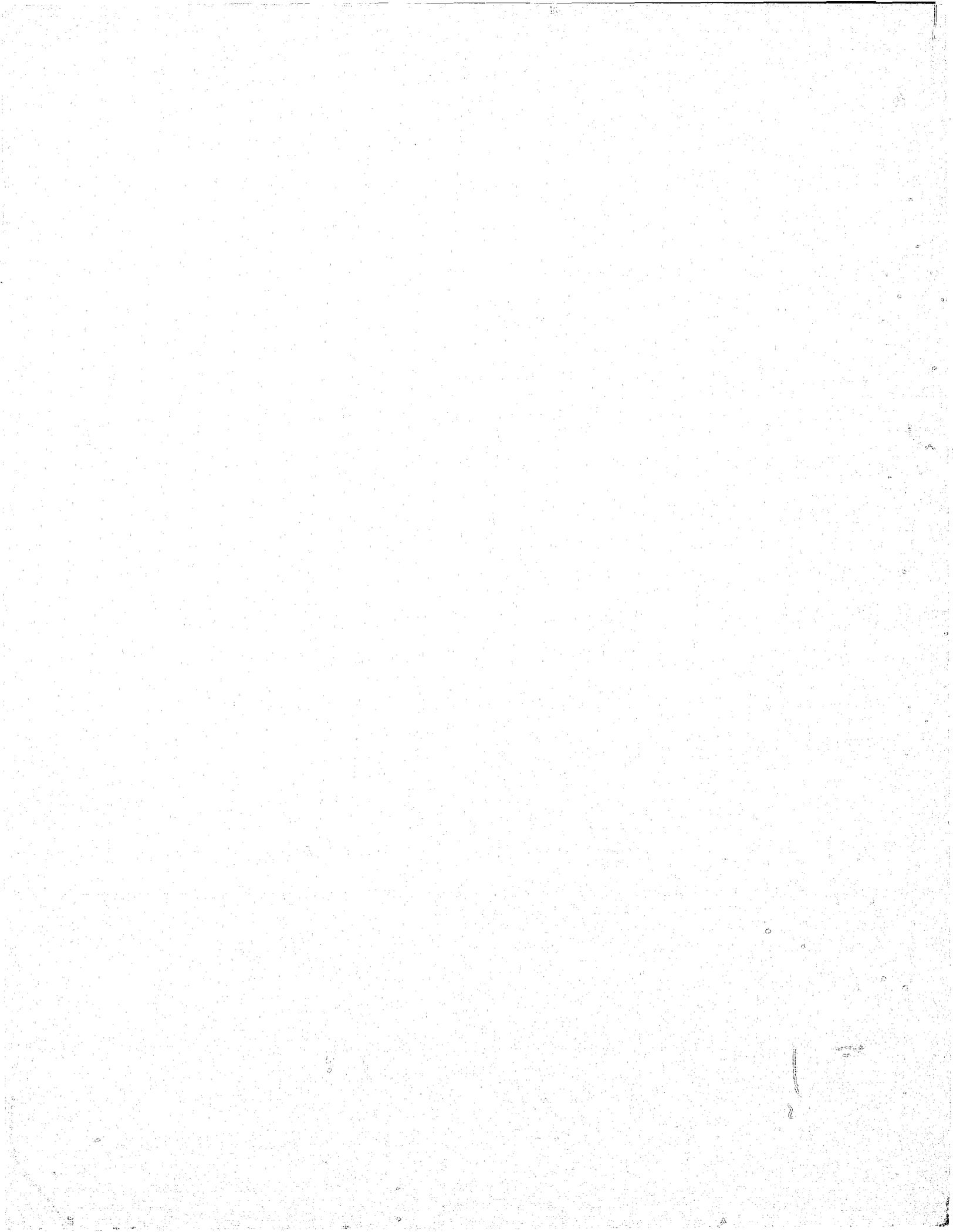


TABLE 7.9

## METRO/OUTSTATE PERSPECTIVES ON WHEN TRAINING SHOULD OCCUR

TRAINING LOCATION	1976-77 RECRUITS PRE-TRAINING				1976-77 RECRUITS POST-TRAINING				1976-77 RECRUITS SIX-MONTH FOLLOW-UP			
	Metro		Outstate		Metro		Outstate		Metro		Outstate	
	N =	Per- cent <sup>a</sup>	N =	Per- cent	N =	Per- cent	N =	Per- cent	N =	Per- cent	N =	Per- cent
Immediate	45	(60)	30	(40)	41	(64)	23	(36)	15	(63)	9	(37)
Within first six months	42	(52)	39	(48)	39	(53)	35	(47)	13	(48)	14	(52)
Within first twelve months (present system)	40	(36)	70	(64)	35	(33)	70	(67)	12	(24)	37	(76)
Within first eighteen months	6	(26)	17	(74)	11	(42)	15	(58)	0	-	3	(100)
	N =		280		N =		269		N =		103	
	$\chi^2$ <sup>b</sup> =		14.82		$\chi^2$ <sup>b</sup> =		16.55		$\chi^2$ <sup>b</sup> =		12.79	
	Significance		.002		Significance		.001		Significance		.005	

<sup>a</sup>Percentages are the proportion of metro and outstate respondents selecting each response category; that is, row percentages.

<sup>b</sup>The Chi-square test indicates if differences between metro and outstate responses are significant. All Chi-squares are significant, which means that the differences are not likely to occur by chance.

demonstrate consensus on some issues and division on others. For several issues on which division exists (especially location and time of training) geographical location is the primary explanation. Positions on many issues in the state are divided along metro/outstate lines. It is therefore not surprising that opinions on how training should be offered also would differ along those lines.

An evaluation of training delivery must consider several factors. The opinions of the law enforcement personnel most directly involved in and affected by the system are certainly an important consideration. Responses collected from Minnesota law enforcement personnel lead to the identification of the following training delivery needs. These needs will be discussed again in Chapter X in light of the needs identified through other types of evidence.

#### TRAINING DELIVERY NEEDS

1. Practical application in the basic program, particularly a period of field experience.

Law enforcement personnel disagree when the field experience should occur but the majority of all groups support practical application and field training (see Table 7.1).

2. Investigation into the feasibility and advantages of coordinated criminal justice training.

All groups are divided on the desirability of coordinated criminal justice training. Sufficient support exists (see Table 7.1) for its feasibility and advantages to be further investigated.

3. Training within a time period that is shorter than the 12 month limit in effect until 1977.

Many law enforcement personnel support the 12 month time period, but a slight majority favor immediate training or training within the first six months (see Table 7.4).

4. Regional training facilities.

Law enforcement groups are fairly evenly divided between metro and regional alternatives (see Table 7.5). The arrangement receiving the least support is the present system (different locations in the metro area). Regional alternatives (either permanent or set up as needed) are generally more favored than a central academy, though support for the latter should not be ignored. Survey responses, in addition to the recent legislative mandate for regional solutions, indicate a continued desire for regional locations.

Two points should be kept in mind in interpreting responses on the issue of location. First, regional locations would include a metro location, so that those favoring such a location would still have the convenience.

Second, in weighing whether to favor metro or outstate opinions on the issue one should clarify whether to consider recruits trained or agencies sending recruits to training. Close to 50% of recruits are from the metro area and hence a single metro location is convenient for half of the trainees. On the other hand more than half of the agencies that send recruits to training are outstate and hence more than half of the agencies are inconvenienced by a metro location.

5. Improved facilities.

A slight majority of law enforcement personnel rate BCA facilities as good. The fact that nearly half find the facilities only adequate or poor indicates that there is room for improvement (see Table 7.5).

6. A longer mandatory basic training program.

A majority of law enforcement personnel would favor a course in excess of 320 hours. If some of the burdens associated with the system in effect until 1977 (costs, loss of manpower) could be reduced as they are likely to be, then support for a longer course would no doubt be higher. Recent creation of a shortened skills course for college graduates with a law enforcement background will affect the need for a longer course and will be discussed in Chapter X.



CHAPTER VIII

ECONOMIC ASPECTS OF PEACE OFFICER TRAINING



## INTRODUCTION

This chapter complements the evaluation of current training delivery presented in this report by examining alternative means of future training delivery. Within a labor market context, monetary and personal incentives encourage individuals to undertake training and thus to become part of the trained personnel supply; while political considerations, within the context of budget restraints, encourage law enforcement agencies to demand such trained personnel. Since it can take up to two years to train a peace officer, a market forecast will enable individuals and agencies to plan their respective educational, budgetary, and capital needs so that changes in public safety wants are met with minimal delay. A complete market forecast is not attempted because future supply of trained personnel depends on a forecast of peace officers' wages as compared to wages in other occupations. Such a wage forecast is extremely difficult over a long time period. However, the trained personnel market components examined are as follows:

1. Forecast demand for peace officers,
2. Determinants of peace officer supply, and
3. Cost comparisons of two future training delivery options.

The entire analysis assumes the relevant market is the state of Minnesota, i.e., trained personnel migration between states is disregarded given the expectation that it is very small. Other factors examined are the geographical location of future training facilities and the financing of training costs.

In particular, cost comparisons are made of training provision through either the community colleges exclusively or the vo-techs exclusively.

According to these two options, either community colleges alone or vo-techs alone would provide certified law enforcement programs such that their graduates would be licensed to be peace officers. These two alternative means of training delivery are the only mechanisms for which cost estimates and comparisons are reported.

A complete cost-effective analysis of alternative mechanisms for supplying trained peace officers is not attempted. Neither research resources nor data availability permits a comprehensive analysis of all possible training delivery systems. There are innumerable combinations of community college, four-year universities, vo-tech law enforcement programs, and instruction by the BCA which could be used to train peace officers in Minnesota. All possibilities and their respective costs cannot be anticipated. So comparisons are limited to the cost considerations of two options for providing training, through vo-tech programs exclusively or through community college programs exclusively. Although cost analyses are limited to these two options, there is no implication that training would be limited to students in these two types of programs. There is no reason that a certified community college could not service students enrolled in other institutions or in-service personnel.

The first section deals with the demand for peace officers in Minnesota. The future needs for trained personnel are projected. The second section discusses supply of trained peace officers. This second section addresses the questions:

- (1) What factors affect trained peace officer supply?
- (2) Who should bear training costs?
- (3) What are the implications of public and private financing?

These questions direct attention to cost considerations of alternative mechanisms for training delivery. The third section reports cost estimates of the

training delivery options described above.

## DEMAND FOR LAW ENFORCEMENT PERSONNEL

### DEMAND FORECASTS AID TRAINING PROVISION PLANNING

Those providing training for peace officers need to project law enforcement personnel needs. If training is conducted largely at public expense, foreknowledge of the relevant market conditions faced by trained personnel can lead to efficient decision-making in the level of training provision given the expected needs.

### INTERACTION BETWEEN THE DEMAND FOR PUBLIC SAFETY AND THE DEMAND FOR PERSONNEL

In the case of law enforcement personnel, training needs are a function of the demand for services. Peace officers perform a public service. They are intermediate products (or service producing agents) in a process whose outcome can be called "public safety." The demand for such personnel is derived from the demand for the service they provide. Since the demand for this public service is financed by public revenues, response to this demand is dependent upon political decisions, and not simply market phenomena. But if political decision-makers respond reasonably well to the demands for public safety, it makes sense to use the factors determining citizen demand for public safety to estimate the number of trained peace officers that will be demanded by local agencies. That is, variables that can be expected to affect demand for public safety can also be expected to affect the number of peace officers communities do employ.

## DETERMINANTS OF THE DEMAND FORECAST

The variables that affect the demand for public safety and thus the demand for peace officers are:

1. Population size,
2. Crime<sup>1</sup>
3. Assessors' taxable valuation of property, and
4. Time (to capture trends not described by (1) - (3)).

Selection of these variables can be justified. For example, a number of recent studies have discussed the demand for law enforcement personnel and/or law enforcement expenditures.<sup>2</sup> Most have established that crime and demand for police services simultaneously affect each other. Figure 8.1 describes visually the mutual effect these variables have upon each other. Higher crime increases the demand for peace officers, and an increase in police services reduces crime. By using the other community characteristics which have been found to be related to demand for police services as well as the community's crime incidence, a demand function for the number of peace officers can be statistically derived.

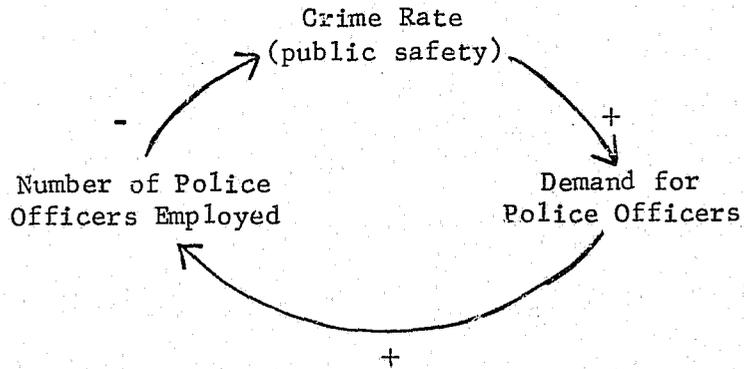
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<sup>1</sup>In analyses reported below, separate regressions were run using violent crime, property crime, and total crime.

<sup>2</sup>A useful summary is provided by Eric J. Scott, "Determinants of Municipal Police Expenditures: A Review Essay," unpublished technical report, Workshop in Political Theory and Policy Analysis, Indiana University. Donald Genadek and Stephen Coleman, "Costs and Performance of Criminal Justice: A Statistical Analysis of Minnesota Counties," Minnesota Statistical Analysis Center, Crime Control Planning Board: St. Paul, Minnesota, May, 1977 finds at the level of Minnesota counties that the relationship between Crime Rate and Police Expenditure per capita is weak. These results should not be read as contradictory to the forecasting attempts of this chapter. The dependent variable is different, i.e., here it is police personnel. Also, forecasting analyses are based on data over-time, in contrast to the cross-county data at a single point in time.

FIGURE 8.1

MUTUAL EFFECTS OF CRIME, DEMAND  
FOR POLICE AND NUMBER OF POLICE EMPLOYED



## DEMAND FOR TRAINED PERSONNEL FORECAST, 1980-2000

Two equations are estimated using the above statistically significant variables; one peace officer demand equation which depends on the crime rate among other variables, and a second equation determining the crime rate which in turn depends on the number of peace officers and the population. In particular, the following equations are estimated.

$$(1) N = c_0 + c_1Cr + c_2P + c_3V + c_4T$$

$$(2) Cr = d_0 + d_1P + d_2N.$$

The procedure by which the statistically significant right hand side variables were determined is described in Appendix C. Equation (1) states that the demand for officers is dependent upon the crime rate (Cr), population (P), assessed valuation in the community (V), and a time trend variable (T). In turn, equation (2) states that the crime rate (Cr) is determined by the population (P) and the number of officers (N). Both of these interdependent equations are used to estimate the demand for peace officers.

The number of trained personnel required over the period 1980 - 2000 can be determined using these equations. Results indicate an initial decline in the number of new officers requiring training followed by a gradual increase over the period 1980 to 2000. The yearly projections are included in Appendix C. Caution should be used in interpreting the yearly projections, however. First, it is uncertain which categories of personnel to include in the projections. Estimates, for example, do not include part-time personnel.<sup>1</sup> Reliable data are not available on the number of part-time personnel, making it

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<sup>1</sup>Part-time personnel are not legally exempt from training but most part-time officers have not been trained since full-time personnel are given priority in the limited BCA classes. Training Board staff suggest that there may be about 300 untrained, part-time officers in the state.

difficult to estimate how much their inclusion would affect training needs. To require training of currently sworn but untrained part-time personnel could increase sharply short-term training needs, while to require training of part-time personnel in the future would increase somewhat long-term training needs. Similarly, inclusion of officers from small communities now exempt from training requirements would affect future training needs. Second, all forecasts involve some range of error, and that error is likely to increase the farther one projects personnel beyond the base period. One should not therefore, take the yearly projections reported in Appendix C too strictly especially those numbers near the year 2000.

On the other hand, readers should not discount the initial decline discovered in the projections. Some of the recent demand for training can be accounted for by the backlog that resulted from mandated training in 1967. For example, data reported in Chapter XV indicate that a number of trainees have been in their current positions well beyond the mandated one year, suggesting that some of these trainees were grandfathered and are seeking training by choice or else may be from exempt communities. As this backlog is met, training needs should decline. In addition, the analyses reported in Appendix C note a sharp increase in peace officer personnel for the 1965-75 period. This period corresponds to an era of high LEAA funding for law enforcement, the continuation of which is uncertain.

Because of the inevitable methodological and practical problems which subject the forecasts to some error, the exact yearly projections are not reported here but are reserved for Appendix C. The major finding to stress in this context is that, barring inclusion of any new category of peace officers requiring training, the number of recruits to be trained in the future is

Likely to decline from the levels of 1965-75. A reasonable conclusion would be that after training has stabilized, a statewide capacity for producing approximately 300 newly trained officers annually may be an appropriate estimate of training delivery needs. Given the human and financial costs of over- or under-supply, training administrators are encouraged to assess continually the short-term demand for peace officers so that training needs can be anticipated.

The cost estimates reported later in this chapter are based on the above forecast and on the expectation that two options for training delivery would fully meet the state's future training needs. Therefore, costs are estimated for the implementation and operation of law enforcement programs which would produce 300 graduates a year statewide.

#### SUPPLY OF LAW ENFORCEMENT PERSONNEL

##### DETERMINANTS OF PEACE OFFICER SUPPLY

As in most markets, the willingness of individuals to undertake training in an occupation and thereby to become part of the personnel supply in that occupation is determined by three factors:

1. Present and future wages in the occupation as compared to other occupations available to the individual given his/her abilities,
2. Training costs borne by the individual, and
3. Income foregone during the training period.

For example, the higher the training costs paid by the individual and/or the longer the training period during which the individual is not earning a full-time wage, the higher the expected wage in the occupation must be in order to induce the individual to undertake the training process. Similarly, the lower the training costs and/or the shorter the training period, the lower the wage

he/she is willing to accept.

Labor economists would say the notion here is that individuals undertake education or training as an investment in human capital. Their willingness to pay training costs and to forego income during the training period in anticipation of taking a job depends upon the expected value of present and future benefits. This is similar to an investor's willingness to make a particular investment being dependent upon expected returns. Just as an investor is expected to choose the particular investment with the greatest expected net return as compared to other investments, so the individual considering training is influenced by the expected net benefits of other possible occupations. An individual will be willing to pay the costs of training and to forego income during training whenever expected benefits exceed those costs and this difference (expected net benefits) exceeds the expected net benefits of engaging in other possible occupations.

#### TRAINING COSTS: WHO SHOULD PAY?

This perspective leads to the questions: Who should pay the costs of peace officer training: the trainee, the public, or both? The cost of post-secondary preparation for most professions is usually incurred, at least partially, by the individual. Sometimes specialized training is provided outside the educational system by the employer.

Labor economists distinguish between specific training and general training.<sup>1</sup> Specific training is training in skills that are used only by the employer providing the training. The training cannot be used to obtain employment

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<sup>1</sup>Gary Becker, Human Capital, New York: National Bureau of Economic Research, 1959.

elsewhere since the employee cannot transfer the skills to another job. The skills are uniquely needed by one employer. General training is training that provides skills useable to many employers. The employee can use the skills to obtain employment from a number of employers. The benefits of training accrue to the individual since he/she has more job options after the training.

Specific training is generally considered the responsibility of the employer since benefits from the skills accrue only to the employer. The trainee cannot use the skills to obtain a higher paying job elsewhere. However, employers are not considered responsible for the costs of general training. There is little economic motivation for the employer to pay the costs of general training. They cannot be sure of getting a return for such an investment in a trainee since he/she can use the skills for employment elsewhere once training is completed. So, employers are usually unwilling to invest resources in general training unless the employer can thrust the training costs back on the individual in the form of wages lower than the typical market wage in the occupation.

Peace officer training falls into the category of general training. Once training is provided, trainees can seek employment with many agencies. In addition, many of the skills can be used to obtain employment with private agencies which have need for police skills. Consequently, if the returns or expected benefits of employment as a peace officer exceed the training costs borne by the individual, then trainees should be willing to incur some if not all the training costs since they will benefit from the skills.

The above statement assumes that public agencies can pay a wage that is competitive with competing private agencies and with the wages in other possible

occupations. The source of peace officer wages is a budget determined by political processes. There is no guarantee that the wage level will always be competitive. Too low a wage will deter individuals from entering the occupation. In this instance, a case may be made for the public subsidization of the general training process.

If the public bears partial or full responsibility for the peace officer training costs, local and other governmental units have numerous subsidy options at their disposal. The alternatives are:

1. Tuition subsidies to individuals enrolled in approved programs,
2. Direct subsidization of approved programs, and/or
3. Provision of training by the governmental unit.

Presently the state pays the full cost of training peace officers in the BCA course, as well as partial payment of salary and/or living expenses of trainees who have already been hired by a local agency. Since hiring has occurred prior to training, the supply of newly trained personnel has been generally determined by the number of newly hired peace officers sent to the BCA for training. So, to this point, individuals have not had to expend resources to pay training costs nor have they foregone any salary during the training period.

#### IMPLICATIONS OF ALTERNATIVE FINANCING

Both options for training delivery, through community colleges or through vo-techs, call for partial payment by the trainee and require the trainee to forego income during the training period. But they differ in the degree to which trainees pay training costs. The share of educational costs vo-tech students bear is lower than the share of costs community college students bear

since vo-tech students pay lower tuition costs on the average.<sup>1</sup>

For a given salary, the incentive to choose a law enforcement career is higher if training is attained through a vo-tech law enforcement program. Consequently, it may take higher wage scales to attract the same quality of candidates if community college programs or high tuition four-year programs are used in the future as compared to vo-tech programs. This may not be true, however, if other benefits are attributed to a college degree which are not attributed to a vo-tech degree. If an A.A. or higher degree is more attractive perhaps because credits from a college may be more easily credited toward higher degree attainment (and ultimately higher anticipated financial returns), then college law enforcement programs may be more successful than vo-techs in attracting quality students even though the cost borne by the student is greater. The possible range of benefits open to such a student is larger since he/she can move between occupations more easily than a vo-tech student.

In summary, trainees should be willing to pay training costs. The benefits accrue to them so there are incentives to incur training costs and forego income during training. The training costs borne by college students would be higher than for vo-tech students, but alternative considerations besides law enforcement wages may make colleges more attractive to potential students. There are many options at the state's disposal for bearing partial responsibility for training costs. Partial responsibility of training costs may alleviate any need for higher salaries if the present wage levels are not sufficient to attract quality recruits should they have to pay training costs and

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<sup>1</sup>See Chapters III and IV for descriptions of tuition costs of vo-techs and community colleges respectively. Share of costs borne by the student would be even higher for state four-year institutions and would be highest for private institutions.

forego income during training. It is difficult to determine whether the present wage levels are sufficiently high to attract quality recruits if they assume partial or full responsibility for training costs.<sup>1</sup>

PUBLIC PROVISION OF TRAINING:  
ALTERNATIVE COST CONSIDERATIONS

COST COMPARISON FRAMEWORK

Future peace officer training may be provided through at least two options: certified community college programs with skills courses or certified vocational-technical programs.<sup>2</sup> It is possible that four-year state or private programs will be certified as preparatory law enforcement programs but their expansion to include skills training is not considered in this chapter. Each option involves training costs financed by public funds. This section will compare these public costs and will also compare present program costs.

As stated before, neither a cost-effective nor a cost-benefit analysis will be conducted for these options due to measurement problems. For example, having a better educated citizen confers some indirect benefits on society yet this benefit's measurement has eluded researchers. To conduct a cost-effective analysis, the two programs' output must be similar. Presently, the curricula at the community colleges and vo-techs are not identical and the curricula that would be offered by certified programs under each option is unclear. So, strict cost-effective comparisons of output are inappropriate

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<sup>1</sup>However, a recent announcement concerning 2 - 3 available law enforcement openings in a Twin Cities suburb resulted in 300 applicants. Under the present training system, wage levels appear quite attractive to recruits.

<sup>2</sup>As mentioned in the introduction, investigation of these two options does not imply they are the only options nor that use of training facilities would be limited to students enrolled at the selected institutions.

and possibly misleading since the training of personnel under each option is not identical in form.

#### COST MEASURES

For each option, two cost measures are estimated, total program costs and marginal program costs.

Total program cost has two components: fixed costs and variable costs. Fixed costs are ongoing costs incurred by the school, such as building maintenance costs, whether or not the law enforcement program exists. Administrators often arbitrarily distribute fixed costs to each program depending on its enrollment. Such overall fixed costs incurred by the school do not change if the law enforcement program is expanded. Variable costs are those costs which vary with program size and scope. The largest portion of an existing program's variable cost is instructors' salaries. Calculation of variable costs is sometimes difficult. For example, if a law enforcement program shares faculties or supplemental instructional units providing elective courses, the program's variable costs associated with these shared services are not easily separable from other programs. This holds true for community college programs. Each program does not have a separate budget but the Community College Board is implementing a transition to such a budget system. The Division of Vocational-Technical Education maintains a program budget that identifies the program cost components. The total program cost for the present law enforcement program at each institutional type is shown in the next section along with the program cost per student. By dividing total program cost by the number of full time students, the program cost per student is calculated. This is the estimated annual cost of educating a peace officer.

Marginal program cost is the added cost incurred by implementing a new program. The options examined involve supplementing the enrollment of existing community college or vo-tech programs based on personnel demand forecasts. Such options lead to increased variable costs at each institution examined. These increased variable costs are the marginal program cost. By dividing the marginal program cost by the expected enrollment, the marginal program cost per student is calculated.

Training cost estimation requires data from specific institutions. Therefore, five community colleges and five vo-techs are selected for the purposes of estimating costs for each option. All five community colleges presently offer law enforcement programs, and two of the vo-techs have law enforcement programs.

The five institutions of each type are selected on the basis of two criteria. Since the law mandates that skills training at least be made regionally available<sup>1</sup> and there is strong desire for regional training centers,<sup>2</sup> the five are selected by providing for one institution in northern, western, and southern Minnesota, and two in the metropolitan area (one east and one west). Second, the locations are selected with the goal of making the programs at the five institutions as comparable in size as possible while still providing for regional availability. The five community colleges represent reasonable choices for locating training programs based on the two goals of serving geographic areas and the state's population distribution.<sup>3</sup>

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<sup>1</sup>See Chapter II.

<sup>2</sup>See Chapter VII.

<sup>3</sup>The size of each hypothetical vo-tech or community college program is determined by assuming each location will draw students in proportion to the population within the geographic area it serves.

For existing law enforcement programs, total program cost components are derived from the existing program budgets of Alexandria and Hibbing in the case of vo-techs, while for community colleges, estimated figures were available from the Higher Education Coordinating Board. These figures attempt to break down the total budget at each community college into variable and fixed costs per student for each type of course. These course costs were then aggregated using the typical curriculum of a law enforcement graduate in each community college program to derive the yearly program cost per student at a community college. The marginal program costs for vo-techs are based upon the cost of the Hibbing program's formation. For community colleges, the marginal program costs are based upon a structured cost survey of the institutions involved.

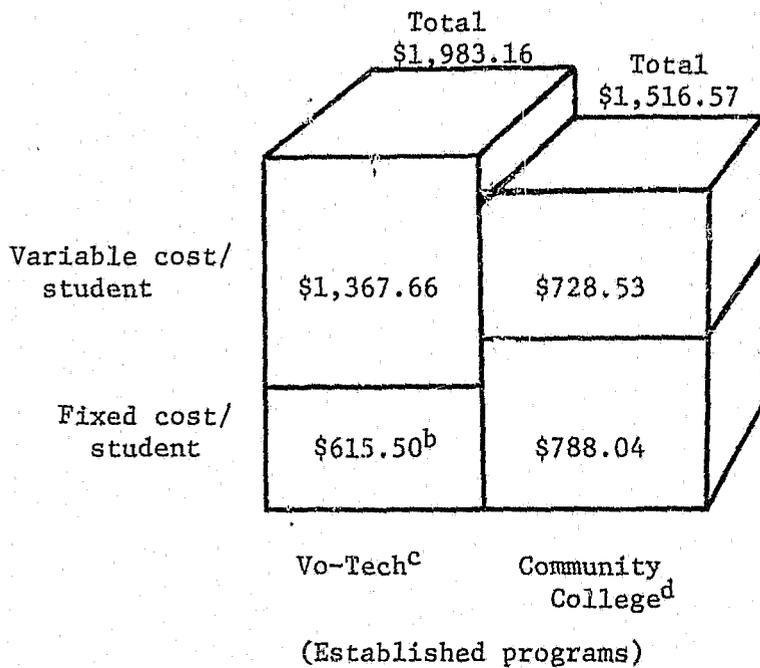
The following two sections describe total program costs and marginal program cost of each option.

#### CURRENT PROGRAMS: COST/STUDENT

According to Figure 8.2, vo-tech programs are more expensive per student than community college programs. In particular, the annual program cost per student is \$1,983.16 at a vo-tech and \$1,516.57 at a typical community college. Annually, it is more expensive, specifically \$466.59 more expensive, to enroll a student in a vo-tech program.

No doubt, it is the strong practical orientation of the vo-tech programs which lead to higher variable costs per student as compared to the variable cost per student at community colleges. Practical curricula may entail higher equipment and supply costs and lower student-faculty ratios (thereby leading to higher personnel costs) than the academic curricula at community colleges.

FIGURE 8.2  
 PROGRAM COST/STUDENT  
 (in 1976 dollars)<sup>a</sup>



<sup>a</sup>Sources: Higher Education Coordinating Board (Preliminary figures for direct and support costs in vo-tech and community college courses), Post-Secondary Vocational Technical Education (Minnesota Department of Education), Survey of Current Business, (March, 1977).

<sup>b</sup>The variable cost per student of the 1976 Hibbing program is estimated by expressing the projected 1977 variable cost per student figure in 1976 dollars. This removes the effect of inflation on the program between 1976 and 1977. Since the Hibbing program was still experiencing start-up costs in 1976 (the second year of its existence), the 1977 deflated variable cost reflects a more normal level of such costs for the program.

<sup>c</sup>These figures are the average of costs at the Hibbing and Alexandria programs.

<sup>d</sup>These figures reflect the average costs at five community colleges, geographically described under the option described in the text.

Having investigated the cost per student under established programs in this section, the next section focuses upon the cost per student under each option.

#### VARIOUS OPTIONS: COST/STUDENT

Even though community colleges experience large initial start-up costs, such schools appear cheaper to operate in the long run. The program cost per student for the first three years of operation under each option is described in Figure 8.3. The vo-tech figures examine the establishment of these new law enforcement programs and the maintenance of two existing programs. The community college figures describe costs incurred at five on-going community college programs brought up to certified program standards. Hence, the data in Figure 8.2 (established programs) and Figure 8.3 (established, modified on-going, and new programs) are not directly comparable.

In the first year of operation, implementing certified programs at community colleges will add \$749.84 per student to their existing cost structure (as described in Figure 8.2) while it will add only \$299.75 per student to vo-tech programs. Community college programs are slightly more expensive to operate in the first year as compared to vo-tech programs (\$2,265.06 versus \$2,262.75) but are cheaper to operate in the second year as compared to vo-tech programs (\$1,696.08 versus \$2,459.00). Most community colleges had stated that extensive remodeling would be needed in the first year. This is the primary reason for the first year added costs. The large second year vo-tech marginal costs are primarily due to the timing of equipment purchases which fall mainly into the second year program expenditures.

Year-three costs can be regarded as typical on-going program costs. Under the options described, an on-going community college program will cost \$1,595.54 per student while an on-going vo-tech program will cost \$1,936.27 per student, thus making community college programs \$360.10 cheaper on a per student basis than vo-tech programs.

However, the vo-tech costs must be viewed with caution. Currently, there is a program freeze mandated by the legislature at all vo-techs. Hence, a law enforcement program may be initiated only if another program is phased out. The cost impact of changing each vo-tech's program mix, at an institution without an on-going program, is not estimated but will tend to reduce the stated vo-tech variable cost figures sharply.

The figures given in Figure 8.3 assume that each school makes provision for gym and firing range use. Driver training is not included. Available estimates for 25 training hours<sup>1</sup> range from \$150.00 to \$427.50. Presently,

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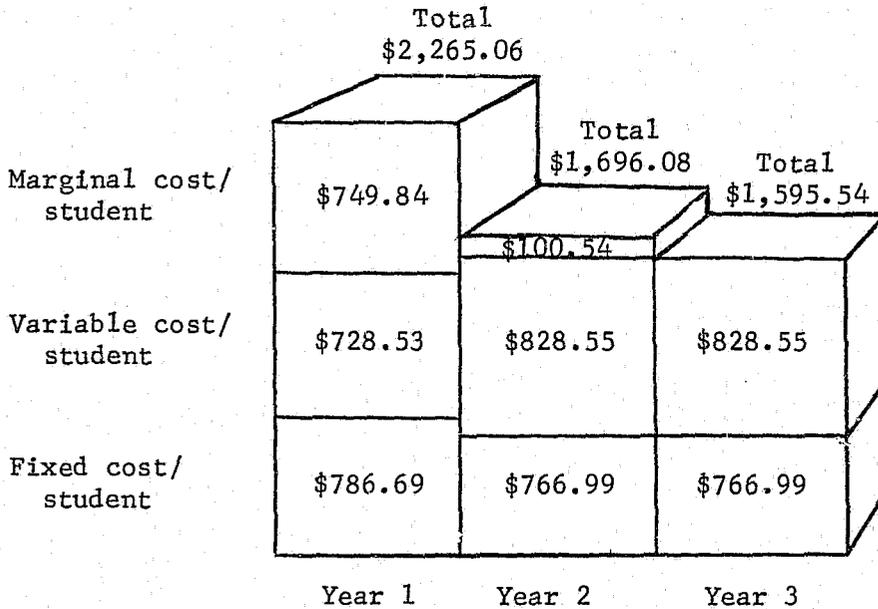
<sup>1</sup>Recommendation of Police Basic Training Curriculum Task Force, Minnesota Peace Officer Training Board, June, 1977.

FIGURE 8.3<sup>a</sup>  
VO-TECH OPTION: PROGRAM COST/STUDENT<sup>b,c</sup>

	Year 1	Year 2	Year 3
Marginal cost/ student	\$299.75	\$532.73	
Variable cost/ student	\$1,367.66	\$1,381.81	\$1,381.81
Fixed cost/ student	\$595.42	\$554.46	\$554.46
	Total \$2,262.75	Total \$2,469.0	Total \$1,936.27

FIGURE 8.3<sup>a</sup> (Continued)

COMMUNITY COLLEGE OPTION: PROGRAM COST/STUDENT<sup>b</sup>



<sup>a</sup>Sources: State Board for Community Colleges (estimated cost of new programs) and Figure 8.2 sources.

<sup>b</sup>Estimated enrollment in year 1 is 300 students, in year 2 is 600 students, and in year 3 is 600 students. Remodeling and construction costs occur only in year 1 while equipment and supply costs are spread over the first two years of increasing enrollment.

<sup>c</sup>The Hibbing equipment and supply budget over the period 1975-1977 is compared with the 1977-78 budget in order to derive the vo-tech start-up costs for equipment and supplies.

it is difficult to gauge if the truck driver training facilities at the vo-techs are adequate for police training especially for pursuit driving or whether schools would be forced to rent outside facilities.

Discussion of state funded costs under each option follows in the next section.

#### VARIOUS OPTIONS: STATE SHARE OF TOTAL COSTS

Examining the options of graduating 300 students per year<sup>1</sup> from community colleges alone or vo-techs alone, community colleges are less costly according to Table 8.1.

Over the first three years of operation, the total cost of operating five community college programs is \$2,654,490 while the total cost is \$3,322,011 at five vo-techs. This means that the vo-tech option is \$667,521 more expensive than the community college option over the first three operating years provided no other vo-tech program is phased out.

Since the state pays for roughly 70% of the vo-tech costs and 76% of the community college costs,<sup>2</sup> the state share of the first three years expenses is \$2,325,407 for vo-techs and \$2,017,412 for community colleges. Hence, the state will pay \$307,995 more under the vo-tech option for the first three years.

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<sup>1</sup>Since the cost figures cited are average figures based on an anticipated outcome of 300 graduates per year, adjusted cost figures can be derived from unpublished cost data should outside influences strongly affect the projected graduate figures.

<sup>2</sup>Although tuition is lower, the vo-techs generate additional revenue by providing service to the community.

TABLE 8.1<sup>a</sup>OPTION COSTS: TOTAL COST AND STATE SHARE

Year	Vo-Tech Option Cost		Community College Option Cost	
	Total	State Share	Total	State Share
1	\$ 678,849.00	\$ 475,194.30	\$ 679,518.00	\$ 516,433.68
2	1,481,400.00	1,036,980.00	1,017,648.00	773,412.48
3	1,161,762.00	813,233.40	957,324.00	727,566.24
TOTAL	\$3,322,011.00	\$2,325,407.70	\$2,654,490.00	\$2,017,412.30
Annual cost after third year:				
	\$1,161,762.00	\$ 813,233.40	\$ 957,324.00	\$ 727,566.24

<sup>a</sup>Source: See Figure 8.3.

After the third year of each option's operation the annual state disbursement will be \$727,566 to the five community colleges and will be \$813,233 to the five vo-techs, a margin of \$85,667 between the options providing the number of vo-tech programs remains the same.

Therefore, during the first three years of operation and for each year thereafter, the vo-tech option appears more costly than the community college option assuming new law enforcement programs at vo-techs do not replace ongoing programs and assuming reliable cost estimates from the institutions used in this analysis.

## SUMMARY

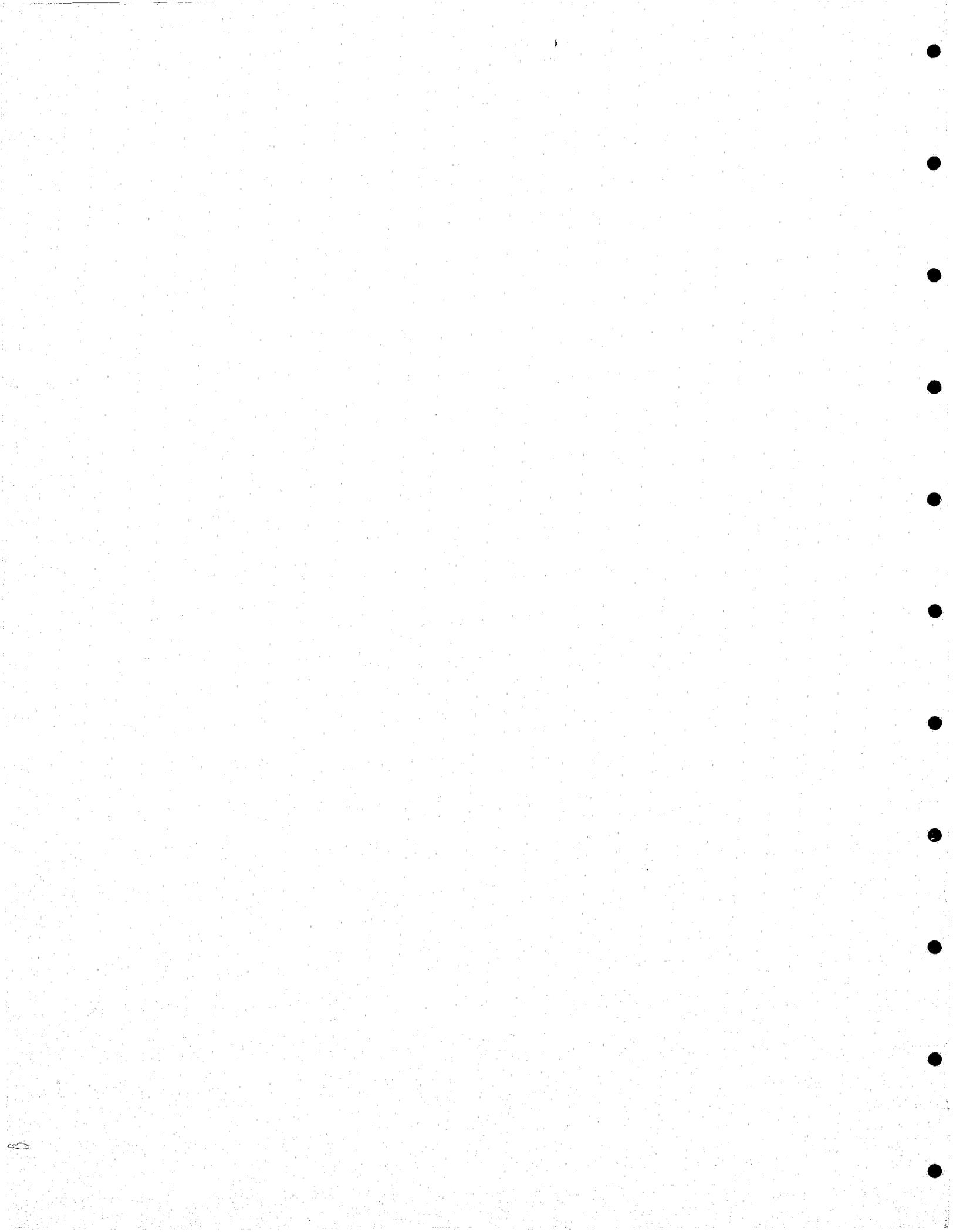
This chapter, using a demand-supply framework, presents a forecast demand of law enforcement personnel over the period 1980 - 2000 by using variables that affect the demand for public safety and from these projections estimates roughly 300 new officers per year. For the state to educate such

graduates exclusively at community colleges rather than exclusively at the vo-techs with an expanded number of programs, an annual cost savings of more than \$85,000 would occur.

Estimation of supply was not undertaken since officer's wages relative to competing occupations' wages are difficult to forecast and since uncertainty surrounds the public and/or private provision of training costs. Economic theory predicts that individuals should pay training costs if officers' wages are competitive, but such costs should be shared with the state or local agency if wages are not competitive.

CHAPTER IX

LEGAL CONSIDERATIONS OF ALTERNATIVE TRAINING ARRANGEMENTS



## INTRODUCTION

Recent legislation amending the Peace Officer Training Law raises several legal questions regarding the training and licensing of peace officers in Minnesota. The 1977 amendments establish the Minnesota Board of Peace Officer Standards and Training (MBPOST) and empower that body to regulate peace officer training and licensing (see Chapter II). The legislation opens the door to vocational-technical institutes and academic institutions to become vendors of peace officer training.

It is not within the purview of this study to render legal opinions; rather the intention is to raise questions which will help relevant officials find a legal solution to the problems raised. The MBPOST and educational institutions concerned are strongly urged to seek legal interpretations on the matters addressed in this chapter.

In order to examine the problems in more detail, it is useful to reexamine the alternative training/selection routes described in Chapter II. Figure 2.1, which illustrates the three alternative routes likely to result from the new legislation, is reproduced as Figure 9.1 and includes the possible stages at which to implement selection standards.

Currently selection standards are implemented at the time of employment (see traditional route in Figure 9.1). Selection standards are now established by Attorney General Rule 207 (b):

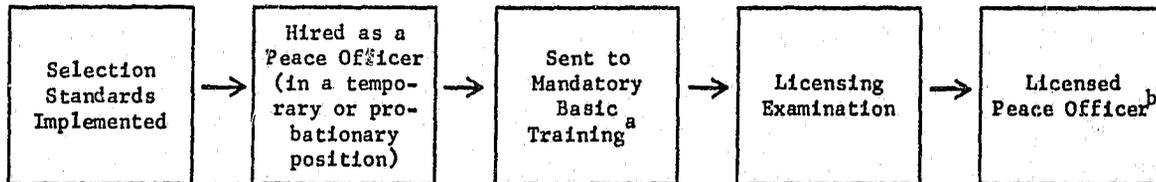
No appointing agency shall appoint any new peace officer who does not comply with the minimum selection standards hereinafter enumerated; provided, that these standards shall not be construed to restrict an appointing agency from promulgating more rigid standards in the areas enumerated.

1. The applicant must be a citizen of the United States.
2. The applicant must possess or be eligible for a valid State of Minnesota driver's license.
3. The applicant must successfully pass a written examination demonstrating the possession of all mental skills necessary for the accomplishment of the duties and functions of a peace officer.
4. The applicant shall be required to complete and submit to the appointing agency a preliminary application form after testing and just prior to hiring. The prospective employee shall be fingerprinted, and a thorough background search shall be made through the resources of local, state and Federal agencies in order to disclose the existence of any criminal record or the existence of unacceptable standards of conduct which would adversely affect the performance by the individual of his duties as a peace officer.
5. The applicant shall not be convicted of a felony in this state or in any other state or in any Federal jurisdiction, or of any offense in any other state or in any Federal jurisdiction, which would have been a felony if committed in this state.
6. A licensed physician or surgeon shall make a thorough medical examination of the applicant to determine that he or she is free from any physical condition which might adversely affect the performance by the individual of his duties as a peace officer.
7. An evaluation shall be made by a licensed psychologist to determine that the applicant is free from any emotional or mental condition which might adversely affect the performance by the individual of his or her duties as a peace officer.
8. The applicant must successfully pass a job-related examination of his or her physical strength and agility demonstrating the possession of physical

FIGURE 9.1

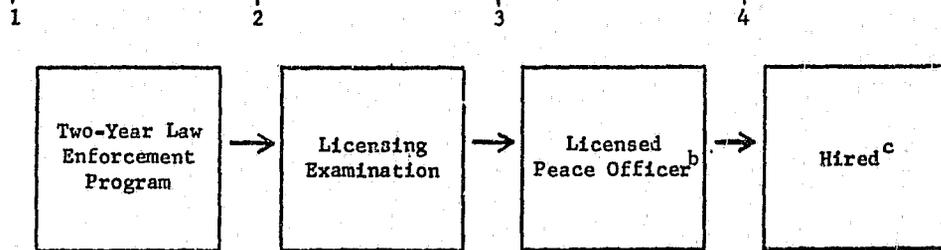
ALTERNATIVE STAGES FOR THE IMPLEMENTATION OF SELECTION STANDARDS

1. Traditional Route:



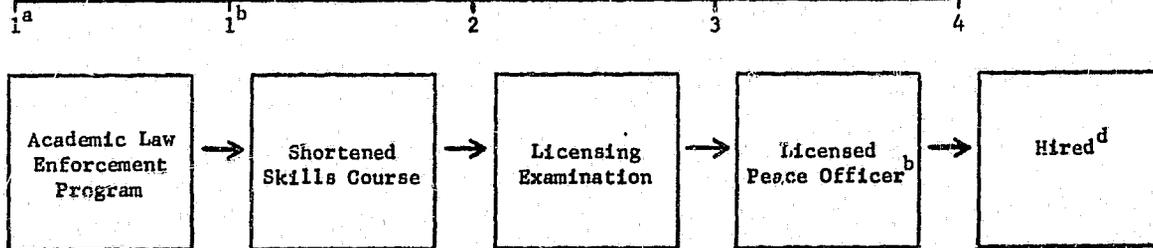
2. Certified Vo-Tech Route:

Possible Stages for the Implementation of Selection Standards



3. Certified Academic Route:

Possible Stages for the Implementation of Selection Standards



<sup>a</sup>The time within which an officer must be trained after being hired is a decision to be left to the MBPOST.

<sup>b</sup>It is possible that MBPOST might include a probationary employment period as a licensing requirement.

<sup>c</sup>The time within which a vo-tech graduate must be hired is a decision to be left to the MBPOST.

<sup>d</sup>Students must become employed within one year from completion of skills training.

skills necessary to the accomplishment of the duties and functions of a peace officer.

9. The applicant must successfully complete an oral examination conducted by or for the appointing agency to demonstrate the possession of communication skills necessary to the accomplishment of the duties and functions of a peace officer.

The MBPOST may continue these standards or it may adopt new ones. It will also need to address the implementation of selection standards for the two new training routes--the certified vo-tech route and the certified academic route. Implementation of the standards in the new training system is relevant to training in two ways. First, should possibly unqualified persons be trained in law enforcement skills? Second, should resources be used on training persons who may not be able to obtain employment in law enforcement?

The first, general issue to raise in this chapter is when and by whom selection standards should be imposed. The second, more specific issue is when, by whom, and to what extent a criminal history search (one of the selection standards) can be conducted.

#### SELECTION STANDARDS

MBPOST legislation gives it the authority to set selection standards for prospective peace officers. Minnesota Statutes 626.843 (d) states that the Board may adopt rules with respect to "minimum standards of physical, mental, and educational fitness which shall govern the recruitment and licensing of peace officers . . ." Such standards in the past have included psychological testing, certification of physical health, demonstration of physical strength and agility, and no evidence of a criminal record. A major

question requiring resolution is when to impose these standards.

In the traditional route (see Figure 9.1) standards can be and have been applied at the point of employment. Standards have been specified by Attorney General Rule 207 (b). Adherence to these standards has been a prerequisite for an agency to receive reimbursement for the costs of training a recruit (Attorney General Rule 212 (b)). Thus selection criteria have been implemented at the beginning of the employment/training cycle.

In the vo-tech and academic routes, however, employment occurs at the end of the cycle. Should these standards be applied at an earlier stage in the process?

First, it seems logical that MBPOST would want to impose the standards at least prior to licensing (i.e., at Stage 3 rather than Stage 4 in Figure 9.1). The concept of licensing is to ensure high standards in the profession. Therefore, it would not make sense to ascertain an officer's ability to meet necessary standards after his/her licensing. Only qualified persons should be licensed and available for employment. The one limitation to this notion is that the MBPOST would require the resources to impose selection standards on applicants. Previously individual agencies have implemented the standards and the training board has not required the time, personnel and other resources necessary to implement the standards itself. This is a practical rather than a legal consideration. Moreover, licensing fees which the Board may charge<sup>1</sup> presumably would help to support such activities.

Another possibility would be to implement standards at the time of the licensing examination (Stage 2 in Figure 9.1). The argument for this stage

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<sup>1</sup>Chapter 214.16.

would be the same as for prior to licensing but this stage would have an additional advantage of prohibiting unqualified applicants from taking the examination.

Finally, is there an advantage to implementing standards prior to enrollment in a vo-tech or academic program (Stage 1 in Figure 9.1)? It would be advantageous to the state, which is subsidizing training programs, that resources not be wasted in training unqualified personnel. From the individual's perspective it would be beneficial to be rejected prior to expending resources on an education that may not lead to employment. In addition, some law enforcement personnel have expressed concern that inadequately screened persons should not be trained in law enforcement skills.

Two possibilities exist for implementing enrollment criteria. The certified institutions could make the selection standards known to applicants and indicate that if they cannot meet these standards that they should voluntarily withdraw with the knowledge that possibilities of employment are slim. On the other hand, the MBPOST could consider making their selection standards mandatory enrollment criteria. If this latter course of action is deemed desirable, legal opinions on two issues would be required:

1. Can the MBPOST through its powers of mandating selection and training criteria mandate enrollment criteria in certified training and/or preparatory law enforcement programs?
2. If the MBPOST can mandate enrollment criteria, can the Board delegate implementation of the standards to the educational institutions, or must it implement the standards itself?

This section has pointed to the possible stages at which selection standards could be implemented in the two training arrangements that are likely

to result from 1977 legislation--the certified academic route and the certified vo-tech route. Legal issues as well as practical problems of each stage have been highlighted. One selection criterion, the criminal history background search, poses special problems and is the subject of the next section.

#### CRIMINAL HISTORY SEARCH

Under the traditional route (Figure 9.1) the "appointing agency," that agency responsible for the initial appointment and continued tenure of a person employed as a peace officer,<sup>1</sup> was required and authorized to complete a thorough background search to disclose the existence of any criminal record or the extent of unacceptable standards of conduct which would adversely affect the performance by the individual of his/her duties as a peace officer. This procedure was required by the Attorney General whose power to enact such a regulation was derived from a now repealed Minnesota law.<sup>2</sup> Under authority of the Attorney General's Regulation, therefore, employing agencies examined arrest and conviction records of prospective law enforcement officers.

Introduction of two additional routes--training through the vo-techs or academic programs prior to employment--raises new questions. First, as with the more general issue of selection standards, when should the background search be conducted? Second, who can conduct the search? Third, do restrictions on access to juvenile records pose special problems?

The purpose of this section is not to examine the utility of the

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<sup>1</sup> Minnesota State Regulations, "Rules and Regulations of the Attorney General," Chapter 3, Section 201 (a), 1976.

<sup>2</sup> Section 626.844, Minnesota Statutes, (1976), repealed by Chapter 433, Sections 10-11, SF411, page 1, (1977).

background search nor what should be included in the search. Differences of opinion exist, for example, on whether to investigate non-conviction as well as conviction data. The only questions addressed relate to the conduct of the search for training purposes, not the substance of the selection criterion itself.

Relevant legislation will be summarized before addressing these questions. Title 28 (CFR) applies to federal criminal history information. The Bureau of Criminal Apprehension (BCA) information system is funded under a federal grant and therefore is governed by Title 28. Information maintained by the FBI or other federal authorities is also governed by this legislation. Title 28 provides that non-conviction data--that is, information on arrests and court dispositions for which the individual was not convicted--is restricted, and consequently made available only to criminal justice agencies for use in performance of their normal functions or for employment purposes. Records kept by a local agency whose information system has not received federal funding and whose records have not been obtained from a federally-funded source would not be subject to Title 28. However, a thorough search would require use of federal or federally-funded (especially BCA) record systems.

Minnesota state law (i.e., the Data Privacy Act) takes precedence over Title 28 in regards to conviction data since the state law is more restrictive. Under a provision of that law, the BCA has sought an emergency classification of conviction data as "private," thereby restricting access to criminal justice agencies only. The Data Privacy Act allows only agencies for whose purpose "it is necessary for the administration and management of programs specifically authorized by the legislature" to collect private data

held by other agencies.<sup>1</sup> Again, information collected independently by local law enforcement agencies would not be subject to the Data Privacy Act, but a thorough search would eventually require access to the BCA records.

Finally, juvenile records are regulated separately.<sup>2</sup> Court records are to be guarded carefully and in fact are to be destroyed upon adulthood. In addition, local law enforcement agencies are directed to keep juvenile records separate from adult ones, and contents of these records cannot be made public except by order of a juvenile court.

The three questions outlined above can be addressed now with this background. First, the stage at which the search is conducted would be decided as part of the larger question of when selection criteria are imposed. Again, should imposition of standards prior to enrollment be deemed desirable, an opinion on the legality of the arrangement should be sought. That is, if it wanted could the MBPOST make its licensing standards mandatory enrollment criteria for entrance into certified training programs?

Second, who can conduct the search depends in part on the time of the search as well as on the relevant legislation. If the search were part of the licensing procedure (i.e., Stages 2 or 3 in Figure 9.1), the MBPOST presumably would have the authority to conduct the search. Title 28 permits access to records for a criminal justice agency, and the Data Privacy Act permits access to records for the management of programs authorized by the legislature. Since the MBPOST has been constituted as a licensing board with the ability to determine selection standards, it appears that it could

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<sup>1</sup>Section 15.1641 (b), Minnesota Statutes, (1976).

<sup>2</sup>Chapter 260.161.

have access to records.<sup>1</sup>

If the MBPOST should decide that the search should be an enrollment criterion and if such criteria are found to be legally acceptable, who would conduct the search? As before, the MBPOST as the board authorized by the legislature to establish selection criteria presumably could have access to necessary records. However, delegating the responsibility to the educational institutions that conduct training makes the issue considerably fuzzier. As with the more general issue of selection criteria, formal legal opinions would be required on two issues:

1. Can a background search be conducted as an enrollment criterion?
2. If a background search can be conducted as an enrollment criterion, can the educational institution conduct the search?

The last question raised at the beginning of this section was whether specific restrictions placed on juvenile records would create problems. Applicants to the vo-tech and academic programs would generally be about 18 years old so that any relevant criminal history record would be in juvenile records. No standard statewide search could be conducted since the BCA does not compile juvenile criminal history records. A search would have to be done at the local level with the consent of a juvenile judge. This procedure raises two problems. On the one hand, judges may vary in their procedures concerning juvenile records. Some judges may be more or less likely to disseminate information, and some judges may be more or less likely to

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<sup>1</sup>Readers should again be cautioned that this is not a formal legal opinion and that legal advice should be sought to further support findings of this chapter. It should also be ascertained that the MBPOST fits the definition of a "criminal justice agency."

to seal or physically destroy juvenile records when an individual turns 18. Thus, it might prove difficult to implement the selection standards uniformly. On the other hand, the principle behind separate compilation of juvenile records is to keep them confidential so that early juvenile mistakes cannot ruin adult opportunities. To pursue a search of juvenile records would seem to contradict this principle. The entire issue of access to juvenile records is ambiguous and controversial. Reliance on access to these records might create as many problems as it would solve.

These latter problems place real restrictions on the utility of criminal history background searches at the enrollment stage, even if the implementation of selection standards at this stage is found to be legal in principle.

#### SUMMARY

The purpose of this chapter has been to raise legal issues that may arise with the creation of two new training routes. Traditionally peace officers have been screened by an employing agency, been hired, been sent to training, and then been certified. Amendments to the Peace Officer Training Law raise the possibility of two new routes. One is for an officer to attend a certified vo-tech program, pass a licensing exam and then be licensed and available for employment. The second is for an individual to attend a certified academic program, a certified skills course, pass a licensing exam, and then be licensed and available for employment. These routes are summarized in Figure 9.1. The objective of this chapter has been to discuss possible legal problems in the implementation of selection standards in the two new training routes.

Readers should be aware of two limitations of this analysis. First, this review of issues has not been conducted by legal experts. The purpose therefore, is to raise possible legal problems rather than to render legal opinions. Second, the intent is not to evaluate the selection standards per se, but rather to clarify when and by whom the standards should be implemented.

One alternative for implementing selection standards in the two new routes is to make them licensing standards. Before a graduate of a vo-tech or academic program would be licensed, he/she would have to successfully meet the standards established by MBPOST. These standards could be the same as those specified by Attorney General Rule 207 (b) or MBPOST can establish new ones. Licensing standards could be applied either before or after the licensing exam. Implementation would occur after the training process, therefore, entailing some possible loss in training and educating a few applicants who cannot pass standards.

A second alternative is to pursue the possibility of making selection standards enrollment criteria for entrance into a certified training program. This procedure would help to ensure that state and individual resources not be wasted on training someone who later cannot be licensed and therefore employed. If this alternative were deemed desirable:

there is a need to obtain a legal opinion on whether selection criteria can be applied as enrollment criteria for entrance into certified programs; and if so, whether the educational institutions or MBPOST should implement them.

One of the selection criteria that is currently used is a criminal history background search of peace officer applicants. This search poses additional legal issues because of data privacy regulations. Although the MBPOST

could probably have access to adult criminal history data to implement its licensing responsibilities, access to juvenile records poses additional problems. The ambiguity of, controversy surrounding, and lack of uniform access to juvenile records casts doubts on the utility of a background search at the enrollment stage. Most applicants to vo-tech and academic programs would be about 18. If it is decided that selection criteria could not be uniformly and thoroughly applied at the enrollment stage (even if legal) and if it is decided that selection criteria therefore should be applied at the licensing stage:

there is a need to inform all applicants to certified law enforcement programs of the selection standards that will be imposed at the time of licensing and to encourage those who cannot meet the standards not to enroll.

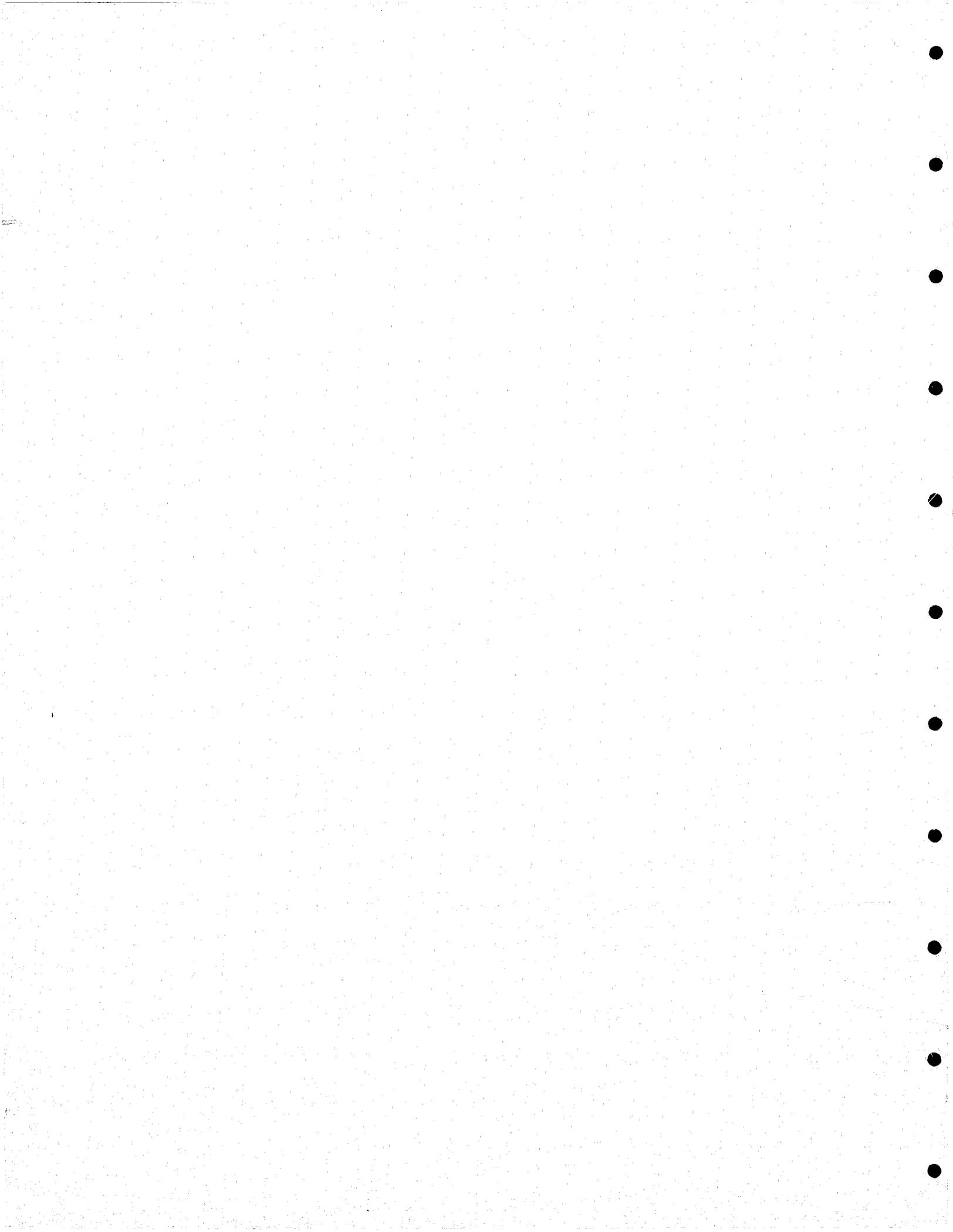
In other words, implementation of the standards would be voluntary at the stage of enrollment and mandatory at the time of licensing. However, this alternative entails difficulties as well. How can prospective enrollees know whether they can meet the standards? The criteria would have to be as specific and unambiguous as possible (e.g., what exactly are the physical standards, what constitutes a job-related physical agility test, etc.). Also tests for psychological fitness, mental skills, and communication skills that might be administered at the licensing stage might be available to prospective enrollees for an accurate assessment of likely employability. Problems of by whom, where, when and at whose expense such "practice" examinations would be administered raise a host of issues concerning the feasibility of the voluntary alternative.

In summary, two alternatives exist for implementing selection standards in the new training routes; each entails problems. First, the selection

standards could be pursued as mandatory enrollment criteria into certified training programs. Legal opinions on whether such enrollment criteria are acceptable and by whom they can be imposed would be required. Second, the selection standards could be made known to applicants and voluntarily imposed. Standards would be mandatory at the time of licensing. This alternative involves the problem of feasibility--can prospective enrollees really know whether they can pass the standards at the time of licensing.

CHAPTER X

SUMMARY OF EVALUATION  
OF TRAINING DELIVERY



## INTRODUCTION

Four types of information have been collected to evaluate Minnesota's training delivery system. First, extensive comparisons were made in Chapter VI among the current delivery system, the recommendations of the National Advisory Commission on Criminal Justice Standards and Goals, and the positions of the Minnesota Task Force on Criminal Justice Standards and Goals. The National Advisory Commission has proposed a series of standards and goals for police training and education. The comparison indicated which ones Minnesota fails to meet. The position of the Minnesota Task Force was included to indicate whether the state's criminal justice personnel find the standards appropriate for Minnesota. Chapter VI concluded with a list of needs identified through the comparisons.

The national standards are only one basis from which to evaluate the training delivery system. In addition survey data from Minnesota's law enforcement personnel were collected. These are reported in Chapter VII. Perspectives of several law enforcement samples (recruits, graduates of the BCA basic program, supervisors, and trainers) that represent agencies throughout the state were reported on issues such as location, time, and length of training. Chapter VII concluded with a list of needs identified through the survey data analysis.

Chapter VIII reported economic data relevant to training delivery. Manpower projections suggested an initial decline in the number of new officers, with a gradual increase after that. Projections are difficult

since factors affecting the number of officers employed can change unexpectedly. However, results certainly do not suggest any significant increase in the number of new officers. In addition costs associated with alternative delivery systems were reported. Program costs for vo-tech training and for community college training were included.

The purpose of Chapter IX was to identify any legal problems that might be associated with particular training delivery systems. The primary issues raised were when to implement selection standards and the difficulty of conducting thorough background checks on prospective officers prior to their training. In the past most officers have been hired before training; a thorough check is permissible for law enforcement employment.

The remainder of this summary discusses each of the training delivery issues raised and includes relevant information from Chapters VI through IX. Each discussion includes the need(s) identified. The outline of needs should not be read as recommendations. The recommendations to meet these needs will be proposed in Chapter XVIII.

#### COORDINATED CRIMINAL JUSTICE TRAINING

The National Advisory Commission recommended that police training be coordinated with other criminal justice training. Opinions of Minnesota's law enforcement personnel are evenly divided on this issue, but sufficient support exists to pursue the advantages and possibilities of coordinated training centers. Judgments are difficult since Minnesota personnel have not had experience with such training. Other states could provide examples-- Indiana has a central academy coordinated with correctional training; Washington state has a coordinated Criminal Justice Training Commission.

Neither economic data nor legal considerations have been pursued for this issue. Therefore,

further investigation into the feasibility and advantages of coordinated criminal justice training for Minnesota peace officers is needed.

#### TIME OF MANDATORY BASIC TRAINING

The National Advisory Commission recommended training for all peace officers prior to the exercise of authority. In the past Minnesota peace officers have been required to attend training within the first year of employment, but 1977 legislation omits reference to the time of training. Survey data indicate that Minnesota law enforcement personnel would be generally supportive of training sooner than 12 months. Several states require training prior to the exercise of authority and six require training within a period of less than 12 months.<sup>1</sup> Data from a study on statutory provisions regarding training indicated that 13 states require training prior to active duty for at least some groups of law enforcement officers.<sup>2</sup>

Recruits who follow a college route or vo-tech route to law enforcement employment (see Figure 2.1 in Chapter II) would be trained prior to employment and hence prior to the exercise of authority, provided that the college and vo-tech programs are certified.

Meeting the standard of training prior to the exercise of authority however creates another issue--when to implement the selection standards for

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<sup>1</sup>National Association of State Directors of Law Enforcement Training (NASDIET), Survey of State Officer Standards and Training, 1975.

<sup>2</sup>Thomas W. Kramer and Larry J. Wagner, "Statutory Provisions Regarding Entry-Level Training of Peace Officers," Police Services Study Technical Report, Bloomington: Workshop in Political Theory and Policy Analysis, April, 1976, p. 9.

the vo-tech and college students. Two alternatives suggest that:

there is a need to obtain legal opinions on whether and by whom selection standards can be implemented as enrollment criteria for certified programs; and/or

there is a need to pursue the feasibility of informing applicants to certified programs of standards that will be imposed at licensing and and of having the standards imposed voluntarily at the time of training.

Problems of conducting background searches on juvenile applicants plague the first alternative. Problems of feasibility--i.e., how can an applicant really know if he/she can meet the standards--are involved in the second alternative.

The time of training for recruits who follow the traditional route of employment prior to training has not been specified. In fact, if fewer regular mandatory courses are offered since fewer recruits are expected to follow this route, then training soon after employment might become more difficult. Therefore,

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

#### SUPPLEMENTARY FIELD TRAINING

The National Advisory Commission recommended supplementary field training by individual agencies within the first year of employment. Survey data analysis indicated strong support among Minnesota law enforcement

personnel for a period of field training.<sup>1</sup> Implementation is particularly difficult for small agencies. Moreover, agencies in the future may have recruits trained by any or all of three processes--1) vo-tech programs, 2) college programs, or 3) the minimum mandatory course (now the BCA 280-hour course). Such diversity could complicate the design of a field training program intended to follow basic classroom training. Therefore,

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

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

#### REGIONAL TRAINING FACILITIES

The National Advisory Commission recommended that both basic and in-service training be available at "convenient" locations. Minnesota law enforcement personnel strongly support regional locations for training facilities. Although the majority of recruits are within commuting distance of the metro area, the majority of agencies are located outstate. The personnel of these outstate agencies in particular favor regional facilities and perceive that they are inconvenienced by the current metro location.

Legislation passed in 1977 mandates that the new skills training course for college graduates be offered regionally and that additional in-service courses be offered regionally. However, specific locations have not been chosen nor has the feasibility of these mandates been pursued.

Although past studies have concluded that regional facilities are too

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<sup>1</sup>The 1975 NASDLET survey, op. cit., indicates that 15 states provide supervised field training. It is not clear whether the training is during the basic program or by individual agencies.

costly,<sup>1</sup> Minnesota law enforcement opinions as well as recent legislation indicate a continued desire to pursue the feasibility of employing regional facilities. The possibility of training through the vo-techs and colleges casts new light on the problem. These institutions already have facilities available so that the addition of new programs does not imply the creation of entirely new facilities. Two vo-tech programs are already in operation (Alexandria and Hibbing) which could be certified as mandatory training programs. If these programs do meet the requirements of the Minnesota Board of Peace Officer Standards and Training, the possibility of using their facilities for 1) a short skills course for graduates of certified college programs in the area; 2) a shorter mandatory training course for employed but untrained personnel; and/or 3) in-service seminars for officers in the region could be pursued.

To make training available regionally two or three additional locations would be necessary (metro and southern). Additional colleges or vo-tech institutes could be selected to expand their facilities for the three types of courses mentioned in the previous paragraph. Chapter VIII suggested that costs for expanding facilities for college programs would probably be lower than establishing new vo-tech programs.

One danger in establishing regional training centers at vo-tech and/or college locations is the possibility of oversupply (see Chapter VIII). Too many centers could produce too many graduates who could not obtain law enforcement employment. The more training needs that each location could serve (e.g., mandatory basic, short skills course, in-service seminars), the more feasible regional centers would be and the less likely that too many new

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<sup>1</sup>Management Center College of St. Thomas, Report on the Law Enforcement and Criminal Justice Feasibility Study, for the Office of the Attorney General, State of Minnesota, and the Minnesota Peace Officer Training Board, St. Paul, Minnesota, 1968.

potential recruits would be produced. Evidence reported on the issue of location of facilities suggests:

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

Establishment of such facilities could address a second need identified in the survey data analysis. Although Minnesota law enforcement personnel do not express clear dissatisfaction with the quality of facilities, the majority do see room for improvement. Therefore,

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

#### LENGTH OF THE MANDATORY BASIC TRAINING COURSE

The National Advisory Commission recommended a basic program of 400 hours. The Minnesota mandatory course has been 280 hours, although the survey data analysis indicated that a majority of law enforcement personnel would favor a course in excess of 320 hours. In 1975 14 states required more than Minnesota's 280 hours of basic training.<sup>1</sup>

Certification of vo-tech and/or college programs would insure a longer training period for recruits who follow these two routes. Vo-tech programs include over 2,000 hours of law enforcement training and students in college programs take over 1,000 hours of law enforcement courses. The skills course for college graduates is expected to be only four weeks (140 to 160 hours) but this class would be in addition to at least two years of college

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<sup>1</sup>1975 NASDLET survey, op. cit.

education in the area of law enforcement/criminal justice.

The question remains how long the training course should be for the officers who attend a regular training course. National Standards and Minnesota law enforcement opinions suggest:

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

#### EXPANDED STUDENT INVOLVEMENT

The National Advisory Commission made a number of recommendations such as small classes to enable expanded student involvement. Survey data also indicate that Minnesota law enforcement personnel strongly support practical application as a supplement to traditional classroom training. In the past the BCA has been limited in such techniques as role playing, group discussion, and so forth because of large classes and limited time. Therefore,

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

Meeting this need should be easier in the vo-tech and college programs. Special attention will need to be given to this issue for the regular mandatory program. This issue of student involvement is discussed again in the next section of the report when methods of instruction are evaluated.

#### ADDITIONAL TRAINING DELIVERY NEEDS

The needs discussed thus far have been based on evidence from two

or more of the preceding chapters (VI through IX). Additional needs were identified in Chapter VI. They are based only on the comparison to the National Advisory Commission recommendations; survey data, economic data, and legal considerations have not been obtained to further support the conclusions.

Legislation passed in 1977 retained the exemption for officers in communities with populations less than 1,000. The National Advisory Commission recommended training for all peace officers. Survey data were not collected on this issue, but an informal survey of the BCA trainers (December, 1976) indicated that they support the elimination of this exemption. Therefore,

mandatory training for all peace officers is needed in Minnesota.

In the past local communities have had to bear the costs and burdens of sending a recruit to BCA training. A reimbursement program has helped to cover costs. Allocations vary, but reimbursement has been approximately 50% of costs. If recruits are trained through certified vo-tech or college programs prior to employment, local communities will no longer have to pay for the recruit to receive mandatory training. The National Advisory Commission recommended that communities be reimbursed 100% of training costs. For those recruits who require post-employment training, therefore,

expansion of the coverage of the reimbursement program is needed.

A third area in which the National Advisory Commission recommendations suggested a possible need was that of instructor qualifications.

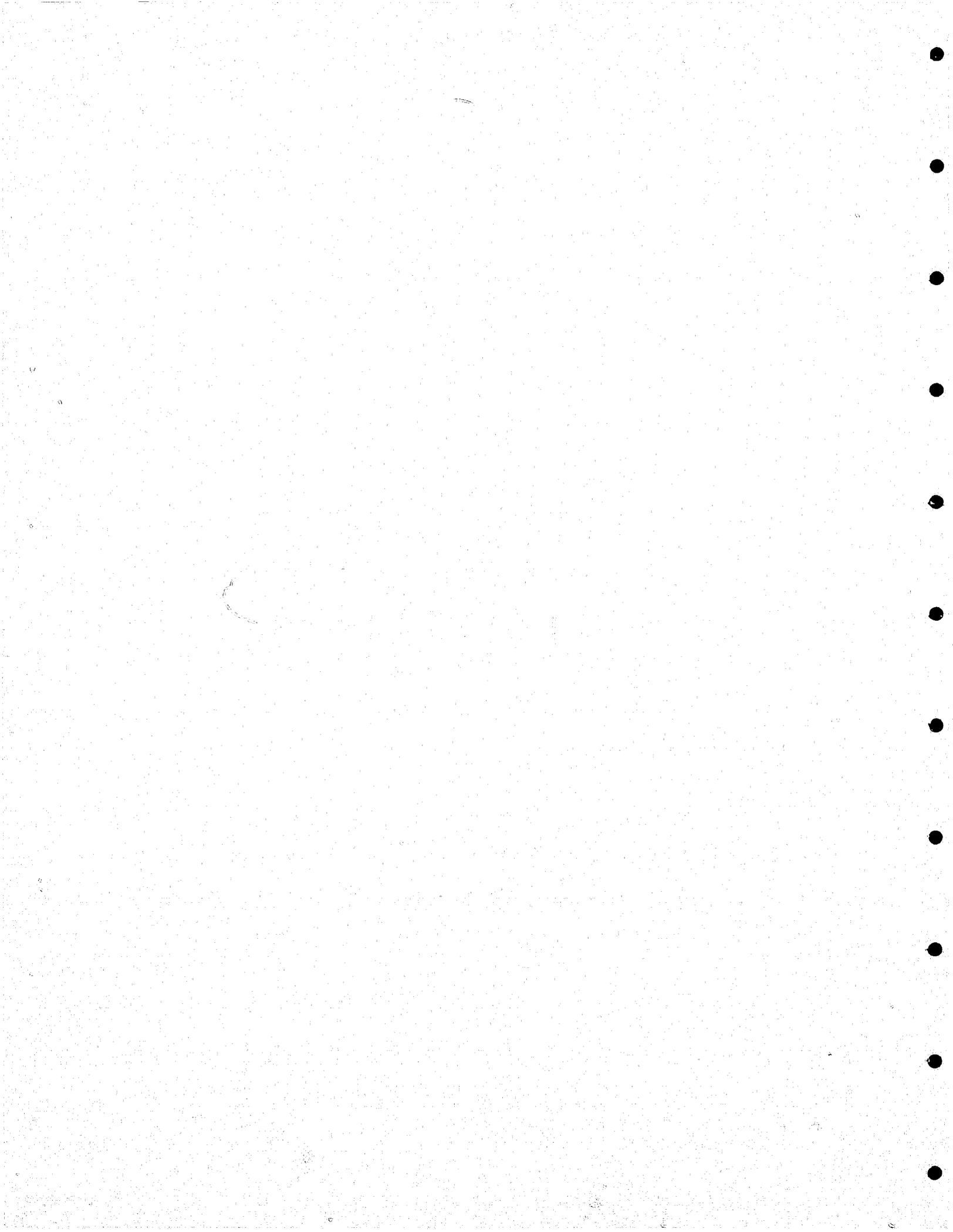
Requirements for instructors in Minnesota are minimal. Therefore,

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

This section of the report has evaluated the delivery of peace officer training. Analyses have identified 11 needs in the area. Chapter XVIII will include recommendations designed to meet some of these needs. The next section of the report (Section C) turns to an evaluation of the basic training curricula.

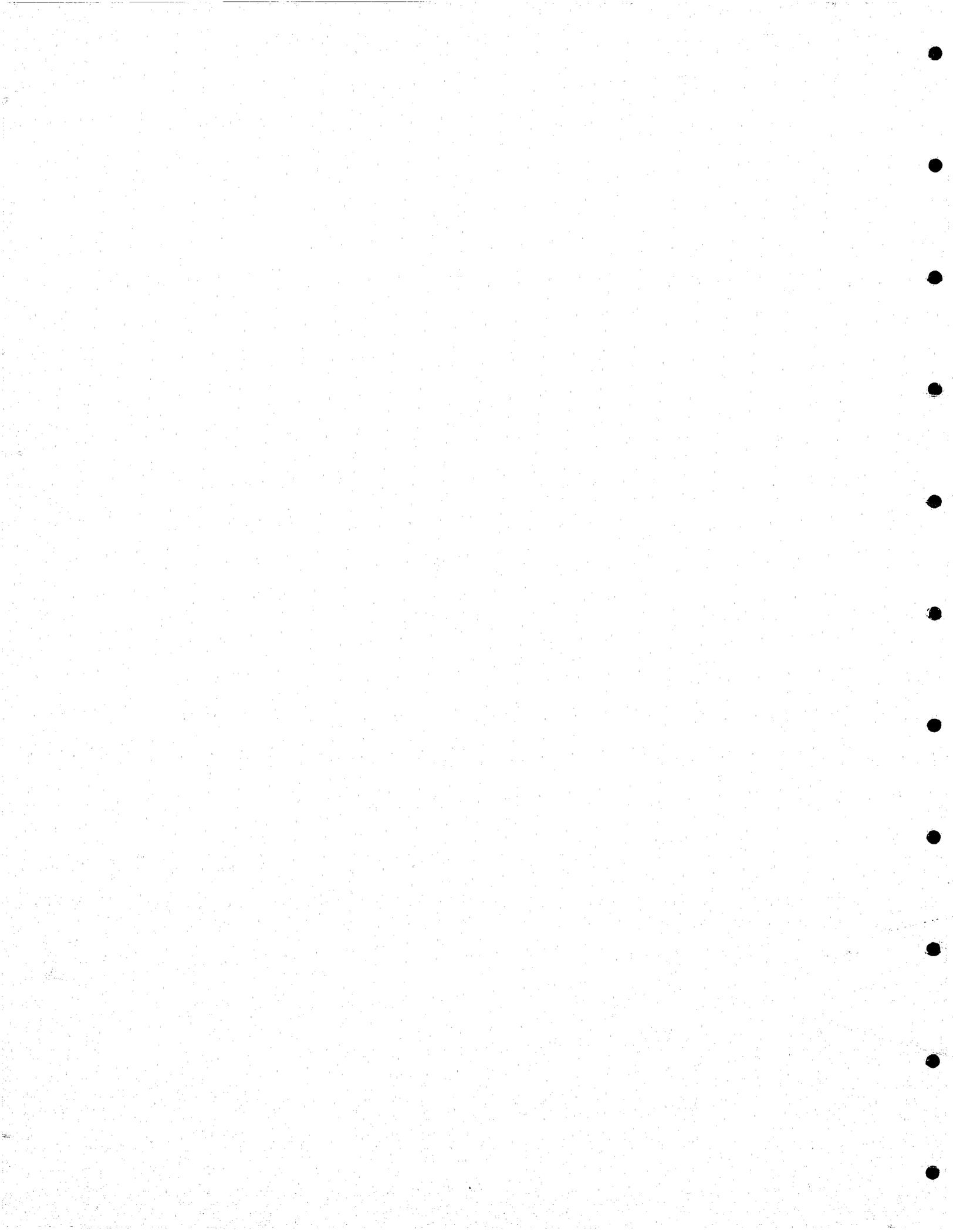
SECTION C

THE MANDATORY BASIC TRAINING  
PROGRAM--DESCRIPTION AND EVALUATION



CHAPTER XI

MANDATORY BASIC TRAINING  
CURRICULA--DESCRIPTION AND COMPARISONS



## INTRODUCTION

The training evaluation has focused on both the substance or course content as well as the delivery of training. Resolving issues raised in previous chapters, such as course length, location of training, and the training role for vo-techs and colleges is of little value unless the program content is of high quality. Questions which need to be addressed include: "Is course content relevant to the tasks performed by Minnesota peace officers?" "Does training contribute to the job preparation and performance of peace officers?" Unless training is of value to those who receive it, then obviously there is no reason to increase levels of mandatory training in the state.

The evaluation of course content is a long and costly task. This evaluation has emphasized the BCA basic curriculum since it has affected the majority of Minnesota's new officers. Limited data on the vo-tech and college curricula are included although these programs are not thoroughly evaluated. Recruit classes of St. Paul, Minneapolis, and the State Patrol are included as points for comparison. Some assessments of BCA in-service classes were done and are included in separate reports.<sup>1</sup>

The task of evaluating course content or curricula was complicated by the fact that there were no obvious criteria by which to evaluate the curricula. If, for example, Minnesota had established performance objectives,

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<sup>1</sup>See Appendix B for list of project reports.

the course could be evaluated by the extent to which objectives are met.<sup>1</sup> To assess if officers have learned what they need to know is difficult when what they need to know has not yet been agreed upon. Also, guidelines had not been established as to exactly what aspect of training should be evaluated--i.e., substance, emphasis, instruction, and so forth. Finally, evaluation efforts were restricted in that time and resources did not permit extensive observation of recruits or graduates as a method to assess their training or job performance.

Although there were these initial problems in deciding the focus of evaluation, criteria by which to evaluate, and methods used to evaluate the curricula, several types of data have been obtained to evaluate the BCA basic course. First, content analyses of the course offerings and comparisons of this content to other programs in Minnesota and to other states' programs should demonstrate whether any important topics are omitted or slighted. Content analysis information is presented in this chapter.

Second, survey data have been collected from a number of groups. Opinions of trainees, graduates and supervisors on the curriculum and on the adequacy of the curriculum for job preparation and performance are reported in Chapter XII.

Third, data on activities of Minnesota peace officers have been collected. A comparison of course content to tasks helps to reveal the extent to which BCA training is job-related. This information is included in Chapter XIII.

Collection of evaluation data centered on the BCA 280-hour course. With the new skills course for college graduates and with the possibility of other

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<sup>1</sup>Some states have articulated performance objectives (e.g., Washington, Oregon) and the former MPOTB discussed the possibility during 1976-77.

perhaps longer programs being certified as a result of 1977 legislation (see Chapters II and V), the future of the regular eight-week basic program is uncertain. Implications of results obtained from the evaluation of the eight-week course for other types of programs will be included in the summary chapter (Chapter XIV).

#### DESCRIPTION OF ENTRY LEVEL CURRICULA

Three types of entry-level programs are expected to affect recruits throughout the state. These correspond to the three training routes outlined in Figure 2.1 of Chapter II. The BCA basic program has been training approximately 90% of the state's recruits. However, 1977 legislation is expected to increase the importance of vo-tech and college law enforcement programs as pre-service training for prospective peace officers. This section presents descriptive information on the content of 1) the BCA mandatory course, 2) the two vo-tech law enforcement programs, and 3) the college and university law enforcement/criminal justice programs.

#### THE BCA BASIC CURRICULUM

A logical first step in content evaluation is to determine content categories to assess substantive emphases of the course. Table 11.1 includes 20

TABLE 11.1  
BCA BASIC COURSE CONTENT

Course Category	Course Topics 1975-76	Number Hours	Total Hours	Course Topics 1976-77	Number Hours	Total Hours
1. FIRST AID, RESCUE TECHNIQUES	Multimedia Standard First Aid Rescue Techniques Emergency Childbirth		25	Multimedia Standard First Aid Advanced Rescue Training Advanced First Aid Rescue Breathing Emergency Childbirth		25
2. USE OF FIREARMS	Introduction to Firearms Safety, Nomenclature, Dryfiring Range	8 15	23	Introduction to Firearms Safety, Nomenclature, Dryfiring Firearms--Legal and Civil Liabilities Range	9 15	24
3. PATROL PROCEDURES, INCLUDING SERVICE AND DOMESTIC CALLS, PROWLER AND DISORDERLY CALLS	Introduction to Patrol Foot and Motor Patrol Felony in Progress Service and Domestic Calls Prowler and Disorder Calls	2 2 2 3 2	11	Introduction to Patrol Foot and Motor Patrol Felony in Progress Service and Domestic Calls Prowler and Disorder Calls	1 2 2 3 1	9
4. DEFENSIVE TACTICS	Defensive Tactics		12	Defensive Tactics		11
5. WRITTEN REPORTS	Written Reports		6	Written Reports		6
6. TRAFFIC AND ACCIDENTS	Accident Reports <sup>a</sup> Investigation Traffic Code Direction DWI	16 19	35	Accident Reports <sup>a</sup> Investigation Traffic Code Direction DWI	15 18	33
7. ARREST	Laws of Arrest Techniques and Mechanics of Arrest Stopping Procedures	7 4 4	15	Laws of Arrest Techniques and Mechanics of Arrest Stopping Procedures	7 4 4	15
8. SEARCH AND SEIZURE	Search and Seizure		6	Search and Seizure		7
9. MINNESOTA JUVENILE STATUTES, COURT DECISION, PROCEDURES	Minnesota Juvenile Statute Court Decisions Procedures Child Abuse Judges View from Apprehension to Disposition		11	Minnesota Juvenile Statute Court Decisions Procedures Child Abuse		12
10. CRIMINAL CODE, CONSTITUTION, AND RELEVANT LEGISLATION	Minnesota Criminal Code U.S. Constitution and Bill of Rights Civil Rights Legislation "How to Live with the Law"	11 3 2 1	17	Minnesota Criminal Code U.S. Constitution and Bill of Rights Civil Rights Legislation	11 4 1	16

11. CRIMINAL INVESTIGATION	Preservation and Collection of Evidence		Preservation and Collection of Evidence	
	Crime Lab		Crime Lab	
	Prints		Polygraph	
	Identification Procedures	7	Identification Procedures	11
	Crime Scene Techniques	12	Crime Scene Techniques	12
	Crime Scene Protection	1	Crime Scene Protection	1
	Criminal Investigation	4	Criminal Investigation	4
	Investigative Field Note taking	2	Investigative Field Notetaking	2
	Rules of Evidence	4	Rules of Evidence	5
	Organized Crime Unit	2	White Collar Crime	1
	Elements and M.O., of Crime untitled (4 hours)		Elements and M.O. of Crime Robbery and Burglary (3 hours)	
	Robbery and Burglary (3 hours)		Sex (4 hours)	
	Sex (4 hours)		Credit Card Fraud (1 hour)	
	Credit Card Fraud (1 hour)		Auto Theft (2 hours)	
Auto Theft (2 hours)	14	Theft (1 hour)		
		Assault, Forgery, Homicide (3 hours)	14	
		Recognition	2	
52				
12. CONFESSION, INTERROGATIONS, INTER- VIEWS, LINEUPS	Legal Aspects of Confessions and Inter- rogations	2	Confessions and Interrogations	2
	Lineups	1	Lineups	1
	Techniques of Interviewing and Inter- rogation	2	Techniques of Interviewing	2
		5		5
13. ALCOHOL, TOBACCO, FIREARMS REGULATIONS	Alcohol, Tobacco, Firearms	3	Alcohol, Tobacco, Firearms	2
14. MENTAL HEALTH	Mental Health	7	Mental Health	6
15. NARCOTICS AND DRUGS	Narcotics and Drugs	4	Narcotics and Drugs	4
16. RELATIONS WITH PUBLIC	Human Rights	3	Ethnic Awareness	4
	Police and Public Relations	3	Police and Public Relations	3
	Role of Police	1	Police Community Relations	1
	Crime Reparation	1	Crime Reparations	1
		8	Police Wife Problems	2
		Crime Prevention	11	
17. CRIME PREVENTION	Crime Prevention	2	Crime Prevention	3
18. FUNCTIONS OF AGENCIES AND BUREAUS	Functions of:		Functions of:	
	Drivers License Bureau	2	Drivers License Bureau	2
	Secret Service	2	Secret Service	2
	Corrections	1	Corrections	1
	FBI	2	FBI, Customs, Immigration	2
	Auto Theft Bureau	1	Bomb Squad	3
	County Sheriff	1		10
	Probation and Parole	1		
	Bomb Squad	3		
	13			
19. COURTS	Court Systems	4	Court Procedures	2
	Moot Court	2	Moot Court	2
	Testifying in Court	2	Testifying in Court	2
		8		6
20. ORAL COMMUNICATION AND DISPATCHING	Oral Communication	2	Oral Communication	2
	Dispatching and Radio	1	Radio and Dispatch	1
	MINCIS, NGIC	2	MINCIS, NGIC	1
		5		4
NONCOURSE WORK	Notetaking and Study	2	Notetaking and Study	3
	Tests, Review, Graduation, etc.	16	Tests, Review, Graduation, etc.	16
		18		19
TOTAL COURSE HOURS		280		280

\*More detailed course topics listed on syllabus.

course categories.<sup>1</sup> The BCA course topics for 1975-76 and 1976-77 are allocated to the 20 categories in this table. The table familiarizes the reader with the content of the BCA basic program and also indicates a few content changes over the year. One can see from the table that in terms of hours basic training emphasizes Criminal Investigation, Traffic and Accidents, First Aid, Use of Firearms, and Criminal Code. With a total of only 280 hours and with hours required in certain subject areas according to the Rules and Regulations of the Attorney General #202 (e), the BCA has been limited somewhat in its ability to alter course emphasis. However, from 1975-76 to 1976-77 one finds a slight increase in attention given to Criminal Investigation and Public Relations; and a slight decrease in attention paid to

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<sup>1</sup> Arriving at the categories for analysis has entailed some difficulties. Accepted principles of content analysis are that categories should be exhaustive (a category for all cases) and mutually exclusive (each case should fit in one and only one category), but categories devised for the BCA content analysis do not hold strictly to these principles. Some of the survey instruments employ the same categories as the content analysis so that during data analyses opinions on topics can be related to hour-emphasis of the topic. As a result, course categories have to be meaningful to respondents, and therefore need to correspond closely to topics listed on the course syllabus. Using syllabus topics, however, occasionally conflicts with principles of content analysis. For example, the topic "stopping procedures" fits under both the categories of "traffic" and of "arrest." It was placed under "arrest" since BCA handles it there. Such problems of where to place topics would not arise if categories were mutually exclusive.

In addition, difficulties were encountered in arriving at an optimal set of categories. The MPOTB has employed a classification of 15 categories to specify mandatory hours, while course syllabus topics number over 50. The former small set excludes too much information while the latter set is too large to be manageable for survey instruments. A set of 20 categories was derived, based on, but condensing, topics listed on the syllabus. This set is the optimal balance for the survey and content analytic uses of the categories, though perfect for neither.

In computing hours for 1976-77, 1 hour was arbitrarily added to non-course work, since repeated addition of total hours came to 279. The 35 hours for Traffic and Accidents in 1975-76 includes 2 hours of test and review in these topics. These two hours could be put under non-course work as well.

Patrol, Functions of Agencies and Bureaus, and Courts.

#### VO-TECH LAW ENFORCEMENT CURRICULA

The same course categories have been used to describe the Alexandria and Hibbing Vo-Tech programs<sup>1</sup> as were used for the BCA course content description. Categorization has been accomplished with the assistance of program administrators. While some topic titles under the same category may not seem comparable, topic content has been deemed to be similar. Also, if certain topics fall under more than one category (e.g., sociology), total topic hours have been divided among the appropriate categories. Since both of the vo-techs have longer programs, percentages have been used to control for these differing lengths. In this way, different emphases of the three programs can be compared. Table 11.2 provides a complete breakdown of the two vo-tech curricula; Table 11.3 lists the six topics for each program that receive the most amount of time.

Both of the vo-tech programs have claimed to be complete mandatory basic training programs (using the BCA course as their model for minimum mandatory training requirements). According to this course content description they appear to be. The vo-tech programs cover the major categories that the BCA covers with the exception of Crime Prevention (see Table 11.2).

Both of the schools require additional topics which the BCA does not offer. These courses range from social science topics to mathematics and composition. They also teach some specialized topics in areas comparable to the

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<sup>1</sup>The program at Hibbing was somewhat different in the past from what is indicated in Table 11.2. A revised curriculum is reported here in which there have been many additions but only one deletion (Crash Injury Management), with 240 hours added in all.

TABLE 11.2

COURSE CONTENT OF BCA, ALEXANDRIA, AND HIBBING PROGRAMS<sup>a</sup>

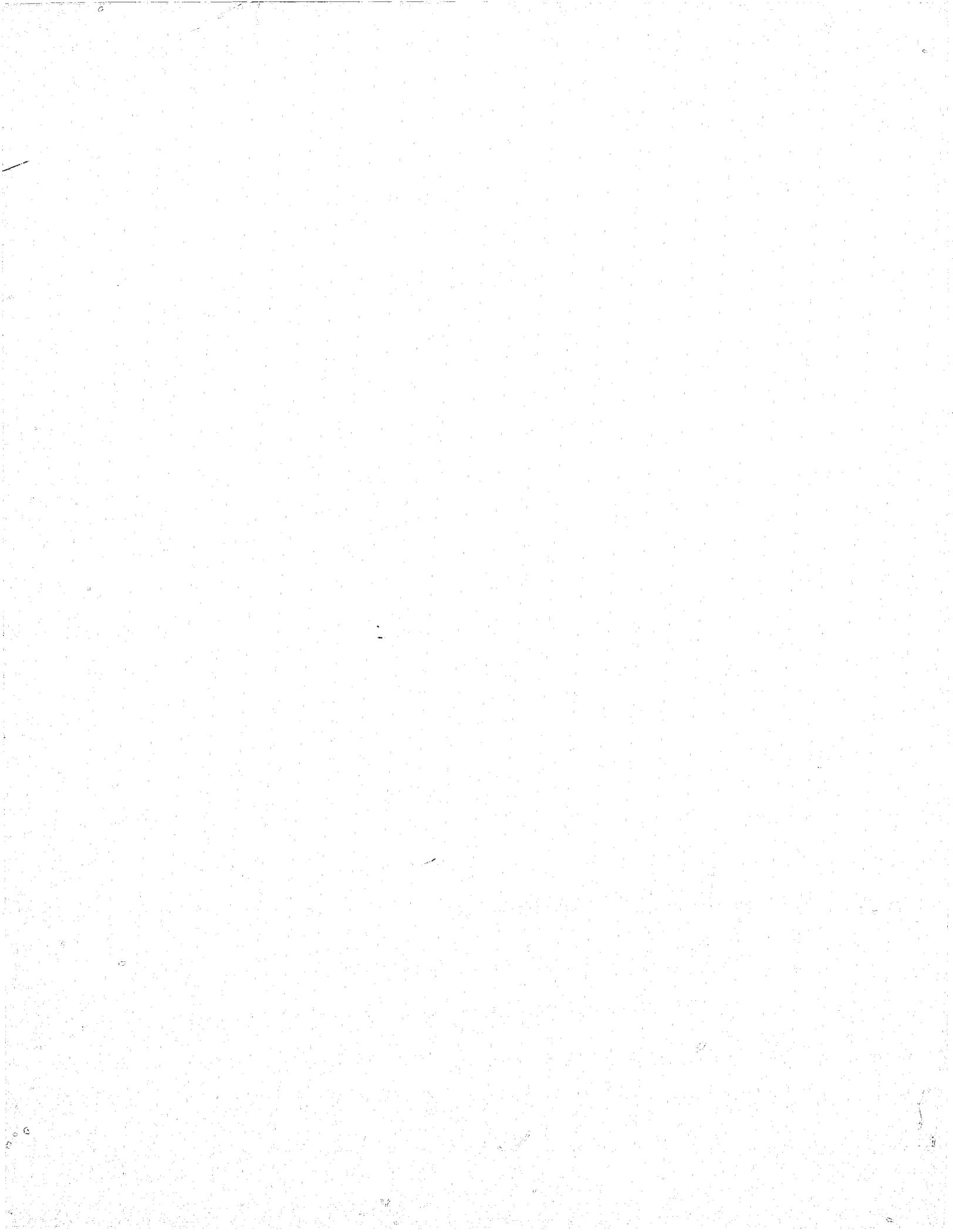
COURSE-CATEGORY	BCA COURSE TOPICS 1976-77	Num-	Per-	HIBBING 1977-78	Num-	Per-	ALEXANDRIA 1976-77 and 1977-78	Num-	Per-
		ber	cent		ber	cent		ber	cent
		Hours	Hours		Hours	Hours		Hours	Hours
1. FIRST AID, RESCUE TECHNIQUES	Multimedia Standard First Aid			Emergency Medical Training			First Aid Emergency Care	57	
	Advanced Rescue Training							50	
	Advanced First Aid								
	Rescue Breathing								
	Emergency Childbirth								
	<b>TOTAL:</b>	<b>25</b>	<b>09%</b>		<b>74</b>	<b>03%</b>		<b>107</b>	<b>05%</b>
2. USE OF FIREARMS	Introduction to Firearms			Firearms Field Tactics			Firearms Field Tactics	88	
	Safety, Nomenclature, Dryfiring							30	
	Firearms--Legal & Civil Liabilities	9							
	Range	15							
	<b>TOTAL:</b>	<b>24</b>	<b>09%</b>		<b>120</b>	<b>05%</b>		<b>118</b>	<b>05%</b>
3. PATROL PROCEDURES, IN- CLUDING SERVICE AND DOMESTIC CALLS, PROWLER AND DISORDER CALLS	Introduction to Patrol	1		Police Patrol and Procedures			Patrol Procedures Police Operations Criminal Investigation II	50	
	Foot and Motor Patrol	2						15	
	Felony in Progress	2						5	
	Service and Domestic Calls	3							
	Prowler and Disorder Calls	1							
	<b>TOTAL:</b>	<b>9</b>	<b>03%</b>		<b>120</b>	<b>05%</b>		<b>70</b>	<b>03%</b>
4. DEFENSIVE TACTICS	Defensive Tactics			Physical Training and Self- Defense Body Building			Offensive and Defensive Tactics Physical Development I - IV	85	
								240	
		11	04%		236	10%		325	15%
5. WRITTEN REPORTS	Written Reports			Communications and Police Report Writing Typewriting Freshman Composition			Report Writing Typewriting Composition	60	
								60	
		6	02%		298	12%		180	08%
6. TRAFFIC AND ACCIDENTS	Accident Reports			Traffic Law Enforcement Accident Investigation Traffic Law and Criminal Code			Minnesota Traffic Laws Accident Investigation I Accident Investigation II Highway Safety Enforcement Emergency Care	48	
	Investigation	15						60	
	Traffic Code							60	
	Direction							18	
	DWI	18						10	
	<b>TOTAL:</b>	<b>33</b>	<b>12%</b>		<b>204</b>	<b>08%</b>		<b>196</b>	<b>09%</b>
7. ARREST	Laws of Arrest	7		Search and Seizure Traffic Law and Criminal Code			Search and Seizure Criminal Investigation I Minnesota Traffic Laws Highway Safety Patrol Procedures Offensive and Defensive Tactics	20	
	Techniques and Mechanics of Arrest	4						10	
	Stopping Procedures	4						10	
								5	
	<b>TOTAL:</b>	<b>15</b>	<b>05%</b>		<b>82</b>	<b>03%</b>		<b>85</b>	<b>04%</b>

8. SEARCH AND SEIZURE	Search and Seizure			Search and Seizure		Search and Seizure	
	TOTAL:	7	03%		62	03%	40
9. MINNESOTA JUVENILE STATUTES, COURT DECISIONS, PROCEDURES	Minnesota Juvenile Statute Court Decisions Procedures Child Abuse			Minnesota Juveniles		Minnesota Juvenile Court	
	TOTAL:	12	04%		48	02%	60
10. CRIMINAL CODE CONSTITUTION AND RELEVANT LEGISLATION	Minnesota Criminal Code U.S. Constitution and Bill of Rights Civil Rights Legislation	11 4 1		Traffic Law and Criminal Code Political Science 21 Introduction to Criminal Justice	36 60 48 48	Minnesota and Federal Constitution Minnesota Criminal Code Business Law in Police Administration Civil Process Service	36 50 60 60
	TOTAL:	16	06%		192	08%	260
11. CRIMINAL INVESTIGATION	Preservation and Collection of Evidence Crime Lab Polygraph Identification Procedures Crime Scene Techniques Crime Scene Protection Criminal Investigation Investigative Field Notetaking Rules of Evidence White Collar Crime Elements and M.O. of Crime, Robbery and Burglary (3 hours) Sex (4 hours) Credit Card Fraud (1 hour) Auto Theft (2 hours) Theft (1 hour) Assault, Forgery, Homicide (3 hours) Recognition	11 12 1 4 2 5 1 14 2		Criminal Investigation Fingerprinting Photography	168 60 84	Criminal Investigation I Criminal Investigation II Fingerprinting Classification and Identification Photography Document Examination	46 55 60 90 30
	TOTAL:	52	19%		312	13%	281
12. CONFESSION, INTERROGATIONS, INTERVIEWS, LINEUPS	Confessions and Interrogations Lineups Techniques of Interviewing	2 1 2		Criminal Investigation	48	Minnesota and Federal Constitution Psychology Patrol Procedures	24 5 5
	TOTAL:	5	02%		48	02%	34
13. ALCOHOL, TOBACCO, FIREARMS REGULATIONS	Alcohol, Tobacco, Firearms			Introduction to Law Enforcement		Criminal Investigation I Firearms	4 2
	TOTAL:	2	01%		4	002%	6
14. MENTAL HEALTH	Mental Health	6		Emergency Medical Training Psychology	10 60	Psychology	55
	TOTAL:	6	02%		70	03%	55

TABLE 11.2 (Continued)  
 COURSE CONTENT OF BCA, ALEXANDRIA, AND HIBBING PROGRAMS<sup>a</sup>

COURSE-CATEGORY	BCA COURSE TOPICS 1976-77		HIBBING 1977-78		ALEXANDRIA 1976-77 and 1977-78		
	Num-ber Hours	Per- cent Hours	Num-ber Hours	Per- cent Hours	Num-ber Hours	Per- cent Hours	
15. NARCOTICS AND DRUGS	Narcotics and Drugs	4		Criminal Investigation	24	Sociology First Aid Traffic Laws Highway Safety Human Relations	5 3 2 2 4
TOTAL:		4	01%		24		16
16. RELATIONS WITH PUBLIC	Ethnic Awareness Police and Public Relations Police Community Relations Crime Reparation Police Wife Problems	4 3 1 1 2		Police Administration Social Problems Introductory Sociology Sociology 51 Sociology 52	60 48 48 48 48	Sociology Human Relations Speech and Police Public Relations	55 54 20
TOTAL:		11	04%		252		129
17. CRIME PREVENTION	Crime Prevention	3					
TOTAL:		3	01%				
18. FUNCTIONS OF AGENCIES AND BUREAUS	Functions of: Drivers License Bureau Secret Service Corrections FBI, Customs, Immigration Bomb Squad	2 2 1 2 3		Introduction to Law Enforcement	56	Introduction to Criminal Justice	
TOTAL:		10	04%		56		60
19. COURTS	Court Procedures Moot Court Testifying in Court	2 2 2		Court Procedures		Criminal Procedures Criminal Code speech Human Relations	60 10 8 2
TOTAL:		6	02%		96		80
20. ORAL COMMUNICATION AND DISPATCHING	Oral Communication Radio and Dispatch MINCIS, NCIC	2 1 1		Speech I Mechanics of Law Enforcement	48 48	Speech Highway Safety Enforcement	32 20
TOTAL:		4	01%		96		52
NONCOURSE WORK	Tests, review, graduation, etc.	19		Orientation	6		
TOTAL:		19	07%		6		
	Instruction Areas not covered by the BCA			Breathalyzer (Mechanic of Law Enforcement) Teletype Operation (Mechanics of Law Enforcement) Radar Instruction (Traffic Law Enforcement)	16 6 36	Jail Management (Business Law) Breathalyzer (Highway Safety) Defensive Driving (Highway Safety) Teletype Operation (Highway Safety) Radar Instruction (Highway Safety) Mathematics for Police Environmental Ecology	20 10 10 10 10 60 60
GRAND TOTALS:		280			2,400		2,220

<sup>a</sup>Categorization of program hours was facilitated by the assistance of Vernon Mark, Director, Alexandria AVTI, and by Gary Rick, Program Director of Hibbing AVTI.



BCA program. Hibbing instructs its students in the use of the breathalyzer, teletype, and radar units. Alexandria teaches these same three subjects and also Defensive Driving and Jail Management. A recruit attending the BCA must take additional courses to receive training in these areas.

Table 11.3 indicates that three classes are among the most important in all three basic programs--Criminal Investigation, Traffic and Accidents, and Criminal Code. Three other topics are among the most important to the vo-tech programs which are not among the six topics that the BCA emphasizes. These are Written Reports, Public Relations, and Defensive Tactics. One should note that both vo-tech programs include typewriting and composition for Written Reports and both require sociology and other social science courses that cover Public Relations. Also vo-tech hours for physical training are included with Defensive Tactics, accounting for the large proportion of time given to that topic.

#### COLLEGE/UNIVERSITY LAW ENFORCEMENT PROGRAMS

The 21 college programs in Minnesota provide an orientation to law enforcement and criminal justice that is more theoretical than that of the vo-tech or BCA programs. This difference in orientation makes comparisons difficult. Moreover, none of the college programs is identical either in terms of course titles or course content. It was not possible to make a topic-by-topic comparison of the college programs to the BCA curriculum. However, comparisons were possible to demonstrate: 1) topics taught by the BCA that the colleges generally do not offer, 2) topics which are taught in both curricula, and 3) topics which are offered only by the colleges. Difficulties in categorization are noted in the following discussion. Readers should be aware throughout this section that statements on the college

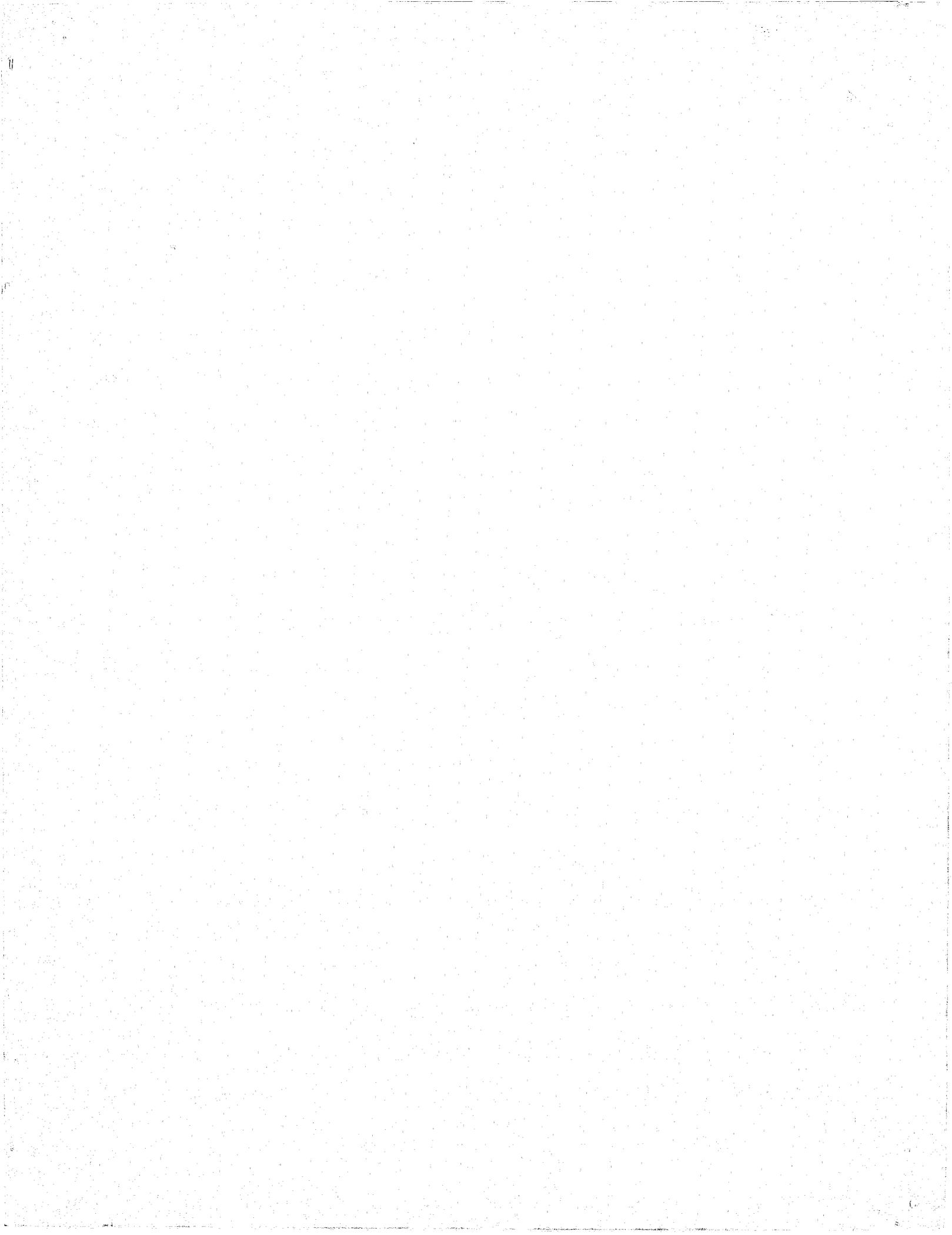
TABLE 11.3  
TOP SIX CLASSES BY PERCENTAGE OF TIME SPENT ON TOPIC FOR BCA, ALEXANDRIA, AND HIBBING

<u>BCA Basic<sup>a</sup></u>	<u>Percent Program Hours</u>	<u>Hibbing</u>	<u>Percent Program Hours</u>	<u>Alexandria</u>	<u>Percent Program Hours</u>
Criminal Investigation <sup>b</sup>	19%	Criminal Investigation <sup>b</sup>	13%	Defensive Tactics <sup>c</sup>	15%
Traffic Accidents <sup>b</sup>	12	Written Reports <sup>c</sup>	12	Criminal Investigation <sup>b</sup>	13
First Aid	09	Defensive Tactics <sup>c</sup>	10	Traffic and Accidents <sup>b</sup>	09
Firearms	09	Relations with the Public <sup>c</sup>	10	Criminal Code <sup>b</sup>	09
Criminal Code <sup>b</sup>	06	Criminal Code <sup>b</sup>	08	Written Reports <sup>c</sup>	08
Arrest	05	Traffic and Accidents <sup>b</sup>	08	Relations with the Public <sup>c</sup>	06

<sup>a</sup>Seven percent of BCA's time is spent on what was labeled non-course work, e.g., tests, reviews, graduations, etc. This category is excluded from the table since it is not a major police science topic.

<sup>b</sup>Included in the top six for all three schools.

<sup>c</sup>Only in the top six for the vo-tech's.



programs are general; particular schools could differ somewhat.

The list below indicates topics taught by the BCA that the colleges generally do not offer. Of the first five topics listed, Firearms is the only class that cannot be found in any of the college curricula. First Aid may be taught through a health department at some colleges and Defensive Tactics may be offered through physical education courses. A composition class is a good background course for writing reports but cannot be considered comparable to the BCA topic of Written Reports. The BCA category labeled Oral Communication includes dispatching and teletype instruction as well as speech.

Firearms  
First Aid and Emergency Medical Techniques  
Defensive Tactics  
Written Reports  
Oral Communication  
Traffic and Accidents  
Patrol Procedures  
Techniques of Arrest  
Confessions, Interrogations, Interviews  
and Lineups  
Narcotics

The next two classes in the list (Traffic and Accidents and Patrol Procedures) appear in four community college curricula in a course labeled Police Operations. However, none of the other colleges cover these two topics.

The last three topics listed can be mentioned in college classes on laws but the technical aspects of these topics are not taught. Rochester Community

College is the only college that offers a class dealing with Narcotics (Drugs: Use and Abuse).<sup>1</sup>

The classes listed below are covered both by the BCA and through the college law enforcement/criminal justice programs. However, even these classes have different emphases. Classes on Criminal Investigation present a more theoretical and legal perspective on investigation than in the BCA program. In the college programs Criminal Behavior classes emphasize psychological and sociological determinants of criminal behavior. Law classes (Criminal and Constitutional) analyze more the implications of and trends in law making. Criminalistics and Criminal Evidence and Procedures in the BCA program emphasize the technical aspects more than in the college curricula. Courses dealing with juveniles in the college programs usually cover what type of juvenile becomes involved in crime and what types of crime are likely to be committed by juveniles. The BCA curriculum is more concerned with how to handle juveniles.

Criminal Investigation  
Criminal Behavior  
Public Relations  
Criminal Law  
Constitutional Law  
Criminalistics  
Criminal Evidence and Procedures  
Juveniles

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<sup>1</sup>Rochester Community College is the only one to offer Report Writing and Traffic Law: Accident Investigation.

Additional topics covered in the college curricula are indicated below. Some of these merely cover in more depth topics listed previously, (e.g., classes on behavior and psychology). Police Administration and Organization is taught by 11 of the 21 programs. This class is not offered by the BCA basic training course. In the BCA curriculum four of the eight hours spent on courts deal with testifying and moot court, leaving only four hours for a general introduction to court processes. Some colleges provide entire classes on the judicial system which provide a much more detailed introduction to the judicial process. Nine colleges offer courses on corrections, which is merely mentioned in the BCA program.

Police Administration and Organization

Crime Victims and Social Policy

Behavior:

Psychology of Law Enforcement

Deviant Behavior

Delinquent Behavior

Criminal Psychopathology

Attitudes and Behavior Changes

Criminology

Judicial Process

Corrections:

Introduction to Corrections

Probation and Parole

Penology

A complete list of academic courses offered by each of the college and university programs is provided in Figure 11.1. The community college programs

FIGURE 11.1  
COURSES OFFERED IN COLLEGE AND  
UNIVERSITY LAW ENFORCEMENT/CRIMINAL JUSTICE PROGRAMS

COMMUNITY COLLEGES

**Hibbing:**

Crime and Delinquency  
Sociology of Criminal Law  
Introduction to Criminal Justice

**Inver Hills:**

Criminal Law  
Constitutional Law for Law Enforcement  
Criminal Investigation  
Criminal Evidence and Procedure  
Police Community Relations  
Introduction to Corrections  
Introduction to Law Enforcement  
Police Administration and Organization  
Criminal Behavior  
Introduction to Criminalistics  
Psychology of Law Enforcement

**Lakewood:**

Criminal Law  
Criminal Evidence and Procedure  
Criminal Investigation  
Introduction to Law Enforcement  
Police Administration and Organization  
Police Operations  
Introduction to Criminalistics

**Mesabi:**

Introduction to Criminal Justice  
Crime and Delinquency  
Criminal Law  
Police Role in Delinquency Control  
Police Community Relations  
Police Administration

**Metropolitan:**

Criminal Law  
Criminal Evidence and Procedure  
Police Community Relations  
Introduction to Criminal Justice  
Criminal Behavior  
Police Administration and Organization

**Normandale:**

Principles of Criminal Law  
Constitutional Law for Police  
Evidence and Procedure  
Introduction to Law Enforcement  
Police Administration and Organization  
Administration of Justice  
Police Operations  
Deviant Behavior

**Northland:**

Principles of Criminal Law and Evidence  
Criminal Investigation  
Introduction to Law Enforcement and  
Administration of Justice  
Delinquent and Criminal Behavior  
Police Administration and Organization  
Police Operations

**North Hennepin:**

Principles of Criminal Law  
Evidence and Procedure  
Criminal Investigation  
Introduction to Law Enforcement  
Criminal Behavior  
Police Administration and Organization  
Police Operations

**Rochester:**

Police Records and Report Writing  
Traffic Law: Accident Investigation  
Criminal Law  
Drugs: Use and Abuse  
Law Enforcement in the Community  
Introduction to Criminalistics

**Willmar:**

Criminal Law  
Criminal Evidence and Procedure  
Police Community Relations  
Introduction to Law Enforcement  
Deviant Behavior  
Criminology

UNIVERSITIES

**Bemidji:**

Juvenile Delinquency  
Applied Statutory Law  
Procedures and Evidence  
Law Enforcement and Society  
Human Relations in Criminal Justice  
Introduction to Corrections  
Criminal Justice in America  
Criminology  
Family and Business Law  
Seminar: Criminal Justice

**Mankato:**

Criminal Law  
Criminal Investigation  
Penology  
Introduction to Law Enforcement  
Law Enforcement Administration and  
Planning  
Criminology

**Moorhead:**

Delinquent Behavior  
Topics in Constitutional Law  
Criminal Justice and Corrections  
Punishment and Penology  
Probation and Parole  
Judicial Systems  
Criminology  
Seminar in Sociology and Deviance

**University of Minnesota-Minneapolis:**

Juvenile Court in the United States  
Criminal Law  
Criminal Procedure  
Law, Justice and the Individual in Society  
Origins of the 5th Amendment  
Criminal Psychopathology  
Police and Community Relations  
Community Based Corrections  
Comparative Penal Policy  
Seminar in Correctional Administration  
The Role and Function of Municipal Police  
Administration in a Changing Society  
Law and Social Issues  
Women in Criminal Justice Systems  
Criminal Justice in American History  
Legal Socialization: The Impact of Legal and  
Criminal Justice Systems  
Comparative Criminal Justice Administration  
Evaluative Research in Criminal Justice

**University of Minnesota-Duluth:**

Theories of Crime and Delinquency  
Sociology of Criminal Law  
Police Community Relations Correctional  
Continuum  
Introduction to Criminal Justice  
Criminal Justice Systems Analysis  
Attitude and Behavior Change  
Planning of Criminal Justice Services  
Crime Victims and Social Policy

FIGURE 11.1 (Continued)

UNIVERSITIES (continued)

St. Cloud

Juvenile Delinquency  
The Courts and Civil Rights  
Correctional Administration and Processes  
Philosophy of Law and Punishment  
Judicial Process  
Survey of Criminal Justice  
Organization of Administration in  
Law Enforcement  
Seminar in Criminal Justice  
Economics of Crime and Justice  
Criminology

PRIVATE COLLEGES

Antioch Community:

Development of Western Law  
Introduction to Common Law  
American Legal System  
Legal Research and Procedure  
Investigation and Evidence

Golden Valley Lutheran College:

Introduction to Law Enforcement  
Introduction to Corrections  
Police Administration and Organization  
Police and Community Relations  
Criminal Behavior  
Criminal Law  
Constitutional Law for Law Enforcement

St. Mary's College

Sociology of Deviance  
Contemporary Theories of Correction  
Criminal Justice in the United States  
Law and the Judicial Process

St. Thomas College:

Criminal Justice I  
Criminal Justice II  
Sociology of Crime and Delinquency  
Sociology of Deviant Behavior  
Issues of the Reform of Criminal Justice  
Criminal Law and the Social Order

tend to provide a more practical orientation than do the four-year university programs. Chapter IV discussed the learning objectives that were proposed by the former MPOTB and representatives of the community college law enforcement programs. The objectives include all non-skills topics as well as a few technical subjects. The reconstituted Board of Peace Officer Standards and Training has not yet acted on these learning objectives. Adoption of them, however, would change the curricula described in this section considerably, particularly those of the four-year universities.

THE BCA BASIC PROGRAM  
IN COMPARISON TO OTHER BASIC TRAINING PROGRAMS

A comparison of the BCA program to other programs is a first step in evaluating the adequacy of the curriculum. Comparisons in this section are designed to evaluate only the BCA course since the vo-tech and college programs described above have not yet been fully certified and hence recognized as meeting minimum standards (at the time of writing). Moreover, the vo-tech and college programs often use the BCA program as an example of what a minimum course should cover.

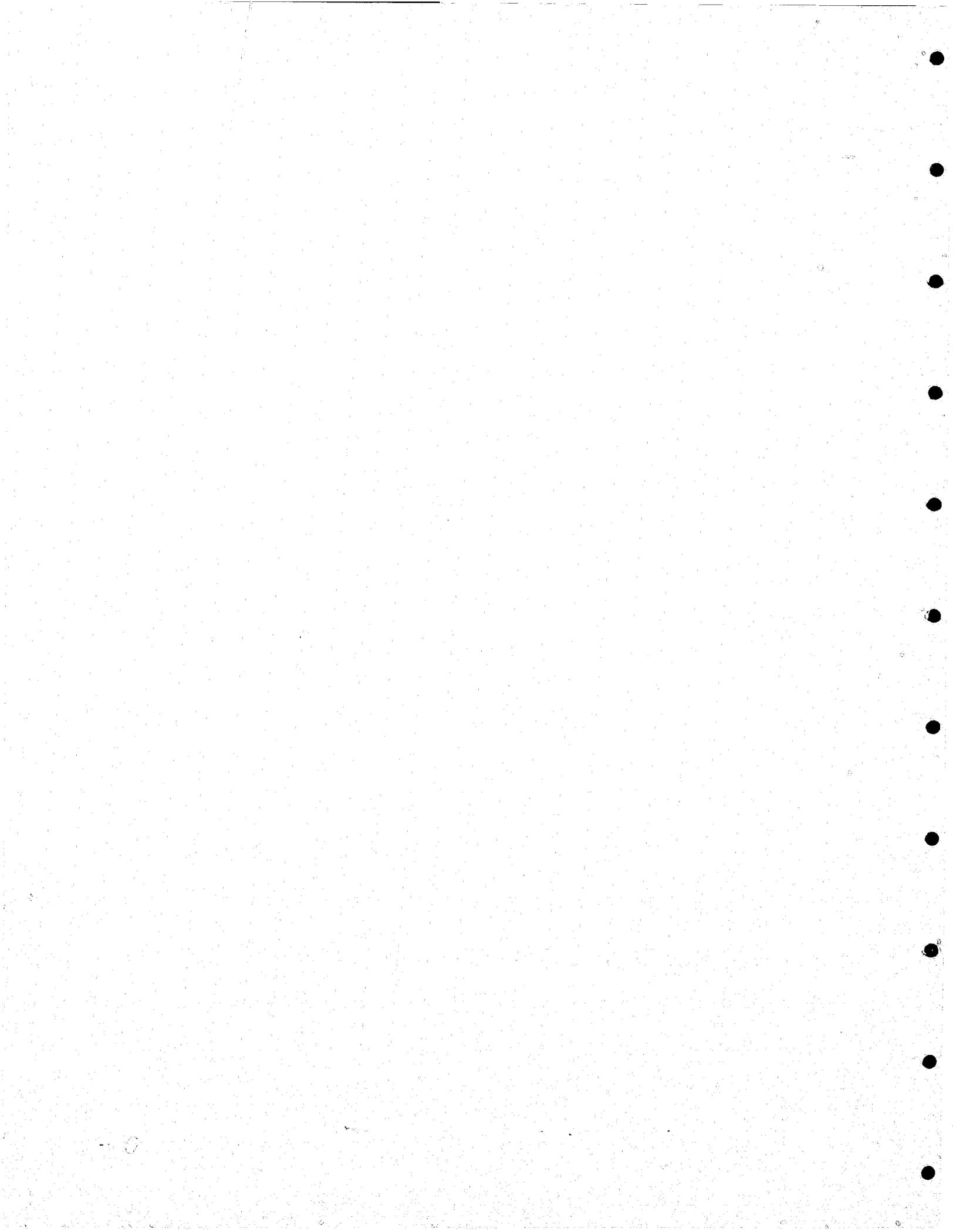
Two types of comparisons are included in this section. The BCA program is compared to the three other courses that have met (and exceed) the state's minimum requirements--St. Paul, Minneapolis, and the State Patrol. Second, some comparisons of the BCA program to programs in other states are included.

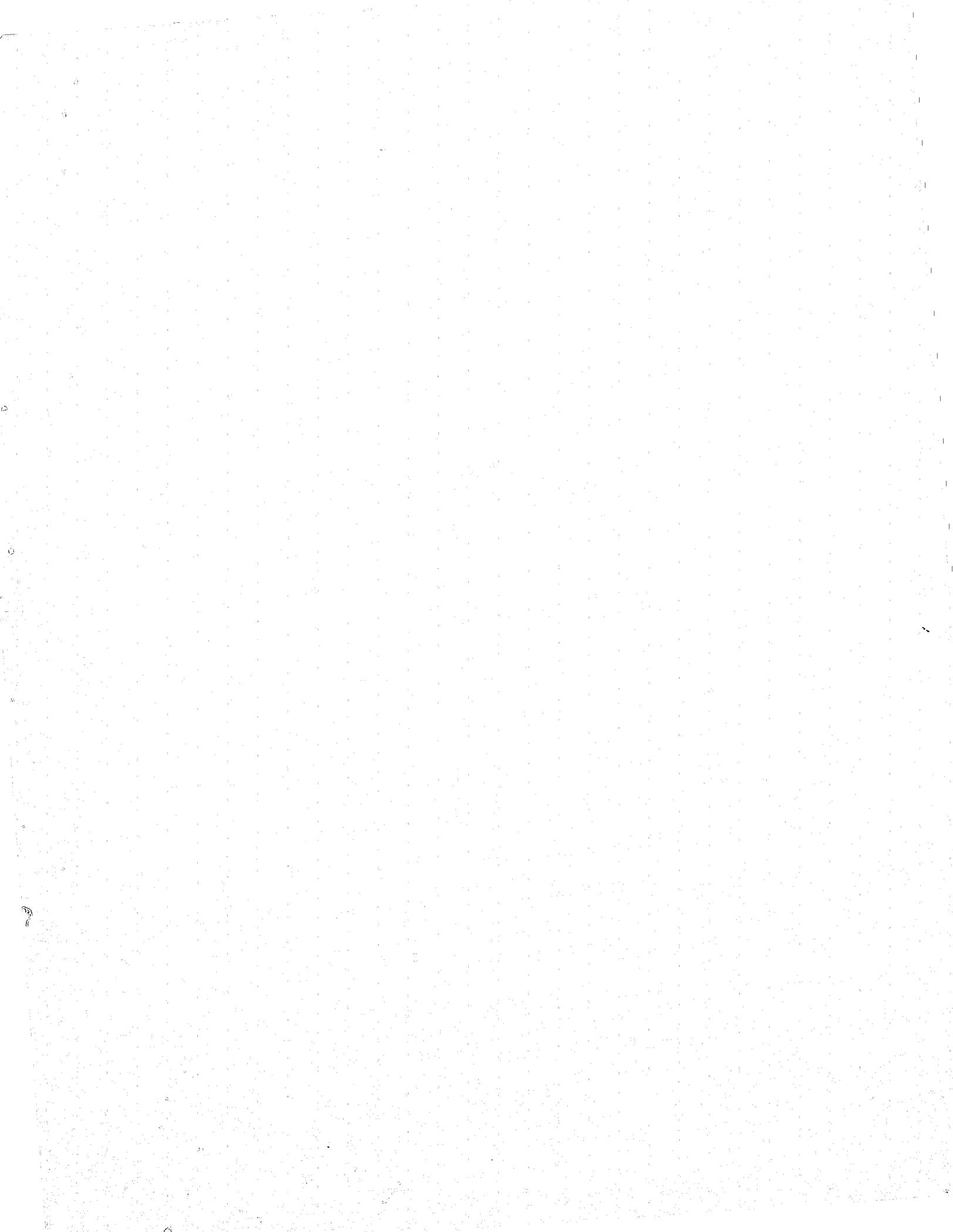
COMPARISON OF THE BCA CURRICULUM TO OTHER MINNESOTA PROGRAMS

Table 11.4 includes comparisons of the 1976-77 BCA basic course to those of the State Patrol, Minneapolis, and St. Paul. Since the latter three courses are considerably longer than the mandatory 280 hours, the additional topics that a longer course can include as well as topics which receive additional attention can be discovered. Moreover, one can probe different emphases of the four courses; that is, extra hours are not necessarily allocated equally to all topics; different training programs might give disproportionate shares of hours to different content areas.

Table 11.4 divides course topics into three sets. The first set contains eighteen course categories included in all four basic courses. This is set A in Table 11.4, labeled "Shared Topics." Comparisons here consider







**CONTINUED**

**3 OF 7**

total number of hours allotted to each category as well as percentage of class hours given to each.<sup>1</sup> The second set contains topics shared by the four courses but not considered important for substantive content comparisons--e.g., hours allocated to testing, review, and assorted academic topics. This is set B in Table 11.4, labeled "Other Shared Topics." Finally, the third set includes topics not shared across the four programs. Of particular interest here will be topics that the State Patrol, Minneapolis, and St. Paul cover but the BCA does not. These topics are in set C of Table 11.4, labeled "Topics Not Shared."<sup>13</sup>

Examination of the first set of categories in Table 11.4 reveals that the three longer courses in general give more attention to almost all the content areas. Since the State Patrol, Minneapolis, and St. Paul devote a total of 500 hours, 487 hours, and 457 hours, respectively, to this set of topics, while the BCA course includes only 252, one would expect this to be the case. There are a few exceptions. Although it has fewer total hours, the BCA offers more time in the areas of Search and Seizure and Juvenile Issues than the three other programs; more hours in Criminal Investigation than Minneapolis and the State Patrol; more hours in Public Relations than the State Patrol; and more hours in Functions of Agencies than St. Paul. Otherwise the three longer programs give more attention to all the course content areas.

Different emphases of the programs are as interesting as different total

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<sup>1</sup>No hours are recorded for the State Patrol in the category of Patrol and for the State Patrol and St. Paul in the category of Alcohol, Tobacco, and Firearms Regulations. As noted in Table 11.4 related topics are put under other categories and hence these topics are listed as shared ones. See footnote on page 204 for difficulties of creating mutually exclusive categories. The percentage of hours per category is based on the total number of hours in Set A (Shared Topics).

TABLE 11.4  
COMPARISON OF CONTENT OF MINNESOTA BASIC TRAINING COURSES

A. CONTENT AREA--SHARED TOPICS <sup>a</sup>	BCA 1976-77	Num- ber Hours	Per- cent Hours	STATE PATROL 1976	Num- ber Hours	Per- cent Hours	MINNE- APOLIS 1976	Num- ber Hours	Per- cent Hours	ST. PAUL 1977	Num- ber Hours	Per- cent Hours
<b>1. FIRST AID, RESCUE TECHNIQUES</b>												
Multimedia Standard First Aid, Advanced Rescue Training	X											
First Aid-Emergency Childbirth First Aid				X			X	24		X		
Emergency Childbirth	X						X	2				
Advanced First Aid	X											
Rescue Breathing	X											
General Hospital Ambulance EMT							X	1				
							X	80				
<b>TOTALS:</b>		<b>25</b>	<b>10%</b>		<b>62</b>	<b>12%</b>		<b>107</b>	<b>22%</b>		<b>40</b>	<b>09%</b>
<b>2. USE OF FIREARMS</b>												
Introduction to Firearms	X											
Firearms Training				X								
Safety, Nomenclature, Dryfiring	X											
Firearms--Legal and Civil Liabil- ities	X	9										
Range	X	15					X	35		X	21	
Range--Classroom							X	1		X	9	
Department Policy				X								
Legal Aspects				X								
Basic Course				X								
Advanced Course				X								
Night Range				X								
<b>TOTALS</b>		<b>24</b>	<b>10%</b>		<b>40</b>	<b>08%</b>		<b>36</b>	<b>07%</b>		<b>30</b>	<b>07%</b>
<b>3. PATROL PROCEDURES, INCLUDING SER- VICE AND DOMESTIC CALLS, PROWLER AND DISORDER CALLS</b>												
Introduction to Patrol	X	1					X	2				
Patrol driving (under category C-3)				X								
Patrol Procedures										X	1	
Foot and Motor Patrol	X	2					X	2				
Patrol-Robbery										X	1	
Felony in Progress	X	2					X	2				
Service and Domestic Calls	X	5					X	3				
Prowler and Disorder Calls	X	1										
Prowler and Disturbance Call							X	2				
Drunk and Disorderly Persons							X	1				
Geography							X	4				
Crisis Intervention										X	7-1/2	
Crisis Intervention Practice										X	14	
Civil Disturbance										X	2	
Observation										X	2	
City Geography										X	4-1/2	
Tours and Geography										X	7	
Missing Persons/AWOL										X	1	
Recovered Auto										X	1	
Drunks										X	1	
K-9 Unit										X	1-1/2	
Emergency Vehicles										X	1	
Road Blocks										X	1-1/2	
Building Search										X	1-1/2	
Surveillance										X	2	
F.I. Cards and Working Traffic										X	3-1/2	
Bombs and Explosives										X	2-1/2	
O.J.T.										X	21	
<b>TOTALS:</b>		<b>9</b>	<b>04%</b>		<b>-0-</b>			<b>16</b>	<b>03%</b>		<b>76-1/2</b>	<b>17%</b>
<b>4. DEFENSIVE TACTICS</b>												
Defensive Tactics	X			X	6		X					
Explosive Identification and Evacua- tion				X	4							
Self-Defense										X	16-1/2 <sup>b</sup>	
Chemical Weapons										X	7	
Tear Gas				X	2							
Federal Streamer and Disposition										X	1-1/2	
Crowd Control				X	7							
<b>TOTALS:</b>		<b>11</b>	<b>04%</b>		<b>19</b>	<b>04%</b>		<b>12</b>	<b>02%</b>		<b>25</b>	<b>05%</b>
<b>5. WRITTEN REPORTS</b>												
Written Reports	X	6		X	6		X	58		X	15	
Reports and Forms				X	12							
Introduction to Report Writing							X	4				
Language Skills										X	40-1/2	
<b>TOTALS:</b>		<b>6</b>	<b>02%</b>		<b>18</b>	<b>04%</b>		<b>62</b>	<b>13%</b>		<b>55-1/2</b>	<b>12%</b>

TABLE 11.4 (Continued)

## COMPARISON OF CONTENT OF MINNESOTA BASIC TRAINING COURSES

A. CONTENT AREA-SHARED TOPICS <sup>d</sup>	BCA 1976-77	Num- ber Hours	Per- cent Hours	STATE PATROL 1976	Num- ber Hours	Per- cent Hours	MINNE- APOLIS 1976	Num- ber Hours	Per- cent Hours	ST. PAUL 1977	Num- ber Hours	Per- cent Hours
<b>6. TRAFFIC AND ACCIDENTS</b>												
Accident Investigation	X	15		X	92		X	12		X	20	
Accident Reports	X						X	5		X	4	
Traffic Code	X						X	12				
Traffic Supervision <sup>c,d</sup>				X	33							
Traffic Law				X	40					X	22-1/2	
Traffic Control										X	5	
Direction	X						X	1				
DWI	X	18								X	1	
DWI and Implied Consent				X	8							
DWI and Chemical Test							X	3				
Accident Scenes										X	5	
Interviewing witnesses, Drivers										X	1	
L.S.A.										X	1	
Driver's License Law				X	5							
TOTALS:		33	13%		178	36%		33	07%		59-1/2	13%
<b>7. ARREST</b>												
Laws of Arrest	X	7		X	15					X	2	
Laws of Arrest and Probable Cause							X	6				
Techniques and Mechanics of Arrest	X	4					X	4		X	1	
Mechanics of Arrest and Road Blocks				X	5							
Bookings										X	1-1/2	
Stopping Procedures	X	4					X <sup>e</sup>	3				
Traffic Enforcement Action <sup>c</sup>							X	2				
Traffic Enforcement <sup>e</sup>							X	6				
TOTALS:		15	06%		20	04%		21	04%		4-1/2	01%
<b>8. SEARCH AND SEIZURE</b>												
Search and Seizure	X	7		X	4							
Laws of Search and Seizure							X	6		X	3	
Physical Searches										X	1	
TOTALS:		7	03%		4	01%		6	01%		4	01%
<b>9. MINNESOTA JUVENILE STATUTES, COURT DECISIONS, PROCEDURES</b>												
Minnesota Juvenile Statutes and Court Decisions	X						X	7		X	4	
Juvenile Laws and Court				X	6							
Processing the Juvenile Offender							X	2				
Juvenile										X	1	
Procedures	X											
Child Abuse	X											
TOTALS:		12	05%		6	01%		9	02%		5	01%
<b>10. CRIMINAL CODE, CONSTITUTION, AND RELEVANT LEGISLATION</b>												
Minnesota Criminal Code	X	11										
U.S. Constitution and Bill of Rights	X	4					X	5				
Civil Rights Legislation	X	1					X	2				
Criminal Law				X	10							
Criminal Code							X	14				
Law <sup>f</sup>										X	45	
Miscellaneous Laws: Snowmobile, Gun Control, etc.				X	4							
Contract and Common Carriers and Petroleum Tax Law				X	2							
Registration and Reciprocity				X	24							
No Fault Insurance Law				X	4							
Parking Regulations							X	3				
City Ordinances							X	4				
TOTALS:		16	06%		44	09%		28	06%		45	10%
<b>11. CRIMINAL INVESTIGATION</b>												
Preservation and Collection of Evidence	X						X	4		X	2	
Preservation of Evidence				X	4							
Crime Lab	X									X	6-1/2	
Scientific Aids and Crime Lab							X	1				
Polygraph	X											
Identification Procedures	X	11					X	3				
Crime Scene Techniques	X	12										
Crime Scene							X	8		X	6	
Crime Scene Protection	X	1										
Investigative Techniques				X	8							
Criminal Investigation	X	4					X	4				
Investigative Field Notetaking	X	2										
Field Notetaking and Sketching							X	4		X	3	
Photography										X	7	
Rules of Evidence	X	5		X	16		X	4				
White Collar Crime	X	1										
Elements and M.O. of Crime	X											
Robbery and Burglary	X	3								X	4	
Sex Crimes	X	4					X	2		X	9	
Credit Card Fraud	X	1										
Auto Theft	X	2		X	4		X	2		X	2	
Theft	X	1								X	2	

TABLE 11.4 (Continued)  
COMPARISON OF CONTENT OF MINNESOTA BASIC TRAINING COURSES

A. CONTENT AREA-SHARED TOPICS <sup>a</sup>	BCA 1976-77	Num- ber Hours	Per- cent Hours	STATE PATROL 1976	Num- ber Hours	Per- cent Hours	MINNE- APOLIS 1976	Num- ber Hours	Per- cent Hours	ST. PAUL 1977	Num- ber Hours	Per- cent Hours
<b>11. CRIMINAL INVESTIGATION (cont.)</b>												
Assault, Forgery, Homicide	X	3										
Homicide							X	1				
Homicide and Assaults										X	4-1/2	
Fraud and Forgery										X	2	
Assault							X	1				
Forgery							X	1				
Arson										X	1-1/2	
Vice										X	1	
Criminalistics										X	2-1/2	
Criminal Tags										X	1	
Recognition	X	2										
TOTALS:		52	21%		32	06%		35	07%		54	12%
<b>12. CONFESSIONS, INTERROGATIONS, INTER- VIEWS, LINEUPS</b>												
Confessions and Interrogations	X	2					X	3				
Statements and Interrogations				X								
Lineups	X	1					X	1				
Interviewing										X	7-1/2	
Techniques of Interviewing	X	2					X	4				
Statements										X	1	
TOTALS:		5	02%		6	01%		8	02%		8-1/2	02%
<b>13. ALCOHOL, TOBACCO, FIREARMS REGULA- TIONS</b>												
Alcohol, Tobacco, Firearms (Func- tions of)	X						X					
Mentioned under outside agencies (Note gun control included under miscellaneous laws) and this title under Functions of Agencies				X						X		
TOTALS:		2	01%		-0-			1	01%		-0-	
<b>14. NARCOTICS AND DRUGS</b>												
Narcotics and Drugs	X						X	4				
Narcotics, Dangerous Drugs				X	6							
Narcotics										X	4	
Drug Awareness							X	3				
TOTALS:		4	02%		6	01%		7	01%		4	01%
<b>15. RELATIONS WITH PUBLIC</b>												
Ethnic Awareness	X	4										
Police and Public Relations	X	3					X	3		X	1	
Police Community Relations	X	1										
Crime Reparation	X	1					X	1				
Police Wife Problems	X	2										
Human Relations				X								
Human Relations Panel							X	3				
Dealing with Public							X	16				
Human Behavior							X	4				
Police Ethics							X	1				
Psychology of the Victim							X	7				
Understanding Ourselves										X	6	
Non-Verbal Communication										X	5	
Crime Victimization										X	1	
TOTALS:		11	04%		6	01%		35	07%		13	03%
<b>16. FUNCTIONS OF AGENCIES AND BUREAUS</b>												
Functions of:												
Driver's License Bureau	X	2										
Secret Service	X	2										
Corrections	X	1										
FBI, Customs, Immigration	X	2										
Bomb Squad	X	3										
Functions of several agencies listed on syllabus				X			X			X		
Topics relevant to Minneapolis Police Organization (e.g., retirement, pension, listed under non-course work)							X					
TOTALS:		10	04%		30	06%		57	12%		8-1/2	02%
<b>17. COURTS</b>												
Court Procedures	X	2										
Court Procedure and Organization				X								
Courts							X	1				
Court Demeanor										X	2	
Courtroom-Municipal										X	3-1/2	
Courtroom-County										X	3-1/2	
Moot Court	X	2		X			X	4		X	3-1/2	
Testifying in Court	X	2										
Administration of Justice, testi- fying and Case Preparation							X	3				
Court Field Trip										X	7	
TOTALS:		6	02%		11	02%		8	02%		19-1/2	04%

TABLE 11.4 (Continued)

COMPARISON OF CONTENT OF MINNESOTA BASIC TRAINING COURSES

A. CONTENT AREA--SHARED TOPICS <sup>a</sup>	BGA 1976-77	Num- ber Hours	Per- cent Hours	STATE PATROL 1976	Num- ber Hours	Per- cent Hours	MINNE- APOLIS 1976	Num- ber Hours	Per- cent Hours	ST. PAUL 1977	Num- ber Hours	Per- cent Hours
<b>18. ORAL COMMUNICATION AND DISPATCHING</b>												
Oral Communication	X	2					X	2				
Radio and Dispatch	X	1										
MINGIS, NCIC	X	1										
Public Speaking				X	12							
Radio Techniques--Patrol radio				X	6							
Radio Procedures/NCIC/MINGIS							X	2			X	2
Radio												
Use of Custom Digital (Speech is handled prior to begin- ning of program)							X	2				
Communications Center										X		
TOTALS:		4	.02%		18	.04%		6	.01%		X	2-1/2
TOTAL HOURS SET A:		252			500			487				457
<b>B. OTHER SHARED TOPICS</b>												
<b>1. ACADEMIC</b>												
Study and Notetaking (Spelling is included in course but hours not allotted on syllabus.)	X	3					X	4		X	2	
Updating Law Books and Manuals										X		
Minnesota History and Government				X	4					X	2-1/2	
Minnesota Geography				X	4							
Spelling				X	4							
Study Methods, Notetaking				X	2							
Remedial Math				X	4							
TOTALS:		3			18			4				4-1/2
<b>2. NON-COURSE WORK</b>												
History and Origin of MSP				X	2							
Orientation				X	4		X	6		X	1	
Rules and Regulations				X	6					X	1	
Supervised Study Time				X	122							
Test and review							X	26				
Tests, review, graduation, etc.	X	16										
Review										X	10-1/2	
Testing										X	12-1/2	
Graduation										X	3-1/2	
Equipment Issue/Uniform/Personal Appearance										X	2-1/2	
Maintenance of Equipment				X								
Trouble shooting Vehicles				X	8							
Uniform Regulations							X	1				
Elective time/not labeled							X	15				
Department origin							X	9				
Department Organization, Units, and Issues										X	21	
Staff Time										X	13	
Class Discussion										X	6-1/2	
Miscellaneous				X	10							
TOTALS:		16			152			57				71-1/2
TOTAL HOURS SET B:		19			170			61				76
<b>C. TOPICS NOT SHARED</b>												
<b>1. MENTAL HEALTH</b>												
Mental Health	X	6								X	1	
Patrol-suicide, mentals, DOA's										X	1-1/2	
Emotionally Disturbed, Retarded												
TOTALS:		6			-0-			-0-				2-1/2
<b>2. CRIME PREVENTION</b>												
Crime Prevention	X	3								X	2-1/2	
<b>3. DRIVING</b>												
Patrol Driving Techniques				X								
Defensive Driving Course				X	36		X	7		X	7	
<b>4. PHYSICAL FITNESS</b>												
Physical Training				X	45		X	28				
Physical Fitness										X	33 <sup>b</sup>	
<b>5. FIREFIGHTING</b>												
Firefighting				X	4							
Fire Department listed under Function of Agencies							X					
Fire Call listed under Patrol- Service Call										X		
<b>6. BREATHALYZER</b>												
Breathalyzer Training				X	44							
<b>7. ELECTRONIC SPEED DETECTION</b>												
Electronic Speed Detection Radar				X	5					X	1	
<b>8. NIGHT PROBLEMS</b>												
Night Problems							X	8				
Night Field Problems										X	7	
<b>9. OTHER</b>												
Other Field Problems										X	8	
TOTAL HOURS SET C:		9			134			43				61

TABLE 11.4 (Continued)  
 COMPARISON OF CONTENT OF MINNESOTA BASIC TRAINING COURSES

	BGA	Num- ber	Per- cent	STATE PATROL	Num- ber	Per- cent	MINNE- APOLIS	Num- ber	Per- cent	ST. PAUL	Num- ber	Per- cent
	1976-77	Hours	Hours	1976	Hours	Hours	1976	Hours	Hours	1977	Hours	Hours
TOTAL COURSE HOURS		280			804			590 <sup>g</sup>			594 <sup>h</sup>	

<sup>a</sup>See footnote 1, page 218.

<sup>b</sup>Self-Defense and Physical Training are listed together on the St. Paul syllabus. Two-thirds of total time was allotted to Physical Training and one-third to Self-Defense.

<sup>c</sup>More detailed course categories provided on course syllabus.

<sup>d</sup>Omits "electronic speed detection," "Patrol Driving Techniques," and "Defensive Driving Course" which are listed separately in this table.

<sup>e</sup>Included under "Arrest," since it relates to Stopping Procedures, and BCA course included Stopping with Arrest topics.

<sup>f</sup>Excludes hours allotted to Traffic, Arrest, Search and Seizure, and Juveniles. St. Paul training director indicated that additional hours not noted on the syllabus were given to laws. Moreover, recruits are tested daily on laws and these hours also are not shown on the syllabus and therefore in this table.

<sup>g</sup>Excludes four holidays.

<sup>h</sup>All hours recorded in the St. Paul Recruit course syllabus are listed in this table. In addition the training director has indicated where additional hours have been offered. Some testing hours are not shown on the syllabus nor on this table. Also, field exercises often take more hours than scheduled.

hours per category. Table 11.4 includes the percentage of hours devoted to each category in set A (Shared Topics) in parentheses beside the total hours. Comparisons of these percentages indicate that the four programs emphasize different content areas. In addition to the two topics to which the BCA devotes more total hours than the other three programs (Search and Seizure and Juvenile Issues), the BCA gives relatively more emphasis than the other programs to Use of Firearms, Criminal Investigation, and Arrest.

On the other hand, content areas to which the three longer programs give greater emphasis are Written Reports and Criminal Code.<sup>1</sup> In addition, Minneapolis provides considerably more attention to Public Relations, the State Patrol to Traffic and Accidents, and St. Paul to Patrol.

Information thus far suggests that the BCA course emphasizes areas of criminal investigation and procedures (i.e., Criminal Investigation, Search and Seizure, Arrest, Juvenile Issues). The BCA course included a somewhat larger proportion of hours for Firearms, but since the proportional difference is so slight (10% versus 8%, 7%, and 7%) and since total hours of practice is vital in this area, this topic will not be considered an area of relative stress. On the other hand, the BCA basic course de-emphasized the content areas of Written Reports, Criminal Code and Laws, and to a lesser extent Public Relations and Patrol Procedures. The additional time given to Traffic by the State Patrol is a function of its specialization and probably does not reflect insufficient attention in the BCA (and other) courses.<sup>2</sup>

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<sup>1</sup>The percentage for Minneapolis and the BCA are the same.

<sup>2</sup>In part, the emphases of the BCA course reflect the more general orientation of a program catering to the entire state. Areas of Criminal Investigation, for example, would be handled by specialists in large, urban departments. The BCA emphases may also reflect the resources and skills available to the Bureau of Criminal Apprehension.

Comparisons in the second set of categories (set B in Table 11.4) are interesting, although not central to an assessment of substantive course content. Examination of the first category in this set reveals that the State Patrol includes a number of academic topics in its curricula, in addition to police science topics. Minneapolis, St. Paul, and the State Patrol offer a number of hours in department organization and procedures, issue of equipment and uniforms, and so forth. All four programs provide a few hours of instruction in study skills.

The third set of categories in Table 11.4 contains topics not shared across the four programs. Two topics--problems of Mental Health and Crime Prevention--are covered only by the BGA and St. Paul.

Of particular interest in identifying possible needs in the BGA mandatory program, however, are topics included in the other programs but excluded by the BGA. Discussion of these topics will be in terms of: 1) those whose inclusion might be considered as an option if electives were available; and 2) those whose inclusion might be considered for the regular mandatory course.

Four topics are suggested through these comparisons as possible elective options. Two topics offered by the State Patrol are necessary for the Patrol's traffic function--breathalyzer training and electronic speed detection. The BGA lab offers specialized breathalyzer certification and recertification courses, and the State Patrol trains officers in electronic speed detection in its various districts. These topics are not vital to include in the mandatory course since training is available elsewhere. Inclusion might be convenient for many agencies, however. The State Patrol offers four hours of firefighting, a topic mentioned by Minneapolis and St. Paul. The topic is probably not sufficiently important to be included in the mandatory course,

unless it were to be mentioned briefly perhaps as a service call (as St. Paul does). Finally, all the other three programs offer hours in physical fitness training. The BCA does include hours in Defensive Tactics but not in physical fitness per se. This topic could be considered either as a part of the mandatory course or as an option. It is mentioned here as a possible option only because of the relatively low evaluations received by a similar topic, Defensive Tactics, which are discussed in subsequent chapters.

Three topics listed in Part C of Table 11.4 provide suggestions for inclusions in the mandatory curriculum. The State Patrol, Minneapolis, and St. Paul, all provide some training in evasive/pursuit driving. BCA trainers do not have access to a driving course. Minnesota officers can receive driver training at St. Cloud University (see Chapter II), but the university is not able to handle all who want the training. Driving is not a part of the mandatory course, and recruits must seek this training on their own.

Both Minneapolis, and St. Paul, provide explicit training in Night Problems. This training can cover topics such as Firearms, Patrol, and photography. St. Paul Academy holds several field problems at night to provide recruits with experience at night patrol. Since most officers will at some time be responsible for night shifts, and since problems can vary fundamentally during night hours, special attention to Night Problems may well be warranted in the mandatory course.

St. Paul is exemplary in its use of field exercises and opportunities for recruit practice. Most of the field practice hours have been allocated to substantive topics in Table 11.4 (e.g., moot court, Patrol O.J.T.). Some of their exercises, however, cover a variety of topics; what is actually covered also depends in part on how the participating recruits act out their

scenes. Some hours of practice which could not be allocated to substantive categories are listed under set C of Table 11.4 for St. Paul. The extent of practice exercises in this one program illuminates the general lack of such exercises in the BCA program. Recruits do get some practice for firearms, moot court, and crime scene, but facilities and class size do not permit extensive student participation in the BCA program. This final suggestion for the mandatory program is not to add a particular substantive category to the curriculum, but to incorporate more student involvement in teaching the substantive topics.

#### Summary

The emphasis of this section has been to compare the BCA mandatory basic curriculum to the more extensive courses offered by the State Patrol, Minneapolis, and St. Paul. The focus of this evaluation is on the statewide program, but readers more interested in one of the other three programs could alter the emphasis by comparing the hours (total and percentage) of that program to the remaining three.

The following conclusions regarding the BCA mandatory program have resulted from the comparisons:

1. The BCA program appears to emphasize areas of criminal investigation and procedures (Search and Seizure, Juvenile Issues, Criminal Investigation, Crime Prevention, Arrest) and problems of Mental Health.
2. The BCA program appears to de-emphasize Written Reports, Criminal Code, and to a lesser extent Public Relations and Patrol Procedures.
3. The BCA omits several areas that might be included as part of the mandatory program--Driving, Night Problems, and general Field Practice exercises.
4. The BCA omits several areas that might be included as options if electives were available--Breathalyzer, Electronic Speed Detection, and Firefighting.

## COMPARISON OF THE BCA BASIC CURRICULUM TO PROGRAMS IN OTHER STATES.

One limitation of the comparisons in the previous section is that BCA must offer training acceptable throughout the state (i.e., for urban, metro, rural areas; for police and sheriff agencies; for large and small agencies), while the State Patrol, Minneapolis and St. Paul programs are tailored to specialized needs. Mandatory statewide courses elsewhere, then, are in some ways more comparable. The National Association of State Directors of Law Enforcement Training (NASDLET) began compiling information on states' training programs in 1975. Table 11.5 lists some information on hours per content area from NASDLET's 1975 survey. The categories that NASDLET employed differ from those used in Table 11.4 and therefore the number of hours per category will differ somewhat. Categories listed in Table 11.5 though not identical to those in Table 11.4 at least parallel them. The first five (Legal Subjects, which is parallel to Criminal Code; Police/Community Relations, parallel to Public Relations; Driving Training; Physical Training; and Patrol) are content areas to which previous comparisons indicated that the BCA program might give insufficient attention. The next four (Traffic, First Aid, Firearms, Self-Defense) are ones in which the BCA course appeared neither to emphasize nor slight. The last two areas (Juvenile and Criminal Investigation/Evidence) appeared previously to be areas of particular emphasis for the BCA program.

Including Minnesota, forty-three states have hours recorded in Table 11.5. Hours are listed only if the proportion exceeds Minnesota's, and the bottom row indicates the number of states that offer a larger percentage of hours per category than does Minnesota. Comparisons here provide some supporting as well as conflicting evidence for conclusions drawn above. The two content

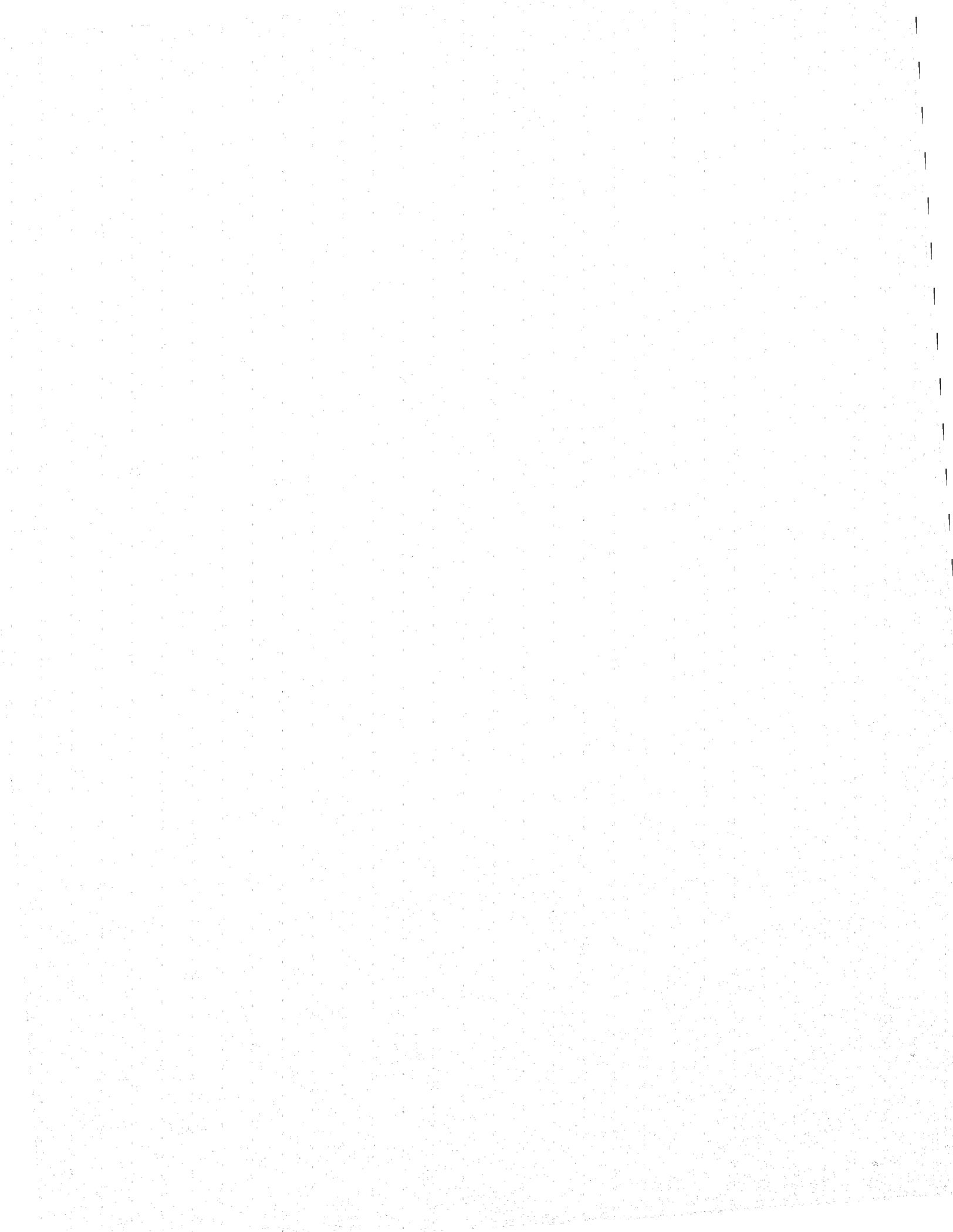


TABLE 11.5  
COMPARISON OF CONTENT  
OF BCA BASIC TRAINING TO PROGRAMS IN OTHER STATES - 1975<sup>a</sup>

STATE	HOURS AND PERCENT OF HOURS PER TOPIC (IF PERCENT GREATER THAN MINNESOTA)																						TOTAL COURSE HOURS
	LEGAL SUBJECTS		POLICE COMMUNITY RELATIONS		DRIVER TRAINING		PHYSICAL TRAINING		PATROL		TRAFFIC		FIRST AID		FIREARMS		SELF-DEFENSE		JUVENILE		CRIMINAL INVESTIGATION/EVIDENCE		
	Hours	Percent Program	Hours	Percent Program	Hours	Percent Program	Hours	Percent Program	Hours	Percent Program	Hours	Percent Program	Hours	Percent Program	Hours	Percent Program	Hours	Percent Program	Hours	Percent Program	Hours	Percent Program	
Minnesota	53	19%	6	02%	-0-		-0-		21	08%	27	10%	27	09%	24	09%	12	04%	7	02%	61	22%	280
Alabama			12	05	12	05					46	19							15	06	55	23	240
Alaska	116	43			2	01	9	03									17	06					270
Arizona					4	01					40	14							12	04			280
Arkansas			11	06	2	01	14	07	25	13	22	11			26	13	9	05					196 <sup>b</sup>
California			20	10					40	20							14	07	8	04			200
Colorado					19	07								28	11		16	06					264
Connecticut	78	20	12	03	8	02					45	11											400
Delaware			12	03	8	02	65	19			48	14			35	10	27	08			131	37	350
Florida			20	06	8	02					34	11			39	12	20	06			95	30	320
Georgia			8	07	2	02					14	12	11	10	16	14					26	23	114
Idaho			10	03	20	07	5	02									22	07					300
Illinois	55	23							25	10	40	17											240
Indiana	54	22			9	04	8	03						28	12								240
Iowa			15	06							31	13											240
Kansas			8	05	8	05	8	05	14	09				31	19	11	07						160
Kentucky	80	20	40	10			20	05						40	10	20	05						400
Maine			15	04	19	05	34	09															370
Maryland	81	23			14	04	5	01			37	11	44	13									350
Michigan	47	20	9	04							28	12			24	10	28	12					240
Montana					8	03	10	04	58	21				45	16						76	27	280
Nebraska			22	07	8	03					57	19											300
Nevada	38	32	4	03										14	12				4	03			120
New Hampshire							32	11	40	14	40	14											295
New Jersey			13	05	8	03	10	04	27	10				28	10								280
New Mexico	24	20			8	07			19	16	24	20			27	22	13	11					120
New York			23	08															3	03			285
North Carolina	43	27	5	03							24	15							6	04			160
North Dakota	55	28	7	04	8	04					42	21									46	23	200
Ohio			8	03					57	20							16	06					280
Oklahoma			16	13							16	13	14	12	16	13			4	03			120
Oregon			31	09	12	04	17	05			55	17					18	05					330
Rhode Island							48	10	85	18	90	19					24	05					480
South Carolina			11	03	24	08	44	14	42	13	45	14					30	09					320
South Dakota			5	04					11	09	16	13			16	13							120
Tennessee			8	03	2	01	15	06						26	11						78	32	240
Texas	72	30	12	05	8	03			28	09													321
Utah					12	04	16	05	28	09									40	12			250
Vermont							45	18			30	12			24	10	16	06					200
Virginia														24	12	13	06						400
Washington	88	22	11	03	20	05	23	06	67	17													240
Wisconsin			14	06	6	02			38	16	37	15											240
Wyoming			6	04					28	19							8	05	8	03	36	24	150
TOTAL STATES WITH LARGER PERCENT OF HOURS PER TOPIC THAN MINNESOTA	13		30		26		18		16		23		3		18		18		10		8		14

<sup>a</sup>Data are from January, 1975, NASDLET survey. Minnesota did not report for their 1976 survey; therefore comparisons had to rest on the 1975 survey. Other categories not reported here are: Introduction and Orientation, Psychology and Sociology, Supervised Field Training, Electives, Examinations, and other.

<sup>b</sup>Average hours recorded, since total required hours not reported.

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areas that the BCA fails to cover--Driving Training and Physical Training--are offered by other states. Twenty-six of the forty-three states (i.e., over half) in 1975, provided training in driving, while eighteen, more than one-third, provided Physical Fitness Training. Minnesota, then, continues to appear to de-emphasize these areas. Similarly, in the content area of Police/Community Relations (Public Relations), where the BCA gave less attention than Minneapolis, the Minnesota course ranks thirty-first of forty-three in percentage of hours allotted. In the category of Patrol 16 states (more than one-third) provide more time than does the BCA program. Evidence is not so supportive for Legal Subjects, where only thirteen of forty-three states allocate proportionally more hours. Here Minnesota is in the top third.

Examination of the second set of categories in Table 11.5 indicates that Minnesota does not stress especially these topics. In the areas of Traffic, Firearms, and Self-Defense more than one-third of the reporting states offer more training than does the BCA course. First Aid is the only topic in this set for which Minnesota offers relatively more time (only three states provide relatively more time).

Finally, data on the last two categories in Table 11.5 support conclusions drawn before. The BCA's emphasis in the areas of Criminal Investigation and Juvenile Issues continues to be apparent.

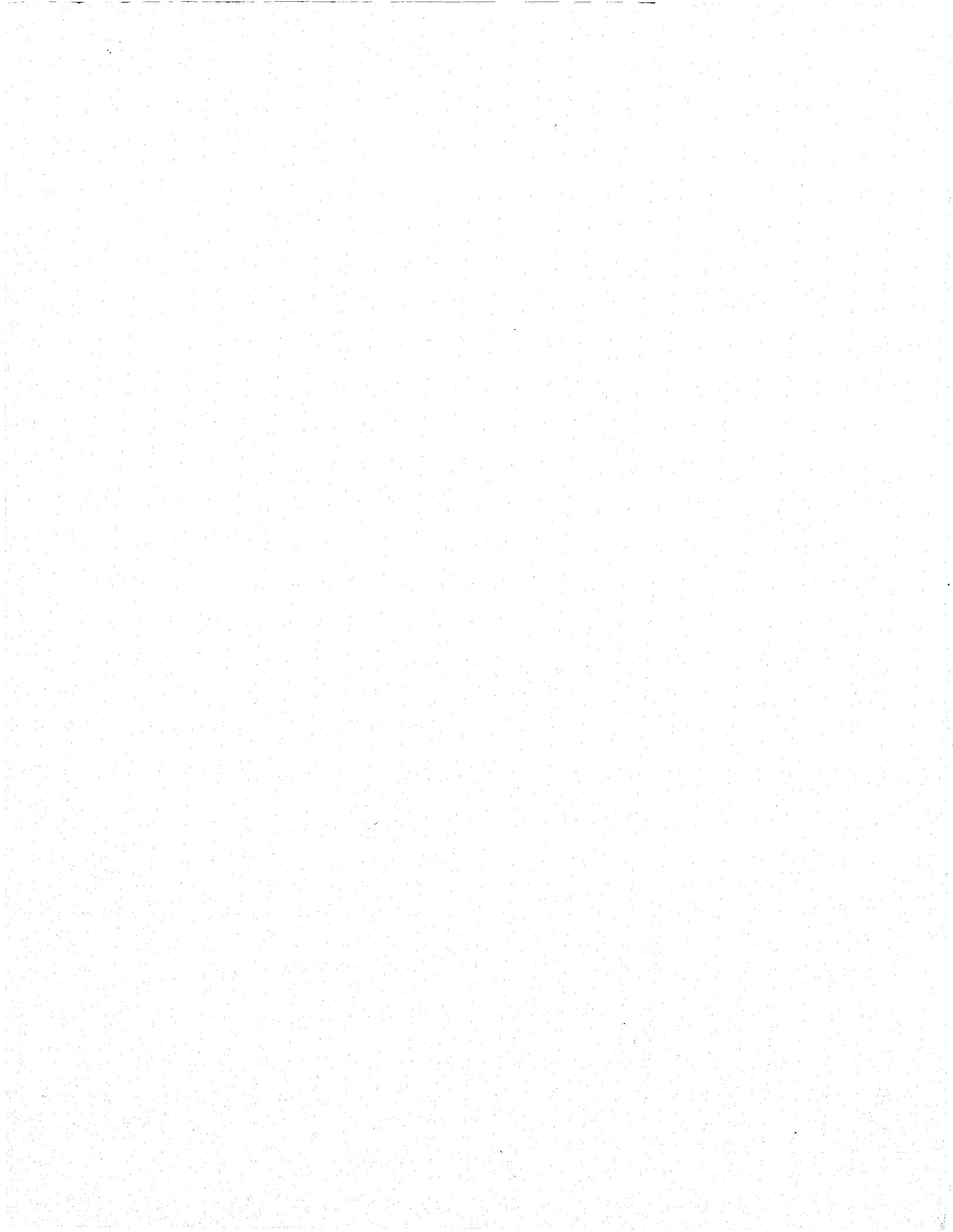
#### SUMMARY

Two types of comparisons have been made to evaluate the BCA basic course. The curriculum has been compared to the more extensive Minnesota courses offered by the State Patrol, Minneapolis Police Department, and St.

Paul Police Department. Areas of BCA program emphasis, de-emphasis, and omission discovered in this comparison were summarized. The BCA program was then compared to basic programs in other states. Although categories in the two comparisons differed, results of the two analyses were generally supportive. Only a few modifications to the summary based on the within Minnesota comparisons were required.

The following conclusions regarding the BCA basic program resulted from comparisons to other Minnesota programs and to programs in other states:

1. The BCA program appears to emphasize areas of criminal investigation and procedures (Search and Seizure, Juvenile Issues, Criminal Investigation, Crime Prevention) and problems of Mental Health.
2. The BCA program appears to de-emphasize Written Reports, Public Relations, and Patrol Procedures.
3. The BCA omits several areas that might be included as part of the mandatory program--Driving, Night Problems, and general Field Practice exercises.
4. The BCA omits several areas that might be included as options if electives were available--Breathalyzer, Electronic Speed Detection, and Firefighting.
5. The BCA program provides relatively less emphasis to Traffic, Self-Defense, and Firearms in comparison to other states but not in comparison to other Minnesota programs.



CHAPTER XII

LAW ENFORCEMENT PERSPECTIVES  
ON BASIC TRAINING CURRICULA



## INTRODUCTION

The previous chapter contained comparisons of the BCA basic training program to other Minnesota programs and to programs in other states. These comparisons pointed to some areas that the statewide mandatory program tends to de-emphasize which might be areas for future attention. Further evidence is necessary however; other programs should not be the sole basis by which to evaluate the state's basic training program.

The opinions of Minnesota's law enforcement personnel regarding the basic curriculum are necessary to consider. An effort has been made to obtain the perspectives of as many law enforcement groups as possible and to be certain that all areas of the state and all types of agencies are represented in samples. Table 12.1 summarizes the samples whose opinions were obtained. Groups of recruits, graduates with post-training job experience, supervisors and training officers were asked for their opinions on various aspects of the basic curriculum. The supervisory questionnaires were completed by officers who most directly supervise recent BCA graduates. A variety of ranks are represented including those of chief and sheriff. Supervisory respondents indicated whether they were also training officers within their agency. Training officer responses have been analyzed separately but are not reported since they are not noticeably different from responses of the other supervisors.

Each of these samples included personnel from all parts of the state and from agencies of all types and sizes. Every recruit trained by the BCA during

TABLE 12.1

## SURVEY DATA COLLECTED FOR CURRICULUM EVALUATION

CURRICULUM EVALUATED	OPINIONS OBTAINED	LAW ENFORCEMENT SAMPLE					Exempt Agencies
		1976-77 Recruits	GRADUATES		SUPER- VISORS		
			Six-Month Follow-Up	1973-74 Graduates	I	II	
BCA Basic Program	Course Evaluation Survey--opinions on topic impor- tance, time, in- struction, mate- rials, methods	X					
	Opinions on most and least valuable topics		X	X	X	X	X
	Assessments of job preparation in 20 course areas		X	X	X	X	X
	Assessments of job performance in 20 course areas		X	X	X	X	X
	Opinions on tasks for which recruits are not prepared		X	X	X	X	
Vo-Tech Law Enforcement Program (Alexandria)	Assessments of job preparation in 20 course areas <sup>a</sup>		X	X	X <sup>b</sup>	X	
	Assessments of job performance in 20 course areas <sup>a</sup>		X	X	X <sup>b</sup>	X	
	Opinions on value of vo-tech preparation <sup>a</sup>		X	X	X	X	
College Curricula	Assessments of job preparation in 20 course areas <sup>a</sup>		X	X	X <sup>b</sup>	X	
	Assessments of job performance in 20 course areas <sup>a</sup>		X	X	X <sup>b</sup>	X	
	Opinions on value of college preparation <sup>a</sup>		X	X	X	X	

<sup>a</sup>Question was also included in the survey of exempt agencies but the number of responses is too small to include in analyses.

<sup>b</sup>Results from this sample are the only ones reported in text. Size of groups from other samples is too small for statistical analysis.

the 1976-77 school year was included in the evaluation. About 75% of the state's agencies subject to mandatory training (251) received mail questionnaires for graduates and supervisors. At least 190 different agencies (over 50% of the state's agencies subject to mandatory training) are represented in returns. In other words the survey data reported in this chapter are broadly representative of the state's law enforcement agencies and personnel.<sup>1</sup>

Survey data were not collected from non-law enforcement personnel. It would be desirable to obtain opinions on issues such as the adequacy of recruit preparation and job performance from various groups in society served by peace officers. However, limited resources resulted in the decision to thoroughly sample law enforcement personnel rather than select less representative samples from more groups.

Several types of questions were asked to assess the adequacy of the basic curriculum. Most of the information collected pertains to the BCA 280-hour course, although some opinions on the vo-tech programs and college curricula are also included in later sections. Table 12.1 includes the types of opinions asked for and the law enforcement groups which provided these opinions. The project research design includes copies of all of the questionnaires used.<sup>2</sup>

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<sup>1</sup>Appendix A provides a thorough discussion of each of the samples and assesses their representativeness. Although each sample may be somewhat unrepresentative on particular characteristics, such bias can be and is accounted for in appropriate analyses. Moreover, the biases in each sample are somewhat different so that overall it is certainly fair to say that taking the samples together, the Minnesota law enforcement community is broadly represented. Percentages of agencies in samples and returns are not precise because of fairly inaccurate population data on number of law enforcement agencies in the state (see Appendix A).

<sup>2</sup>See list of project reports in Appendix B.

Several types of opinions on the BCA curriculum were sought. First, recruits trained during the 1976-77 school year completed end-of-course evaluation questionnaires which asked for ratings of course topic importance, adequacy of time spent, quality of instruction, appropriateness of methods, and helpfulness of materials.

Second, the samples of graduates and supervisors as well as a control group of agencies with untrained personnel were asked for opinions on the most and least valuable topics included in the basic curriculum.

Third, the basic curriculum was categorized into 20 course areas (see description of the course in Chapter XI, Table 11.1). Graduates were asked to assess how well prepared they felt in each course area and how well they perceive that they have performed on the job in each area. Similarly supervisors were asked to make the same assessments of their recent BCA graduates. Assessments by untrained personnel (control group) are also included for comparison. These various ratings of job preparation and performance are indirect means for making inferences on the adequacy of the curriculum.

Fourth, the graduates and supervisors were asked to list any task for which they felt that they (or their recruits) were not prepared. Such a list would suggest the need for more attention or improvement in those areas of the basic course mentioned and can isolate areas that are excluded from the BCA curriculum.

A small set of respondents in the BCA graduate sample had vo-tech law enforcement preparation from Alexandria and another small set had college education. Also, in the supervisory samples it is possible to isolate the recruits with vo-tech or college education who are being evaluated in terms of preparation and performance. These ratings of job preparation and

performance of officers with vo-tech and college backgrounds are explored to discover if either group appears to be more or less prepared than others. In addition, the graduates and supervisors were asked directly for their opinions on the contribution of vo-tech education and college education to overall job preparation and performance. These data are only a first step in evaluating the vo-tech and college curricula and should be taken as merely suggestive.

## EVALUATION OF THE BCA BASIC PROGRAM

### COURSE EVALUATION BY RECRUITS

Recruits trained by the BCA were requested to complete an end-of-course evaluation survey to rate various aspects of the training program. All recruits trained during the 1976-77 school year (class numbers 56 through 63) completed the questionnaire as did students in the last two spring classes of 1975-76 (class numbers 54 and 55). Results reported in this section are based on this entire recruit sample unless otherwise noted.<sup>1</sup> Alexandria graduates in the special BCA class held for them (class number 68) also completed an evaluation but results are not reported here since their course was shortened and hence topic presentation was not entirely comparable.

In designing the evaluation form an effort was made to isolate different aspects of the course to be rated so that problems with particular topics could be identified. Thirty course topics were listed and each recruit was asked to rate the following five aspects of each topic:

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<sup>1</sup>Appendix A notes that recruits in class numbers 54 and 55 are not entirely representative of the full 1976-77 sample. Also presentation of a few topics changed between 1975-76 and 1976-77. As a result all analyses reported in this section checked for the possibility of different conclusions if these two classes were treated separately. Unless otherwise noted readers can assume that class numbers 54 and 55 are included in analyses and that their inclusion does not bias results.

1. Importance: "How important to your effectiveness as an entry level peace officer is training in each of the following areas? (1 = not important to 5 = extremely important)
2. Time: "How much time do you feel should have been spent on each of the areas?" (1 = much less to 5 = much more)
3. Instruction: "How would you rate the quality of instruction you received?" (1 = very poor to 5 = very good)
4. Materials: "How helpful to you were the handout materials you received?" (1 = not helpful to 5 = very helpful; respondents could also indicate if they felt the question was not appropriate to the topic)
5. Methods: "Do you think that the method of instruction was appropriate to the subject matter?" (1 = yes, 2 = uncertain, 3 = no; respondents could then suggest more appropriate methods)

Information on these five dimensions is presented below. An effort is then made to isolate those topics that are rated consistently high or consistently low on the five aspects in order to suggest topics in most need of improvement. The data on the five aspects will be used to illuminate findings in later sections of this chapter. If, for example, data presented later indicate that recruits are poorly prepared in a particular area, then it is possible to inspect this course evaluation information for hints as to the exact problem--e.g., not enough time was spent, instruction was poor, and so forth. Finally, attempts to discover if ratings vary by recruits backgrounds or by agency characteristics are reported. Readers should keep in mind throughout these sections that results reflect perceptions of only one law enforcement group, those of recent recruits.

#### Perceived Importance of Topics

Students rated the importance for job effectiveness of each topic on a scale of 1 (not very important) to 5 (extremely important). Table 12.2 includes the average rating for each topic and lists the topics in rank order

from highest average rating to the lowest.

TABLE 12.2  
RECRUIT RATINGS OF COURSE TOPIC IMPORTANCE

Course Topic	Average Rating	Rank
Firearms	4.83	1
First Aid	4.76	2
Search and Seizure	4.70	3
Laws of Arrest	4.61	4
Stopping Procedures	4.51	5
Techniques of Arrest	4.45	6
Traffic	4.42	7
Criminal Code	4.35	8
Service and Domestics	4.32	9
Rules of Evidence	4.22	10
Crime Scene Techniques	4.19	11
Patrol	4.18	12
Crime Prevention	4.16	13
Narcotics	4.15	14.5
Juvenile Issues	4.15	14.5
Defensive Tactics	4.13	16.5
Criminal Investigation	4.13	16.5
Public Relations	4.04	18
Preserving Evidence	4.01	19
Accidents	4.00	20
Written Reports	3.92	21
M.O. of Crime	3.89	22
Confessions, Interrogations, Interviews, Lineups	3.82	23
Mental Health	3.54	24
Civil Rights Legislation	3.53	25
Bomb Squad	3.51	26
Functions of Agencies	3.38	27
Alcohol, Tobacco, Firearms Regulations	3.33	28
Organized/White Collar Crime	3.17	29
Human Rights/Ethnic Awareness	2.95	30

Absolute ratings rather than rank is the most important information in Table 12.2. Recruits rate most of the topics very high so that the rank orders are somewhat misleading. Since the 280-hour course is the minimum length for the state, one could assume that planners of the course<sup>1</sup> would include only those topics that they perceive to be most important. The

<sup>1</sup>Recall that hours per category have been established by the MPOTB in the past. The BCA has been able to allocate topics and time only within these categories.

scores in Table 12.2 indicate that recruits generally agree on the importance of course topics. Moreover, the experience of other studies suggest that respondents do not discriminate much between topics when asked for importance ratings. In other studies respondents generally find most topics to be very important. Survey data, in other words, do not appear to be the most efficient for determining relative importance of course topics.<sup>1</sup>

A few topics, however, are rated relatively low. Functions of Agencies and Bureaus; Alcohol, Tobacco, Firearms Regulations; and Organized/White Collar Crime have scores only slightly above average (3.00); and Human Rights/Ethnic Awareness has a below average score. Perceived importance of these topics could possibly reflect general dissatisfaction with the presentation of the material (see low ratings for instruction, materials and methods). In response to early results that indicated recruit dissatisfaction with the Human Rights segment of the program, the BCA revised the topic for 1976-77. However, students continue to find the topic least important.<sup>2</sup>

#### Perceived Time Per Topic

Deciding what topics to include in a course is a less difficult challenge

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<sup>1</sup>Recruits also were asked to rank a set of knowledge, skills and abilities for importance. Many recruits claimed they could not rank them since all were important, and results indicated that responses of those who did rank them were somewhat arbitrary. Other studies have asked for importance ratings and resulting ratings have been uniformly high (e.g., the recent in-service needs assessment conducted by the Metro Council). The importance ratings of tasks obtained in the MAMA job analysis (see Chapter XIII) did discriminate the importance of tasks, but their list contained over 70 items and included tasks not covered in a basic program and hence would be expected to receive lower importance ratings.

<sup>2</sup>Actually ratings for Human Rights/Ethnic Awareness were lower for the 1976-77 classes. Mean ratings on Importance were 3.3 for classes 54 and 55 and 2.9 for classes 56 through 63; on Time were 2.7 and 2.5; on Instruction were 2.3 and 2.3; on Materials were 3.1 and 2.3; and on methods were 2.0 and 1.8. On all aspects the topic ranked 30th for both sets of classes.

than determining the time to be allotted to topics. This is particularly true for a minimum length course where time is precious and needs to be allocated carefully. Students were asked whether more or less time should be spent on topics. Average ratings are reported in Table 12.3. Since "more time" and "less time" are relative to the hours provided by the BCA, readers may want to refer to Table 11.1 in Chapter XI which lists course topics and hours per topic.<sup>1</sup>

TABLE 12.3  
RECRUIT RATINGS OF TIME FOR COURSE TOPICS

Course Topic	Average Rating	Rank
Stopping Procedures	3.86	1
Firearms	3.83	2
Search and Seizure	3.81	3
Techniques of Arrest	3.79	4
Narcotics	3.70	5
Laws of Arrest	3.65	6
Defensive Tactics	3.63	7
Crime Scene Techniques	3.54	8
Service and Domesticity	3.47	9
Public Relations	3.46	10.5
Criminal Investigation	3.46	10.5
First Aid	3.44	12
Traffic	3.43	13
Criminal Code	3.41	14.5
Crime Prevention	3.41	14.5
Rules of Evidence	3.37	16
Juvenile Issues	3.36	17
Preserving Evidence	3.32	18
Patrol	3.30	19
Confessions, Interrogations, Interviews, Lineups	3.22	20.5
M.O. of Crime	3.22	20.5
Bomb Squad	3.14	22
Accidents	3.12	23
Civil Rights Legislation	3.04	24
Mental Health	3.03	25
Alcohol, Tobacco, Firearms Regulations	3.01	26
Functions of Agencies	2.99	27
Organized/White Collar Crime	2.94	28
Written Reports	2.83	29
Human Rights/Ethnic Awareness	2.55	30

<sup>1</sup>The 30 topics are condensed into 20 categories in Table 11.1, but readers can find the individual topics listed under the 20 categories.

Although there is some correspondence between importance and time rankings, responses do provide different information. On the average recruits indicate that most topics deserve more time (i.e., average ratings are 3.00 or above). Additional time is especially desired for Stopping Procedures, Firearms, Search and Seizure, Techniques of Arrest, Narcotics and Drugs, Laws of Arrest, and Defensive Tactics. Recruits rate the last four topics (Functions of Agencies and Bureaus, Organized/White Collar Crime, Report Writing, and Human Rights/Ethnic Awareness) as deserving less time. As one might expect these topics are perceived as the least important (see Table 12.2).

#### Perceived Quality of Instruction

While perceptions of importance and time spent are relevant to the design of any basic program, perceptions of instruction, materials and methods are more specific to the conduct of the current BCA program.<sup>1</sup> Ratings on the quality of instruction appear in Table 12.4. Recruits appear to be satisfied with the quality of instruction. All but two topics have above average ratings while five topics have mean ratings above four (4 = "above average")--Firearms, First Aid, Search and Seizure, Narcotics and Drugs, and Crime Prevention. Recruits appear to be relatively dissatisfied only with the instruction in Written Reports and Human Rights/Ethnic Awareness.

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<sup>1</sup> Student comments on questionnaires regarding particular instructors or presentation of material will be provided to the BCA to assist in program improvement.

TABLE 12.4  
RECRUIT RATINGS OF QUALITY OF INSTRUCTION

<u>Course Topic</u>	<u>Average Rating</u>	<u>Rank</u>
Firearms	4.53	1
First Aid	4.42	2
Search and Seizure	4.25	3
Narcotics	4.10	4
Crime Prevention	4.07	5
Juvenile Issues	3.97	6
Accidents	3.95	7
Crime Scene Techniques	3.87	8
Bomb Squad	3.86	9.5
Techniques of Arrest	3.86	9.5
Defensive Tactics	3.83	11
Stopping Procedures	3.82	12
Traffic	3.77	13
Service and Domestic	3.76	14
Criminal Investigation	3.75	15
Preserving Evidence	3.68	16
Rules of Evidence	3.67	17.5
Laws of Arrest	3.67	17.5
Patrol	3.62	19
Public Relations	3.61	20
Confessions, Interrogations, Interview, Lineups	3.60	21
M.O. of Crime	3.54	22
Alcohol, Tobacco, Firearms Regulations	3.51	23
Functions of Agencies	3.47	24
Organized/White Collar Crime	3.45	25
Criminal Code	3.35	26
Civil Rights Legislation	3.34	27
Mental Health	3.33	28
Written Reports	2.98	29
Human Rights/Ethnic Awareness	2.28	30

Perceived Helpfulness of Materials

The BCA provides each recruit with a notebook of class materials and assorted handouts throughout the course. Recruits were asked to rate the helpfulness of these materials. Average ratings are presented in Table 12.5. Once again recruits are quite satisfied. All but one topic receives a mean rating above average (3.00). Materials for six topics were rated as especially helpful--Firearms, First Aid, Search and Seizure, Criminal Code, Narcotics and Drugs, and Traffic. On the other hand, Human Rights/Ethnic Awareness was rated lowest for its materials.

TABLE 12.5

RECRUIT RATINGS OF HELPFULNESS OF MATERIALS

<u>Course Topic</u>	<u>Average Rating</u>	<u>Rank</u>
Firearms	4.34	1
First Aid	4.19	2
Search and Seizure	4.14	3
Criminal Code	4.05	4
Narcotics	4.03	5
Traffic	4.01	6
Juvenile Issues	3.92	7
Accidents	3.88	8
Crime Prevention	3.84	9
Laws of Arrest	3.83	10
Criminal Investigation	3.76	11.5
Bomb Squad	3.76	11.5
Crime Scene Techniques	3.75	13
Stopping Procedures	3.72	14
Rules of Evidence	3.71	15.5
Techniques of Arrest	3.71	15.5
Preserving Evidence	3.68	17
Patrol	3.50	18
Confessions, Interrogations, Interviews, Lineups	3.58	19
M.O. of Crime	3.56	20
Service and Domestic	3.53	21
Public Relations	3.59	22
Defensive Tactics	3.49	23.5
Alcohol, Tobacco, Firearms Regulations	3.49	23.5
Civil Rights Legislation	3.36	25
Functions of Agencies	3.35	26.5
Organized/White Collar Crime	3.35	26.5
Mental Health	3.30	28
Written Reports	3.15	29
Human Rights/Ethnic Awareness	2.51	30

Perceived Appropriateness of Method of Instruction

Methods of instruction have received attention from the National Advisory Commission on Criminal Justice Standards and Goals which has suggested that lecture should be minimized while student participation and practice should be encouraged (see discussion of National Standards in Chapter VI). Students were asked whether they felt the method of instruction was appropriate for each topic; mean responses are listed in Table 12.6.

Students generally felt that the method was appropriate, although Human Rights/Ethnic Awareness received a fairly low rating and there appears

to be some dissatisfaction with the methods of Stopping Procedures, Confessions, Interrogations, Interviews and Lineups, Laws of Arrest, Criminal Code, and Written Reports. For this variable, 1 = appropriate, 2 = uncertain, and 3 = not appropriate.

TABLE 12.6  
RECRUIT RATINGS OF APPROPRIATENESS OF METHODS

Course Topic	Average Rating	Rank
Crime Prevention	1.05	1
Narcotics	1.07	2
Bomb Squad	1.08	3
Alcohol, Tobacco, Firearms Regulations	1.09	5
Juvenile Issues	1.09	5
First Aid	1.09	5
Search and Seizure	1.10	6.5
Functions of Agencies	1.10	6.5
Public Relations	1.11	9
Rules of Evidence	1.13	10
Patrol	1.14	11
Firearms	1.15	13
Accidents	1.15	13
Organized/White Collar Crime	1.15	13
Crime Scene Techniques	1.16	15.5
Preserving Evidence	1.16	15.5
Techniques of Arrest	1.17	18
M.O. of Crime	1.17	18
Traffic	1.17	18
Civil Rights Legislation	1.18	20
Criminal Investigation	1.21	21.5
Service and Domestic	1.21	21.5
Defensive Tactics	1.23	23.5
Mental Health	1.23	23.5
Stopping Procedures	1.26	25
Confessions, Interrogations, Interviews, Lineups	1.27	26
Laws of Arrest	1.28	27
Criminal Code	1.31	28
Written Reports	1.50	29
Human Rights/Ethnic Awareness	1.87	30

Additional information can be gained from student suggestions for improved methods. The topics with the most frequent suggestions are listed in Table 12.7 with the frequencies for each suggestion. Categories most often suggested are Role Playing and Field Practice, indicating a desire for more participation and practice in these topics.

TABLE 12.7  
SUGGESTED METHODS OF INSTRUCTION<sup>a</sup>

Course Topics Most Suggested	SUGGESTIONS					Total
	Lecture	Demon- strations	Group Discussion	Role Playing	Field Practice	
Human Rights/Ethnic Awareness	6	16	<u>42</u>	18	2	84
Stopping Procedures	-	13	2	20	<u>32</u>	67
Patrol Procedures	1	16	6	10	<u>34</u>	61
Report Writing	1	18	3	5	<u>27</u>	54
Laws of Arrest	5	7	10	<u>11</u>	<u>11</u>	44
Techniques and Mechanics of Arrest	1	10	-	14	<u>19</u>	44
Confessions	1	12	1	<u>15</u>	<u>13</u>	42
Service and Domestic	1	4	5	<u>18</u>	9	37
Crime Scene Techniques	-	9	3	<u>6</u>	<u>19</u>	37
TOTAL ALL TOPICS:	38	165	113	157	<u>251</u>	724

<sup>a</sup>Based on course evaluations by BCA class numbers 54 through 63; respondents = 400. Underlined numbers indicate the category with the most suggestions.

Frequencies for each category of suggestion were tallied for all topics to indicate student perspectives on methods in general rather than on particular topics. This information is also contained in Table 12.7. The desire for more involvement can be seen clearly from these results. The category with the most suggestions is Field Practice, followed by Demonstrations, the Role Playing.

#### SUMMARY

The thirty course topics are listed in Table 12.8 with their corresponding rank on the five aspects evaluated. The purpose of this summary table is to assist readers in isolating which aspects of which topics need the most or least improvement. Recall that the mean ratings are uniformly high so that lower rankings of topics are relative to other topics and may not necessarily indicate recruit dissatisfaction.

In a few cases topics rate fairly consistently high or low. For example,

First Aid receives high scores on all aspects except for perceived need for more time. Also, Narcotics and Drugs receives high ratings on all of the instructional aspects and students perceive more time in the area would be beneficial. On the other hand, topics such as Human Rights/Ethnic Awareness, Written Reports, and other topics toward the bottom of Table 12.8 rank consistently low compared to the other topics.

Course Topic	A S P E C T E V A L U A T E D				
	Importance	Time	Instruction	Materials	Methods
Firearms	1	2	1	1	12
First Aid	2	12	2	2	6
Search and Seizure	3	3	3	3	7
Laws of Arrest	4	6	18	10	27
Stopping Procedures	5	1	12	14	25
Techniques of Arrest	6	4	10	16	17
Traffic	7	13	13	6	19
Criminal Code	8	14	26	4	28
Service and Domesticity	9	9	14	21	22
Rules of Evidence	10	16	17	15	10
Crime Scene	11	8	8	13	15
Patrol	12	19	19	18	11
Crime Prevention	13	15	5	9	1
Narcotics	14	5	4	5	2
Juvenile Issues	15	17	6	7	5
Defensive Tactics	16	7	11	23	23
Criminal Investigation	17	11	15	11	21
Public Relations	18	10	20	22	9
Preserving Evidence	19	18	16	17	16
Accidents	20	23	7	8	13
Written Reports	21	29	29	29	29
M.O. of Crime	22	21	22	20	18
Confessions	23	20	21	19	26
Mental Health	24	25	28	28	24
Civil Rights Legislation	25	24	27	25	20
Bomb Squad	26	22	9	12	3
Functions of Agencies	27	27	24	26	8
Alcohol, Tobacco, Firearms Regulations	28	26	23	24	4
Organized/White Collar Crime	29	28	25	27	14
Human Rights/Ethnic Awareness	30	30	30	30	30

More striking than consistent ratings is the fact that the separate aspects of each topic tend to receive quite different rankings. It is useful

then for program administrators and instructors to inspect each aspect when aiming to improve presentation. Two examples will illustrate the use of Table 12.8.

First, recruits are relatively satisfied with Firearms training. On the average they perceive this topic to be the most important, to have the best instruction and the most useful materials. If there are any perceived inadequacies they are that recruits feel more time should be spent and that the method of instruction could be improved.

Second, students believe that Laws of Arrest is an important topic and should be given more time. However, perceived quality of instruction, helpfulness of materials, and appropriateness of method indicate that relative to other topics attention could be given to improve the presentation of this topic.

This table will be referred to later in this chapter for suggestions as to which aspects of particular topics need improvement. Before reporting additional survey data on the training curriculum, efforts to isolate determinants of recruits' course topic ratings are discussed.

#### DETERMINANTS OF RECRUITS' RATINGS

The course evaluation data reported thus far indicate average or general recruit perceptions of topics. It is possible, however, that opinions on aspects of the course vary among certain types of recruits. Perceived time for topics might differ by the type of agency a recruit represents (e.g., sheriff/police, size, or metro/outstate) or perception of instruction might vary by level of education. Discovery of relationships between course ratings and type of recruit would have implications for the training curriculum and

presentation, which will be elaborated below.

The importance ratings were uniformly high and, with the exception of only a few topics, recruits did not differ greatly in their perceptions of topic importance. Since perceptions of importance do not vary much, it is useless to analyze whether recruit characteristics explain perceptions. Similarly, ratings of methods of instruction demonstrate too little variance for fruitful analysis.<sup>1</sup> Of the remaining three aspects, perceived time for topics was analyzed in relation to agency characteristics. It was believed that some of the variation in perceptions of necessary time per topic would be explained by individual characteristics but that what is important to curriculum development is whether recruits from different types of agencies perceive that they have different training needs. On the other hand, perceived quality of instruction and helpfulness of materials were analyzed in relation to individual characteristics. Personal background variables such as past experience and education are more likely than agency characteristics to affect recruit receptiveness to topic presentation.<sup>2</sup>

#### Agency Differences in Perceptions of Necessary Time Per Topic

The purpose of analyses reported here is to discover whether recruits from different types of agencies appear to require or desire different amounts of time on any training topic. One begins with the assumption that there are no differences and that what variation exists in recruits'

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<sup>1</sup>A variable or characteristic cannot explain different perceptions if the latter do not vary or differ. If there is no variance, there is nothing to explain statistically.

<sup>2</sup>The vast amount of survey data available for analysis for this chapter necessitated decisions on which variables would be the most important to relate to perceptions of curricula. It would be too costly both in terms of personnel time and dollars available to analyze all possible relationships.

perceptions of desired time per topic can be explained by individual or idiosyncratic characteristics. This is, in fact, the unstated assumption behind a uniform 280-hour course for all law enforcement personnel in the state. Should any perceptions of desired time differ significantly by type of agency, the assumption of no difference is shown to be inaccurate. One can then state that recruits from different types of agencies do vary systematically in their perceptions of necessary time per topic.

If such findings result, they could have two immediate uses. First, they indicate that training needs of all agencies are in fact not uniform and therefore could provide suggestions for a modularized curriculum. For example, if recruits from certain types of agencies perceive that significantly more time needs to be given to a topic, then additional hours in that topic could be an elective available for recruits from these agencies. Second, the same results could be used for suggestions for additional in-service training. For example, if outstate police recruits appear to want significantly more time given to a particular topic, then an in-service seminar on

the topic could be offered specifically for officers in those agencies.<sup>1</sup>

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<sup>1</sup>The technique employed in the following analyses is multiple regression. This technique results in an equation that estimates the effect of several independent variables on a dependent variable, that is the variable one is trying to explain. Two types of information can be obtained with the equation. First is the proportion of variance in the dependent variable (perception of time) explained by the independent variables (agency characteristics). Second, a test of significance tells one whether the differences found between groups are likely to occur by chance. A "significant" difference is not likely to occur by chance and can be interpreted statistically as a real difference. A test of significance is provided for the entire equation as well as for the coefficients of each of the independent variables which estimate the effect of each variable on the dependent variable.

Given the assumption of no difference and the utility of findings just stated, the important statistic is the test of significance rather than the proportion of variance explained. Since the assumption is that there are not differences among types of agencies, a test of significance tests that assumption.

Furthermore, since one is assuming here that most of the variance can be explained by idiosyncratic characteristics, one would not expect the agency characteristics to explain much of the variance in perceptions of time. In other words the regression equations will not be models of the main determinants of perceptions of desired time but instead a test of the impact of those determinants that are relevant to curriculum development.

A large proportion of variance explained is also not important given the utility of findings. The question is not whether entirely different courses should be designed for different law enforcement personnel but instead whether a few additional hours in certain topics could be offered as electives or in-service seminars. The test of significance tells one whether agency characteristics make a difference (not how much difference), and that knowledge is sufficient to suggest that if elective or in-service options were available whether different types of agencies would take advantage of these options. Therefore tests of significance are used in the following analyses and the proportion of variance explained is not reported. As expected the proportion of variance explained is fairly low, in the area of 10%.

The following agency characteristics were included in analyses--size of agency, location of agency (metro/outstate), and type of agency (police/sheriff).<sup>1</sup> In addition, the interaction effects of these variables were included. That is, location and type would be considered together so that effects of the following categories could be assessed: metro police, metro sheriff, outstate police, outstate sheriff. Differences could emerge here that would not be treating type and location separately.<sup>2</sup>

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<sup>1</sup>Recruits from other types of agencies (e.g., park, state) are excluded from these analyses since there are too few to consider statistically.

<sup>2</sup>In technical language, the analyses conducted were dummy variable regressions. The equation estimated is:

$$Y = \alpha + \beta_1 X + \beta_2 D_1 + \beta_3 D_1 X + \beta_4 D_2 + \beta_5 D_2 X + \beta_6 D_1 D_2 + \beta_7 D_1 D_2 X$$

Where:

- Y = Perception of Time
- X = Agency Size
- D<sub>1</sub> = Location (Dummy Variable 1, metro = 1, outstate = 0)
- D<sub>2</sub> = Agency Type (Dummy Variable 2, sheriff = 1, police = 0)
- D<sub>1</sub>X = Interaction of Location and Size
- D<sub>2</sub>X = Interaction of Type and Size
- D<sub>1</sub>D<sub>2</sub> = Interaction of Location and Type
- D<sub>1</sub>D<sub>2</sub>X = Interaction of Location, Type and Size

The interpretation of the coefficients of these terms is less straightforward than in regular regression since the inclusion of dummy variables means that separate estimates are made for each group, controlling for the others.

Normally, the intercept is the value of the dependent variable (Y, or perception of Time) when X (the independent variable, or Size) is 0. When dummy variables are included there can be separate intercepts for each group. In this case:

$$\begin{aligned} \alpha &= \text{intercept for outstate police (0, 0)} \\ \beta_2 + \alpha &= \text{intercept for metro police (1, 0)} \\ \beta_4 + \alpha &= \text{intercept for outstate sheriff (0, 1)} \\ \beta_6 + \alpha + \beta_2 + \beta_4 &= \text{intercept for metro sheriff (1, 1)} \end{aligned}$$

If the coefficients  $\beta_2$ ,  $\beta_4$  and  $\beta_6$  are not significant then the intercepts for all the groups are the same which is  $\alpha$ . However, if any of these coefficients is significant then the corresponding group has a different intercept. That is, the perception of desired time for this group is significantly

Analyses of perceptions of necessary time for the 30 topics with the agency characteristics indicated that for 19 topics there are no significant differences among recruits from different types of agencies. These

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different from other groups when controlling for size of agency.

The remaining coefficients are slopes, which are interpreted as the amount of increase in  $Y$  (perception of desired time) for every corresponding increase in  $X$  (Agency Size). A positive coefficient means that perception of time increases with size and a negative coefficient means that it decreases with size. In this case:

$$\begin{aligned}\beta_1 &= \text{slope of } X \text{ on } Y \text{ for outstate police } (0, 0) \\ \beta_3 + \beta_1 &= \text{slope of } X \text{ on } Y \text{ for metro police } (1, 0) \\ \beta_5 + \beta_1 &= \text{slope of } X \text{ on } Y \text{ for outstate sheriff } (0, 1) \\ \beta_7 + \beta_1 + \beta_3 + \beta_5 &= \text{slope of } X \text{ on } Y \text{ for metro sheriff } (1, 1)\end{aligned}$$

If the coefficients are all insignificant, they are considered equal to 0, or that  $X$  (Size) has no effect on  $Y$  (Perception of time). If any coefficient is significant, then for the group associated with the coefficient each increase in Agency Size can be related to a change in desired time equal to that coefficient.

A .10 level is chosen to determine whether coefficients (intercepts and slopes) are significant.

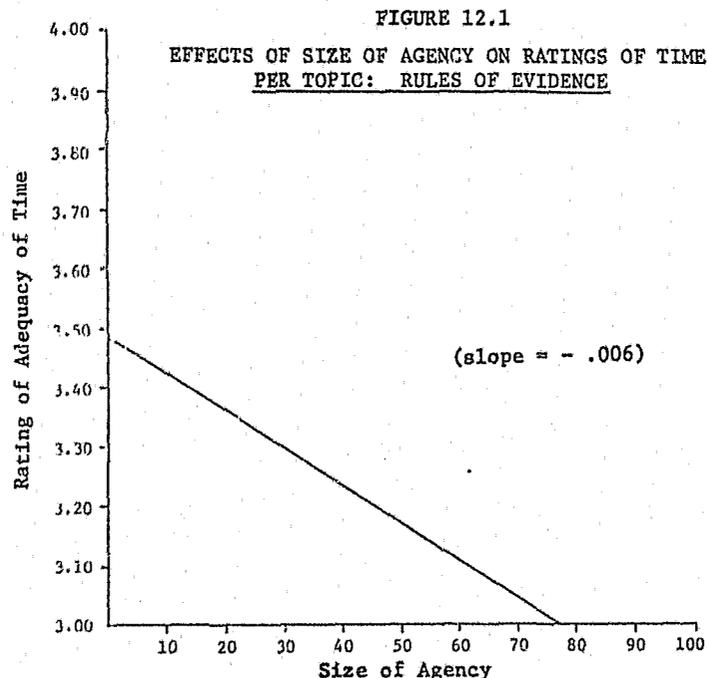
In effect, separate regressions are being estimated for the dummy variable groups, but this method is far more efficient than running the separate regressions for each group. The one problem is that inclusion of the interaction terms builds in some multicollinearity (that is, the independent variables included in the equation to estimate the dependent variable, perception of desired time, are interrelated) which can make estimates somewhat unreliable. As a result the dummy variable regression was used for the first regressions on the 30 topics. On those topics where statistically significant differences by agency type were discovered, separate regressions were run to check for the possibility of unreliable estimates.

Appendix A notes that recruits from the BCA spring classes (numbers 54 and 55) are not representative of the annual 1976-77 sample on some of the agency characteristics included in the regressions. These classes therefore were not included in analyses.

results suggest that uniform training in these areas for all law enforcement personnel is appropriate (at least in terms of time). The 19 topics are:

- First Aid
- Firearms
- Defensive Tactics
- Confessions, Interrogations, Interviews  
and Lineups
- Mental Health
- Public Relations
- Crime Scene Techniques
- Organized/White Collar Crime
- Human Rights/Ethnic Awareness
- Bomb Squad
- Stopping Procedures
- Functions of Agencies
- Civil Rights Legislation
- Service and Domesticity
- Written Reports
- Accidents
- Elements and M.O. of Crime
- Preserving Evidence
- Narcotics and Drugs

Significant differences were found for 11 topics, but the nature or pattern of differences is quite varied. For one topic, size of agency is important in determining recruits' perceptions of desired time (see Figure 12.1). A slight but significant negative relationship exists between recruits' perceptions of desired time for Rules of Evidence training and size of agency; that is, recruits from smaller agencies perceive the need for more time in this topic than do recruits from larger agencies.



Analyses of four topics resulted in differences by location or type of agency. These are listed in Table 12.9. The major difference that emerges in this table is the metro-outstate division rather than the police-sheriff one. For Crime Prevention there is an interaction effect of location and type such that metro sheriff recruits favor more time in this topic. For Juvenile Issues and Laws of Arrest metro recruits (both police and sheriff) desire more time than do outstate recruits, but for Criminal Investigation the outstate recruits desire more time.

Patterns for the remaining six topics are more complex because it is the interaction of agency characteristics rather than the effect of a single variable that has an effect. The patterns are depicted in Figure 12.2. In this figure the vertical axis of each graph represents the time rating. Recall that ratings were on a scale of one to five; a score of three indicates that about the right amount of time was spent on a topic; a score of five

indicates that much more time should be spent on a topic. The horizontal axis represents size of agency. The type of agency represented by each line in each graph is labelled. If groups intersect the vertical axis at different points it means that perceptions of desired time for the topic are significantly different for the groups represented (controlling for agency size). The direction of the lines indicates the type of relation between perception of desired time and size of agency for the group represented by the line. A flat line means that for that group, size of agency has no impact on desired time. A line that slopes means there is a relationship--an upward slope indicating that recruits from larger agencies desire more time than do recruits from small agencies, and a downward slope indicating the opposite. A few sentences explaining the interpretation of each pattern are included in Figure 12.2 for interested readers. For purposes here, however, more important than what the patterns are, is the fact that different sets of recruits do have different perceptions of training needs.

TABLE 12.9  
BCA BASIC COURSE TOPICS: DIFFERENCES IN RATINGS  
OF TIME PER TOPIC BY LOCATION AND TYPE OF AGENCY

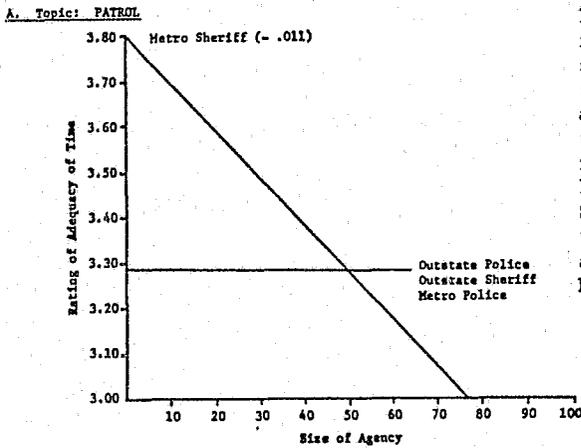
Topic	Group	Group Mean: Rating of Time	Significance of Difference <sup>a</sup>
<b>Criminal</b>			
Investigation	Outstate	3.60	
	Metro	3.26	.05
Laws of Arrest	Outstate	3.53	
	Metro	3.87	.07
Juvenile Issues	Outstate	3.33	
	Metro	3.69	.05
<b>Crime</b>			
Prevention	Outstate		
	Police		
	Outstate		
	Sheriff		
	Metro		
	Police	3.30	
	Metro		
	Sheriff	3.81	.07

<sup>a</sup>The test of significance is the test of significance of the regression coefficient.

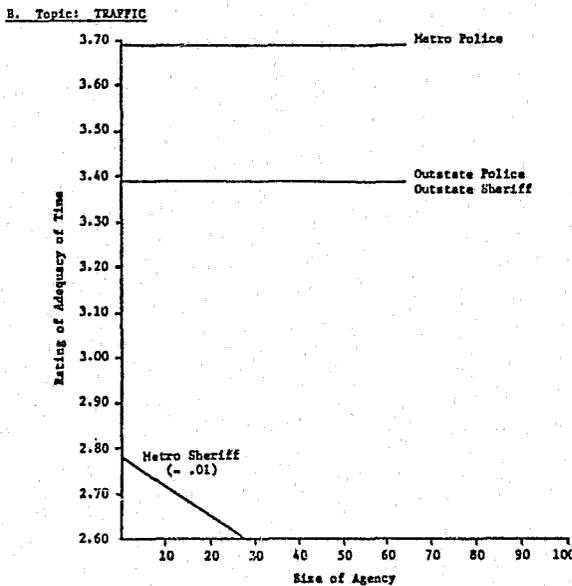
Results of these analyses of time ratings do indicate that recruits from different types of agencies perceive differently how much time should be spent on particular topics. Differences emerged for 11 of 30 topics. Uniform attention to these topics for all peace officers may not be the most appropriate method of presentation. Results suggest that agencies would utilize additional hours in some of these areas either as electives in a basic program or as in-service seminars.<sup>1</sup>

<sup>1</sup>Emphasis for this report has been to discover that there are agency differences rather than to elaborate the pattern of differences. Additional work could be done to suggest to administrators which recruits would be likely to take advantage of what electives or in-service seminars if any agency desired this information. One limitation of pursuing this work is that opinions analyzed are those of recruits. They are the ones who directly experience the program and hence are in the best position to judge if more or less time per topic would be beneficial. However, it would be the agency head who selects the elective or seminar for the recruit. If one is willing to assume that recruit and agency head perceptions of necessary time per topic would be likely to be similar, then further work in this area could be fruitful.

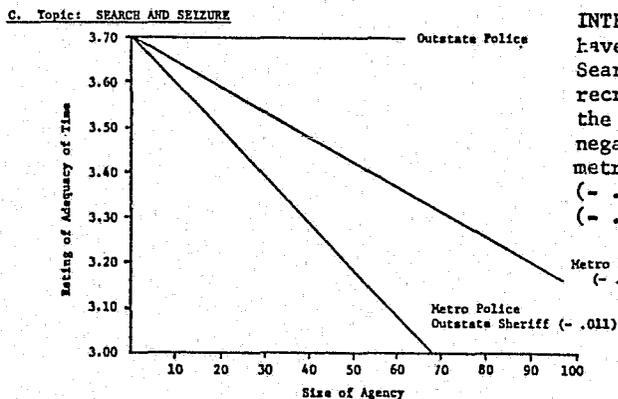
FIGURE 12.2 - INTERACTION EFFECTS BETWEEN AGENCY CHARACTERISTICS AND RATINGS OF TIME PER TOPIC



INTERPRETATION: Average ratings of time for Patrol for outstate police, outstate sheriff and metro police recruits is slightly above average (3.28); size of agency has no affect on perception of time for these recruits. For metro sheriff recruits the larger the agency, the less the perceived need for more time. Since most metro agencies are larger than 50, metro sheriff recruits generally provide the lowest ratings for Patrol time.

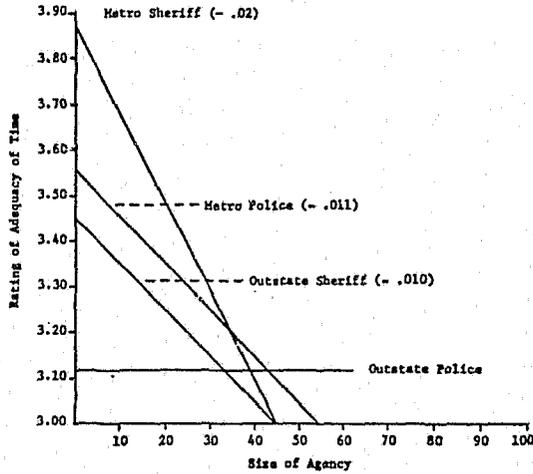


INTERPRETATION: The highest mean rating for time for Traffic is for metro police recruits (3.69) and then for outstate police and sheriff recruits (3.39). Metro sheriff recruits provide the lowest ratings, and the larger the metro sheriff agency, the lower the perceived need for more time.



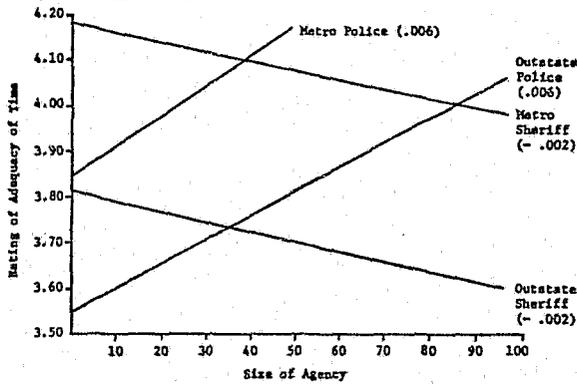
INTERPRETATION: Outstate police recruits have the highest mean rating for time for Search and Seizure (3.70). For all other recruits, the larger the agency, the lower the perceived need for more time. The negative relationship is stronger for metro police and outstate sheriff recruits (-.011) than for metro sheriff recruits (-.005).

D. Topic: CRIMINAL CODE



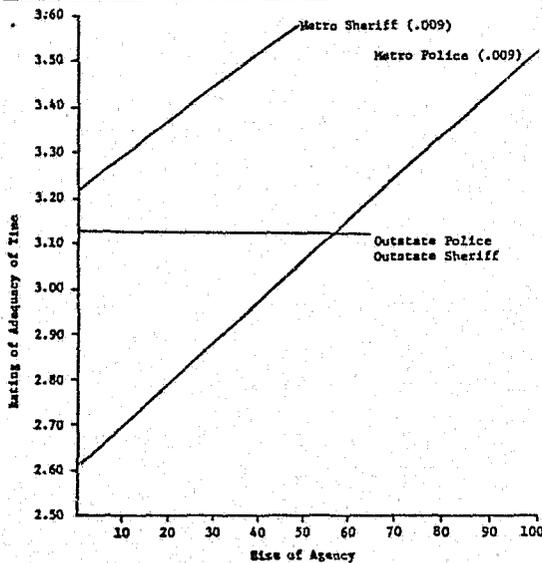
INTERPRETATION: For metro sheriff, metro police, and outstate sheriff recruits, the larger the agency, the lower the perceived need for more time for Criminal Code. The negative relationship is strongest for metro sheriff (-.02), then metro police (-.011) and finally outstate sheriff (-.010). Outstate police have a mean rating of 3.11, with no relationship to agency size. After an agency size of 45, outstate police have the highest perceived need for more time because of the negative relationship with size that holds for the other groups.

E. Topic: TECHNIQUES OF ARREST



INTERPRETATION: Recruits from metro agencies begin with slightly higher perceptions of need for more time in Techniques of Arrest than do outstate recruits (note intercepts). However, for metro and outstate sheriff recruits, the larger the agency, the lower the perceived need for more time; for metro and outstate police recruits, the larger the agency, the higher the perceived need for more time. Overall ratings for time are high for all groups.

F. Topic: ALCOHOL, TOBACCO, FIREARMS REGULATIONS



INTERPRETATION: Outstate police and sheriff recruits have a mean rating of time for Alcohol, Tobacco, Firearms Regulations of 3.13 with no relationship to agency size. Metro police recruits start at a lower level, but the larger the agency, the higher the perceived need for more time so that by an agency size of 57 perceptions of time are higher than for outstate recruits. Metro sheriff recruits provide the highest ratings, and the larger the agency, the higher the rating of time.

## Recruit Differences in Perceptions of Instruction and Materials

It was assumed that perceptions of course instruction and materials would be more affected by individual characteristics than agency ones. Relationships between ratings of instruction and materials and recruits' education, experience, and age were probed to discover if any particular types of recruits appear to be more receptive to the BCA instruction than others.<sup>1</sup> These personal background characteristics are described in more detail in Chapter XV.

All relationships are quite low and therefore individual correlations are not worth reporting. However, interesting patterns do emerge--relationships are uniformly in the same direction (i.e., either positive or negative) in spite of the fact that they are low. Such patterns tell us something about the presentation of the BCA basic program.

Types of relationships that obtained between the ratings of instruction and materials on the one hand, and education, experience, and age on the other hand are reported in Tables 12.10, 12.11, and 12.12 respectively. Topics are listed according to whether there is no relationship, a positive relationship, or a negative relationship.<sup>2</sup>

Relationships with education<sup>3</sup> demonstrate a clear pattern of lower ratings

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<sup>1</sup>Ratings were also correlated with final score to assess if students who perform better like the course better. Results were not significant.

<sup>2</sup>A significance of .10 was used to determine whether a relationship exists. Pearson correlations were calculated because of cheaper and faster processing time. Significant results were rerun with Spearman rank order correlations since the dependent variables are ordinal. Results presented in Tables 12.10, 12.11 and 12.12 are based on Spearman correlations.

<sup>3</sup>An education index was constructed in the following way: education = years of high school + years of vo-tech + 2X (years of college + graduate school) + degree, where 1 = associate degree, 2 = bachelors degree, and 3 = masters degree.

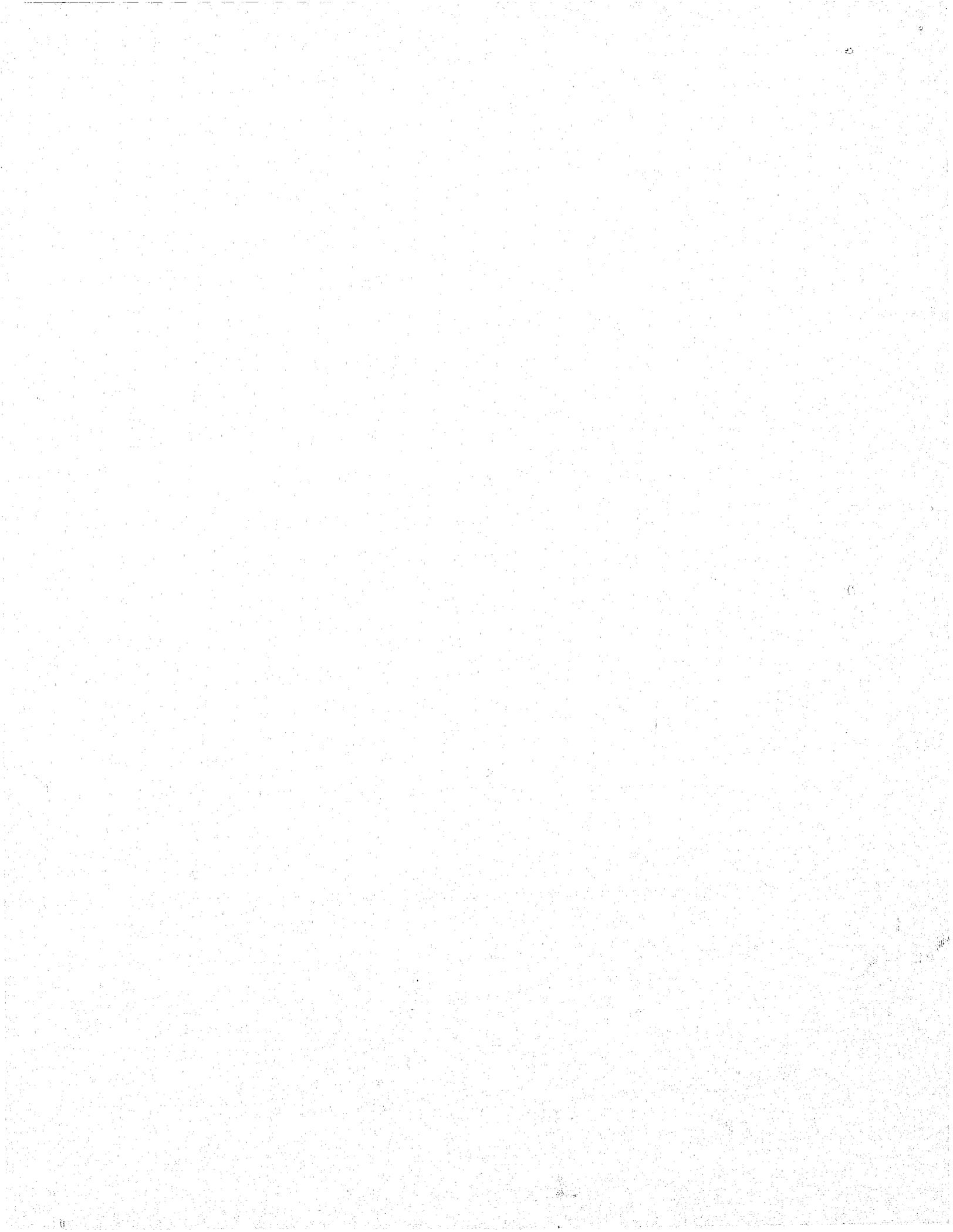


TABLE 12.10

## RELATIONSHIPS OF RECRUIT EDUCATION WITH PERCEPTIONS OF INSTRUCTION AND MATERIALS

PERCEIVED QUALITY OF INSTRUCTION			PERCEIVED HELPFULNESS OF MATERIALS		
No Relationship	Positive Relationship	Negative Relationship	No Relationship	Positive Relationship	Negative Relationship
First Aid		Firearms	Search and Seizure	Human Rights/Ethnic Awareness	First Aid
Defensive Tactics		Patrol	Juvenile Issues		Firearms
Criminal Investigation		Search and Seizure	Crime Prevention		Patrol
Rules of Evidence		Written Reports	Techniques of Arrest		Defensive Tactics
Confessions, Interrogations, Interviews, Lineups		Accidents	Alcohol, Tobacco, Firearms Regulations		Criminal Investigation
M.O. of Crime		Traffic	Bomb Squad		Written Reports
Juvenile Issues		Laws of Arrest	Narcotics		Accidents
Crime Prevention		Service and Domestic	Civil Rights Legislation		Traffic
Human Rights/Ethnic Awareness		Criminal Code			Laws of Arrest
Techniques of Arrest		Preserving Evidence			Service and Domestic
Bomb Squad		Crime Scene Techniques			Criminal Code
Mental Health		Organized/White Collar Crime			Rules of Evidence
Public Relations		Alcohol, Tobacco, Firearms Regulations			Confessions, Interrogations, Interviews, Lineups
Narcotics		Stopping Procedures			M.O. of Crime
Civil Rights Legislation		Functions of Agencies			Preserving Evidence
					Crime Scene Techniques
					Organized/White Collar Crime
					Mental Health
					Stopping Procedures
					Public Relations
					Functions of Agencies
N = 15	N = 0	N = 15	N = 8	N = 1	N = 21

from more educated recruits. Significant relationships emerged for 15 of the 30 topics for ratings of quality of instruction. All of these relations are negative, indicating that more educated recruits rate the instruction lower. Similarly, ratings of materials for two-thirds of all the topics demonstrate significant negative relationships with recruit level of education. The only exception to this pattern is the more educated recruits tend to rate the material for Human Relations/Ethnic Awareness higher than the less educated recruits. In general, the instruction and materials of the BCA basic program tend to be more appropriate for recruits with less formal education.

On the other hand, level of criminal justice experience<sup>1</sup> relates positively to ratings of instruction and materials (see Table 12.11). In general there is little relationship between ratings and past experience but for those topics where a relationship emerges recruits with more experience rate more favorably the instruction and materials.

Finally, a definite pattern emerges for age of recruits. The relationship with age is most noticeable with ratings of materials. For 8 of 30 topics older recruits rate the quality of instruction higher and for 14 of 30 topics older recruits find the materials more helpful than younger recruits.

Chapter XV discusses recruits backgrounds and notes the heterogeneity of recruits that BCA instructors must address. Results reported in this section suggest that less educated, older, and more experienced recruits are more receptive to the current orientation of the BCA basic program and

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<sup>1</sup>Criminal justice experience is the sum of all months in criminal justice/law enforcement positions prior to training.



TABLE 12.11

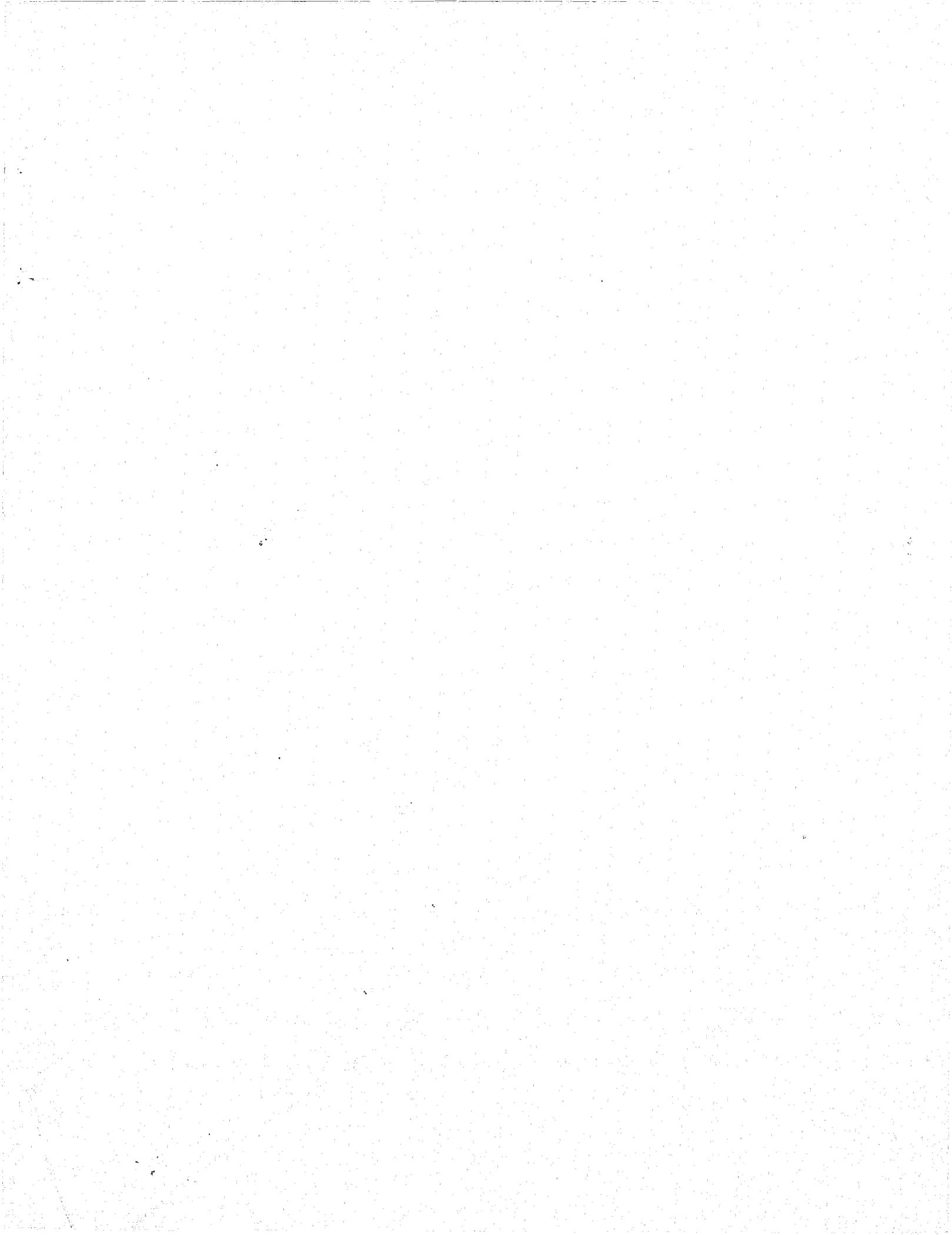
## RELATIONSHIPS OF RECRUIT CRIMINAL JUSTICE EXPERIENCE WITH PERCEPTIONS OF INSTRUCTION AND MATERIALS

PERCEIVED QUALITY OF INSTRUCTION			PERCEIVED HELPFULNESS OF MATERIALS		
No Relationship	Positive Relationship	Negative Relationship	No Relationship	Positive Relationship	Negative Relationship
First Aid	Written Reports		First Aid	Accidents	
Firearms	Criminal Investigation		Firearms	Traffic	
Patrol	Accidents		Patrol	Criminal Code	
Defensive Tactics	Traffic		Defensive Tactics	Preserving Evidence	
Laws of Arrest	Confessions, Interrogations,		Criminal Investigation	Crime Prevention	
Service and Domestic	Interviews, Lineups		Written Reports		
Search and Seizure	Preserving Evidence		Laws of Arrest		
Criminal Code	Alcohol, Tobacco, Firearms		Service and Domestic		
Rules of Evidence	Regulations		Search and Seizure		
M.O. of Crime	Bomb Squad		Rules of Evidence		
Juvenile Issues			Confessions, Interrogations,		
Crime Prevention			Interviews, Lineups		
Crime Scene Techniques			M.O. of Crime		
Organized/White Collar Crime			Juvenile Issues		
Human Rights/Ethnic Awareness			Crime Scene Techniques		
Techniques of Arrest			Organized/White Collar Crime		
Mental Health			Human Rights/Ethnic Awareness		
Stopping Procedures			Techniques of Arrest		
Public Relations			Alcohol, Tobacco, Firearms		
Narcotics			Regulations		
Civil Rights Legislation			Bomb Squad		
Functions of Agencies			Mental Health		
			Stopping Procedures		
			Public Relations		
			Narcotics		
			Civil Rights Legislation		
			Functions of Agencies		
N = 22	N = 8	N = 0	N = 25	N = 5	N = 0

TABLE 12.12

## RELATIONSHIP OF RECRUIT AGE WITH PERCEPTIONS OF INSTRUCTION AND MATERIALS

PERCEIVED QUALITY OF INSTRUCTION			PERCEIVED HELPFULNESS OF MATERIALS		
No Relationship	Positive Relationship	Negative Relationship	No Relationship	Positive Relationship	Negative Relationship
First Aid	Firearms		Firearms	First Aid	
Patrol	Criminal Investigation		Patrol	Defensive Tactics	
Defensive Tactics	Written Reports		Accidents	Criminal Investigation	
Accidents	Juvenile Issues		Service and Domestic	Written Reports	
Traffic	Criminal Code		Search and Seizure	Traffic	
Laws of Arrest	Human Rights/Ethnic Awareness		Criminal Code	Laws of Arrest	
Service and Domestic	Mental Health		Rules of Evidence	M.O. of Crime	
Search and Seizure	Narcotics		Confessions, Interrogations, Interviews, Lineups	Crime Prevention	
Rules of Evidence			Preserving Evidence	Crime Scene Techniques	
Confessions, Interrogations, Interviews, Lineups			Juvenile Issues	Organized/White Collar Crime	
M.O. of Crime			Human Rights/Ethnic Awareness	Mental Health	
Preserving Evidence			Techniques of Arrest	Stopping Procedures	
Crime Prevention			Alcohol, Tobacco, Firearms Regulations	Public Relations	
Crime Scene Techniques			Bomb Squad	Civil Rights Legislation	
Organized/White Collar Crime			Narcotics		
Techniques of Arrest			Functions of Agencies		
Alcohol, Tobacco, Firearms Regulations					
Bomb Squad					
Stopping Procedures					
Public Relations					
Civil Rights Legislation					
Functions of Agencies					
N = 22	N = 8	N = 0	N = 16	N = 14	N = 0



that the more educated, younger, and less experienced recruits are less receptive. The implications of these findings for a new skills course will be discussed in the summary chapter (Chapter XIV).

#### CONCLUSION

Recruits trained by the BCA from spring, 1976, through spring, 1977, completed end-of-course evaluations in which they rated five aspects of each course topic--the importance, the adequacy of time spent, the quality of instruction, helpfulness of materials, and appropriateness of methods of instruction. Average ratings for the five aspects of most topics were relatively high, indicating general recruit satisfaction with the BCA basic program. Topics were rank ordered on each aspect to highlight topics which are perceived relatively high or low. These rank orders can be used by administrators as a guide to discover which aspects of the course might need the most or least improvement.

Further analyses of these ratings indicated that for some topics recruits from different types of agencies (i.e., size, location in state, and police/sheriff) have significantly different perceptions of the adequacy of time spent on topics. Results indicated that if additional time on these topics were available in the form of electives or in-service seminars that certain agencies might take advantage of the opportunity. Analyses of the ratings of instruction and materials indicated that the current presentation of the BCA program is more oriented to the less educated, older, more experienced recruits.

The course evaluation by recruits provides useful information on the content and presentation of the BCA basic program. Recruits who have just participated in the training program are in the best position to evaluate

some aspects of the course. Moreover, if the course is to be effective it must be received well by trainees. However, perceptions of recruits are not yet affected by much law enforcement experience.<sup>1</sup> What appears to be a good program to new recruits may later be perceived to have some inadequacies after they have more experience on the job. As a result additional data have been obtained from more experienced law enforcement personnel and are reported in the following sections.

#### PERCEPTIONS OF MOST AND LEAST VALUABLE TOPICS IN THE BCA BASIC CURRICULUM

Five groups of law enforcement personnel were asked for their opinions on the most and least valuable topics in the BCA basic curriculum (see Table 12.1). First, a sample of the 1976-77 recruits with six-months of post-training job experience provided their opinions; second, a sample of officers trained three years ago (1973-74) by the BCA listed most and least valuable topics; two samples of supervisors also were asked for their perceptions; finally, the sample of officers from agencies exempt from training suggested topics that they would find most and least valuable.

Respondents could list up to four "most valuable" and four "least valuable" topics. The questions sought opinions on course topic value specifically for job preparation and performance. Some respondents did not fill in all four suggestions and some simply wrote that all topics are valuable. However, the responses that were provided indicate both an ability to discriminate between most and least valuable topics as well as remarkable

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<sup>1</sup>Chapter XV discusses the extent of past experience of recruits.

consistency in opinions across the samples.<sup>1</sup>

Table 12.13 rank orders the course topics by number of times mentioned as a most valuable topic for each of the five samples.<sup>2</sup> In all cases the same topics fall within the top ten (i.e., top half) of the list and rank orders are very similar across the samples. Four topics--First Aid, Patrol, Traffic and Accidents, and Arrest--are consistently in the top five, and in only one case (Supervisory Sample I) is Search and Seizure below the top five.

Only one topic demonstrates inconsistency in rank across the samples and that is Written Reports. This topic received generally low evaluations from recruits but in all samples here is perceived to be in the top half of the most valuable topics list. However, ratings are somewhat lower for graduates than for supervisors, more of whom tend to perceive this topic as most valuable. This is the only topic for which there is a hint of differences in perception by law enforcement rank; perceptions of other topics are consistent across rank (i.e., across the samples).

The rankings for least valuable topics are included in Table 12.14. Responses from the sample of exempt agencies are included. Since the number of responses is so small, the ranks may be misleading and hence this sample is not discussed in comparisons. (Many respondents in this sample

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<sup>1</sup>Forcing respondents to list a few topics of most and least value may be one way to differentiate better among topics and to avoid the problems of rating scales in which all topics are rated high (see discussion of this problem on p. 242). One problem, however, is that simple listing of a few topics limits the types of analyses that can be conducted. Respondents cannot be given any score that can be analyzed; rather information is on topic rather than respondent.

<sup>2</sup>The 30 course topics used in the course evaluation have been condensed to 20 topics for other surveys.

TABLE 12.13  
PERCEPTIONS OF MOST VALUABLE TOPICS IN THE BGA CURRICULUM: NUMBER OF TIMES MENTIONED<sup>a</sup>

Rank	SIX-MONTH FOLLOW-UP SAMPLE		THREE-YEAR GRADUATE SAMPLE		SUPERVISORY I SAMPLE		SUPERVISORY II SAMPLE		EXEMPT AGENCY SAMPLE	
	Topic	N	Topic	N	Topic	N	Topic	N	Topic	N
1	<u>First Aid</u>	61	<u>Patrol</u>	40 <sup>b</sup>	<u>Patrol</u>	44	<u>Arrest</u>	45	<u>Patrol</u>	20 <sup>b</sup>
2	<u>Patrol</u>	57 <sup>b</sup>	<u>First Aid</u>	39	<u>Written Reports</u>	36	<u>Patrol</u>	42	<u>First Aid</u>	14
3	<u>Traffic and Accidents</u>	55	<u>Search and Seizure</u>	35	<u>Traffic and Accidents</u>	33	<u>Traffic and Accidents</u>	35	<u>Traffic and Accidents</u>	12
4	<u>Search and Seizure</u>	35	<u>Arrest</u>	35	<u>First Aid</u>	29	<u>Search and Seizure</u>	34	<u>Arrest</u>	12
5	<u>Arrest</u>	32	<u>Traffic and Accidents</u>	33	<u>Arrest</u>	23	<u>First Aid</u>	32	<u>Search and Seizure</u>	9
6	Firearms	30	Criminal Investigation	26	<u>Search and Seizure</u>	22	<u>Written Reports</u>	24	<u>Written Reports</u>	7
7	Criminal Code	22	Public Relations	19	Public Relations	18	Firearms	23	Criminal Investigation	7
8	<u>Written Reports</u>	20	Criminal Code	18	Criminal Code	15	Criminal Investigation	23	Public Relations	7
9	Criminal Investigation	19	Firearms	17	Criminal Investigation	14	Criminal Code	21	Firearms	6
10	Public Relations	18	<u>Written Reports</u>	13	Firearms	12	Public Relations	20	Narcotics and Drugs	6
11	Crime Prevention	15	Courts	12	Courts	10	Courts	13	Crime Prevention	6
12	Courts	14	Crime Prevention	8	Crime Prevention	7	Crime Prevention	5	Courts	6
13	Narcotics and Drugs	9	Narcotics and Drugs	8	Narcotics and Drugs	6	Narcotics and Drugs	5	Defensive Tactics	6
14	Juvenile Issues	6	Confessions	6	Juvenile Issues	3	Juvenile Issues	4	Confessions	5
15	Defensive Tactics	6	Defensive Tactics	3	Mental Health	3	Mental Health	3	Criminal Code	2
16	Confessions	5	Oral Communication	3	Defensive Tactics	2	Confessions	2	Juvenile Issues	2
17	Oral Communication	3	Juvenile Issues	2	Confessions	2	Alcohol, Tobacco, Fire- arms Regulations	2	Alcohol, Tobacco, Fire- arms Regulations	1
18	Mental Health	3	Mental Health	2	Oral Communication	2	Defensive Tactics	1	Functions of Agencies	1
19	Alcohol, Tobacco, Fire- arms Regulations	0	Alcohol, Tobacco, Fire- arms Regulations	0	Alcohol, Tobacco, Fire- arms Regulations	0	Oral Communication	1	Mental Health	0
20	Functions of Agencies	0	Functions of Agencies	0	Functions of Agencies	0	Functions of Agencies	0	Oral Communication	0
	RESPONDENTS:	110		85		88		101		43

<sup>a</sup> Respondents could list up to four most valuable topics each. Boxed topics demonstrate inconsistent ranks across samples. Topics with solid underline are consistently in the top five. Topics with broken underline are generally in the top five.

<sup>b</sup> The number for Patrol includes a few suggestions specifically for Service and Domestic.



stated that all topics would be valuable and did not list any least valuable ones.) In general, the two lists are similar--topics listed frequently as least valuable are generally listed infrequently as most valuable and vice versa.

Six topics are mentioned consistently in the top ten of the "least valuable" list for all four samples and consistently appeared at the bottom of the "most valuable" list. One can conclude that there is consensus among law enforcement personnel that these topics are least valuable-- Functions of Agencies; Alcohol, Tobacco, Firearms Regulations; Mental Health; Defensive Tactics; Oral Communication; Confessions, Interrogations, Interviews and Lineups.

Similarly, seven topics consistently appear in the bottom half of the "least valuable" list and consistently appear in the top half of the "most valuable" list. One can conclude that there is consensus among law enforcement personnel that these topics are most valuable--Arrest; Search and Seizure; Traffic and Accidents; Patrol Procedures; Criminal Code; Criminal Investigation; and Firearms.

Three topics are boxed in Table 12.14 to indicate that rankings are inconsistent across the four samples. The topics are Written Reports, Public Relations, and First Aid. These topics are also inconsistent with those in Table 12.13. That is, they sometimes rank high as both a most valuable and as a least valuable topic. For these three topics, then, there is disagreement among law enforcement personnel as to their value.<sup>1</sup>

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<sup>1</sup>The low rank of Public Relations for the six-month follow-up may be explained in part by the dissatisfaction of 1976-77 recruits with the Human Rights/Ethnic Awareness segment of the course.

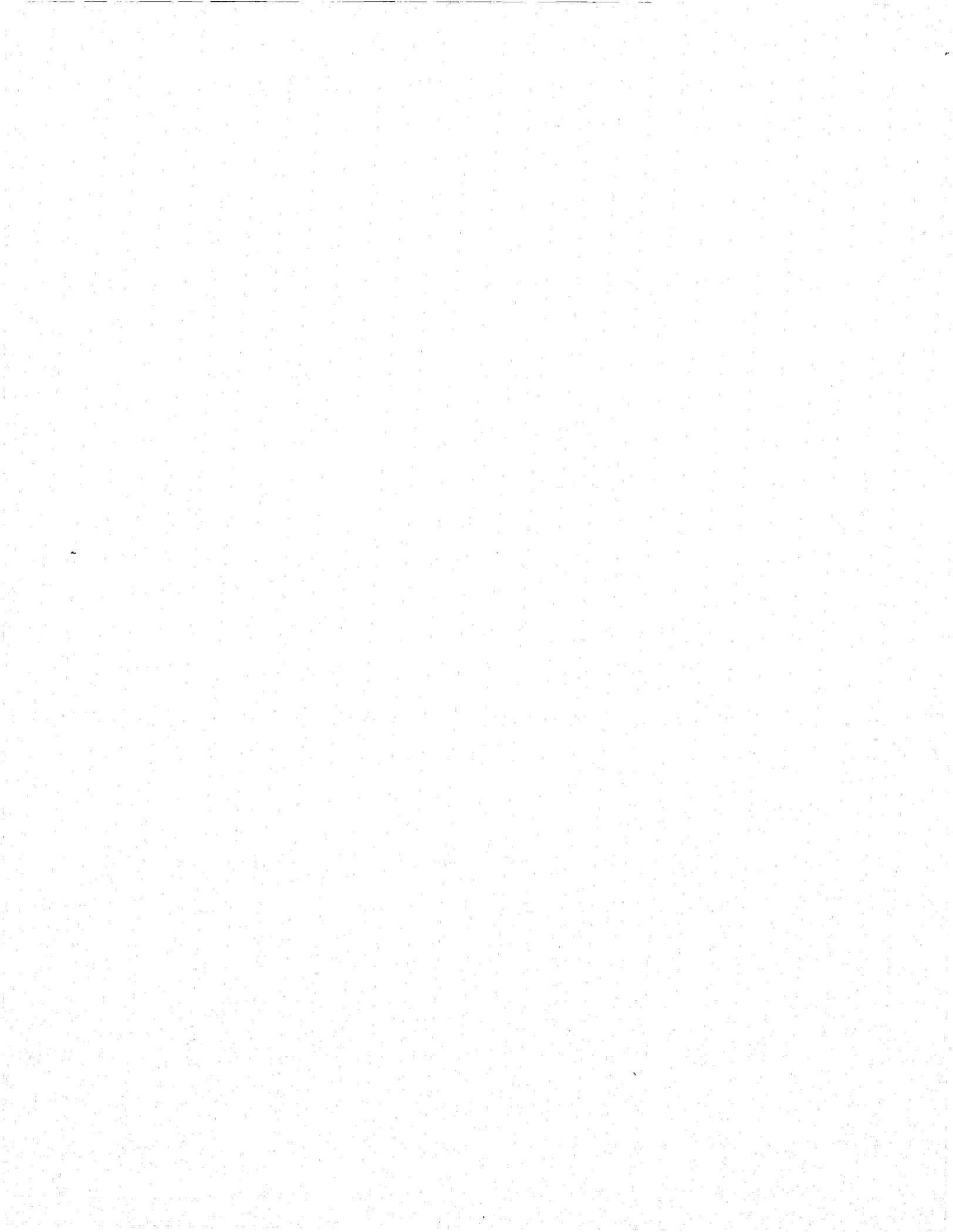
TABLE 12.14

PERCEPTIONS OF LEAST VALUABLE TOPICS IN THE BCA CURRICULUM: NUMBER OF TIMES MENTIONED<sup>a</sup>

Rank	SIX-MONTH FOLLOW-UP SAMPLE		THREE-YEAR GRADUATE SAMPLE		SUPERVISORY I SAMPLE		SUPERVISORY II SAMPLE		EXEMPT AGENCY SAMPLE	
	Topic	N	Topic	N	Topic	N	Topic	N	Topic	N
1	<u>Functions of Agencies</u>	47	<u>Alcohol, Tobacco, Fire-arms Regulations</u>	34	<u>Functions of Agencies</u>	32	<u>Alcohol, Tobacco, Fire-arms Regulations</u>	34	<u>Functions of Agencies</u>	14
2	<u>Alcohol, Tobacco, Fire-arms Regulations</u>	39	<u>Functions of Agencies</u>	24	<u>Alcohol, Tobacco, Fire-arms Regulations</u>	25	<u>Functions of Agencies</u>	29	Oral Communication	10
3	<u>Mental Health</u>	38	<u>Defensive Tactics</u>	24	<u>Mental Health</u>	17	<u>Mental Health</u>	29	Courts	8
4	<u>Defensive Tactics</u>	29	<u>Mental Health</u>	22	<u>Oral Communication</u>	17	<u>Oral Communication</u>	23	Mental Health	8
5	<u>Oral Communication</u>	24	<u>Oral Communication</u>	20	<u>Defensive Tactics</u>	16	<u>Defensive Tactics</u>	17	<u>Alcohol, Tobacco, Fire-arms Regulations</u>	8
6	<u>Public Relations</u>	19 <sup>b</sup>	Crime Prevention	11	Confessions, Interrogations, Interviews, Lineups	11	Juvenile Issues	12	Confessions, Interrogations, Interviews, Lineups	4
7	<u>Written Reports</u>	18	<u>Written Reports</u>	11	Courts	9	Confessions, Interrogations, Interviews, Lineups	9	Criminal Code	4
8	Confessions, Interrogations, Interviews, Lineups	17	Confessions, Interrogations, Interviews, Lineups	10	Juvenile Issues	9	Crime Prevention	10	Juvenile Issues	4
9	Crime Prevention	13	Narcotics and Drugs	9	<u>First Aid</u>	9	<u>Public Relations</u>	10	Firearms	4
10	Narcotics and Drugs	9	Courts	8	Narcotics and Drugs	8	<u>Written Reports</u>	8	Criminal Investigation	3
11	Courts	8	Juvenile Issues	8	Crime Prevention	7	Criminal Investigation	8	Written Reports	3
12	Juvenile Issues	8	<u>First Aid</u>	6	Criminal Code	7	<u>First Aid</u>	8	Crime Prevention	2
13	Patrol	8	<u>Public Relations</u>	5	Criminal Investigation	5	Courts	7	Defensive Tactics	2
14	Criminal Investigation	5	Criminal Investigation	5	Firearms	5	Criminal Code	6	First Aid	2
15	Traffic and Accidents	5	Criminal Code	5	<u>Public Relations</u>	4	Narcotics and Drugs	2	Public Relations	1
16	Criminal Code	3	Traffic and Accidents	3	<u>Written Reports</u>	4	Search and Seizure	2	Search and Seizure	1
17	Firearms	3	Patrol	3	Search and Seizure	3	Patrol	2	Patrol	1
18	Search and Seizure	1	Firearms	2	Arrest	2	Arrest	1	Narcotics	0
19	Arrest	1	Search and Seizure	1	Patrol	2	Traffic and Accidents	1	Arrest	0
20	<u>First Aid</u>	0	Arrest	0	Traffic and Accidents	1	Firearms	0	Traffic and Accidents	0
	RESPONDENTS:	110		85		88		101		43

<sup>a</sup> Respondents could mention up to four least valuable topics. Boxed topics demonstrate inconsistent ranks across the samples. Topics with solid underline are consistently in the top five.

<sup>b</sup> Suggestions for Public Relations include several specifically for Human Rights/Ethnic Awareness.



Finally, four topics generally rank in the middle of both lists for all samples. Law enforcement personnel do not appear to have particularly strong feelings about Crime Prevention, Juvenile Issues, Courts, and Narcotics and Drugs.

Table 12.15 provides a summary of findings regarding law enforcement perceptions of most and least valuable topics.

Since analyses reported in previous sections suggested that personnel from different types of agencies perceive differently their training needs in some areas, lists of most and least valuable topics were compiled separately for police/sheriff subsamples and for metro/outstate subsamples. Ranks of topics by agency type or location are very similar to the overall rankings provided in Tables 12.13 and 12.14. Officers from police and sheriff agencies and from metro and outstate areas agree on the most and least valuable topics summarized in Table 12.15. However, among the most valuable topics police officers rate Patrol Procedures somewhat higher, Sheriffs' officers rate Criminal Investigation somewhat higher, and outstate officers rate Search and Seizure higher. Among the least valuable topics, sheriffs' officers rate Defensive Tactics as less valuable. Rankings of two of the three topics on which there was disagreement on perceived value (see Table 12.15) differ by agency characteristics. Police officers rate Public Relations more highly, while metro officers rate First Aid as more valuable.

Law enforcement personnel tend to agree on the value of the topics covered in the BCA basic program. There is general consensus across the graduate and supervisory samples and across types of agencies on the most and least valuable topics. On a few topics, however, respondents differ in

TABLE 12.15

SUMMARY OF PERCEPTIONS OF MOST AND LEAST VALUABLE TOPICS IN THE BCA CURRICULUM

<u>Consensus on Most Valuable</u>	<u>Consensus on Least Valuable</u>	<u>Consensus on Average Value</u>	<u>Disagreement on Value</u>
Techniques of Arrest	Functions of Agencies	Crime Prevention	Written Reports
Search and Seizure	Alcohol, Tobacco, Firearms Regulations	Juvenile Issues	Public Relations
Traffic	Mental Health	Courts	First Aid
Patrol	Defensive Tactics	Narcotics and Drugs	
Criminal Code	Oral Communication		
Criminal Investigation	Confessions, Interrogations, Interviews, Lineups		
Firearms			



their perceptions of topic value. Just as the previous analyses of perceptions of time per topic resulted in suggestions for electives and/or in-service seminars, so also these topics on which perceptions of value differ could provide possible elective or in-service options.

#### ASSESSMENTS OF RECRUIT JOB PREPARATION AND PERFORMANCE

The survey data reported thus far are responses to direct questions on the BCA curriculum. The remainder of the data provide indirect information about the adequacy of the curriculum. Questions regarding job preparation and performance indirectly indicate the adequacy of the training program, but one cannot make a one-to-one correspondence between preparation in an area and adequacy of training in the area. It is possible, for instance, that recruits could perform well in certain areas but such performance has nothing to do with training--the task could be easy, the task could be learned already in the agency, etc. Or it is possible that recruits could perform less well in an area in spite of excellent training--more time might be needed, more practice might be needed, and so forth. Inferences about the curriculum from these data must be made with this awareness that factors other than the BCA training program affect job preparation and performance. The use of a sample of officers from exempt agencies (i.e., untrained personnel) can help to assess the actual contribution of the training program.

The two samples of graduates (six-month and three-year) rated themselves on levels of preparation and performance in 20 course areas. Similarly, the two samples of supervisors rated the preparation and performance of their recent BCA-trained recruits in the same 20 areas. Finally, the sample of officers from exempt agencies provided the same self-ratings.

Comparisons to the exempt agency sample must be made with caution since the response rate for the group was low and since the representativeness of the sample is unclear (see Appendix A for a technical discussion of these issues). However, if ratings of this sample of untrained officers are similar to those of trained personnel, results would suggest that training is not contributing to levels of preparation and performance. On the other hand, if ratings of the untrained group are lower, evidence would indicate that training does make a contribution.<sup>1</sup>

Three sets of comparisons will be made. First, ratings of preparation in the 20 course areas will be compared across the five samples. Second, ratings of performance in the 20 course areas will be compared across the five samples. Emphases in these two sets of comparisons will be to discover whether graduate and supervisory ratings are similar on each topic, and then if the untrained personnel have ratings similar to or different from the others. Conclusions will be based on the following assumptions:

1. The more agreement on ratings by graduates and supervisors, the stronger the evidence that recruits are in fact well or poorly prepared in each area;
2. Agreement on ratings between the trained and untrained samples suggests that levels of preparation and performance are not a result of training;
3. Disagreement of ratings between the trained and untrained samples suggest that levels of preparation and performance are a result of

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<sup>1</sup> Since the exempt agencies are predominantly small (1 or 2 persons), police, outstate agencies, analysts have checked whether ratings vary by these agency characteristics and thus whether differences between the exempt agencies and others are really a result of different agency characteristics rather than training. There is no indication that these variables are systematically affecting results.

training; the greater the difference, the greater the contribution of training.

The third comparison will be between the preparation and performance ratings of each topic. Questionnaires specified to respondents that preparation refers to whether recruits know what to do and that performance refers to whether they can apply the information skillfully. Most important in this analysis is the discovery of topics that rank lower on performance than on preparation. Such findings suggest that recruits have learned what to do but perhaps need more skills practice to perform well.

#### JOB PREPARATION RATINGS

Graduates and Supervisors rated their (or their recruits') preparation on a scale of one to five ( 1 = poorly prepared, 3 = somewhat prepared, 5 = very well prepared). Mean ratings are rank ordered (i.e., listed from highest to lowest) for each sample in Table 12.16. The average ratings across the four samples are rank ordered in Table 12.17.

Inspection of Tables 12.16 and 12.17 indicates that there is general agreement on the relatively high preparation ratings for Firearms, First Aid, Traffic and Accidents, Arrest, Public Relations, and Patrol. On the other hand there is general agreement on the relatively low ratings for Criminal Investigation, Juvenile Issues, Defensive Tactics, Functions of Agencies, Mental Health, Confessions, Interrogation, Interviews and Lineups; and Alcohol, Tobacco, Firearms Regulations. Ratings for only two topics are generally inconsistent.<sup>1</sup> The relative position of Search and Seizure differs somewhat across the four samples and ratings for recruit preparation in the area of Written Reports are quite inconsistent. Statements on perceptions

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<sup>1</sup>See footnotes to Tables 12.16 and 12.17 for criteria of judging consistency.

TABLE 12.16  
RECRUIT JOB PREPARATION RATINGS<sup>a</sup>

Rank	SIX-MONTH FOLLOW-UP SAMPLE		THREE-YEAR GRADUATE SAMPLE		SUPERVISORY I SAMPLE		SUPERVISORY II SAMPLE		EXEMPT AGENCY SAMPLE	
	Topic	Mean								
1	Firearms	4.37	Firearms	4.16	First Aid	4.06	Firearms	3.89	Firearms	3.84
2	First Aid	4.07	First Aid	3.96	Traffic and Accidents	4.01	First Aid	3.89	Public Relations	3.73
3	Public Relations	4.05	Techniques of Arrest	3.92	Firearms	3.98	Traffic and Accidents	3.87	Oral Communication	3.54
4	Traffic and Accidents	4.02	Traffic and Accidents	3.88	Public Relations	3.94	Patrol	3.63	Traffic and Accidents	3.50
5	Techniques of Arrest	3.83	Public Relations	3.68	Techniques of Arrest	3.59	Techniques of Arrest	3.59	First Aid	3.50
6	Patrol	3.71	Patrol	3.60	Patrol	3.80	Search and Seizure	3.49	Patrol	3.42
7	Search and Seizure	3.67	Written Reports	3.58	Oral Communications	3.76	Public Relations	3.46	Written Reports	3.17
8	Crime Prevention	3.66	Search and Seizure	3.53	Written Reports	3.70	Courts	3.46	Techniques of Arrest	3.08
9	Written Reports	3.55	Criminal Code	3.45	Courts	3.66	Narcotics and Drugs	3.35	Courts	2.87
10	Criminal Code	3.52	Oral Communication	3.39	Defensive Tactics	3.52	Criminal Code	3.29	Crime Prevention	2.86
11	Courts	3.51	Criminal Investigation	3.36	Search and Seizure	3.50	Oral Communication	3.28	Defensive Tactics	2.84
12	Oral Communication	3.50	Courts	3.29	Crime Prevention	3.45	Crime Prevention	3.23	Alcohol, Tobacco, Firearms Regulations	2.60
13	Juvenile Issues	3.46	Crime Prevention	3.24	Criminal Code	3.43	Functions of Agencies	3.20	Search and Seizure	2.49
14	Criminal Investigation	3.44	Narcotics and Drugs	3.23	Narcotics and Drugs	3.78	Criminal Investigation	3.19	Mental Health	2.46
15	Narcotics and Drugs	3.38	Juvenile Issues	3.11	Functions of Agencies	3.38	Defensive Tactics	3.16	Narcotics and Drugs	2.43
16	Mental Health	3.28	Mental Health	3.00	Mental Health	3.34	Juvenile Issues	3.15	Juvenile Issues	2.41
17	Functions of Agencies	3.25	Defensive Tactics	3.00	Juvenile Issues	3.33	Written Reports	3.04	Criminal Investigation	2.37
18	Defensive Tactics	3.16	Confessions, Interrogations, Interviews, Lineups	2.98	Criminal Investigation	3.28	Mental Health	2.97	Functions of Agencies	2.27
19	Confessions, Interrogations, Interviews, Lineups	3.16	Functions of Agencies	2.89	Confessions, Interrogations, Interviews, Lineups	3.08	Alcohol, Tobacco, Firearms Regulations	2.94	Confessions, Interrogations, Interviews, Lineups	2.22
20	Alcohol, Tobacco, Firearms Regulations	2.96	Alcohol, Tobacco, Firearms Regulations	2.74	Alcohol, Tobacco, Firearms Regulations	3.02	Confessions, Interrogations, Interviews, Lineups	2.80	Criminal Code	2.08

<sup>a</sup>Crime Prevention was not covered in the 1973-74 BCA course. Boxed topics indicate inconsistent rankings across samples. Consistency is defined as falling in the same third in at least three of the four samples.



TABLE 12.17  
 RECRUIT JOB PREPARATION RATINGS: AVERAGE FOR  
GRADUATE AND SUPERVISORY SAMPLES<sup>a</sup>

Rank	Topic	Average Rating
1	Firearms	4.10
2	First Aid	4.00
3	Traffic and Accidents	3.95
4	Techniques of Arrest	3.81
5	Public Relations	3.78
6	Patrol	3.67
7	<u>Search and Seizure</u>	3.55
-----		
8	Courts	3.48
9	Oral Communication	3.48
10	<u>Written Reports</u>	3.47
11	Criminal Code	3.42
12	Crime Prevention	3.40
13	Narcotics and Drugs <sup>b</sup>	3.34
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14	Criminal Investigation	3.33
15	Juvenile Issues	3.26
16	Defensive Tactics	3.21
17	Functions of Agencies	3.18
18	Mental Health	3.15
19	Confessions, Interrogations, Interviews, Lineups	3.01
20	Alcohol, Tobacco, Firearms Regulations	2.92

<sup>a</sup>Topics with broken underline do not have consistent ratings across the four samples. Consistency is defined as falling in the same third in at least three of the four samples.

<sup>b</sup>The average of the four samples places Narcotics and Drugs in the second third, but in three of the four samples it ranks in the last third (see Table 12.16).

of law enforcement personnel on recruit preparation in these two areas are therefore difficult to make.

With the exception of the two topics just mentioned, law enforcement personnel tend to agree on the relative levels of job preparation of new recruits. However, the contribution of the BCA training program to these levels of preparation has not been addressed. An inspection of the last column in Table 12.16 (sample of officers from exempt agencies) provides suggestions. In all cases one can see that the average rating for each topic is lower for untrained personnel than for the trained personnel. While readers might expect these results, it should be pointed out that for three of the five samples (graduates and exempt agencies) the ratings are evaluations of one-self, which could be subject to bias and overestimation of one's own abilities. It is encouraging that differences of trained and untrained personnel emerge despite the use of self-ratings. Overall the level of preparation seems higher for trained personnel.

Table 12.18 includes information that estimates the training contribution to job preparation in each area. The average rating of the untrained personnel is subtracted from the average rating of the trained personnel. The greater the difference, the greater the indication that training has helped job preparation. These data suggest that the training program has contributed most in the areas of Criminal Code and Search and Seizure, as well as Criminal Investigation, Narcotics and Drugs, Functions of Agencies, Juvenile Issues, and Confessions, Interrogations, Interviews and Lineups. Topics toward the bottom of the table appear to have had less effect on job preparation. In fact, the average rating for untrained personnel was slightly higher in one case--Oral Communication!

TABLE 12.18

## ESTIMATES OF TRAINING CONTRIBUTION TO JOB PREPARATION

Topic	Average Rating of Trained Personnel Minus Average Rating of Untrained Personnel
Criminal Code	1.34
Search and Seizure <sup>a</sup>	1.06
Criminal Investigation	.96
Narcotics and Drugs	.91
Functions of Agencies	.91
Juvenile Issues	.85
Confessions, Interrogations, Interviews, Lineups	.79
-----	
Techniques of Arrest	.73
Mental Health	.69
Courts	.61
Crime Prevention	.54 <sup>b</sup>
First Aid	.50
Traffic and Accidents	.45
-----	
Defensive Tactics	.37
Alcohol, Tobacco, Firearms Regulations Regulations	.32
Written Reports <sup>a</sup>	.30
Firearms	.26
Patrol	.25
Public Relations	.05
Oral Communication	- .06

<sup>a</sup>Scores could be somewhat misleading since the average for trained personnel is based on inconsistent ratings across the four samples.

<sup>b</sup>A specific topic of Crime Prevention was not offered in 1973-74. The difference between the graduates who had the topic (six-month follow-up) and the exempt officers is .80. Use of this figure would raise the contribution of training in the area considerably.

Estimates of training contribution provide different information from the simple preparation ratings. Generally, those topics in which recruits appear to do well (i.e., those at the top of Table 12.17) are not the topics in which trained personnel are substantially better prepared than the untrained officers. Figure 12.3 combines the information on preparation level and training contribution to facilitate discussion.

The topics in Figure 12.3 fall into two sets. The first set includes those for which the relative training contribution is greater than or equal to the preparation rank; the second set includes those for which the training contribution is less than or equal to the preparation rating.<sup>1</sup>

Topics in the first set are ones which appear to benefit recruits most, regardless of their perceived level of preparation. Even for those areas in which perceived preparation is relatively low, trained personnel appear to be considerably more prepared than the untrained officers (i.e., training contribution is high or medium). Topics in this set are:

- Search and Seizure
- Criminal Code
- Juvenile Issues
- Confessions
- Criminal Investigation
- Narcotics and Drugs
- Functions of Agencies
- Mental Health

It is interesting that these topics are largely informational rather than technical skills. The concept of preparation corresponds to the

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<sup>1</sup>Square I is included with the greater than or equal to group; Square IX with the less than or equal to group; and Square V is eliminated from the discussion given its average rank on both dimensions.

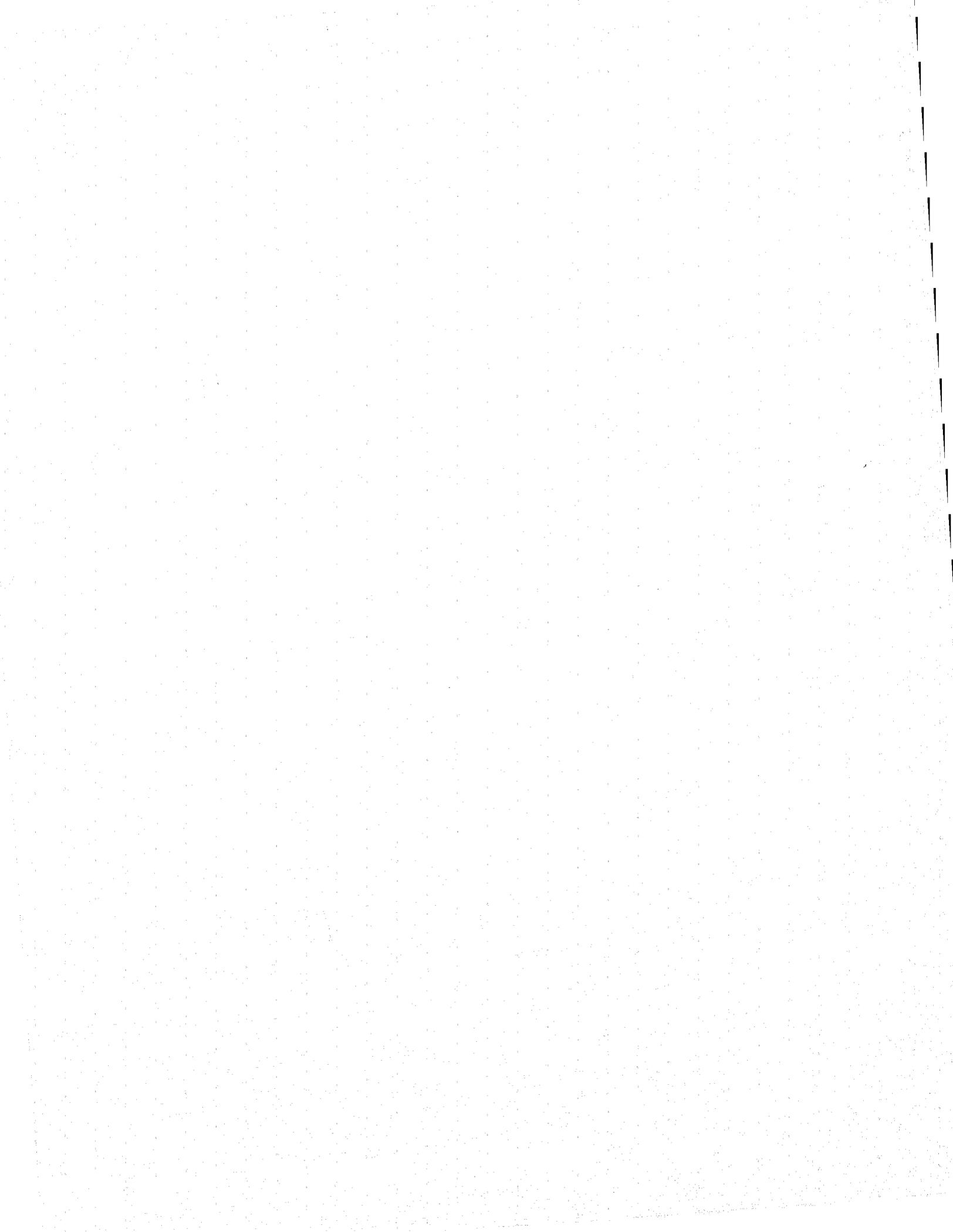
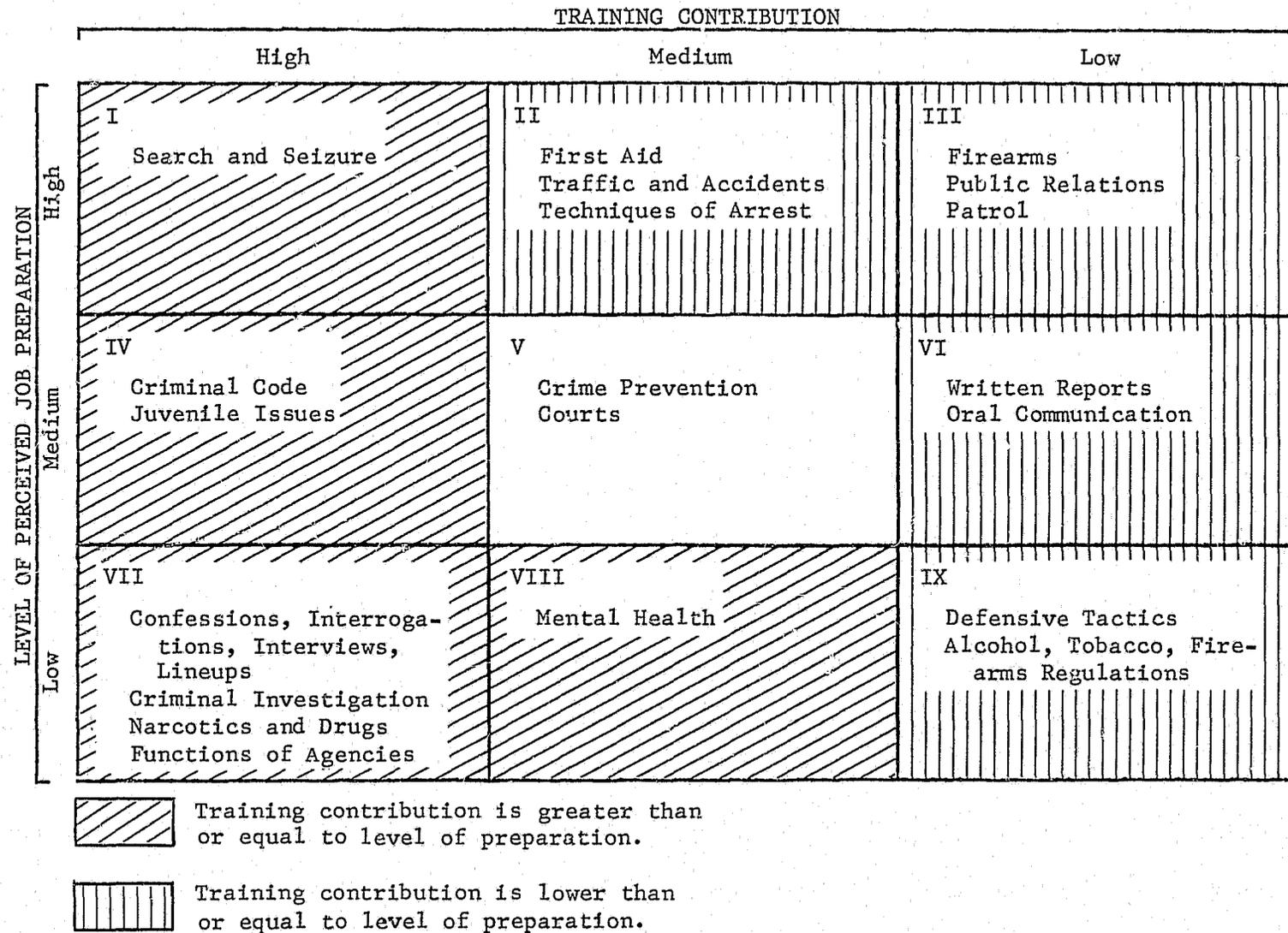


FIGURE 12.3

SUMMARY OF LEVEL OF JOB PREPARATION AND TRAINING CONTRIBUTION



acquisition of information (does a recruit know what to do). Trained officers appear to have more information and thus are better prepared than their untrained counterparts. More information or higher levels of preparation might be desirable in these areas, especially those in Squares VII and VIII of Figure 12.3, but current training still does contribute to preparation.

Administrators desiring to improve knowledge acquisition in these topics can refer back to Table 12.8 for suggestions. This table summarizes the course evaluation by recruits and indicates the rank of each topic on each aspect evaluated. For example, if one wants to increase the preparation in the area of Narcotics and Drugs, Table 12.8 suggests that overall instruction is good but that more time might be needed. On the other hand, increasing levels of preparation in the area of Confessions, Interrogations, Interviews and Lineups might require attention to all instructional aspects.

Training contribution in the second set of topics is less apparent. Estimated training contribution is low or lower than the level of preparation. Topics in this set are:

- First Aid
- Traffic and Accidents
- Patrol Procedures
- Arrest
- Firearms
- Public Relations
- Written Reports
- Oral Communication
- Defensive Tactics
- Alcohol, Tobacco, Firearms Regulations

These course areas include more technical skills or practice than do those in the first set. With the possible exception of Traffic and Accidents;

and Alcohol, Tobacco, and Firearms Regulations, training in these areas is less directed toward relaying information and more directed toward explaining procedures and to actual practice. The better perceived preparation of trained officers over untrained officers is relatively less for these more skills-oriented topics. These results suggest that much preparation is obtained through on-the-job practice and that the BCA curriculum is less adequate in preparing recruits in the more skills-oriented procedural topics. These conclusions suggest the importance of investigating perceptions of recruit performance as well as recruit preparation.<sup>1</sup>

#### JOB PERFORMANCE RATINGS

Graduates and Supervisors rated their (or their recruits') job performance on a scale of one to five (1 = poor performance, 3 = average performance, 5 = very good performance). Mean ratings are rank ordered (i.e., listed from highest to lowest) for each sample in Table 12.19. The average ratings across the four samples are rank ordered in Table 12.20.

Inspection of Tables 12.19 and 12.20 indicates that there is general agreement on the relatively high performance ratings for Public Relations, Traffic and Accidents, Firearms, First Aid, Patrol, and Arrest. On the other hand, there is general agreement on the relatively low ratings for Criminal Investigation; Juvenile Issues; Mental Health; Defensive Tactics; Confessions, Interrogations, Interviews and Lineups; and Alcohol, Tobacco, Firearms Regulations. Ratings for three topics are inconsistent. Oral

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<sup>1</sup>It is possible that the more skills-oriented topics are more identified with an image of a peace officer and hence that ratings by law enforcement personnel tend to inflate preparation and performance ratings in these areas. If this is the case then perhaps the real difference between trained and untrained personnel might be greater and hence actual training contribution would be greater. This is a possibility that cannot be assessed from available data.

TABLE 12.19  
RECRUIT JOB PERFORMANCE RATINGS<sup>a</sup>

Rank	SIX-MONTH FOLLOW-UP SAMPLE		THREE-YEAR GRADUATE SAMPLE		SUPERVISORY I SAMPLE		SUPERVISORY II SAMPLE		EXEMPT AGENCY SAMPLE	
	Topic	Mean	Topic	Mean	Topic	Mean	Topic	Mean	Topic	Mean
1	Public Relations	4.28	Public Relations	4.11	Public Relations	4.03	Traffic and Accidents	3.87	Public Relations	3.86
2	Firearms	3.98	Firearms	3.89	Traffic and Accidents	4.01	Firearms	3.73	Firearms	3.72
3	Traffic and Accidents	3.98	Patrol	3.87	<u>Oral Communication</u>	<u>3.94</u>	First Aid	3.72	First Aid	3.60
4	<u>Oral Communication</u>	<u>3.94</u>	Traffic and Accidents	3.83	Techniques of Arrest	3.91	Public Relations	3.60	Oral Communication	3.58
5	Patrol	3.92	Techniques of Arrest	3.82	First Aid	3.91	Techniques of Arrest	3.57	Patrol	3.51
6	First Aid	3.85	First Aid	3.78	Patrol	3.84	Patrol	3.48	Traffic and Accidents	3.49
7	Crime Prevention	3.76	<u>Written Reports</u>	<u>3.71</u>	Firearms	3.82	Courts	3.44	Techniques of Arrest	3.20
8	Techniques of Arrest	3.73	<u>Oral Communication</u>	<u>3.70</u>	<u>Written Reports</u>	<u>3.78</u>	<u>Oral Communication</u>	<u>3.34</u>	Written Reports	3.17
9	<u>Written Reports</u>	<u>3.73</u>	Courts	3.64	Courts	3.72	Search and Seizure	3.34	Courts	3.17
10	Search and Seizure	3.59	Crime Prevention	3.57	Crime Prevention	3.64	Narcotics and Drugs	3.34	Defensive Tactics	3.11
11	Courts	3.59	Search and Seizure	3.47	Search and Seizure	3.55	Crime Prevention	3.23	Crime Prevention	2.97
12	Narcotics and Drugs	3.46	Criminal Investigation	3.41	Defensive Tactics	3.53	<u>Functions of Agencies</u>	<u>3.22</u>	Alcohol, Tobacco, Fire- arms Regulations	2.74
13	Criminal Code	3.45	Narcotics and Drugs	3.39	<u>Functions of Agencies</u>	<u>3.50</u>	Criminal Code	3.21	Criminal Investigation	2.57
14	Criminal Investigation	3.44	Criminal Code	3.33	Criminal Code	3.49	Juvenile Issues	3.20	Juvenile Issues	2.56
15	Mental Health	3.39	Juvenile Issues	3.27	Mental Health	3.46	Defensive Tactics	3.20	Mental Health	2.51
16	Juvenile Issues	3.36	Confessions, Interrogations, Interviews, Lineups	3.19	Narcotics and Drugs	3.40	Criminal Investigation	3.13	Search and Seizure	2.50
17	Confessions, Interrogations, Interviews, Lineups	3.27	Mental Health	3.17	Juvenile Issues	3.40	<u>Written Reports</u>	<u>3.10</u>	Narcotics and Drugs	2.49
18	Defensive Tactics	3.26	Defensive Tactics	3.15	Criminal Investigation	3.37	Mental Health	3.04	Functions of Agencies	2.44
19	<u>Functions of Agencies</u>	<u>3.23</u>	<u>Functions of Agencies</u>	<u>3.00</u>	Alcohol, Tobacco, Fire- arms Regulations	3.24	Alcohol, Tobacco, Fire- arms Regulations	3.95	Confessions, Interrogations, Interviews, Lineups	2.43
20	Alcohol, Tobacco, Fire- arms Regulations	2.96	Alcohol, Tobacco, Fire- arms Regulations	2.89	Confessions, Interrogations, Interviews, Lineups	3.16	Confessions, Interrogations, Interviews, Lineups	2.82	Criminal Code	2.08

<sup>a</sup>Crime Prevention was not covered in the 1973-74 BCA course. Boxed topics indicate inconsistent rankings across the samples. Consistency is defined as falling in the same third in at least three of the four samples.

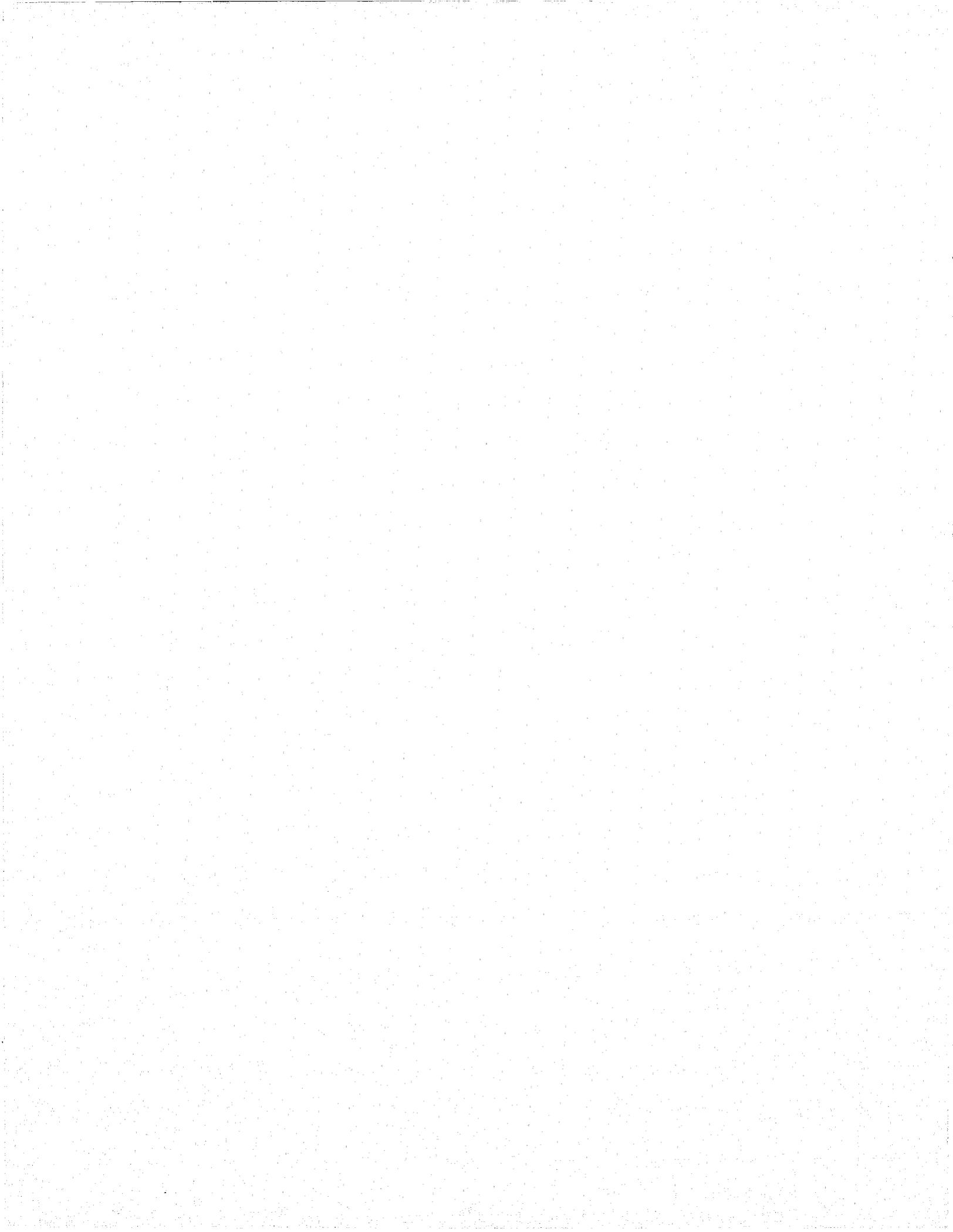


TABLE 12.20  
 RECRUIT JOB PERFORMANCE RATINGS: AVERAGE FOR  
GRADUATE AND SUPERVISORY SAMPLES<sup>a</sup>

<u>Rank</u>	<u>Topic</u>	<u>Average Rating</u>
1	Public Relations	4.01
2	Traffic and Accidents	3.92
3	Firearms	3.86
4	First Aid	3.82
5	Patrol	3.78
6	Techniques of Arrest	3.76
7	<u>Oral Communication</u>	3.73
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8	Courts	3.60
9	<u>Written Reports</u>	3.59
10	Crime Prevention	3.55
11	Search and Seizure	3.49
12	Narcotics and Drugs	3.40
13	Criminal Code	3.37
-----		
14	Criminal Investigation	3.34
15	Juvenile Issues	3.31
16	Defensive Tactics	3.29
17	Mental Health	3.27
18	<u>Functions of Agencies</u>	3.24
19	Confessions, Interrogations, Interviews, Lineups	3.11
20	Alcohol, Tobacco, Firearms Regulations	3.01

<sup>a</sup> Topics with broken underline have inconsistent ratings across the four samples. Consistency is defined as falling in the same third in at least three of the four samples.

Communication falls in the top third in two samples, and in the second third for the two other samples. Functions of Agencies falls in the bottom third for the two graduate samples and in the second third for the supervisory samples. Finally, ratings for performance in the area of Written Reports are quite inconsistent across the samples.<sup>1</sup> Statements on perceptions of law enforcement personnel on recruits' performance in these three areas are, therefore, difficult to make.

The question of the contribution of the training program to the levels of perceived performance just discussed needs to be addressed. Inspection of the last column in Table 12.19 indicates that the perceived levels of performance in each course area are lower for the untrained officers than they are for the samples of trained officers, as was the case with perceived levels of preparation. Table 12.21 includes the information that estimates the training contribution to job performance in each area. The difference between ratings for trained and untrained officers is greatest for Criminal Code, Search and Seizure, Functions of Agencies, Narcotics and Drugs, Criminal Investigation, Mental Health, and Juvenile Issues; hence, the conclusion is that the contribution of training to job performance is greatest in these areas. The topics at the bottom of Table 12.21 are ones in which the difference between ratings of trained and untrained personnel is lowest and hence training is inferred to make the least contribution.

The previous discussion of job preparation ratings provided a summary of the level of preparation and the training contribution. Figure 12.4 provides identical information except for job performance ratings. Again,

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<sup>1</sup>See footnotes to Tables 12.19 and 12.20 for criteria of judging consistency. By these criteria ratings for criminal code are inconsistent. However, this topic is not discussed as one with inconsistent ratings since all ranks are within the same two positions, on either side of the cutting point.

TABLE 12.21

ESTIMATES OF TRAINING CONTRIBUTION TO JOB PERFORMANCE

Topic	Average Rating of Trained Personnel Minus Average Rating of Untrained Personnel
Criminal Code	1.18
Search and Seizure	.99
Functions of Agencies	.96
Narcotics and Drugs	.91
Criminal Investigation	.77
Mental Health	.77
Juvenile Issues	.75
Confessions, Interrogations, Interviews, Lineups	.68
Crime Prevention	.58 <sup>a</sup>
Techniques of Arrest	.56
Courts	.43
Traffic and Accidents	.43
Written Reports <sup>b</sup>	.42
Patrol	.27
Alcohol, Tobacco, Firearms Regulations	.27
First Aid	.22
Defensive Tactics	.18
Oral Communication <sup>b</sup>	.15
Public Relations	.15
Firearms	.14

<sup>a</sup> A specific topic of Crime Prevention was not offered in 1973-74. The difference between the graduates who had the topic (six-month follow-up) and the exempt officers is .79. Use of this figure would raise the contribution of training in the area considerably.

<sup>b</sup> Scores could be somewhat misleading since the average for trained personnel is based on inconsistent ratings across the four samples.

topics can be divided in two sets from this figure--those for which the relative training contribution is greater than or equal to the preparation rank; and those for which the training contribution is less than or equal to the preparation rating.<sup>1</sup>

Although the location of topics in a particular square differs somewhat between Figures 12.3 and 12.4, topics in the two sets are almost identical. Topics included in the first set are those which appear to benefit recruits most, regardless of perceived level of performance. These topics are:

- Search and Seizure
- Narcotics and Drugs
- Criminal Code
- Criminal Investigation
- Juvenile Issues
- Mental Health
- Functions of Agencies
- Confessions, Interrogations,  
Interviews and Lineups

This list is identical to that for job preparation ratings.

Training contribution in the second set of topics is less apparent. Topics in this set in which training contribution appears to be low or lower than the level of performance are:

- Public Relations
- Traffic and Accidents
- Arrest
- Firearms
- First Aid

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<sup>1</sup> Square I is included with the greater than or equal to group; Square IX with the less than or equal to group; and Square V is eliminated from the discussion given its average rank on both dimensions.

Patrol  
Oral Communication  
Defensive Tactics  
Alcohol, Tobacco, Firearms Regulations

The only difference in this list from the one for preparation is that Written Reports does not appear here. It now appears in the center square (V) for which performance and training contribution are both medium.

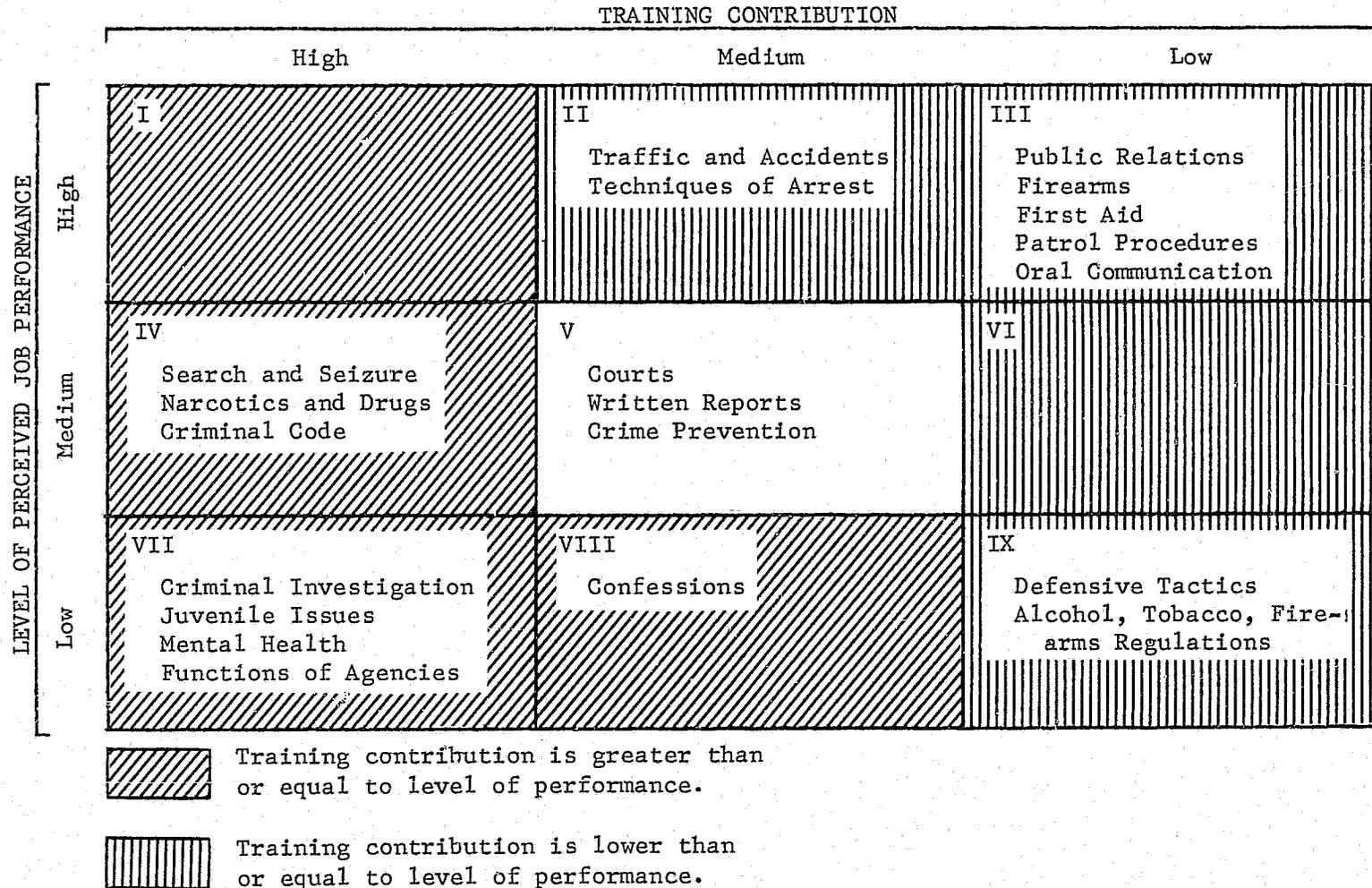
Training contribution to job performance seems to be greatest in the same areas it was for job preparation, that is in topics which are largely informational rather than skills-oriented. Again, for those topics that require more procedural information and skills practice, the difference between the trained and untrained personnel is not so great and hence inferred training contribution is less. One should not infer that training cannot contribute more in these areas but only that the current BCA program appears to contribute less. Given the similarity of findings in this section to the last, the utility of Table 12.8 will not be repeated. Suggestions for improvement in training areas can be gained from Table 12.8 as was explained in the last section.

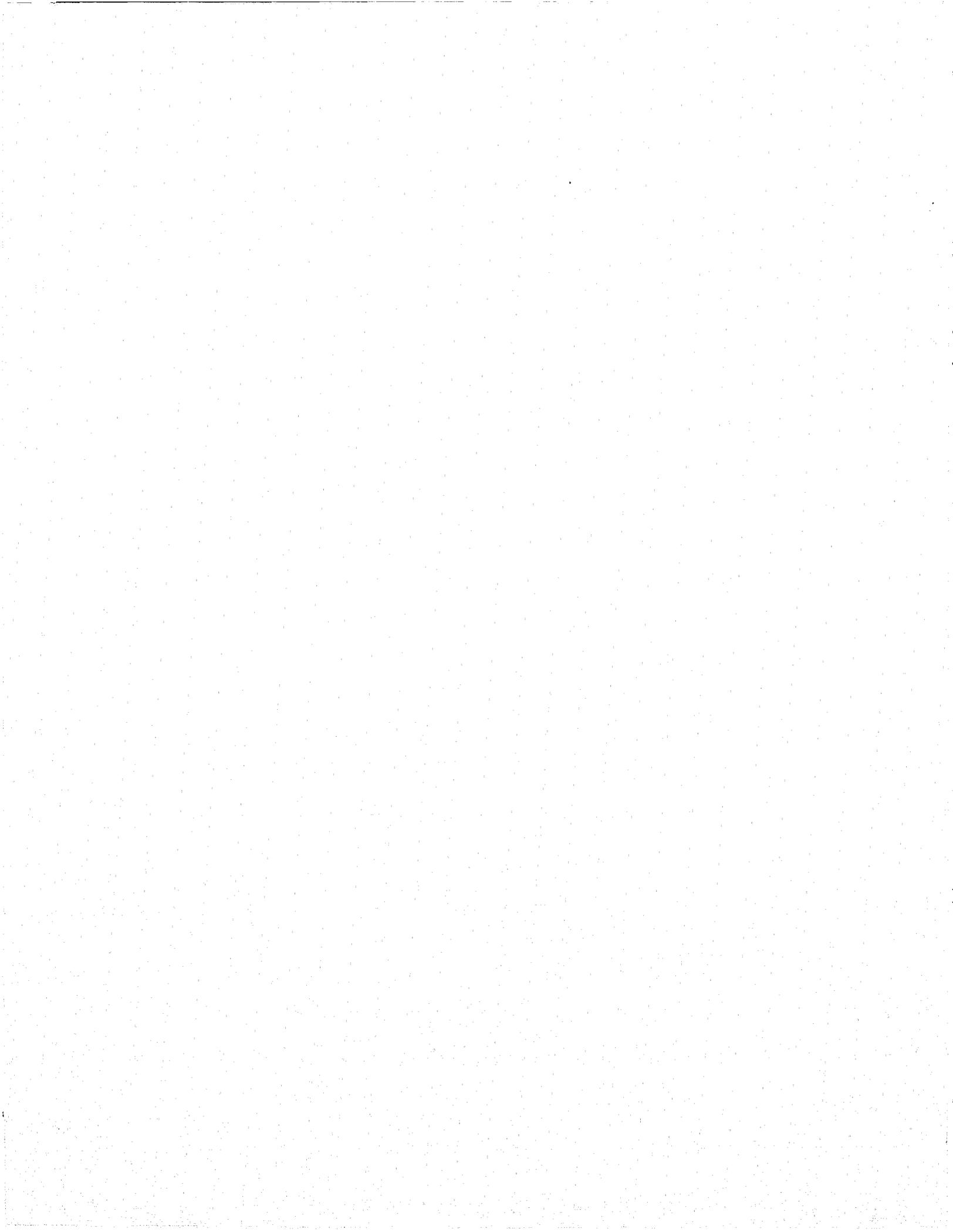
#### COMPARISON OF JOB PREPARATION AND JOB PERFORMANCE RATINGS

The concepts of job preparation and job performance were made distinct in order to discover whether the training program contributes more to the acquisition of information (preparation, i.e., knowing what to do) or to the exercise of particular skills (performance). Ratings of preparation and performance are very similar for each topic, but a few differences can be noted (use Tables 12.17 and 12.20 for this comparison). The few differences that emerge can perhaps be explained by respondents' difficulty in distinguishing the two concepts.

FIGURE 12.4

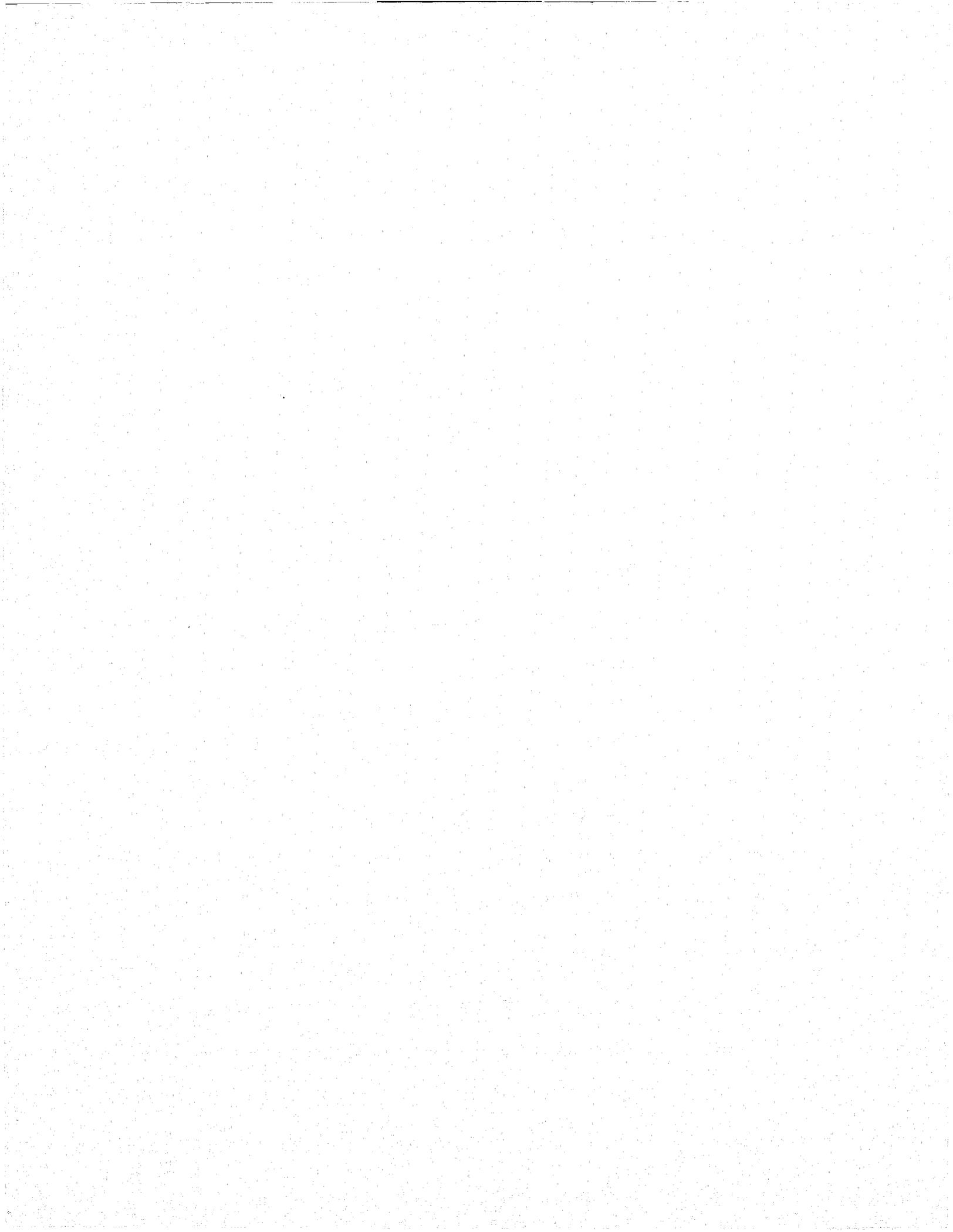
SUMMARY OF LEVEL OF JOB PERFORMANCE AND TRAINING CONTRIBUTION





**CONTINUED**

**4 OF 7**



Two topics have considerably higher ratings for performance than for preparation--Public Relations and Oral Communication. Law enforcement personnel perceive that officers perform relatively well in these areas, but the lower preparation rating suggests that they do not feel that the training program has contributed much. These findings are consistent with the generally low evaluations of these topics provided by recruits (see earlier section of this chapter) and with the estimation of low training contribution made in the last section. In summary, higher levels of performance obtained despite training.

Two topics have considerably higher ratings for preparation than for performance--First Aid and Firearms. These findings suggest the need for more practice in these areas. Since these two course areas receive the most hours of skills practice already, additional training on the job, rather than in the basic program, might be most appropriate. However, the recruit course evaluation did indicate that trainees desire more time for Firearms (see Table 12.3).

In addition to these minor differences, a notable pattern emerged in the previous two sections. Topics were categorized by the extent of inferred training contribution. Those topics for which training appeared to contribute most were course areas that focus on disseminating information (e.g., Criminal Code, Functions of Agencies, etc.); training appeared to contribute less in areas in which skills are more important. Such results confirm the general lack of skills practice in the BCA curriculum and the less adequate training in these areas. It is interesting that many of the topics with a low estimated training contribution are ones for which recruits desired more involvement and practice (see Table 12.7).

## TASKS FOR WHICH RECRUITS ARE NOT PREPARED

The two samples of graduates and the two samples of supervisors were asked to list any tasks they have been assigned (or have assigned) for which they (or their recruits) have been inadequately prepared. Two lists were compiled for each sample. The first list consisted of tasks that directly correspond to one of the 20 course areas in the BCA curriculum. The second list consisted of tasks not covered in the BCA course.

The first list is not reported here since the previous section contains ratings of recruits in the 20 course areas. What is of most value from this open-ended question is suggestions of areas that are excluded from the BCA curriculum. Table 12.22 lists the tasks mentioned as ones for which recruits are not prepared. The number of times a task was mentioned in each sample is indicated as well as the total for all four samples. Some of these topics may be mentioned in the BCA curriculum, but none is a major topic in the course.

Defensive/Pursuit Driving was the most frequently mentioned activity. This topic is offered in other Minnesota Programs as well as in basic programs in other states (see Chapter XI). However, the BCA has not had the facilities to include driving training and interested officers have had to obtain such training at St. Cloud State University (see Chapter II).

The next three tasks are ones performed primarily in sheriff's offices. Serving papers is conducted by sheriffs and jail experience is a sheriff rather than police duty. A few respondents listed "sheriffs' tasks" without specifying particular activities. These suggestions indicate that training is not available to sheriff deputies that may be necessary for

TABLE 12.22

TASKS FOR WHICH RECRUITS ARE NOT PREPARED:

TOPICS EXCLUDED FROM THE BCA CURRICULUM

Tasks	NUMBER OF TIMES MENTIONED				Total
	Six-Month Follow-up Sample	Three-Year Graduate Sample	Super- visory I Sample	Super- visory II Sample	
Defensive/Pursuit Driving	10	5	1	1	17
Serving Papers	2	1	2	9	14
Jail Experience	3	0	4	6	13
Sheriffs' Tasks	1	2	1	3	7
Surveillance/Stakeouts/ Barricaded Suspects	4	0	1	0	5
Small Town Problems	2	0	1	0	3
Stress Situations	1	1	1	0	3
Riot, Crowd Control	1	0	1	1	3
Radar Assignments	2	1	0	0	3
Security Guard Work	1	2	0	0	3
Inter-Departmental Relations	2	0	0	0	2
Boat and Water Safety	2	0	0	0	2
Firefighting	1	1	0	0	2
Animal Control	0	2	0	0	2
Teaching/Speaking to Public Groups	0	2	0	0	2
Sexual Assaults	1	0	0	0	1
Severe Storm Watch	0	0	1	0	1
Breathalyzer	0	0	1	0	1
Administration and Management	0	1	0	0	1
Care of Equipment	0	1	0	0	1

their jobs.<sup>1</sup>

The remaining tasks are mentioned by only a few respondents. However, perusal of this list may suggest to program administrators areas that could be added or embellished in the BCA curriculum.

In summary, the list of activities for which recruits are not prepared suggests the need for driving training as well as hours available to sheriff deputies for training in activities limited to sheriff offices.

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<sup>1</sup>Two grants funded through the Crime Control Planning Board aim to provide supplementary training for sheriff deputies. Jailer/Dispatch training has been offered as part of a grant to Region 10. Funding for a statewide Jail Technical Assistance Unit is anticipated through a federal discretionary grant from LEAA. Approximately one-half of the \$130,000 LEAA funds are earmarked for Jailer Training at six regional centers.

## EVALUATION OF VO-TECH LAW ENFORCEMENT PROGRAMS

Data gathered on the BCA curriculum provide information on particular course areas. Such detailed information has not been collected on the vo-tech and college programs, but some analyses are possible to provide general assessments of the curricula, particularly as they relate to job preparation and performance.

Chapter XI described the content of the vo-tech programs. Since Hibbing had not yet had graduates that could be included in the samples analyzed,<sup>1</sup> the Alexandria program is the only one relevant for this discussion. The vo-tech law enforcement program covers the same topics as the BCA, though with more hours per topic. In addition, attention is given to some areas excluded by the BCA and additional emphasis is given to topics such as Report Writing and Public Relations (see Table 11.3 of Chapter XI).

Two questions specifically on the vo-tech programs were asked in the two graduate and two supervisory surveys. The first question asked for opinions on the extent to which the vo-tech law enforcement training had contributed to recruit job preparation and performance. Responses reported in Table 12.23 indicate strong agreement that the training is beneficial. A small percentage of the supervisors were uncertain (15% in each case) and a few respondents felt that the vo-tech program did not contribute, but the vast majority find that it contributes somewhat or a great deal.

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<sup>1</sup>Hibbing's first law enforcement class graduated in 1977.

TABLE 12.23  
PERCEPTIONS OF CONTRIBUTION OF VO-TECH LAW ENFORCEMENT TRAINING TO RECRUIT JOB  
PREPARATION AND PERFORMANCE

QUESTION	S A M P L E								Group Average Percent
	Six-Month Follow-up <sup>a</sup>		Three- Year Graduate		Super- visory I <sup>b</sup>		Super- visory II <sup>b</sup>		
	Per- cent	N	Per- cent	N	Per- cent	N	Per- cent	N	
"If you (or your recruits) have attended a vo-tech law enforcement program, do you feel that this education has contributed to your (their) job preparation and performance?"									
Has contributed a great deal	4	67%	19	86%	13	50%	20	36%	60%
Has contributed somewhat	0	-	3	14	8	31	22	40	22
Not sure	2	33	0	-	4	15	8	15	16
Has not contributed	0	-	0	-	1	04	3	05	02
Has hindered	0	-	0	-	0	-	2	04	01
TOTAL:	6		22		26		55		

<sup>a</sup>This question was not included in the first mailing of follow-up questionnaires. Moreover, most vo-tech graduates of 1976-77 attended a special BCA class and hence are not included in the six-month follow-up sample. See Appendix A for a discussion of sample selection.

<sup>b</sup>The assessments for the first supervisory sample are on particular individuals; for the second supervisory sample on recent recruits in general.

Somewhat contradictory results were obtained from a second question which asked whether additional BCA training should be required of the vo-tech graduates. As Chapter III noted, the exemption of vo-tech graduates from further training requirements has been a goal sought by the vo-tech programs and by the agencies hiring these graduates. Although most law enforcement personnel responding find the vo-tech programs make a contribution, the majority feel that additional BCA training is at least somewhat necessary (see Table 12.24). This belief is particularly strong in the second supervisory sample.

TABLE 12.24

PERCEPTIONS OF NECESSITY OF ADDITIONAL BCA TRAINING  
FOR VO-TECH GRADUATES

QUESTION	S A M P L E								Group Average Percent
	Six-Month Follow-Up		Three- Year Graduates		Super- visory I <sup>b</sup>		Super- visory II <sup>b</sup>		
	N	Per- cent	N	Per- cent	N	Per- cent	N	Per- cent	
"If you (or your recruits) have had vo-tech law enforcement education, do you feel that additional BCA training is necessary or helpful?"									
Very necessary	2	40%	6	27%	8	32%	27	50%	37%
Somewhat necessary	1	20	7	32	6	24	12	22	25
Uncertain	1	20	3	14	3	12	6	11	14
Probably not necessary	1	20	6	27	4	16	6	11	19
Definitely not necessary	0	-	0	-	4	16	3	06	06
TOTAL:	5		22		25		54		

<sup>a</sup>This question was not included in the first mailing of follow-up questionnaires. Moreover, most vo-tech graduates of 1976-77 attended a special BCA class and hence are not included in the six-month follow-up sample. See Appendix A for a discussion of sample selection.

<sup>b</sup>The assessments for the first supervisory sample are on particular individuals; for the second supervisory sample on recent recruits in general.

Additional evidence on the contribution of the vo-tech programs can be gained by comparing the perceived levels of preparation and performance in the 20 course areas discussed in previous sections to perceptions of preparation and performance of other recruits. Average ratings of four groups were compared. The groups are: 1) those with high school education only; 2) those with a vo-tech law enforcement degree; 3) those with some college education; and 4) those with a college degree. Results reported in Table 12.25 are merely suggestive since only one sample is used and since the size of the vo-tech group is small for statistical tests.<sup>1</sup> It is also not possible

<sup>1</sup>Analyses of the six-month follow-up, second supervisory and three-year graduate samples are not reported because the total sample size and thus group sizes are even smaller. Moreover, the six-month follow-up sample did not include Alexandria graduates. A t-test was used to test for differences between groups; a .10 level of significance was used. The total sample size is 127, with 34 high school only, 43 some college, 36 college degree, and 14 vo-tech recruits evaluated.

to control for the possibility that supervisors rate vo-tech and/or college graduates in a certain way because of expectations rather than actual job performance. In other words a "halo effect" could surround these recruits and account for differences found.

In five curriculum areas supervisors perceive that the job preparation of Alexandria vo-tech graduates is significantly better than all other recruits--Juvenile Issues; Criminal Investigation; Confessions, Interrogations, Interviews and Lineups; Alcohol, Tobacco and Firearms Regulations; and Narcotics and Drugs. In two additional areas the supervisory ratings for vo-tech graduates are not significantly higher than those of college-educated recruits,<sup>1</sup> but are significantly higher than those of recruits with neither a vo-tech or college education. These course areas are Search and Seizure and Mental Health.

The areas in which vo-tech graduates perform better tend also to be ones in which BCA graduates as a group compared favorably to the sample of untrained personnel (see Tables 12.18 and 12.21). The implication is that job preparation in these areas is a real function of the amount of time of training in the area. Those with some training perform better in these areas than recruits with no training, and those with more training (Alexandria

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<sup>1</sup> See next section for the discussion of the college group.



TABLE 12.25		
COMPARISON OF SUPERVISORS' PERCEPTIONS OF JOB PREPARATION AND PERFORMANCE OF VO-TECH GRADUATES AND OTHER RECRUITS <sup>a</sup>		
COURSE AREAS IN WHICH VO-TECH GRADUATES RATE HIGHER THAN ALL OTHERS	COURSE AREAS IN WHICH VO-TECH GRADUATES RATE HIGHER THAN RECRUITS WITH NO COLLEGE <sup>b</sup>	COURSE AREAS IN WHICH VO-TECH GRADUATES RATE NO HIGHER THAN OTHER RECRUITS <sup>c</sup>
Juvenile Issues Criminal Investigation Confessions, Interrogations, Interviews, Lineups Alcohol, Tobacco, Firearms Regulations Narcotics and Drugs	Search and Seizure Mental Health	First Aid Firearms Patrol Defensive Tactics Written Reports Techniques of Arrest Traffic and Accidents Public Relations Crime Prevention Functions of Agencies Courts Oral Communication Criminal Code
N = 5	N = 2	N = 13
<p><sup>a</sup>All ratings with significant differences are preparation rather than performance ratings. A .10 level of significance is used to determine if groups differ.</p> <p><sup>b</sup>In these areas the vo-tech students are not rated significantly higher than either some college or college degree groups.</p> <p><sup>c</sup>Vo-tech graduates rate significantly <u>lower</u> than college-educated recruits in Oral Communication performance.</p>		

graduates) perform better than those with less.<sup>1</sup> It is noteworthy that the areas of better preparation listed in Table 12.25 are largely informational (Criminal Investigation is in part an exception) and that the two years of specialized training does not appear to affect ratings in the more skills-oriented topics. Again the limitations of the data dictate that these results be read as suggestive and not conclusive.

In summary, law enforcement personnel perceive that vo-tech training is beneficial, although most believe that additional BCA training is helpful. Supervisors rate the job performance of vo-tech graduates significantly higher than other recruits in a few areas. Additional training time in these areas (listed in Table 12.25) may well have payoffs.

#### EVALUATION OF THE CONTRIBUTION OF COLLEGE EDUCATION

The contribution of college education to recruit job preparation and performance is more difficult to assess. First, the assumed advantage of a college background is provision of abstract qualities rather than specific skills. Unlike the vo-tech programs the primary goal of the college and university law enforcement programs has not been to train potential officers in particular skills. Some argue that the police role involves complexity,

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<sup>1</sup>Results of higher ratings in some areas for Alexandria and college graduates raised the possibility that the estimates of BCA training contribution in previous sections were biased by the inclusion of Alexandria and college graduates in the BCA sample. What appeared to be the training contribution of the BCA program might have been the contribution of vo-tech and college education for part of the samples. Using the supervisory ratings reported in this section all of the analyses estimating BCA training contribution were replicated comparing the untrained personnel to the recruits with no vo-tech or college degree (i.e., BCA training only). It is possible that the BCA contribution in the areas of Search and Seizure and in Criminal Investigation is somewhat exaggerated. However, these topics would still rank in the top third for training contribution estimates; therefore, no conclusions would change.

discretion and role conflict, and that higher education can contribute to dealing with such situations.<sup>1</sup> Such attributes are difficult to measure and are not ones addressed in this study.

A second problem in evaluating the college curricula is that respondents differ in the types of college education received. They are not products of a uniform program, like the Alexandria one, and therefore one would expect considerable variation in the abilities of the graduates. Chapter XI noted that the course content differs considerably from program to program, and of course instruction could vary considerably from program to program.<sup>2</sup>

In summary, the survey questions probe the direct contribution of college education to job preparation and performance, but since college education might have more indirect effects and since graduates of different college programs could be quite different, readers should not expect results to indicate any dramatic contribution.

Table 12.26 provides the responses of the graduate and supervisory samples to a question on the general contribution of college education to job preparation and performance. The majority of each sample believe that a college background does contribute at least somewhat, but a larger percentage are uncertain or do not perceive a contribution than was the case for the vo-tech respondents.

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<sup>1</sup>U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, Police Educational Characteristics and Curricula, Washington, D.C., 1975.

<sup>2</sup>In addition analysts cannot be certain that the college degree is in law enforcement or criminal justice. Questionnaires asked for type and years of education and degree obtained, but information on a law enforcement concentration was not coded. Therefore, some recruits with a college education in a non-criminal justice area are probably included in this group.

The preparation and performance ratings of college students were compared to those of other recruits. In only one instance did the college students excel. The average performance ratings of both the college degree and some college groups were significantly higher than the average ratings of the vo-tech group in the area of Oral Communication. Otherwise, supervisors did not rate the preparation or performance of college-educated recruits significantly better than the vo-tech or high school only groups.<sup>1</sup>

Evaluation of college curricula is hampered by the lack of clearly defined goals. If the goal of college and university programs is to develop qualities that can help an individual deal more effectively in a complex police role, then such goals should be defined and efforts to measure attainment of such goals should be pursued. Such efforts have been beyond the scope of this evaluation.

On the other hand, if the purpose of college curricula is to teach prospective peace officers substantive information on law enforcement and criminal justice then learning objectives can be set and students can be evaluated by whether they attain these objectives. Recent efforts by community college personnel and the former MPOTB to arrive at learning objectives (see Chapter IV) implicitly assumes that the major function of these programs is to teach substantive law enforcement information.

The integration of college programs into the training delivery system (see Chapters IV and V) probably means that these programs will educate more

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<sup>1</sup>The college group was divided into those with degrees and those with some college but no degree. It was assumed that some college education not directed toward a degree would have little expected impact on preparation and performance. In one case, Crime Prevention Performance, the some college group rated significantly lower than the high school only group.

of Minnesota's peace officers. The establishment of learning objectives for these programs means that in part the purpose of the curricula will be defined in terms of teaching certain law enforcement information and/or skills. It should be noted, however, that the underlying assumption of past recommendations for higher education for peace officers is that college education develops more abstract attributes that contribute to the performance of police tasks. To ignore this potential contribution is to make the college programs into extended training programs where students simply learn more information and skills.

TABLE 12.26  
 PERCEPTIONS OF CONTRIBUTION OF COLLEGE EDUCATION TO RECRUIT  
 JOB PREPARATION AND PERFORMANCE

QUESTION	S A M P L E								Group Average Percent
	Six-Month Follow-Up <sup>a</sup>		Three- Year Graduate		Super- visory I <sup>b</sup>		Super- visory II <sup>b</sup>		
	N	Per- cent	N	Per- cent	N	Per- cent	N	Per- cent	
Has contributed a great deal	12	35%	11	26%	19	20%	12	17%	25%
Has contributed somewhat	16	47	18	42	39	41	28	40	43
Not sure	2	06	5	12	29	31	15	21	18
Has not contributed	4	12	9	21	7	07	13	19	15
Has hindered	0	-	0	-	0	-	2	03	01
TOTAL:	34		43		94		70		

<sup>a</sup>This question was not included in the first mailing of follow-up questionnaires. Moreover, most vo-tech graduates of 1976-77 attended a special BCA class and hence are not included in the six-month follow-up sample. See Appendix A for a discussion of sample selection.

<sup>b</sup>The assessments for the first supervisory sample are on particular individuals; for the second supervisory sample on recent recruits in general.

## SUMMARY

This chapter has reported analyses of survey data relating to the evaluation of basic peace officer training curricula that affect Minnesota's recruits. Emphasis has been on the BCA 280-hour basic program. Some evidence has been reported on the vo-tech and college curricula since they are expected to serve more recruits given the 1977 legislative changes (see Chapter II).

Several types of opinions were gathered on the BCA basic curriculum. Most results indicate overall assessments of the program although a few analyses point to differential training needs for different types of agencies.

Conclusions on the general adequacy of the course followed from four types of data. First, 1976-77 recruits evaluated course topics on five dimensions--importance for job effectiveness, adequacy of time spent, quality of instruction, helpfulness of materials, and appropriateness of methods. Rankings of each aspect are discussed and a summary of rankings on five aspects of each topic is provided in Table 12.8.

Second, graduates and supervisors were asked to list most and least valuable topics in the curriculum for recruit job preparation and performance. Results generally were consistent both across samples and across the most and least valuable lists. Topics are categorized by perceived value in Table 12.15.

Third, more indirect assessments of the curriculum were obtained from job preparation and performance ratings in 20 course areas provided by graduates and supervisors. These ratings were compared to those of untrained

officers in exempt agencies to infer in which areas training has contributed the most. Conclusions from these analyses are summarized in Figures 12.3 and 12.4.

Finally, the graduates and supervisors were asked to list activities for which recruits are not prepared, particularly to indicate topics omitted from the curriculum. Suggestions are listed in Table 12.22.

In addition analyses were conducted to discover areas of differential training needs. Recruit perceptions of adequacy of time spent on topics were related to various agency characteristics such as size, location and type. Recruits from different types of agencies generally do not differ in their perceptions of adequacy of time but on some topics recruits do differ significantly. In addition comparisons of rankings of most and least valuable topics for different types of agencies suggest a few areas in which metro/outstate and sheriff/police officers differ in their perceptions of topic value. The discovery of differential perceptions of training needs can be used to suggest areas for basic course electives and/or in-service seminars to follow the basic course.

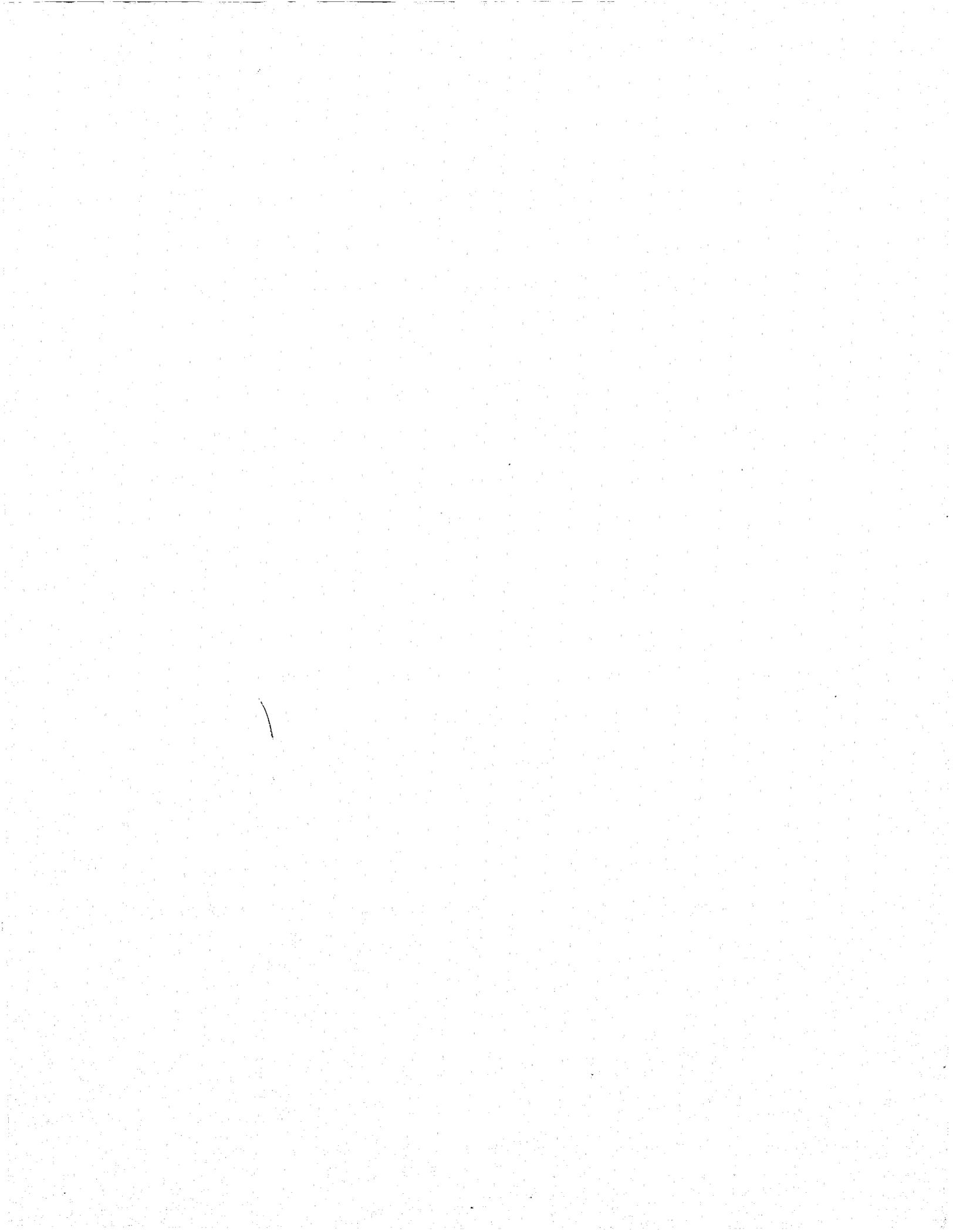
Evidence presented on the vo-tech and college curricula are very sketchy. Information available does suggest that the two types of programs are perceived by law enforcement personnel to be beneficial to job preparation and performance and that in particular curriculum areas graduates of the vo-tech program appear to be better prepared than other recruits. These areas are summarized in Table 12.25.

Chapter XIV will review these findings again and will summarize them in relation to evaluation results of Chapter XI (content) and Chapter XIII (job

analysis). Needs identified through the course evaluation will be presented in that chapter. Implications of results for the new skills course will be elaborated in Chapter XIV also.

CHAPTER XIII

JOB ANALYSIS  
OF THE MANDATORY BASIC TRAINING CURRICULUM



## INTRODUCTION

The determination of appropriate subject matter for peace officer training is one key aspect of this evaluation project. The job analysis portion of the study asks the sequence of questions, "What does the patrol officer do on the job?"; "How are these activities related to the basic training course?"; and "What are the discrepancies between topics presented in training and activities performed on the job?"

Ideally, the selection standards specify abilities, skills, and knowledge that recruits bring to their new job. The basic training course should then provide additional needed skills and knowledge which would be applied to job requirements as indicated in the job analysis.

The analysis of training and job activities conducted for this evaluation relates to the BCA basic course and three current job studies supported through the Crime Control Planning Board (formerly Governor's Commission on Crime Prevention and Control) using samples of peace officers trained through this course. The largest of these job studies was contracted through the Metropolitan Area Management Association (MAMA) to Arthur Young & Company. This job analysis involved field observation of patrol activities, post-shift interviews, and incident-oriented interviews in suburban police departments in the Metropolitan area surrounding Minneapolis and St. Paul. The second study, conducted by Springsted Incorporated for the Minnesota Valley Council of Governments (MVCOG), involves the initial data of their job analysis in police and sheriff's departments in south-central Minnesota. This initial data

collection effort for the MVCOG study consists of an analysis of job activities through sampling of patrolman and deputy-sheriff log sheets. The third source of job activity data was collected by staff of the Crime Control Planning Board (CCPB) in a sample of police and sheriff departments in northern Minnesota. These three sets of data provide a sample of activities that represents different geographical regions and departments of various sizes.

The content analysis of the BCA basic course utilized a classification of 20 general topics as listed in Chapter XI. A list of these general topics along with the more specific topics included within that classification and the number of hours devoted to these topics is presented in a subsequent discussion within this chapter (pages 333-335).

The relationship of a training topic to an on-the-job activity is seldom a direct one, but involves an analysis of the job activity into required information and skills in order to perform the task, and a specification of the portions of the training course that address the appropriate peace officer response to an activity. Approximations of the time spent in the training course to prepare peace officers for an activity were made by staff members of this study and verified by the BCA instructors.

The job analysis of the MAMA, MVCOG, and CCPB studies provides estimates of the frequency that an activity is performed in the field and differences in frequency as a function of large-small, rural-metro (suburban), and police-sheriff departments. The basic questions to be answered in the analyses include:

1. Does the BCA basic course provide job-related information for the activities performed by patrolmen?
2. Are there tasks performed for which little or no training is provided in the BCA basic course?

3. Is the frequency of activities in certain types of departments (rural-metro, large-small, police-sheriff) different to a degree that the training course should vary emphasis for recruits being trained for these kinds of departments?

In the MAMA study a panel of citizens rated the activities in terms of importance for police effectiveness. These judgements provide an additional dimension for the evaluation of topics included in the training course.

Another data collection procedure used in the job analysis for the MAMA study involved interviews with patrol officers to determine their experience with critical, emergency, or threatening situations. This procedure provides additional information which can be related to training course emphases.

#### DATA COLLECTION OF JOB ACTIVITIES

The job activity frequency data for this analysis have been gathered from three sources. The MVCOG study used officers' log sheets to collect information about the tasks officers perform on their job. The MAMA study utilized observations of patrol activities through an entire shift (ride-along observations) and interviews immediately following a duty shift to ascertain activities of that shift (post-shift interviews). The Crime Control Planning Board staff conducted similar post-shift interviews with officers in northern Minnesota sheriff and police departments to complement the strictly police suburban-metro data of the MAMA study. These data sources are represented graphically in Figure 13.1. This figure illustrates the variety of comparisons that can be made concerning activity frequency. For example, comparisons of sheriff departments and police departments through post-shift interview data can be made only through use of MAMA and CCPB information.

The interviews by MAMA and the Crime Control Planning Board were conducted immediately following completion of a shift of duty by each officer. Then,

while events of the previous shift were still fresh in the officer's memory, the interviewers extracted detailed accounts of all the activities each officer performed during that shift. The activities described in the interviews were then coded according to an extensive activity list (data on specific activities are included in Appendix D). These comparisons provide detailed estimates of patrol activity frequencies among northern sheriff, northern police, and metro police agencies.

FIGURE 13.1

JOB ANALYSIS

DATA SOURCES FOR ACTIVITY FREQUENCIES

<u>Job Study</u>	<u>Log Entries</u>	<u>Post-Shift Interviews</u>	<u>Ride-Along Observations</u>
MVCOG - Southern Minnesota	Police and Sheriff	-	-
MAMA - Metro-Suburban	-	Police	Police
GCPB - Northern Minnesota	-	Police and Sheriff	-

The MVCOG data were collected by examining officer log sheets. These data provide some comparative information about small city police departments and sheriffs offices. The data seem comparable to the interview data on noteworthy activities. That is, activities such as Service Calls or Traffic Stops would be expected to have been noted on a log sheet, even though some activities such as talking with citizens or searching of record files undoubtedly would be underrepresented. These data were tallied within general activity groupings, so that the specific activity frequencies cannot be compared to the MAMA or GCPB data. The usefulness of the MVCOG information is primarily in estimating whether the more complete MAMA data can be used to represent

the kinds of departments included in the MVCOG study.

#### SAMPLING CONSIDERATIONS

The MVCOG study utilized log sheets for all cooperating agencies sampled from the previous year's activity. The sample was drawn so that day of week, shift, and time of year were balanced within the sample. Eight police departments and four sheriff departments are included in this study.

The MAMA study involved a careful sampling plan for metro-suburban police departments. It included balanced representation of large and small departments in the inner and outer ring suburban areas. The sample was balanced in terms of day of the week and shift. The observations and interviews were conducted over the period of February to June of 1977.

The post-shift interviews of northern officers by the CCPB staff were done in May and June of 1977. Sheriffs' officers provided 15 interviews and police officers provided 23. The interviews were representative of all shifts and days of the week.

#### COMPARISONS OF ACTIVITY FREQUENCIES

Analysis of activity frequency data was done in three stages. The first analysis utilizes the post-shift interview data from the MAMA and CCPB studies. Therefore, this is a comparison of metro-suburban police officers to northern Minnesota police and sheriff personnel. Comparisons can suggest on which activities frequencies differ for metro/outstate (northern) officers or for police/sheriff officers.

The second analysis is based on the MVCOG log data. These data enable comparisons of large police departments, small police departments and sheriff

offices in southern Minnesota. A few general comparisons can be made to the other samples but analyses are limited because of non-comparable data.

The third analysis is based on the MAMA data derived from the post-shift interviews and ride-along observations. Comparisons within the metro suburban sample are made between large and small agencies and between inner ring and outer ring departments.

#### COMPARISON OF ACTIVITY FREQUENCIES FROM METRO AND NORTHERN SAMPLES

The task list used in this section was derived from the task list developed in the MAMA study and differs only slightly. Some modifications were made to evaluate better the job relatedness of BCA training and hopefully to derive training implications from the tasks officers actually perform. These modifications of the MAMA task list reflected the need to discriminate between activities for which training differed. For example, instead of classifying service calls to all serious crimes into one category, responses to burglaries were distinguished from calls for assaults. The rationale for the minor modifications was to derive a task list more closely corresponding to activities which differ in their training requirements.

This modified task list was used to recode the raw interview records of the MAMA study, which, when combined with the Crime Control Planning Board interviews, yielded comparable task frequency interview data. A random sample of the MAMA interviews yielded 47 interviews which were recoded according to the modified task list. This sample of 47 interviews is approximately one-half the total number of interviews conducted for the MAMA study. The CCPB interviews involved 23 northern police patrolmen and 15 deputy sheriffs.

Three tables provide activity information for the three samples. Table

13.1 presents the frequencies of performing activities per eight hour shift according to the 11 broad activity categories. Table D.1 provides activity information on all 80 specific activities. This table is provided in Appendix D for readers wanting to investigate the detailed information. Finally, Table 13.2 lists the activities from Table D.1 of the Appendix whose frequencies appear to differ sufficiently across the samples to suggest that training requirements in these areas might differ.<sup>1</sup>

Inspection of the three tables indicates that for most activities frequencies do not differ greatly across the three samples. The implication for the training program is that uniform training in most activities is probably appropriate.<sup>2</sup>

For some activities, however, differences emerged in the frequencies across the samples. These activities are reported in Table 13.2. The table indicates for which samples the activity frequency differed from the average. It is for these activities that different amounts of training time for recruits from different types of agencies may be appropriate.

Frequency differences were found for activities in the categories of Patrol, Service Calls, Preliminary Crime/Accident Investigation, and Enforcing Traffic Laws. For the Patrol activities it is generally the northern sheriff sample that performs the activities less frequently. The two exceptions are transporting or guarding prisoners and serving papers which are much more

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<sup>1</sup>The nature of the data available does not permit the calculation of a statistical test for a significant difference between samples. If an activity frequency is greater or lesser than  $.25 \pm$  the sample average, the activity is included in Table 13.2 as one whose frequency differs across the samples.

<sup>2</sup>This statement assumes, of course, that training time should be in part a function of activity frequency.

TABLE 13.1

## COMPARISON OF GROUPED ACTIVITIES

BY SUBURBAN POLICE AND NORTHERN POLICE AND SHERIFF AGENCIES<sup>a</sup>

ACTIVITY GROUP <sup>b</sup>	FREQUENCY <sup>c</sup>			AVERAGE
	North Sheriff	North Police	Metro Suburban Police	
I. <sup>d</sup>				
II. Routine Patrol	7.32	9.40	9.40	9.04
III. Responding to Service Calls	1.41	2.68	2.97	2.63
IV. Providing Emergency Service	.07	.22	.39	.28
V. Checking Out Suspicious Situations	.53	1.25	.80	.87
VI. Performing Arrests at Scene of Crime/Accident	.14	.39	.14	.21
VII. Preliminary Crime/Accident Investigation	1.67	.91	1.65	1.47
VIII. Follow-Up Crime/Accident Investigation	.75	.61	.49	.60
IX. Identifying Physical and Safety Hazards	.20	.39	.32	.32
X. Enforcing Traffic Laws	1.14	1.84	1.98	1.79
XI. Other Activities	1.42	.86	.63	.82
TOTALS:	14.65	18.35	18.77	18.03

<sup>a</sup>Data on sheriff deputies and northern police officers collected by the Crime Control Planning Board. Data on suburban police officers collected by the Metropolitan Area Management Association.

<sup>b</sup>For a full list of the activities within each activity group, see Table D.1 in Appendix D.

<sup>c</sup>Frequency refers to the average number of times an officer engages in an activity within each group per eight hour shift.

<sup>d</sup>Administrative and nonpatrol activity data (Category I) was not collected for northern sheriff deputies and police officers since such local procedures would not be trained uniformly.

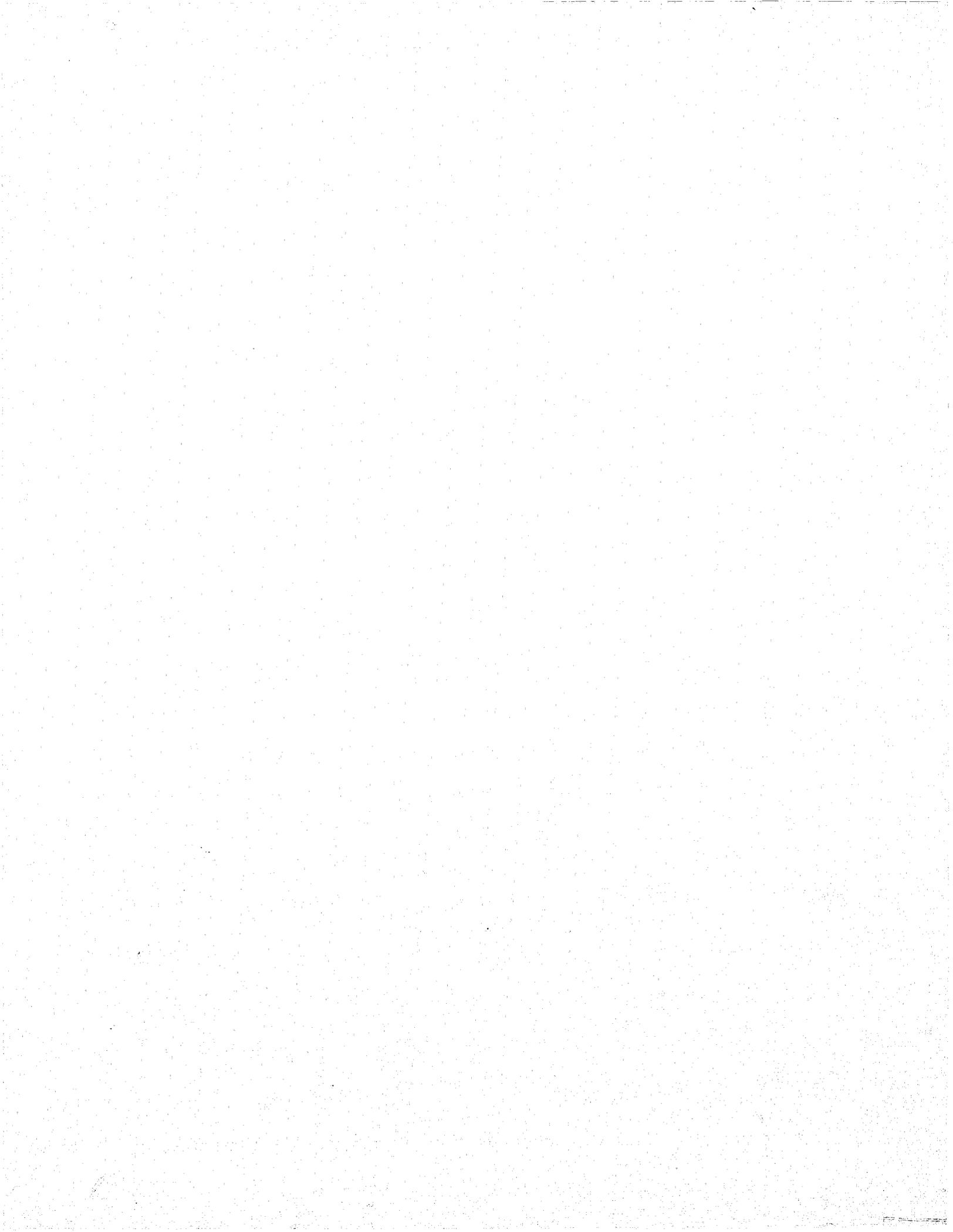


TABLE 13.2

ACTIVITIES FOR WHICH FREQUENCIES DIFFER ACROSS SAMPLES

<u>BROAD CATEGORY</u>	<u>SPECIFIC ACTIVITY</u>	<u>SAMPLE FOR WHICH FREQUENCY IS:</u>		
		<u>ABOVE AVERAGE</u>	<u>BELOW AVERAGE</u>	
PATROL	Patrol related paperwork	metro police	northern police northern sheriff	
	Patrol residential area by auto		northern sheriff	
	Patrol business district by auto	metro police northern police	northern sheriff metro police	
	Patrol public areas by auto	northern police		
	Call in license number or stop vehicle for motor vehicle check	metro police	northern police	
	Transport and/or guard prisoners	northern sheriff		
	Provide transportation to individuals		northern sheriff	
	Serve warrants, summonses, subpoenas, etc.	northern sheriff		
	SERVICE CALLS	Handle report of mischievous conduct/vandalism (juvenile)		northern sheriff
		Handle report of burglary/robbery/theft	northern sheriff	
PRELIMINARY CRIME/ACCIDENT INVESTIGATION	Search crime scene for physical evidence	northern sheriff		
ENFORCING TRAFFIC LAWS	Issue warning for moving, mechanical safety violation	metro police northern police	northern sheriff northern police	
	Write traffic citation			
	Maintain patrol for traffic violations		northern sheriff	

frequent sheriff tasks. Frequencies for some types of Patrol (e.g., Patrolling Public Places, Calling in License Numbers) tend also to differ between the metro police and the northern police samples.

In the category of Service Calls sheriff deputies appear to deal less with juvenile problems (i.e., mischievous conduct/vandalism). On the other hand, they handle more often reports of burglary, robbery, and theft.

The sheriff sample appears to be more involved in searching crime scenes for evidence. For many of the other activities under Investigation, however, major differences across the samples did not emerge.

Frequency differences are apparent for Enforcing Traffic Laws. Northern sheriffs and to a lesser extent northern police engage less frequently in Traffic activities.

It is apparent that differences in Table 13.2 do not systematically follow metro/outstate (i.e., northern) or police/sheriff lines. Similarly, it was discovered in Chapter XII that agency type and location, as well as size, interact in different ways to determine recruits' desired amounts of training time for various topics (see pages 251-261). Thus, analyses in both Chapters XII and XIII indicate that several characteristics of an agency (e.g., type, location, size) are relevant for determining differential training needs. Results in Chapter XII corroborate the suggestions here for different amounts of training emphases for topics of Patrol, Juvenile Problems, Criminal Investigation and Traffic.

#### COMPARISONS OF MVCOG DATA

The previous discussion of activity frequency included a sample of post-shift interview information from the MAMA and CCPB northern interviews. This

short discussion includes the frequency data collected by log inspection (see Table 13.3).

The MVCOG data were coded with a slightly different task list, so there are limits to the comparisons that can be made of these log data with the other interview data. However, two broad categories of activities, Service Calls and Traffic, are nearly identical. (The categories are designated by Roman numerals II and X in Tables 13.1 and 13.3. The MVCOG task list was derived from the MAMA task list.) Since the MVCOG task frequencies are only available in terms of the frequencies for these broad activity groups, one can only compare their frequencies with frequencies for similar broad categories for the metro and northern officers (Table 13.1).

These general comparisons suggest the same data in the MVCOG study are complete and not deflated because of the collection procedure. The MVCOG study reports in Table 13.3 a frequency of 2.55 Service Calls and 1.38 incidents of Traffic Enforcement per eight hour shift in larger departments. This compares with 2.97 Service Calls and 1.98 Traffic Enforcement episodes indicated by the interview-based data for metro-suburban police (Table 13.1). While there is no necessary reason for the agencies in the MVCOG study to have the same rate of such incidents, these results add credence to the validity of the log-based data.

Activity frequency rates for smaller police departments in the MVCOG study are systematically lower. This may be the result of poorer recording in smaller departments, or these officers may perform fewer activities per shift. Data on sheriff activities are based on records kept by dispatchers. These data can be expected to be less reliable and probably underestimate frequencies. Therefore, these limitations place restrictions on further use

TABLE 13.3  
PEACE OFFICER ACTIVITY FREQUENCY  
MINNESOTA VALLEY COUNCIL OF GOVERNMENTS<sup>a</sup>

ACTIVITY GROUP <sup>b</sup>	FREQUENCY OF ACTIVITY <sup>c</sup>		
	Large Police Department	Small Police Department	Sheriff <sup>d</sup>
I. Administration and Non-Patrol Activities	4.30	1.75	5.12
II. Routine Patrol Activities	6.98	5.78	4.08
III. Responding to Service Calls	2.55	1.05	.74
IV. Providing Emergency Service	.29	.09	.05
V. Checking Out Suspicious Situations	.12	.18	.22
VI. Performing Arrests at Scene of Crime/Accident	.29	.08	.38
VII. Preliminary Crime/Accident Investigation	No data <sup>e</sup>	.08	.14
VIII. Follow-Up Crime/Accident Investigation	.14	.09	.16
IX. Identifying Physical and Safety Hazards	.05	.09	.14
X. Enforcing Traffic Laws	1.38	.69	.26
XI. Providing Community Service	No data <sup>e</sup>	.29	.03
XII. Other Activities	No data <sup>e</sup>	No data <sup>e</sup>	No data <sup>e</sup>

<sup>a</sup>Data collected and reported by Minnesota Valley Council of Governments.

<sup>b</sup>Full list of activities within each group given in Table D.2 of Appendix D.

<sup>c</sup>Frequency of occurrence equals the average number of times an officer engages in one of the activities within each activity group per eight hours. Frequencies are based on officers' log sheets.

<sup>d</sup>See page 321 for limitations to reliability of data for sheriffs.

<sup>e</sup>Insufficient data for analysis.

of the MVCOG data in this study.

#### COMPARISONS AMONG METRO SUBURBAN POLICE DEPARTMENTS

The MAMA study involved post-shift interviews (covering 94 shifts) and ride-along observations of 97 shifts in the metro-suburban police departments. The analyses of these data involved comparison of activities of small-large departments and inner ring-outer ring suburbs. The departments classified as large were agencies with more than 15 patrol officers; the inner-outer ring distinction was primarily in terms of distance from the Twin Cities and growth rate. Inner suburbs show lower rates of population change and lower growth of police personnel. This classification procedure applied to the 55 departments provided the following:

	<u>Departmental Size</u>	
	<u>Large</u>	<u>Small</u>
Inner Ring	11	13
Outer Ring	7	24

Three tables include information for the metro police comparisons. Table 13.4 provides the frequencies for the 11 broad activity categories. Table D.2 in Appendix D lists all of the specific activities with frequencies for each type of department. Finally Table 13.5 draws from Table D.2 of the Appendix the activities for which frequencies differed noticeably across the four types of departments.<sup>1</sup>

Inspection of these tables indicates that the differences among types of

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<sup>1</sup>Data reported in these tables are original data provided by the MAMA study, not the recoded data reported in previous sections. As before, if an activity frequency is greater or lesser than  $.25 \pm$  the sample average, the activity is included in Table 13.5 as one whose frequency differs across the samples.

TABLE 13.4

GROUPED SUBURBAN POLICE OFFICER ACTIVITIES BY TYPE  
OF DEPARTMENT: METROPOLITAN AREA MANAGEMENT ASSOCIATION<sup>a</sup>

ACTIVITY GROUP <sup>b</sup>	FREQUENCY <sup>c</sup> BY TYPE OF DEPARTMENT <sup>d</sup>				
	I	II	III	IV	AVERAGE
I. Administrative and Non-Patrol	5.15	5.47	4.56	3.71	4.91
II. Routine Patrol	9.10	8.80	7.49	10.54	9.16
III. Responding to Service Calls	3.26	3.00	3.07	2.09	2.97
IV. Providing Emergency Service	.29	.28	.42	.14	.27
V. Checking Out Suspicious Situations	.70	.74	.56	.37	.63
VI. Performing Arrests at Scene of Crime/Accident	.18	.35	.28	.03	.20
VII. Preliminary Crime/Accident Investigation	.22	.16	.14	.20	.19
VIII. Follow-Up Crime/Accident Investigation	.26	.33	.37	.43	.32
IX. Identifying Physical and Safety Hazards	.20	.30	.19	.40	.26
X. Enforcing Traffic Laws	4.29	3.09	3.53	2.14	3.55
XI. Other Activities	2.49	2.33	2.70	4.14	2.79
TOTALS: <sup>e</sup>	26.14	25.16	23.26	23.91	25.26

<sup>a</sup>Data collected and reported by Metropolitan Area Management Association.

<sup>b</sup>For a full list of the activities included in each activity group, see Table D.2 of Appendix D.

<sup>c</sup>Frequency refers to the average number of times an officer engages in the activity per eight hours. Frequencies are based on post-shift interviews and ride-along observations.

<sup>d</sup>Departments are classified by size and location in the metropolitan area. The following codes apply:

- I large, inner ring suburban department
- II large, outer ring suburban department
- III small, inner ring suburban department
- IV small, outer ring suburban department

<sup>e</sup>Totals may not equal the sum of the column entries due to rounding.

metro police departments are fewer than those found in the northern sheriff, northern police, and metro police comparisons. One could infer that in most cases similar training emphases are appropriate for all personnel of metro police agencies.<sup>1</sup> Data, of course, are not available on metro sheriff activities.

A few differences are noted in Table 13.5, particularly in the categories of Patrol, Service Calls, and Enforcing Traffic Laws. The different types of metro departments differ in their frequencies of Patrol activities such as patrolling residential areas and business areas and transporting money and materials.

Officers from small, outer ring departments provide back-up for Service Calls less often (and therefore respond to calls with less back-up). This fact could have implications for training in a number of areas such as stopping and arrest.

Patrolmen from large, inner ring departments engage in some Traffic Enforcement activities more often than other suburban officers, although patrolmen from small, inner ring agencies appear to use radar more frequently.

Few differences in activity frequency were found among the four types of metro police departments. However, the differences that were found further support the suggestions drawn from previous comparisons that personnel from different types of agencies may require different amounts of training in areas of Patrol, Service Calls, and Traffic Enforcement.

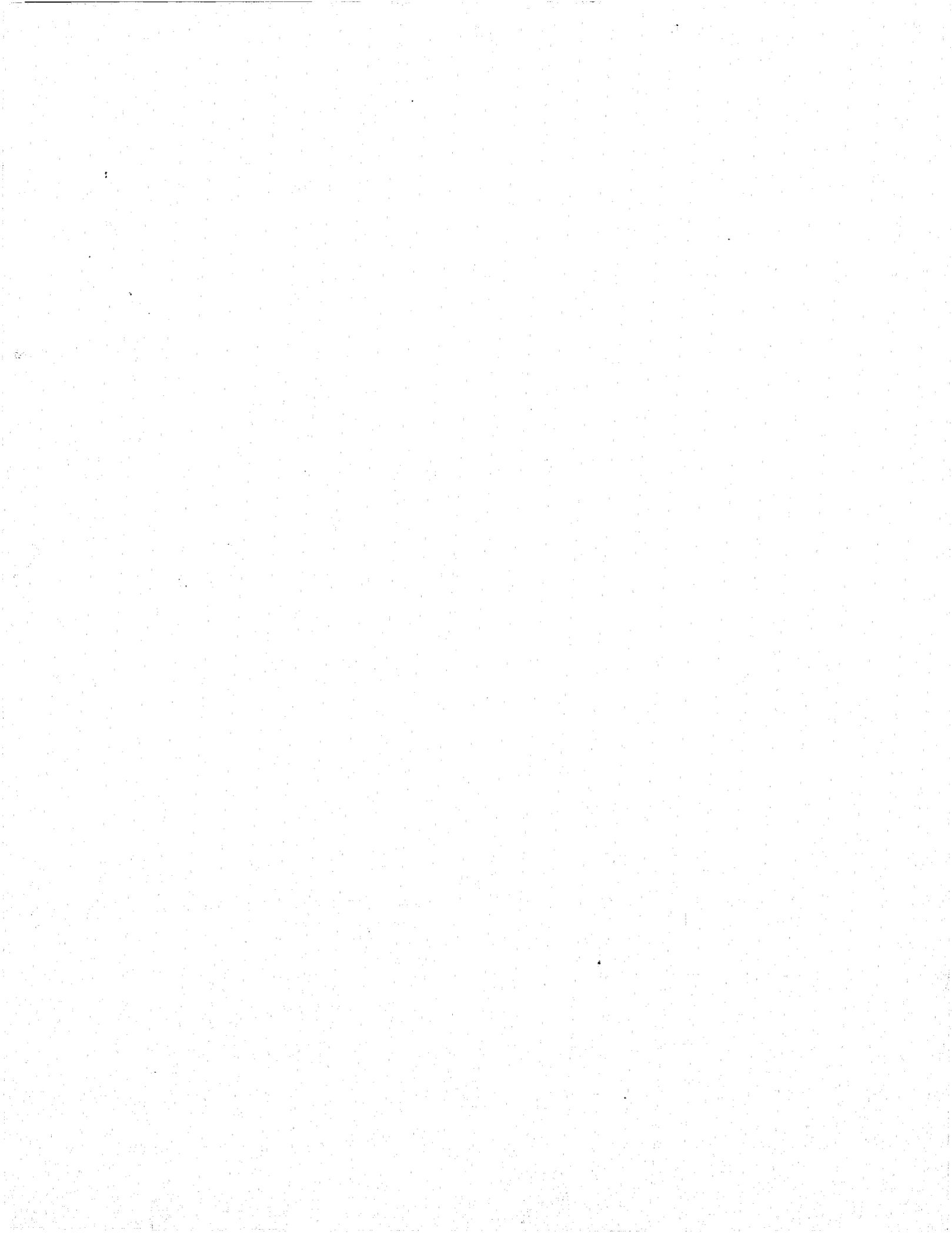
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<sup>1</sup>As mentioned before, such a statement assumes that training time should be in part a function of activity frequency.

TABLE 13.5

ACTIVITIES FOR WHICH FREQUENCIES DIFFER  
ACROSS TYPES OF METRO SUBURBAN POLICE DEPARTMENTS

BROAD CATEGORY	SPECIFIC ACTIVITY	SAMPLE FOR WHICH FREQUENCY IS:	
		ABOVE AVERAGE	BELOW AVERAGE
PATROL	Patrol residential area by auto auto	small, outer	small, inner
	Patrol business district by auto	large, outer	small, inner small, outer
	Transport or deliver money or other materials	small, outer	
SERVICE CALLS	Provide back-up to responding officer		small, outer
ENFORCING TRAFFIC LAWS	Write citation or warning for moving, mechanical, or safety violation	large, inner	small, outer
	Maintain moving/stationary ra- dar unit	small, inner	small, outer
	Maintain moving/stationary pa- trol for traffic violation (without radar)	large, inner	large, outer small, inner small, outer



## PEACE OFFICER DRIVING ACTIVITY

One activity all peace officers engage in with great frequency is driving an automobile. Driving is not a separate listed task on the list of activities, but it is an implied part of many of the activities. Transporting individuals or materials, and stopping other vehicles to issue traffic warnings or citations are all activities engaged in with high frequency for which operating an automobile is essential. The MAMA study reported suburban officers spend 36.2% of their time on duty patrolling residential, business, or public areas. Enforcing traffic laws and responding to service calls are the next most frequent activities (excepting non-patrol administrative work) for police officers. The MAMA study also reported that driving an automobile at normal speed was a "critical" part of police activities for over 40% of the activities performed by officers. In addition to the frequency of the activity and its necessity in performing a peace officer's job, driving an automobile is also an activity for which the skill of the officer is quite important. Officers frequently have other individuals in the squad car for whose safety they are then responsible. This is indicated by the frequency with which they transport other people. Furthermore, some activities require more than the usual driving skills and knowledge. For example, stopping other autos, responding quickly to service calls (red light and siren), and participation in a traffic chase are all critical driving activities.

The implications of the frequency of driving activities for the training program will be drawn later when activity data are compared to the BCA curriculum. The point of this section is to emphasize the frequency of this activity since it is not listed as a separate activity in the job analyses reported above.

## SUMMARY

Data on job activity frequency from three samples have been reported in this section. The job analysis conducted for MAMA provided data on metro, suburban police departments. The GCPB conducted post-shift interviews in northern police and sheriff agencies from which activity frequency has been coded. Initial data from the MVCOG study of southern, rural agencies were not sufficiently complete to include in comparisons but do suggest initially that frequencies of major activity categories do not differ greatly from those of officers in metro or northern agencies. Two major comparisons were made in this section: 1) among metro suburban police departments, northern police departments, and northern sheriff offices; and 2) among different types of metro police departments (small/large; inner ring/outer ring).

Two types of assessments of the mandatory training program are made in this chapter from job analysis data. A later section uses activity data (frequency, importance, criticalness) to evaluate the substantive emphases of the current BCA program. The purpose of this section, on the other hand, is to evaluate the adequacy of a uniform training program for all law enforcement personnel. The assumption here is that if activity frequencies for all personnel are similar, that uniform training for all personnel is appropriate; on the other hand, if personnel from different types of agencies perform different activities, then different amounts of training in these areas would be warranted.

In general activity frequencies were quite similar across the different types of departments. The major categories in which activity frequency differences were found are:

Patrol - Specific types of patrol activities differ among police/sheriff, metro/northern and large/small agencies. A

few tasks appear to be almost exclusively ones of sheriffs (e.g., transporting and guarding prisoners; serving papers). Otherwise police officers tend to perform patrol activities more frequently.

Service Calls - Types of calls handled differ somewhat by type of agency (e.g., metro police handle more frequently juvenile-related calls). How calls are handled may also differ as indicated in differences of providing back-up.

Enforcing Traffic Laws - A number of traffic activities are performed more frequently by patrolmen, especially from metro departments and larger departments.

Preliminary Crime/Accident Investigation - In one area, search of a crime scene, northern sheriff deputies are more frequently involved.

While uniform training appears justified in most curriculum areas, the above activities provide suggestions for areas where differential training might be warranted. Chapters XI and XII contain other suggestions for areas of differential training. Chapter XVIII raises the issue of how best to handle differential training needs (i.e., electives, in-service seminars, etc.). The purpose of this section is only to indicate possible areas for differential training based on differences in activity frequency.

#### JUDGED IMPORTANCE OF JOB ACTIVITIES

All activity data reported thus far relate to frequency. In addition, a representative panel in the MAMA study judged each activity in terms of its importance for "overall police effectiveness." This representative panel included adult citizens (N = 106), youth (N = 32), police patrol officers (N = 51), police patrol supervisors (N = 32), and city managers (N = 30). These 251 residents of the metro-suburban area were asked to rate on an 11 point scale "how important a part of police work" is described by each of the activity statements. In general, there was agreement among these groups, so

that overall mean rating has been utilized in the subsequent discussions of importance ratings. These ratings which are available only for the metro, suburban police activities, are listed in Table 13.6. According to the representative panel the activity categories of Preliminary Investigation, Responding to Service Calls, Performing Arrests, and Providing Emergency Service are the most important.

TABLE 13.6	
AVERAGE JUDGED IMPORTANCE	
OF ACTIVITY CATEGORIES: METRO SUBURBAN POLICE DEPARTMENTS <sup>a</sup>	
CATEGORY	AVERAGE JUDGED IMPORTANCE
I. Administrative and Non-Patrol	5.73
II. Routine Patrol	6.35
III. Responding to Service Calls	8.14
IV. Providing Emergency Service	7.67
V. Checking Out Suspicious Situations	6.73
VI. Performing Arrests at Scene of Crime/ Accident	7.70
VII. Preliminary Crime/Accident Investiga- tion	8.38
VIII. Follow-up Crime/Accident Investigation	6.89
IX. Identifying Physical and Safety Hazard	4.76
X. Enforcing Traffic Laws	5.37

<sup>a</sup>Data provided by Metropolitan Area Management Association Study.

The importance ratings of the representative panel were compared to the frequency of performing these tasks as obtained through the ride-along and post-shift interviews of the MAMA study of suburban officers. As might be expected many of the activities judged to be very important by the representative panel actually occur infrequently in the field. Overall the relationship (rank order correlation) of importance with frequency was  $r = .15$

for the individually listed activities.<sup>1</sup> This result indicates that in defining job requirements (and training requirements) activity frequency and activity importance are both required information. A job activity which occurs infrequently may be of such importance to effective police work that extensive training in performing the activity is indicated.

#### INCIDENT-ORIENTED DATA

The MAMA study also interviewed a sample of 94 patrol officers to obtain a description of the critical, emergency, or threatening situations that occur on the job. Each officer was asked to describe in detail each critical situation that occurred over the last year. This procedure provided estimates of the frequency of these critical aspects of the patrol job. The classification of these incidents was done using the same activity list as used in the post-shift interviews and ride-along observations. Table 13.7 is reproduced from the Arthur Young & Company draft report.

These activities were, in general, a part of the kinds of patrol activities also observed or reported in the other data collection procedures; however, the critical aspect of these particular episodes involved such things as the requirement for a quick decision, the introduction of a threat or danger to the officer or a citizen, etc.

The most frequently encountered critical situation was that of providing emergency medical service. From the incident interviews it is estimated that this activity occurs as a critical episode about once every three to four months for a metro patrol officer. From the ride-along observations and post-shift interviews this activity (not necessarily a critical episode) occurs

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<sup>1</sup>Importance ratings of the specific activities can be found in Table D.3 of Appendix D.

TABLE 13.7  
ACTIVITY CONTEXTS FOR CRITICAL,  
EMERGENCY, OR THREATENING INCIDENTS<sup>a</sup>

<u>Activity</u>	<u>Number Reported</u>	<u>Frequency/ Year</u>	<u>Importance Rating</u>
Provide emergency medical service (first aid) at scene of accident/crime	351	3.73	9.94
Handle report of arguments/disputes among family/neighbors	282	3.00	6.96
Respond to report of serious crime (shooting, breaking and entering, robbery, assault, rape, homicide, etc.)	86	.91	10.67
Handle report of traffic accident	81	.86	7.81
Handle report of fighting, disorderly conduct, or mischievous conduct	72	.77	8.15
Handle report of noise complaints	69	.73	5.78
Participate in traffic chase	66	.70	6.10
Handle report of intoxicated (liquor, drugs) person	57	.61	7.25
Other response to service call	51	.54	b
Respond to emergency, non-routine service call (red light, siren, etc.)	42	.45	9.76
Place individual under arrest (search, give rights, question)	26	.28	9.33
Respond to burglar alarm	10	.11	9.50
Provide backup to responding officer	8	.09	9.46
Control or extinguish fire	8	.09	6.37
Handle crowd control at parades, fairs, etc.	8	.09	5.10
Handle missing/found person call	7	.07	7.23
Drive persons to hospital	6	.06	5.32
Stop and interrogate suspicious persons, vagrants, possible runaways	6	.06	7.31
Participate in "raid" to serve warrant	6	.06	6.55
Write traffic citation or warning for moving, mechanical, or safety violation	5	.05	7.42

<sup>a</sup>Reproduced from draft report of MAMA study.

Note: Based on critical, emergency, or threatening incidents reported as having occurred during the last 12 months of service by 94 officers. Total number of incidents reported was 1321. Average number of incidents per officer per year was 14.03. Incidents reported 5 or more times shown in table.

<sup>b</sup>No importance rating was obtained for this "miscellaneous" service call category.

approximately once per 20 shifts or about once a month. Another frequently reported critical episode was the handling of arguments/disputes among family/neighbors. The estimate of frequencies for these suburban officers indicates that this activity occurs approximately every seven shifts, and develops as a critical incident about four times per year.

An inspection of the kinds of critical incidents reported indicates that these activities are ones that the representative panel rated as "important." The importance ratings are included in Table 13.7 to demonstrate the general correspondence between importance and criticalness.

#### THE BCA BASIC TRAINING COURSE

Chapter XI presents content analyses of the BCA basic course. These analyses are primarily concerned with comparisons of time spent in presenting topics among various Minnesota Training courses and among courses in other states. In Chapter XII questionnaire responses of patrol officers and their supervisors to issues concerning the training course and on-the-job performance are discussed.

The description of the course presented in this section of the report concerns the allocation of training time to developing the knowledge and skills of recruits required to perform the activities of the patrol officer.

The activity lists provide a description of job activities; the course topics indicate subject matter organization of the course. Table 13.8 includes an estimated allocation of training hours to activity groups. These estimates allocate 255 of the 280 hours of the course. Time spent in the course (19 hours) on such activities as testing, orientation, study skills, and graduation were not accounted for by on-the-job activities. In addition,

TABLE 13.8  
ALLOCATION OF BCA BASIC COURSE HOURS TO ACTIVITY CATEGORIES

TRAINING COURSE TOPICS	TRAINING HOURS	ACTIVITY CATEGORIES										TOTAL
		I <sup>a</sup>	II	III	IV	V	VI	VII	VIII	IX	X	
First Aid, Rescue Techniques	25				24					1		25
Use of Firearms	24	1	4	12		1	2	1		3		24
Patrol Procedures, Including Service and Domestic Calls, Prowler and Disorder Calls	9	1/2	3-1/2	1-3/4	1		1/4	1/2	1/4	1/4	1	9
Defensive Tactics	11		1	3	2		5					11
Written Reports	6		2	2		1	1					6
Traffic and Accidents	33		1/2	10	1-1/2		4	6		2	9	33
Arrest	15		2-1/2	6	1/2		5-1/2		1/2			15
Search and Seizure	7		1/2	1-1/2		2	3					7
Minnesota Juvenile Statutes, Court Decisions, Procedures	12		3-1/2	3-3/4	1	1-1/4	1		3/4	1/4	1/2	12
Criminal Code, Constitution, and Relevant Legislation	16		1	5		2	5	1	1	1/2	1/2	16
Criminal Investigation	52	1/2	3-1/2	11		6	5	19	6	1		52
Confessions, Interrogations, Interviews, Lineups	5		1/2	1/2		1	1/2	1-1/2	1			5
Alcohol, Tobacco, Firearms Regulations	2			2								2
Mental Health	6			3	1-1/2	1-1/2						6
Narcotics and Drugs	4						2					2
Relations with Public	11		3-1/2	1	2-1/2	2		2				11
Crime Prevention	3	1-1/2	1-1/2									3
Functions of Agencies and Bureaus	10		1	2	2					1		6
Courts	6		3				3					6
Oral Communication and Dispatching	4	1	1	1/2		1/4	1/4		1/2		1/2	4
TOTALS	261	4-1/2	32-1/2	65	36	18	37-1/2	31	10	9	11-1/2	255

<sup>a</sup>Activity categories are:

- I. Administrative and Nonpatrol
- II. Routine Patrol
- III. Responding to Service Calls
- IV. Providing Emergency Service
- V. Checking Out Suspicious Situations

- VI. Performing Arrests at Scene of Crime/Accident
- VII. Preliminary Crime/Accident Investigation
- VIII. Follow-up Crime/Accident Investigation
- IX. Identifying Physical and Safety Hazards
- X. Enforcing Traffic Laws



four of the 10 hours concerned with the Functions of Agencies and Bureaus and two of the four hours spent in the area of Narcotics and Drugs were not allocated to specific activity groups. For several training topics accounting for training time required assumptions about variations in that particular activity. For example, the activity list does not include separate statements for handling juvenile and adult offenders; however, the procedures required of the peace officer in these two situations can vary.

The basic course provides a considerable block of training times (12 hours) specifically related to juveniles. This training time was allocated to activities where juveniles are frequently involved (e.g., mischievous conduct, questioning of runaways). Similar procedures were used to allocate firearms training, since no single task was listed in the use of firearms. Firearms training time (24 hours) was distributed among the tasks where the presence of an armed officer is considered a factor in the performance of that task; for example, serving of warrants, handling of arguments, and handling of reports of serious crimes. Table D.3 in Appendix D provides the allocations of training hours to the specific activities. These estimates involved inspection of training course handouts and notebooks, observation of the course, and intensive review of the initial estimates with the instructor-supervisors of the BCA course.

OVERALL COMPARISON OF TRAINING TIME,  
JOB ACTIVITY FREQUENCY, AND RATED JOB ACTIVITY IMPORTANCE

Information on the frequency of activities has been discussed and special attention has been given to discover whether personnel from different types of agencies appear to perform activities at different frequencies. The implication for training was that if activity frequencies differed, training needs

for personnel of different types of agencies would differ. Importance ratings of activities and information on critical incidents were then reported. The purpose of this final section is to evaluate the general adequacy of the current BCA curriculum in light of activity frequency and importance.<sup>1</sup>

Table 13.9 presents ten activity categories with estimated training hours, observed average frequency per eight hour shift, and average importance rating for each category. All data are from the metro, suburban study.

The relationship of training time to importance (rank order correlation) is substantial ( $r = .72$ ). However, the relationships of importance and frequency ( $r = -.18$ )<sup>2</sup> and training time to frequency ( $r = -.48$ ) are both negative. This indicates that the time spent in the BCA basic training course reflects the importance of tasks to be performed (as judged by metro, suburban residents), but is not based upon the actual frequency of the occurrence of the tasks in the field.

The representative panel judged as highest in importance the four activity categories of Preliminary Crime/Accident Investigation; Responding to Service Calls; Performing Arrests at the Scene of a Crime/Accident; and Providing Emergency Service. Training time allocations in the BCA course correspond quite well to this order of importance even though the frequency of these activities is relatively low (Service Calls' frequency of

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<sup>1</sup>The information on criticalness appears to be most useful for specific activities. Since analyses in this section rely on the broad activity categories, information on criticalness is excluded.

<sup>2</sup>This correlation differs from the one reported previously. This correlation is based on the broad activity categories. The correlation mentioned previously was based on the specific activities.



TABLE 13.9

ESTIMATED TRAINING TIME, FREQUENCY,  
AND JUDGED IMPORTANCE OF ACTIVITY CATEGORIES

Activity Category	Estimated Training Hours	Rank	Average Frequency	Rank	Average Judged Importance <sup>a</sup>	rank
I. Administrative and Non-Patrol	4-1/2	10	4.91	2	5.73	8
II. Routine Patrol	32-1/2	4	9.16	1	6.35	7
III. Responding to Service Calls	65	1	2.97	4	8.14	2
IV. Providing Emergency Service	36	3	.27	7	7.67	4
V. Checking Out Suspicious Situations	18	6	.63	5	6.73	6
VI. Performing Arrests at Scene of Crime/Accident	37-1/2	2	.20	9	7.70	3
VII. Preliminary Crime/Accident Investigation	31	5	.19	10	8.38	1
VIII. Follow-up Crime/Accident Investigation	10	8	.32	6	6.89	5
IX. Identifying Physical and Safety Hazard	9	9	.26	8	4.76	10
X. Enforcing Traffic Laws	11-1/2	7	3.55	3	5.37	9

<sup>a</sup>Data provided by MAMA study.

approximately three per eight hour shift is the exception).

An area of job activity not specifically listed in the job activity coding system concerns that of driving a patrol vehicle. Driving was noted previously to be involved in many important and critical tasks. There is a notable lack of corresponding training for this activity in the BCA basic course. Only verbal descriptions and minimal demonstrations of stopping autos, red light and siren, responses to service calls, etc., is provided to these peace officers. Many departments send their officers to the Center for Driving Education and Safety at St. Cloud in order to give their officers this type of training. The Center provides practice in braking, evasive driving, pursuit driving and practice driving generally, as well as classroom training. But not all departments make such arrangements and those that do are subject to the capacity limits of the Center and must wait for available spaces in the Center's classes.<sup>1</sup> The need for this type of training is acknowledged by law enforcement trainers; however, the facilities and time for such training requires additional funding which has not been provided.

In summary, the emphases of the current BCA program correspond quite well to judged importance of activities. The lack of Driving training is the only obvious gap in the BCA program discovered thus far. However, the most frequently performed categories (other than administrative)--Patrol, Enforcing Traffic Laws, and Responding to Service Calls--constitute an important portion of the patrolman's job. The question that needs to be addressed is: "Should there be a stronger correspondence between training time

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<sup>1</sup>Minneapolis and St. Paul Police Departments and the State Patrol include defensive driving in their training course. The Police Basic Training Curriculum Review Task Force of the Minnesota Peace Officer Training Board has recommended that training in driving skills be added to the basic course.

and activity frequency?" That is, can one conclude that the BCA curriculum should be altered to give more attention to frequent, though less important and less "critical" activities?

Previous findings suggest a possible answer. The categories that are most frequent but are given less training emphasis are the ones for which activity frequencies differed by type of agency. While more time could be spent on Patrol for some officers, others might not benefit from additional training if routine patrol is an infrequent activity for them. For example, sheriff deputies might find beneficial training in transporting prisoners and serving papers but might not require more training time in the patrol of residential or business areas (this example is taken from Table 13.2). Additional training time in the more frequent activities would appear to benefit some recruits but not all.

The suggestion that comes from these findings is that core training time correspond closely to activity importance (and possibly criticalness), as it appears now to do. Additional time for more frequent activities, but whose frequencies vary by agency type, is more appropriate as an elective or option to meet differential training needs. By these criteria the general priorities of the current BCA program seem adequate.<sup>1</sup>

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<sup>1</sup>Ideally, a more rigorous analysis could be done with the specific activities, rather than the broad categories. Such an analysis would involve specifying training time as an explicit function of frequency, importance, criticalness, and possibly other relevant variables. This type of analysis has not yet been done for several reasons. First, analysts require consultation with trainers and other law enforcement personnel to decide the relative weights to be given frequency, importance, and criticalness. Second, consultation is also necessary to decide if other variables should be included (e.g., difficulty of training in an area) and how these additional variables should be measured. Third, data are available now only for the metro police sample. Evidence would be necessary to indicate that importance ratings and criticalness would be similar for other Minnesota agencies. It seems probable that importance and criticalness would be less variable across types of agencies than frequency, but such evidence would be required. Efforts at more rigorous analysis could be pursued if desired by outside agencies.

Readers should be cautioned that this assessment holds at a very general level. Analyses here are in terms of ten very broad categories. It is in terms of these broad categories that the conclusion on the general adequacy of training program emphases is based. Analyses in Chapter XI (content comparisons) and XII (survey data analysis) use finer breakdowns and do suggest possible areas for altered time allocations. In addition, this assessment of general adequacy is in terms of time allocations only and reveals nothing about quality of instruction, methods, materials, and so forth.

#### SUMMARY

The job analysis indicates that the peace officer patrol job involves a tremendous variety of activities. An officer's time is usually spent on relatively routine non-demanding activities, but officers are called upon occasionally to do a number of demanding, important, and at times critically dangerous activities.

A comparison of activity frequency, importance, and hours of training provided in the BCA basic program indicated a fairly close correspondence between activity importance and training time--the more important the activity, the more time is spent in the BCA program. The major exception was training in driving. The lack of training in defensive and pursuit driving in the BCA basic course seems to be an important deficiency. The assumption that these personnel have the requisite driving skills to perform their job in a superior manner is questionable. The topic coverage of the course is generally related to judged importance of the activities actually performed with the exception of driving skill development.

Comparisons of the frequencies of performing activities in northern police, northern sheriff, and metro suburban police departments showed marked

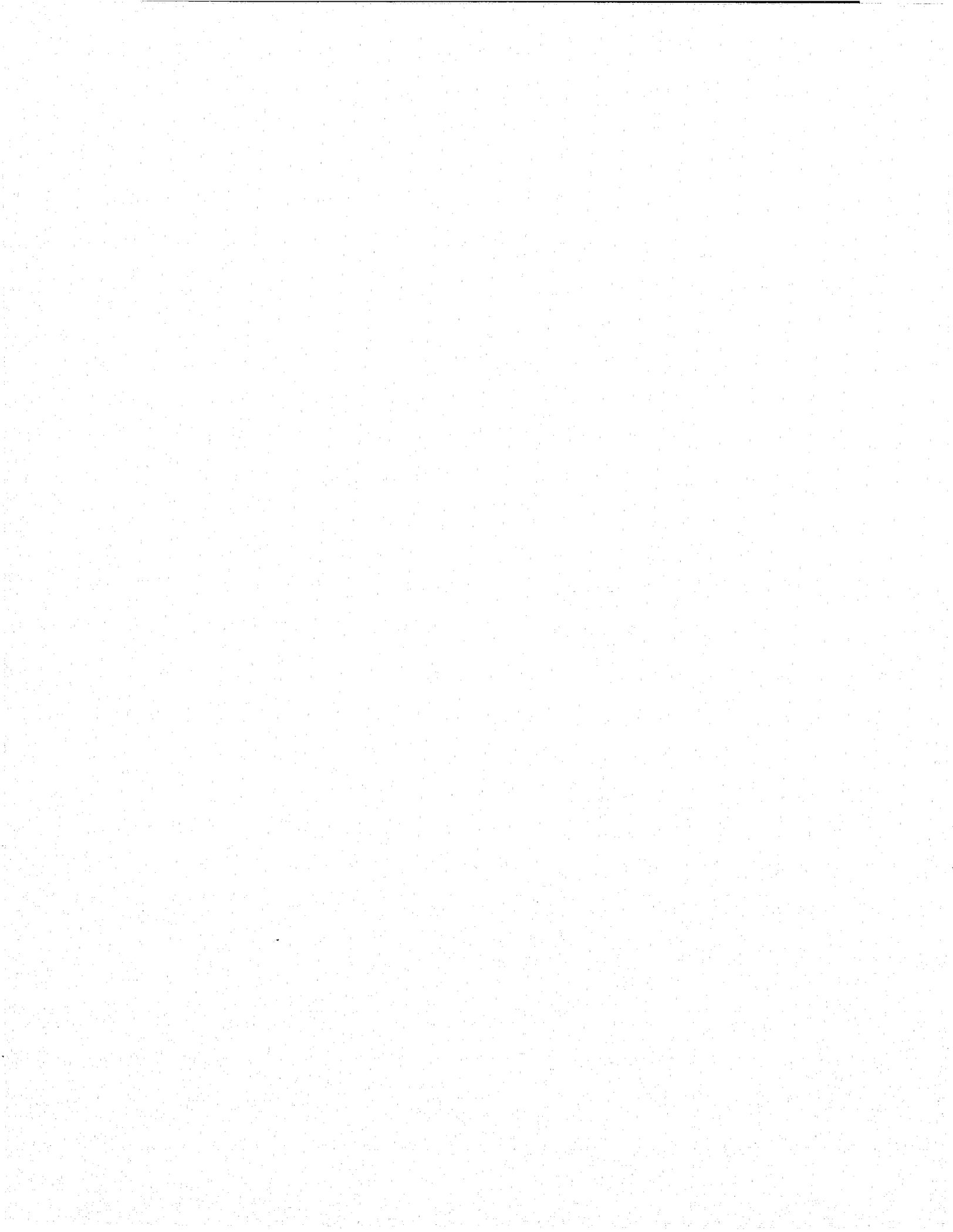
similarities. Some differences were noted that could have training implications, especially for the provision of differential training (that is, for the provision of different amounts of training in certain areas for personnel of different types of agencies). In particular:

Patrol - Specific types of patrol activities differ among police/sheriff, metro/northern and large/small agencies. A few tasks appear to be almost exclusively ones of sheriffs (e.g., transporting and guarding prisoners; serving papers). Otherwise police officers tend to perform patrol activities more frequently.

Service Calls - Types of calls handled differ somewhat by type of agency (e.g., metro police handle more frequently juvenile-related calls). How calls are handled may also differ as indicated in differences of providing back-up.

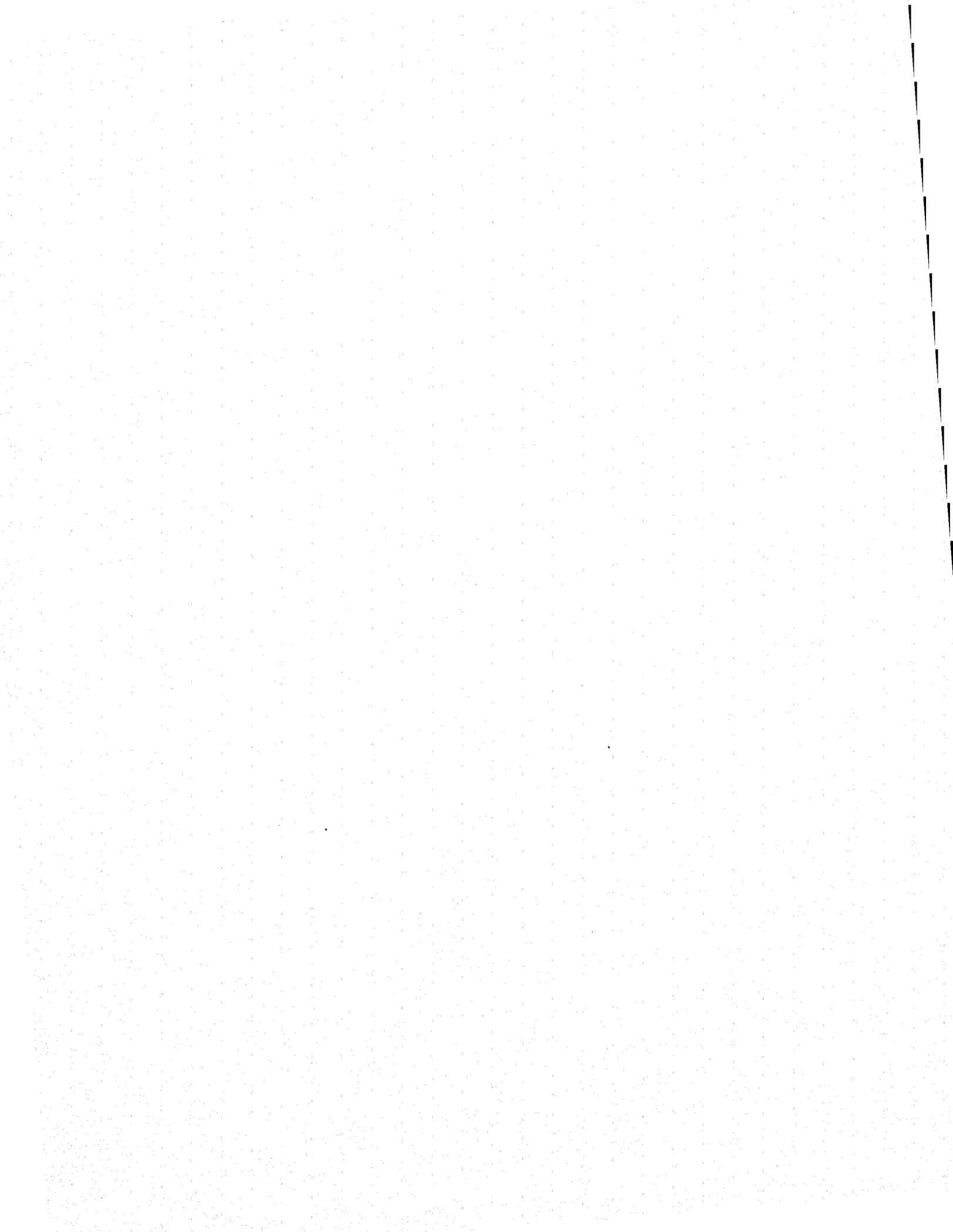
Enforcing Traffic Laws - A number of traffic activities are performed more frequently by patrolmen, especially from metro departments and larger departments.

Preliminary Crime/Accident Investigation - In one area, search of a crime scene, northern sheriff deputies are more frequently involved.



CHAPTER XIV

SUMMARY OF CURRICULUM EVALUATION



## INTRODUCTION

The previous three chapters have presented information on basic training curricula in Minnesota. Chapter XI described the curriculum of the BCA 280-hour course, the vo-tech law enforcement programs, and the college and university law enforcement/criminal justice programs. Preliminary evaluations of the BCA program, which has in the past trained 90% of Minnesota's peace officer recruits, were based on comparisons to the curricula of more extensive programs in Minnesota (St. Paul, Minneapolis, and the State Patrol) and to basic training programs in other states. These comparisons provide preliminary suggestions of general needs in the BCA training curriculum.

Chapter XII presented survey data that related to course content evaluation. Some questions asked law enforcement personnel directly for their opinions on the course while other data (e.g., job preparation and performance ratings) provided indirect bases from which to make inferences on the adequacy of the programs. Most data reported in Chapter XII relate to the BCA basic program although some are relevant to the vo-tech and college curricula. Conclusions drawn from data in this chapter provide suggestions of general needs in the training program as well as of differential training needs for recruits from different types of law enforcement agencies.

Chapter XIII reports job analysis data. Information on the frequency of activities has been obtained on samples of metro suburban police personnel, southern-rural police and sheriff personnel, and northern police and sheriff personnel. The metro police study sponsored by the Metropolitan Area

Management Association also collected data on activity importance and on critical tasks. Comparisons of activity data among the samples and to the BCA training course provide a few suggestions on general training needs. Their primary contribution, however, is to identify differential training needs among Minnesota law enforcement agencies.

This summary of results from Chapters XI, XII, and XIII contains three sections. First, all of the general training needs identified in any or all of the chapters will be noted. Second, suggested areas of differential training needs will be summarized. Third, the implications of findings in Chapters XI through XIII for the new training delivery system will be discussed. This evaluation commenced when the BCA was training 90% of Minnesota's recruits. Amendments to the Peace Officer Training Law passed in the spring of 1977 (see Chapter II) are likely to increase the importance of college and vo-tech programs for preparing prospective peace officers. Moreover, a new shortened skills course will serve college graduates while the BCA 280-hour course which has been the center of this evaluation is expected to serve fewer and fewer recruits. The relevance of results to this new training system therefore will be elaborated.

#### GENERAL TRAINING NEEDS

Topics for which general training needs emerged can be found in Table 14.1. The 20 categories of course topics used in most of the content evaluations<sup>1</sup> are listed in the left column as well as two training areas excluded from the BCA curriculum. The second column indicates the training contribution of each topic that was estimated in Chapter XII and summarized in

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<sup>1</sup>The recruit course evaluation included 30 topics which were condensed to 20 for other surveys.

Figures 12.3 and 12.4. To the degree that these estimates are accurate, administrators might want to emphasize improvement of topics whose training contribution appears to be low although summary information on all topics is included in the table.<sup>1</sup>

Evaluation data were collected on different dimensions of the curriculum. The remaining four columns include information on whether needs have been identified in previous chapters on particular aspects of each curriculum area. The first of these columns includes information on whether additional time was deemed useful for the topic. The second column provides information on the perceived value of the topic. Presumably topics with a low perceived value contribute less to the curriculum. Less emphasis might be warranted for these topics, or instructors might attempt to change presentations in order to clarify the value of the topic for job effectiveness. The third column indicates whether the recruit course evaluation data reported in Chapter XII suggested a problem with the quality of instruction or helpfulness of materials. Finally, the last column suggests whether a need for more skills practice and student involvement was identified. Conclusions are drawn from the recruit course evaluation of methods and the suggestions for improved methods provided by recruits. Moreover, if Table 14.1 indicates that training contribution is low but that more time is not desired, that perceived value is high, and that student evaluations identified no

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<sup>1</sup> Training contribution was estimated as the score of trained personnel minus untrained personnel. Estimates thus involved the use of data from untrained personnel. The sample is fairly small and it cannot be certain that it is representative of all untrained personnel in the state. See discussion in Chapter XII and Appendix A.

TABLE 14.1

IDENTIFICATION OF GENERAL TRAINING NEEDS IN THE MANDATORY BASIC CURRICULUM<sup>a</sup>

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

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

<sup>b</sup>Estimates of training contribution are summarized in Figures 12.3 and 12.4. See discussion of tables for basis of estimates.

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

<sup>d</sup>Perceptions of value are summarized in Table 12.15. See discussion of that table for basis of conclusions.

<sup>e</sup>Based on recruit course evaluation of instruction and helpfulness of materials.

<sup>f</sup>Defensive Tactics, however, ranked seventh in recruits desire for more time (Chapter XII).

<sup>g</sup>Recruits do not desire more time for the Human Rights segment of this category. Recruits perceive Human Rights of low value.

<sup>h</sup>In particular, students suggested more discussion for the area of Human Relations.

<sup>i</sup>Recruits do not indicate a desire for more time in the area, although the BCA program includes fewer hours than do other programs (Chapter XI).

<sup>j</sup>Recruits would desire more time. In comparison to other Minnesota programs the BCA program includes sufficient hours, but not in comparison to other states.

<sup>k</sup>Conclusions based on discussion in Chapter XII, pages 280-293. If the training contribution is low, but no needs can be identified, then one could assume more practice is needed.

<sup>l</sup>Conclusions are largely for Service and Domestics, rather than for the broader category of Patrol.

<sup>m</sup>These topics are rated of low contribution since no training is provided.

<sup>n</sup>Some small topics within the category of Criminal Investigation received low ratings for instruction and material, and received suggestions for more student involvement.

 = In most need of improvement

 = In least need of improvement

instructional problems, then one could infer that more practice is needed.<sup>1</sup> This reasoning is the basis for several of the conclusions in this last column. Symbols are provided in the table to indicate in which chapters supporting evidence can be found.

These general training needs can be used as a basis for recommendations (see Chapter XVIII). In addition, readers with an interest in peace officer basic training curriculum development can work directly from Table 14.1. The topics listed suggest problematic subject areas in the curriculum while the information provided in the columns suggests what aspects need to be addressed--time, topic value (which could have implications for time), need for skills practice and student involvement, and/or instructional problems. The more aspects needing attention and the more evidence the conclusions are based on, the more certain readers can be that training needs for a topic have been identified accurately. By these criteria the topics of Public Relations, Written Reports, Patrol, Confessions, and Driving are the most problematic. The results for the category of Public Relations are heavily influenced by recruit evaluations of one topic--Human Rights/Ethnic Awareness. Law enforcement personnel generally rate low aspects of this topic. Results for the category of Patrol are heavily influenced by ratings of Service and Domestic. It is primarily for this topic that recruits desire more time, perceive instructional problems, and desire more practice and involvement.

In comparison to other Minnesota programs the BCA curriculum provides relatively less emphasis on Written Reports. Survey analysis revealed

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<sup>1</sup>Recall that training contribution estimates are based on job preparation and performance ratings. This basis for estimates lends credence to the inference on the need for more skills practice to improve training contribution.

considerable inconsistency (i.e., law enforcement personnel disagree) on perceived value of and levels of preparation in the area of Written Reports. Various results, however, suggest the need for more time, improved instruction and more practice in the topic. Training in the topic is complicated by the use of different forms and procedures in different agencies. (Note that the BCA has changed the presentation of this topic for 1977-78.)

Although training in the area of Confessions was inferred to contribute to job preparation and performance, problems in curriculum are apparent. Law enforcement personnel tend not to perceive the topic as valuable, recruits are critical of the instruction, and trainees desire more practice and involvement.

Finally, all three chapters--content, survey, and job analyses--pointed to the lack of Driving training. There is strong consensus that driving techniques should be included in the basic curriculum. Chapter XI also pointed to the omission of Physical Training. The relatively low ratings for a similar topic--Defensive Tactics--and its low perceived value suggest that this omission is not critical and that perhaps the topic could be included as an elective option.

On the other hand, a third omission discovered in Chapter XI might be more essential to the basic curriculum. Both Minneapolis and St. Paul provide explicit training sessions on Night Problems. The Crime Commission evaluation of the 1976 Minneapolis recruit course conducted for the Minneapolis Training Division indicated that trainees perceived this topic an important one and deserving of more time.<sup>1</sup> More attention to Night Problems

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<sup>1</sup>Night Problems ranked eighth of 30 topics on perceived importance and fifth of 30 topics on perceived need for more time. See Appendix B for list of projects reports. The topic includes problems encountered on night shifts particularly relating to Firearms and Patrol.

could be provided by additional time to the areas of Patrol and Firearms.

In contrast to these topics, evaluation results were generally favorable in the areas of Juvenile Issues, Criminal Investigation, and Crime Prevention. Search and Seizure and Narcotics are evaluated highly also except that trainees desire more time for the topics.

General training needs can be identified for most curriculum areas listed in Table 14.1. However, the following substantive areas appear to have the most needs identified:

Public Relations (especially Human Relations)  
Written Reports  
Patrol (especially Service and Domestic, and perhaps Night Problems)  
Confessions

The overall assessments of the four aspects of curriculum areas suggest that:

There is a need for

more total hours in the mandatory course, and more skills practice and student involvement.

#### THE MPOTB TASK FORCE ON BASIC TRAINING CURRICULUM

One final piece of information can be brought to bear on this evaluation of the basic training curriculum. This project surveyed trainers on some delivery issues. Also, responses of training officers were analyzed separately from the larger supervisory samples. Responses have not been reported, however, since they did not differ from the larger supervisory samples. Because of time and resource limitations, trainers and training directors were not adequately represented in the evaluation of the curriculum. It is therefore useful to mention the recommendations of the MPOTB Task Force on the

Basic Training Curriculum. The Task Force report was released in June, 1977, with the following recommendations:

1. The basic course be expanded, with the understanding that hours of instruction alone cannot ensure that the recruit has acquired necessary police skills.
2. Greater flexibility in establishing curriculum.
3. Greater involvement by the Board in evaluating recruit performance.
4. More extensive use of "hands on" training.
5. Deletion of 25 hours of first aid training from the basic course, but retention of first aid as a requirement for certification.
6. Expansion of training in police patrol functions by as much as 40 hours to provide for "hands on" training situations.
7. Increasing training in human behaviour by as much as 20 hours, so that stress training and training in communications skills can receive greater attention.
8. Twenty-five hours of training in pursuit, emergency and defensive driving.
9. Firearms training be expanded by at least 20 hours, to provide for greater understanding of the use of deadly force.<sup>1</sup>

These recommendations, as well as some of the more specific ones included in the report, corroborate the training needs identified above. In particular, the following needs mentioned above are further supported:<sup>2</sup>

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<sup>1</sup>Minnesota Peace Officer Training Board, Task Force Report on the Basic Training Curriculum, June 7, 1977, pp. 8-9.

<sup>2</sup>Readers should recall that MPOTB categories are not directly comparable to the 20 course categories used in this evaluation. See footnote 1 on page 204 in Chapter XI.

1. Expansion of the basic program.
2. More skills practice and involvement.
3. More time and practice in the area of Patrol.
4. More time and practice in the area of Public Relations (Human Behavior)
5. Addition of Driving to the curriculum.

The Task Force recommendation for more attention to Firearms training corroborates evidence in Table 14.1, although Firearms was not identified as a major area of need. Moreover, one of the specific recommendations of the Task Force is to increase hours in the area of Written Reports.

#### DIFFERENTIAL TRAINING NEEDS

To date Minnesota's peace officer recruits have been required to attend a uniform mandatory 280-hour basic training course. Only recruits from Minneapolis, St. Paul, and the State Patrol, who receive more extensive agency training, and officers in communities less than 1,000, who are exempt from training requirements, have not received this uniform training. Chapter XV will discuss the heterogeneity of peace officer recruits who attend the standard BCA program. Not only do they come from a variety of backgrounds but they also represent a variety of law enforcement agencies (e.g., type, community served, size, location in state). Are these recruits from diverse agencies adequately served by a uniform program?

Results presented in previous chapters suggest areas of differential training needs. Survey and job analyses indicate that needs appear to be similar in most training areas but for a number of topics officers from different types of agencies appear to have different needs. These results could be used to suggest elective hours within the basic program or topics for in-service seminars. Implications for the new training delivery system will be mentioned in the next section.

Table 14.2 lists topics for which differential training has been suggested in previous chapters. Information in the columns indicates in which chapter analyses supporting this conclusion can be found.

The first two possibilities in the table that were suggested in Chapter XI are not essential to provide at the basic level since specialized training in the operation of radar and breathalyzer is available through the State Patrol or the BCA. Inclusion of these topics at the basic level would be convenient however. The elective options in the Indiana basic program include radar and breathalyzer training as two of the three options. Physical training is offered by a number of other basic programs, but the relatively low evaluations for a similar topic (Defensive Tactics) led to the categorization of this topic as a possible elective rather than a part of the mandatory program.

Analyses of the survey data uncovered a set of topics for which the time desired by recruits varied by the type of agency represented. There is corroboration on a number of these from activity data in the job analysis. Information from Chapters XII and XIII are not entirely comparable since survey data course categories are generally more comprehensive than the specific activity categories. However, there is corroborating evidence from both the surveys and the job analyses that different agencies have differential needs in the areas of Traffic, Criminal Investigation, Sheriffs' Activities (e.g., jails, serving papers), Juvenile Issues, and Patrol. The job analysis data also indicated that different types of Patrol are more common for personnel of different types of agencies. The more corroboration across analyses, the more likely differential training in an area would be beneficial. However, activity frequencies are not available in Chapter XIII to directly

TABLE 14.2

IDENTIFICATION OF DIFFERENTIAL TRAINING NEEDS

<u>CURRICULUM AREA</u>	<u>CHAPTER IN WHICH NEED IDENTIFIED</u>		
	<u>Chapter XI Content</u>	<u>Chapter XII Survey Data</u>	<u>Chapter XIII Job Analysis</u>
Breathalyzer	X		
Radar	X		
Firefighting	X		
Physical Fitness	X		
Laws of Arrest		X	
Techniques of Arrest		X	
Search and Seizure		X	
Rules of Evidence		X	
Criminal Code		X	
Criminal Investigation		X	X <sup>a</sup>
Traffic		X	X
Patrol		X	X
Juvenile Issues		X	X
Crime Prevention		X	
Alcohol, Tobacco, Fire- arms Regulations		X	
Sheriff Activities (e.g., jails, serving papers)		X	X

<sup>a</sup>One activity classified as "Preliminary Investigation" showed frequency differences. Several activities under "Service Calls" in Chapter XIII which correspond to topics under "Criminal Investigation" also showed frequency differences.

reflect on the needs for differential training in Rules of Evidence; Criminal Code; Alcohol, Tobacco, Firearms Regulations; and to some degree Laws of Arrest and Search and Seizure.

The areas with differential training needs are quite different from the areas with general training needs. Patrol is the only area in which both general and differential needs were identified. More topics are listed in Table 14.2 than could be included as basic course electives. However, the major conclusion here is that:

There is a need to provide different amounts of training time for recruits from different types of agencies.

Elective options could be chosen from the list in Table 14.2. Additional analyses could be conducted to establish priorities for electives once the details of delivering differential training have been established.

#### IMPLICATIONS FOR THE NEW TRAINING DELIVERY SYSTEM

Evaluation efforts have centered on the mandatory 280-hour basic course offered by the BCA. Legislation passed in 1977 is likely to result in three routes to a law enforcement career (see Figure 2.1 in Chapter II). These routes correspond to three distinct types of preparatory law enforcement training. The traditional route is to be hired by an agency and sent to the mandatory basic training course. The second route is to be trained in a certified two-year vo-tech program. Two programs are in operation (Alexandria and Hibbing) although neither has yet received certification from the Minnesota Board of Peace Officer Standards and Training. The third route is to attend a certified academic program and then a certified shortened skills course (approximately four weeks in length). The purpose of the remainder

of this chapter is to specify the implications of the curriculum evaluation for each of these three routes.

#### REGULAR MANDATORY BASIC TRAINING

The results of the BCA curriculum evaluation relate directly to the regular mandatory basic program. The general and differential training needs identified and summarized in the previous two sections are the needs associated with this program. This training course would be attended by recruits hired by an agency with no prior training or education from a certified law enforcement program.

The background of recruits attending the regular program has further implications. It was noted in Chapter XII (pages 262-267) that the presentation of the current BCA program apparently is better received by recruits with less formal education, suggesting that the orientation of the BCA program will be appropriate for the personnel expected to be enrolled in this program. Additional implications of recruit backgrounds for the conduct of the regular mandatory course are specified in Chapter XVII.

#### VO-TECH LAW ENFORCEMENT TRAINING

If the vo-tech law enforcement programs are certified, graduates would no longer attend the BCA mandatory course and would thus follow a different route to a law enforcement career. As was pointed out in Chapter XI, these programs are two-years in length (over 2,000 hours of classroom instruction) and cover the same topics as the shorter BCA course. Implications of previous curriculum evaluations for the vo-tech programs can be drawn.

First, the length of the vo-tech programs meets the need of more time

identified for the BCA program. Also, the correspondence between length of training and subsequent job preparation for informational topics such as Juvenile Issues and Search and Seizure (see Chapter XII, pages 300-302) indicates that the longer program may be particularly beneficial in these areas.

The need for more skills practice and student involvement holds for the vo-tech programs as well. The failure of preliminary and admittedly tentative analyses to discover better job performance of vo-tech graduates in more skills-oriented curriculum areas further suggests the need of attention to skills practice in these programs.

The identification of substantive areas of general training needs (e.g., Patrol, Written Reports, and Public Relations) can be used by vo-tech administrators as guides to potentially problematic curriculum areas. The preliminary comparisons of job preparation of vo-tech graduates to BCA graduates does not indicate that the vo-tech students are better prepared in these areas in spite of more hours of training.

Differential training needs identified in the BCA curriculum are partially met by a longer program. For example, the vo-tech curricula include training in the use of radar and breathalyzer, and Alexandria includes training in jail management. Meeting differential training needs of students, however, cannot be built into the vo-tech programs since students generally are not yet employed and do not know the needs of their prospective agencies.

#### COLLEGE AND UNIVERSITY LAW ENFORCEMENT/CRIMINAL JUSTICE PROGRAMS

The implications of previous evaluations for the college and university programs are more difficult to draw since two types of programs are

involved--the academic program and the short skills course. Also the content of the college programs has not yet been standardized. The length of the academic programs (generally two years) meets the need of more time identified for the BCA program. The anticipated emphasis of academic programs on background information (e.g., Criminal Code, Investigation) and the correspondence discovered between length of training and job preparation in these areas suggests that the preparatory law enforcement education in these areas is likely to be especially beneficial.

Second, the need for more skills practice and student involvement holds for the academic programs. As was the case with vo-tech graduates, college graduates did not appear in preliminary analyses to perform significantly better than other BCA graduates in the more skills-oriented curriculum areas. The provision of a skills course for college graduates of only four weeks raises two suggestions. First attention needs to be given to more student involvement in the academic courses if only a four-week skills course is to be offered. However, it is recognized that the academic courses aim primarily to provide a broad background and orientation rather than particular skills training. Therefore, if skills practice is not appropriate in the college curricula, attention needs to be given to maximizing student involvement in the short skills course.

The identification of substantive areas of general training needs can be used as guides to potentially problematic curriculum areas in both the college curricula and the skills program. Aspects of Patrol, Written Reports, Public Relations, and Confessions would be covered in both programs.

Differential training needs identified in the BCA curriculum are partially met by more hours of education, particularly in the areas of background

information (e.g., Code, Search and Seizure, Juvenile Issues, etc.). Meeting differential training needs of students, however, cannot be built into the college or skills program since students generally are not yet employed and do not know the needs of their prospective agencies. Moreover, since many of the areas with differential training needs are areas of skills practice, it would be difficult to cover essential skills as well as elective topics in the proposed brief length of the skills course.

Finally, a point raised in Chapter XII has implications for the conduct of the skills course. It was reported that more educated recruits appear to be the least satisfied with the instruction and materials of the BCA basic program. Presentation of material may need to be changed for the skills course if it is to be received well by college-educated recruits. Chapter XVII raises some additional implications of recruits' backgrounds for the skills course.

#### SUMMARY

The curriculum evaluation which focused on the BCA mandatory program identified a need for more time, a need for more skills practice, a need for improvement in a number of substantive areas, and a need for differential training in certain substantive areas (i.e., personnel from different agencies require different amounts of training in these areas). These results were then generalized to the new training delivery system which is likely to include three types of preparatory training--the regular mandatory basic program, certified vo-tech law enforcement programs, and certified college programs to be followed by a brief skills course.

These evaluations and the implications drawn for the new training

delivery system lead to the following identification of needs in the basic curriculum:

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

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

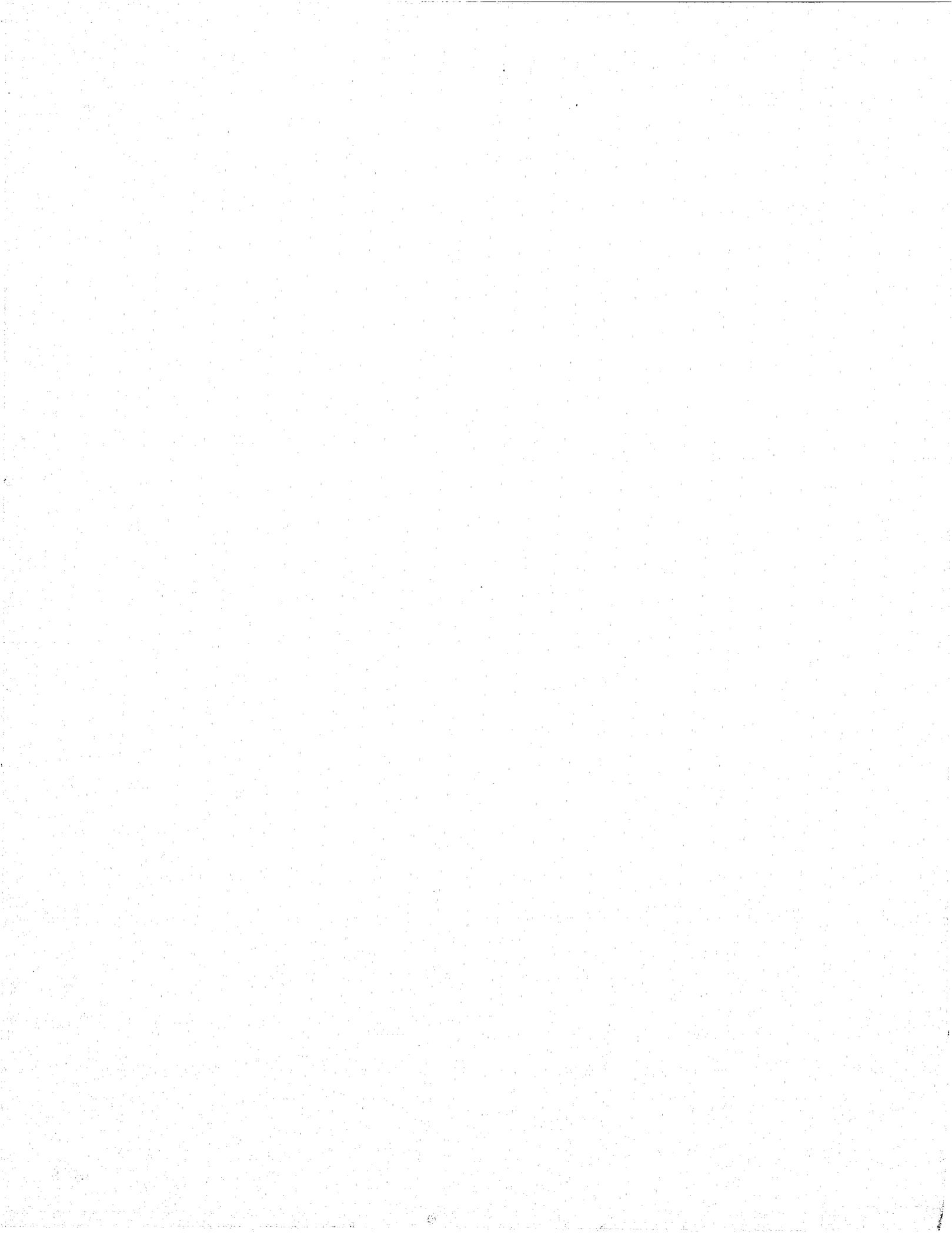
There is a need to improve training in particular curriculum areas (summarized in Table 14.1). Although conclusions are based on the evaluation of the BCA program, they point to potential areas of need in all three types of programs.

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

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

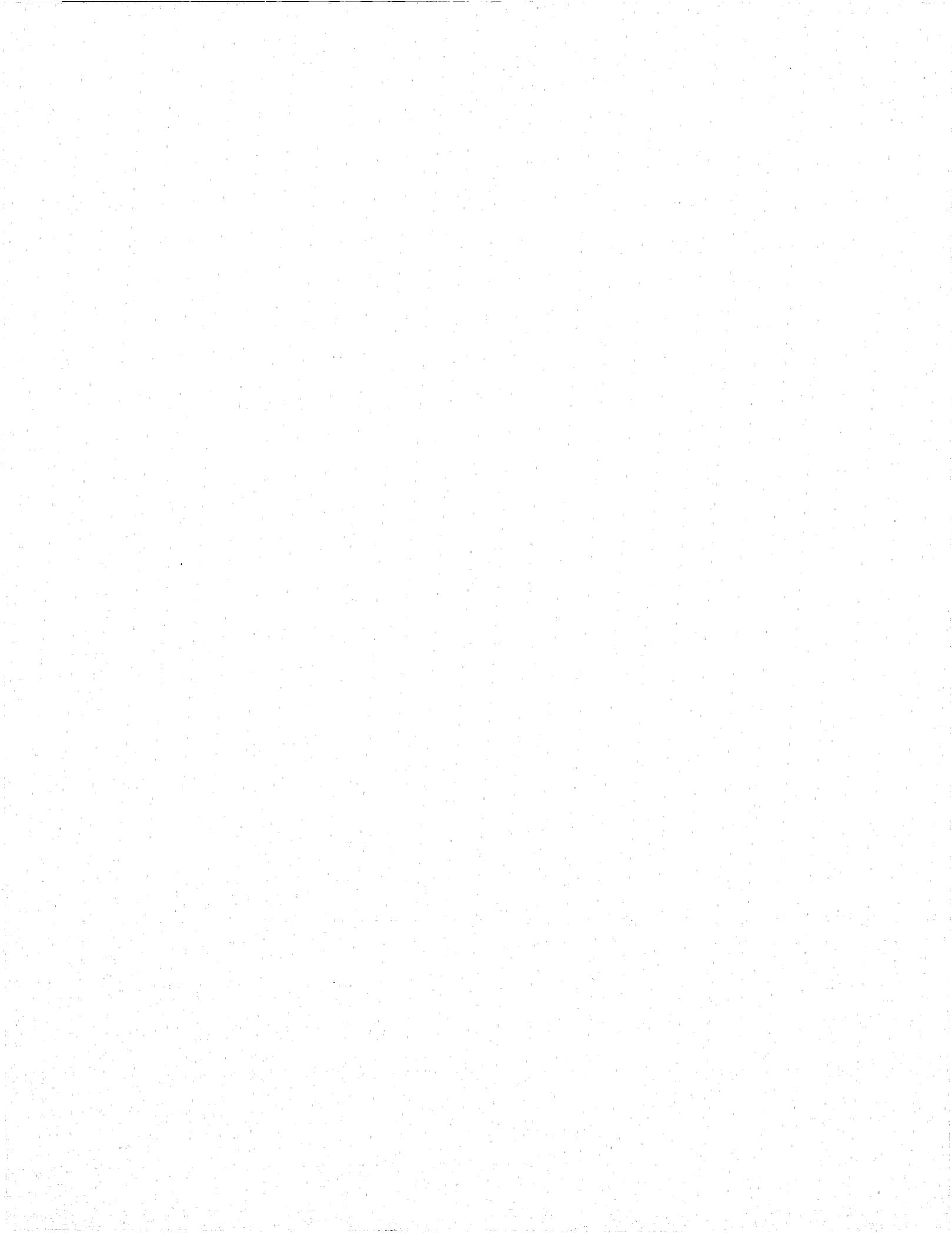
SECTION D

THE MINNESOTA PEACE OFFICER RECRUIT



CHAPTER XV

MINNESOTA PEACE OFFICER RECRUITS



## INTRODUCTION

The purpose of this section is to discuss the recipients of the mandatory basic training program in Minnesota. An evaluation of the basic program is not complete without an understanding of who it is that is trained. In the previous section which analyzed the content of the basic course some agency characteristics that might influence the adequacy of the course content were raised. For example, differential training needs were identified in areas such as Traffic, Investigation, and Juveniles for officers from different types of agencies (metro/outstate, police/sheriff). In addition, recruits of different ages, education and experience reacted differently to the instruction. In summary, the adequacy of the course is not independent of who it is that is trained.

In this chapter various recruit characteristics are discussed in order to provide a thorough description of who has been trained recently. These characteristics are further analyzed in Chapter XVI to assess which, if any, predict training and job performance. Finally, in Chapter XVII the implications of these descriptions and analyses of recent recruits for the content and conduct of the basic training program are elaborated to supplement the conclusions of the course content evaluation in Section G.

Data on a variety of recruit characteristics have been collected through surveys or coding from BCA files. The following four sections summarize recruits' characteristics such as age and education, extent of law enforcement or criminal justice experience, agency and community characteristics,

and attitudes. Information is reported on the sample of recruits trained during the 1976-77 school year (class numbers 56-63), on the two spring, 1976, classes (numbers 54 and 55),<sup>1</sup> on the 1976 Alexandria graduates trained in the special BCA class number 68,<sup>2</sup> and on the sample of BCA graduates trained in 1973-74. Unfortunately limited resources did not permit collection of background data on recruits from Minneapolis, St. Paul, or the State Patrol academies. Since BCA recruits account for approximately 90% of all recruits trained in Minnesota, discussion of the BCA sample will provide a fairly accurate picture of the state's recruits, although comparisons to trainees in the other academies would be of interest.

Each section contains four types of information. First, 1976-77 recruit characteristics are summarized. Second, BCA graduates of 1976-77 are compared to Alexandria graduates of 1976, to infer on which characteristics recruits following the two different training routes might differ. Third, BCA 1976-77 graduates are compared to 1973-74 graduates to infer on which characteristics recruits might be changing. Inferences here must be made with caution since the sample of 1973-74 graduates may not be entirely representative of all recruits trained in that year (see Appendix A for a technical discussion of samples). Inferences are further complicated by the fact that the 1973-74 sample is based on agencies rather than recruits. Also, problems are encountered in these comparisons since Alexandria graduates

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<sup>1</sup>Since class numbers 54 and 55 appear to differ from the annual sample on some characteristics (see Appendix A) and since data are missing on several variables for these classes, they have been treated separately for analyses in this chapter. Information on these classes is not incorporated into discussions but is included for readers wanting to see breakdowns for all the recruit data collected.

<sup>2</sup>Alexandria graduated 65 law enforcement students in 1975-76. The 18 November graduates attended regular BCA classes. Of the May and August graduates, 5 attended regular BCA classes and 42 attended special class number 68.

are included in the 1973-74 sample but excluded from the 1976-77 sample. Fourth, attempts to isolate types of recruits are reported. Relationships among the demographic variables are analyzed to discover whether trainees are recruited from one or several types of backgrounds and whether BCA and Alexandria graduates are recruited from different backgrounds.

#### PERSONAL CHARACTERISTICS OF MINNESOTA PEACE OFFICER RECRUITS

Table 15.1 summarizes data on personal characteristics for the four samples of recruits. The majority of recent recruits are in their twenties with nearly one-half (48%) falling in the 25-29 year-old category. The average age is 28, but there is a considerable range in age from 20 to 59 years. It was expected that perhaps the older recruits would be officers of higher rank from small towns that are exempt from training. An inspection of data on recruits over 40, however, indicated that all but two are from towns over 1,000 and all but two are in entry-level positions. In other words, the range in age accurately reflects the range of those currently being recruited into law enforcement positions.

The Alexandria graduates in class number 68 are both younger and more homogeneous than the BCA graduates. The average age for the group is 21 and the oldest graduate is 25.

Data from the 1973-74 BCA graduate sample are similar to the other data. The majority of these officers were in their twenties when they attended the basic program. A breakdown of the sample into Alexandria and non-Alexandria recruits again indicates that the vo-tech recruits are younger;

TABLE 15.1

## PERSONAL BACKGROUND CHARACTERISTICS: MINNESOTA PEACE OFFICER RECRUITS

VARIABLE	1976-77 ANNUAL SAMPLE: CLASSES 56-63		CLASSES 54-55 SPRING, 1976		ALEXANDRIA CLASS 68 1976 GRADUATES		SAMPLE OF BCA GRAD- UATES 1973-74	
	Frequency	Percent	Frequency	Percent	Frequency	Percent	Frequency	Percent
<u>AGE WHEN TRAINED</u>								
Less than 20	3	-	0	-	0	-	1	01%
20-24	81	26%	22	27%	39	95%	28	35%
25-29	152	48%	37	45%	2	05%	34	43%
30-34	71	22%	18	22%	0	-	8	10%
35-39	12	04%	5	06%	0	-	5	06%
40-44	6	02%	1	01%	0	-	3	04%
45-49	2	01%	0	-	0	-	0	-
50 +	2	01%	0	-	0	-	1	01%
N =	316		83		41		80	
Missing	1		0		1		5	
Mean		28		27		21		27
							(non-Alexandria)	29
							(Alexandria)	24
<u>YEARS OF HIGH SCHOOL</u>								
8	0	-	0	-	0	-	0	-
9	0	-	0	-	0	-	0	-
10	0	-	0	-	0	-	0	-
11	1	< 01%	0	-	0	-	1	01%
GED or 12	316	> 99%	83	100%	42	100%	83	99%
N =	317		83		42		84	
Missing	0		0		0		1	
Mean		12		12		12		12
<u>YEARS OF VOCATIONAL-TECHNICAL</u>								
0	290	95%	70	95%	0	-	56	66%
1	3	01%	0	-	0	-	6	07%
2	13	04%	4	05%	42	100%	23	27%
3 or more	0	-	0	-	0	-	0	-
N =	306		74		42		85	
Missing	11		9		0		0	
Mean		.10		.11		2		.6
							(non-Alexandria)	.2
							(Alexandria)	1.8
<u>YEARS OF COLLEGE</u>								
0	100	33%	29	39%	40	95%	45	53%
1	21	07%	5	07%	1	02%	10	12%
2	67	22%	17	23%	1	02%	12	14%
3	26	09%	10	14%	0	-	6	07%
4	91	30%	13	18%	0	-	12	14%
N =	305		74		42		85	
Missing	12		9		0		0	
Mean		2		1.6		.01		1.2
							(non-Alexandria)	1.6
							(Alexandria)	.3

<u>YEARS OF GRADUATE SCHOOL</u>								
0	305	96%	83	100%	42	100%	82	97%
1	9	03%	0	-	-	-	2	02%
2	1	.01%	0	-	-	-	1	01%
3	0	-	0	-	-	-	0	-
4	2	01%	0	-	-	-	0	-
N =	317		83		42		85	
Missing	0		0		0		0	
<u>DEGREE</u>								
None	166	52%					46	54%
Associate	54	17%			42	100%	27	32%
Bachelors	83	26%					11	13%
Masters	1	01%					1	01%
Other	13	04%					0	-
N =	317		0		42		85	
Missing	0		83		0		0	
<u>VETERAN</u>								
Yes	140	45%	33	42%	2	05%	43	55%
No	172	55%	46	58%	40	95%	35	45%
N =	312		79		42		78	
Missing	5		4		0		7	
<u>SEX</u>								
Female	12	04%	2	02%	7	17%	1	01%
Male	304	96%	51	98%	35	83%	79	99%
N =	316		83		42		80	
Missing	1		0		0		5	
<u>RANK</u>								
Deputy Sheriff	100	33%	28	36%	Not Yet Employed			
Patrolmen	189	62%	48	62%	At Time of Training			
S. O. Seargent	1	01%	0	-				
S. O. Captain	0	-	1	01%				
P. D. Captain	1	01%	1	01%				
Chief	12	04%	0	-				
Other	4	01%	0	-				
N =	307		78				0	
Missing	10		5				85	

average ages for these two subgroups are 24 and 27, respectively.<sup>1</sup>

Virtually all recruits are high school educated. Although several individuals did not complete 12 years of high school in each of the samples, most of these recruits did obtain the GED equivalency. Differences emerge, however, when investigating post-high school education. Since the special BCA class number 68 was held to accommodate 1976 Alexandria graduates and since no special class arrangements were made for Alexandria students in 1977, one would not expect many vo-tech educated recruits in the BCA 1976-77 sample. Of the sample, 95% had no vo-tech education while 26 recruits, or 5%, reported one or two years.<sup>2</sup> Obviously the Alexandria sample is vo-tech educated. The sample from 1973-74 combines the Alexandria and non-Alexandria students, but a division of the sample into the two subgroups indicates again that recruits have little vo-tech education unless they attend a law enforcement program (average for the non-Alexandria group is .2 years of vo-tech education).

The reverse pattern exists for years of college. Two Alexandria 1976 graduates have some college education, but two-thirds of the 1976-77 recruits have some college, almost half hold some college degree, and a few have some graduate education. While the average level of education would be about the same for the BCA and Alexandria groups, the types of education represented differ. Alexandria students have a uniform vo-tech education; the

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<sup>1</sup>Attendance in the Alexandria vo-tech law enforcement program was inferred from responses to a question that asked if the respondent attended the program, how much vo-tech education had contributed to job preparation. Of the 85 officers, 24 responded to the question, but it is possible that a non-Alexandria student could incorrectly respond. The Alexandria average age is inflated considerably by one respondent who claimed to be 52 at the time of training.

<sup>2</sup>This vo-tech education need not be vo-tech law enforcement education.

BCA recruits have high school only, or college education.

The comparison to the 1973-74 BCA graduates suggests that the level of recruit education has been increasing. A larger proportion are now college-educated and hold college degrees.<sup>1</sup>

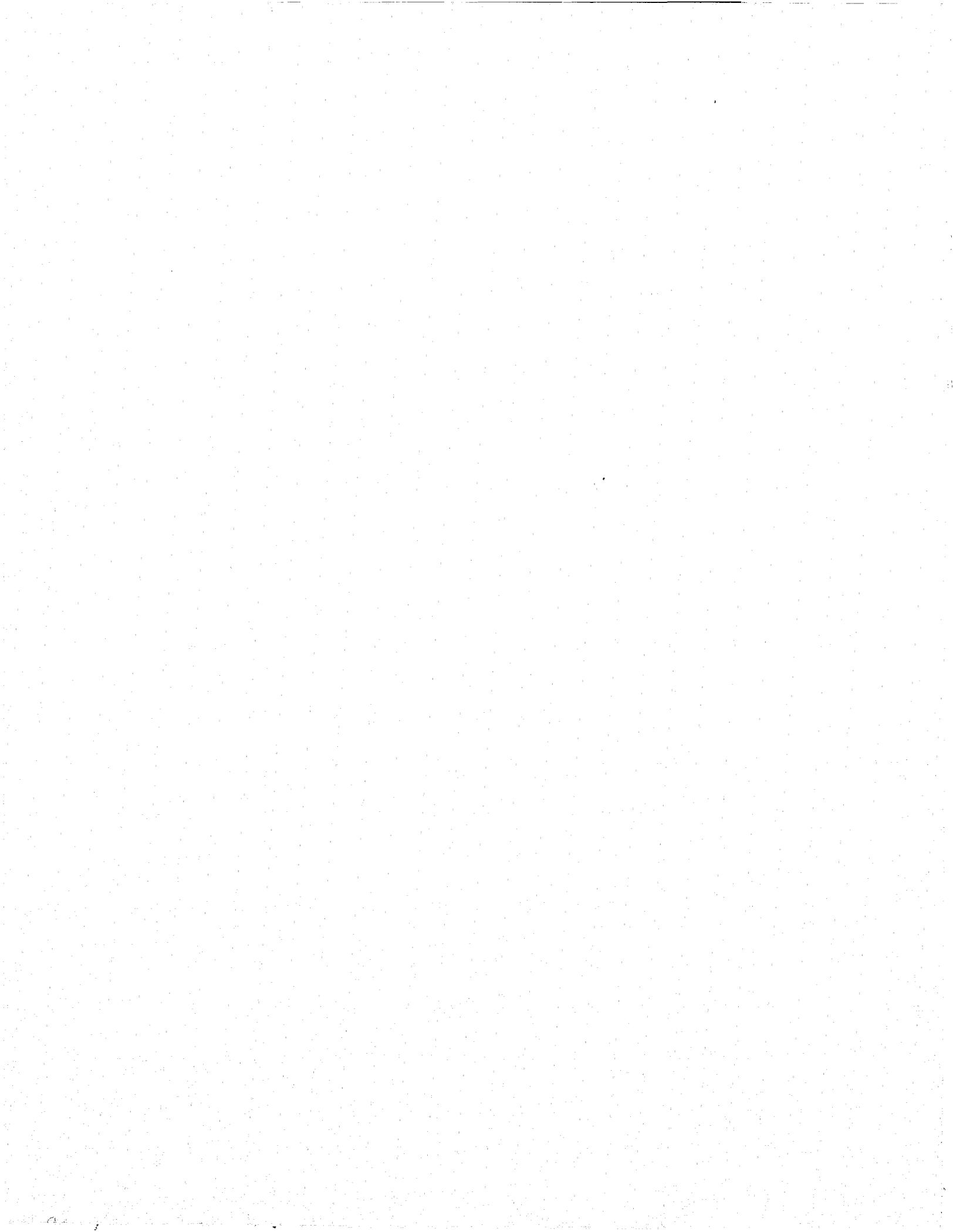
The next personal characteristic reported in Table 15.1 is veteran status. Of the 1976-77 recruits, 45% enter law enforcement with a military background. The proportion for the 1973-74 graduates is somewhat higher, but the recent decrease may be a result of the end of the Vietnam war and reduction of the draft. The Alexandria graduates in class number 68 are quite different in that very few are veterans (N = 2, 05%). Few women have entered law enforcement careers in Minnesota. Twelve women (04%) were trained in 1976-77. A larger proportion (N = 7, 17%) of the Alexandria 1976 graduates are female. Only one respondent in the 1973-74 sample, however, is female.

The majority of trainees in 1976-77 are entry-level officers (95% are patrolmen or deputy sheriffs). All but one of the trainees indicating the rank of chief are from communities of less than 1,000, which are exempt from mandatory training, and hence, they attended training by choice rather than

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<sup>1</sup>When the 1973-74 sample is broken down into Alexandria and non-Alexandria groups, 10% of the non-Alexandria recruits have no college degree and 40% have no college education.

Several biases in the 1973-74 sample are working in different directions. First, more educated respondents are more likely to return questionnaires, hence the level of education of the sample would be overestimated. On the other hand, the sampling procedure that selected only one recruit from each agency (see Appendix A) means that larger agencies with more than one recruit are underrepresented, that larger agencies are more likely to have more educated recruits, and hence that level of education might be underestimated. However, the high response rate from larger, metro area agencies (see Appendix A) would reduce the underrepresentation of these agencies. Since the sample biases seem to counteract each other, the inference that level of education is increasing is no doubt warranted.



**CONTINUED**

**5 OF 7**

law. With the exception of these more experienced officers from smaller communities, virtually all recruits are at the entry level. No data are available for comparisons to the Alexandria and 1973-74 samples.

In sum, BCA graduates of 1976-77 are a heterogeneous group. Their ages vary widely although the majority are in their twenties; they have had a variety of educational experience from high school education only to some graduate education; and about half of the graduates enter law enforcement with a military background.

The Alexandria 1976 graduates differ from the BCA samples on several characteristics. They are younger, most are in their early twenties, and they have a uniform educational background (generally, two years of vo-tech education only). Most have entered the vo-tech directly from high school and have not had military experience.

Comparisons to the 1973-74 BCA graduate sample have been made with caution since the sample may not be representative of all graduates of that year (see Appendix A). The age of recruits is apparently not changing, but educational levels appear to be increasing, slightly more women are entering law enforcement careers, and somewhat fewer recruits are entering with a military background.

#### CRIMINAL JUSTICE EXPERIENCE OF MINNESOTA PEACE OFFICER RECRUITS

Although the basic course is designed for entry-level recruits, trainees enter the program with some criminal justice experience. Table 15.2 contains information on recruits' criminal justice backgrounds. The 1976-77 trainees were in their current law enforcement positions for an average of 12 months,

which was the mandated time limit during that school year (see Chapter II for the recent change in the law). The average score is somewhat deceptive since it is raised by a few trainees from exempt agencies who have been in their current position for as long as 99 months. However, a large number (25%) indicate having been in their current positions for more than a year, suggesting that many recruits are not trained within the mandated time limit.<sup>1</sup> Some recruits are sent directly to training (06%) and nearly half (44%) are trained within the first six months of their current position.

Since the Alexandria students were not employed at the time of training, all in this sample have no time reported for a current position. Comparison to the 1973-74 BCA graduate sample suggests that time in current position is decreasing (i.e., on the average recruits are trained sooner). No doubt some of the decrease can be explained by reducing the backlog of untrained recruits as well as a wider understanding of the mandated time limit for training.

Data have been collected on criminal justice experience beyond current position. About 20% of both BCA samples report past law enforcement experience and some in each sample have criminal justice, military police, police reserve or a variety of other law enforcement/criminal justice experience. Types of experience listed in Table 15.2 and the wide range of months of experience indicate that the BCA recruits are a heterogeneous group in terms of their criminal justice backgrounds.

Composite scores of past experience have been created to facilitate discussion and comparisons. The Criminal Justice Experience Index reported

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<sup>1</sup>Months in current position was coded from BCA files from information on employment reported by the employing agency. These data should be quite accurate.

TABLE 15.2

## CRIMINAL JUSTICE EXPERIENCE: MINNESOTA PEACE OFFICER RECRUITS

VARIABLE	1976-77 ANNUAL SAMPLE: CLASSES 56-63		CLASSES 54-55 SPRING, 1976		ALEXANDRIA CLASS 68 1976 GRADUATES		SAMPLE OF BGA GRAD- UATES 1973-74	
	Frequency	Percent	Frequency	Percent	Frequency	Percent	Frequency	Percent
<u>MONTHS IN CURRENT POSITION PRIOR TO TRAINING</u>								
Minimum	0		0		Not Yet Employed		0	
Maximum	99		84		At Time of Training		300	
Range	99		84				300	
Mean		12		10				10
<u>LAW ENFORCEMENT EXPERIENCE PRIOR TO CURRENT POSITION<sup>a</sup></u>								
Yes	65	21%	36	43%	16	38%	17	20%
No	252	79%	47	57%	26	62%	68	80%
N =	317		83		42		85	
Missing	0		0		0		0	
<u>MONTHS EXPERIENCE FOR THOSE WITH PRIOR EXPERIENCE</u>								
Minimum	2		3				2	
Maximum	112		192				170	
Range	110		189				168	
Mean		18		21				27
<u>CRIMINAL JUSTICE EXPERIENCE</u>								
Yes	14	04%	3	04%			3	04%
No	303	96%	80	96%			82	96%
N =	317		8		42		85	
Missing	0		0		0		0	
<u>MONTHS EXPERIENCE FOR THOSE WITH CRIMINAL JUSTICE EXPERIENCE</u>								
Minimum	2		10				2	
Maximum	32		24				24	
Range	30		14				22	
Mean		14		15				15
<u>MILITARY POLICE EXPERIENCE</u>								
Yes	40	13%	13	16%			9	11%
No	277	87%	70	84%			75	88%
National Guard							1	01%
N =	317		83		42		85	
Missing	0		0		0		0	
<u>MONTHS EXPERIENCE FOR THOSE WITH MILITARY POLICE EXPERIENCE</u>								
Minimum	3		2				6	
Maximum	120		40				72	
Range	117		38				66	
Mean		28		18				29

<u>POLICE RESERVE EXPERIENCE</u>							
Yes	59	19%	20	24%		19	22%
No	258	81%	63	76%		66	78%
N =	317		83		42	85	
Missing	0		0		0	0	
<u>MONTHS EXPERIENCE FOR THOSE WITH POLICE RESERVE EXPERIENCE</u>							
Minimum	2		1			3	
Maximum	108		72			72	
Range	106		71			69	
Mean		24		26			18
<u>OTHER EXPERIENCE</u>							
Security Guard	15	05%	5	06%		6	17%
Dispatcher	11	04%	7	08%			
Intern	9	03%	2	02%			
C.S.O.	8	03%	1	01%			
Metermaid	3	.01%	0	-			
Welfare Agent	1	.01%	0	-			
Other	0		3	04%			
None	270	85%	65	78%		79	93%
N =	317		83		42	85	
Missing	0		0		0	0	
<u>MONTHS EXPERIENCE IF OTHER EXPERIENCE</u>							
Minimum	2		1			3	
Maximum	84		42			13	
Range	82		41			10	
Mean		20		18			9
<u>CRIMINAL JUSTICE EXPERIENCE INDEX<sup>b</sup></u>							
Minimum	0	04%	0	01%		0	01%
Maximum	125		206			318	
Range	125		206			318	
Missing			3			8	
Mean		24		29			30
						(non-Alexandria)	29
						(Alexandria)	13

<sup>a</sup>Alexandria data coded from BCA files. Data for other classes are from questionnaires. More experience was listed on questionnaires than on personnel form in BCA files and thus, past experience of Alexandria students could well be inaccurately deflated in comparison to other groups.

<sup>b</sup>Criminal Justice Experience is the sum of all months of experience.

in Table 15.2 is the sum of all months in current position, other law enforcement positions, criminal justice jobs, military police, police reserve, and "other" criminal justice categories (see Table 15.2 for "Other" categories). In the 1976-77 BCA sample only 4% had no experience prior to training, one had as much as 125 months of previous experience, and the average is 24 months or two years. Information on the 1973-74 sample suggests that current recruits have somewhat less previous overall experience, but the first two categories in Table 15.2 (current position and previous law enforcement) account for most of the difference.

Comparable data do not exist for the Alexandria group, but whether or not these students had previous law enforcement experience was coded from BCA files. Some previous experience was reported by 38% on their personnel forms. In addition field training provided in the vo-tech program increases the overall level of experience of these students. The breakdown of the 1973-74 sample into those with and without Alexandria vo-tech education indicates that the Alexandria graduates have an average of 13 months experience prior to BCA training while the non-Alexandria group has an average of 29 months. Given the young age and the pre-employment status of Alexandria graduates the level of past experience at the time of training is somewhat less than the typical BCA recruit, but as a group they cannot be considered inexperienced.

Relationships between past experience and some personal characteristics were probed to discover if certain types of recruits have more or less experience.<sup>1</sup> It seemed possible that those with more criminal justice experience

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<sup>1</sup>Calculations were based on the sum of past experience, excluding current position. Past experience is the recruitment characteristic of interest; months in current position is determined by the agency, not the recruit.

might not have a military background. In other words, two sources of recruitment might be those with military versus criminal justice backgrounds. In addition, it seemed probable that those pursuing higher education would have less previous criminal justice employment. However, past experience is not an alternative career route to military background and/or an educational background. No strong nor significant relationships were discovered among these characteristics meaning that neither education nor military experience has been pursued to the exclusion of past experience.<sup>1</sup>

In sum, most recruits attending the basic program carry some past law enforcement or criminal justice experience with them even though they are in entry-level positions. Most have been in their current position for at least a few months and many (57% 1976-77 BCA sample, 38% Alexandria sample, and 55% 1973-74 BCA sample)<sup>2</sup> have some sort of law enforcement or criminal justice experience prior to their current position. BCA recruits are heterogeneous in terms of type and extent of criminal justice employment, but in general Minnesota peace officer recruits are not entirely new to the criminal justice system.

AGENCY AND COMMUNITY CHARACTERISTICS OF MINNESOTA  
PEACE OFFICER RECRUITS

Recruits trained annually reflect the diversity of law enforcement agencies and communities throughout Minnesota. Table 15.3 contains information for the four samples of recruits. First, recruits are hired by different types of agencies. In 1976-77 about one-third of the trainees were

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<sup>1</sup>One reason that more educated recruits do not appear to have less criminal justice experience is that many of the college programs incorporate an internship, which would be counted as previous experience.

<sup>2</sup>See footnote to Table 15.2 for noncomparability of Alexandria data. These data on past experience, excluding months in current position, are not reported in Table 15.2.

TABLE 15.3

## AGENCY AND COMMUNITY CHARACTERISTICS: MINNESOTA PEACE OFFICER REGRUITS

VARIABLE	1976-77 ANNUAL SAMPLE: CLASSES 56-63		CLASSES 54-55 SPRING, 1976		ALEXANDRIA CLASS 68 1976 GRADUATES		SAMPLE OF BCA GRAD- UATES 1973-74	
	Frequency	Percent	Frequency	Percent	Frequency	Percent	Frequency	Percent
<b>AGENCY TYPE</b>								
Sheriff	103	33%	30	36%	4	15%	27	32%
Police	206	66%	52	63%	23	85%	55	65%
State	4	01%	0	-	0	-	2	02%
Park	1	01%	1	01%	0	-	0	-
County/City Officer	0	-	0	-	0	-	0	-
					27 Employed			
					15 Employment Not Located			
N =	314		83		42		84	
Missing	3		0				1	
<b>AGENCY SIZE<sup>a</sup></b>								
1- 4	44	14%	8	10%	12	44%	21	25%
5- 9	46	15%	14	17%	10	37%	22	26%
10-24	82	26%	21	25%	5	19%	23	27%
25-49	58	18%	20	24%			12	14%
50 +	87	27%	20	24%			6	17%
					27 Employed			
					15 Employment Not Located			
N =	317		83		42		84	
Missing	0		0				1	
<b>SIZE OF POPULATION SERVED</b>								
Less than 1,000	18	06%	0	-	3	11%	3	04%
1,000 to 2,499	24	08%	8	11%	6	22%	10	12%
2,500 to 9,999	54	19%	20	26%	15	56%	22	26%
10,000 +	195	67%	49	64%	3	11%	49	58%
					27 Employed			
					15 Employment Not Located			
N =	291		77		42		84	
Missing	26		6				1	
<b>REGION</b>								
A	17	05%	6	07%	1	04%	3	04%
B	30	09%	13	18%	8	30%	8	10%
C	15	05%	9	11%	2	07%	7	09%
D	42	13%	5	06%	2	07%	11	13%
E	24	08%	7	08%	2	07%	9	11%
9	22	07%	2	02%	3	11%	10	12%
10	17	05%	9	11%	8	30%	9	11%
G	142	47%	32	39%	1	04%	25	30%
					27 Employed			
					15 Employment Not Located			
N =	314		83		42		82	
Missing	3		0				3	

<u>DISTANCE FROM METRO AREA</u>								
Metro	147	46%	32	39%	1	04%	24	28%
Within 75 Miles of Metro Area	68	21%	15	18%	6	22%	24	28%
75-150 Miles from Metro Area	41	13%	6	07%	8	30%	18	21%
150 Miles from Metro Area	57	18%	30	36%	12	44%	17	20%
					27 Employed			
					15 Employment Not Located			
N =	313		83		42		83	
Missing	4		0				2	
<u>TRAINING ARRANGEMENTS</u>								
1. BCA only	41	15%	9	11%			9	12%
2. Suggested Reading	7	03%	0	-			0	-
3. Special Arrangements <sup>b</sup>	10	04%	5	06%			9	12%
4. County or Regional Programs	33	12%	9	11%			11	15%
5. County or Regional and Special	5	02%	0	-			2	03%
6. Officer Assigned Training	104	38%	25	30%			28	37%
7. Officer Assigned Training and Special	14	05%	3	04%			6	08%
8. Officer Assigned Training and County/Reg.	8	03%	5	06%			2	03%
9. Full-time Unit or Trainer	52	19%	9	11%			8	11%
N =	274		65		42		75	
Missing	43		18		42		10	
<u>JOB AFTER BCA (From Follow-up Questionnaires Returned)</u>								
1. Alone	65	59%					56	68%
2. Alone and with An Equal	5	05%					1	01%
3. With An Equal	16	15%					2	02%
4. Alone/with Equal/with Veteran	7	06%					5	06%
5. Alone/with a Veteran	5	05%					6	07%
6. With a Veteran	11	10%					13	16%
N =	109				42		83	
Missing	1				42		2	

<sup>a</sup> Defined as number of full-time sworn officers.

<sup>b</sup> Special arrangements refers to availability to officers of courses such as those offered by the FBI or Northwestern Traffic Institute.

from sheriffs' offices and two-thirds from police agencies, with a smattering of recruits from other types such as state (e.g., BCA) and park agencies. The breakdown for sheriff and police recruits is similar for the 1973-74 sample and one would not expect a significant change in type of agency represented over time. However, the Alexandria graduates whose employer could be located were hired disproportionately by police agencies--only 15% were located in sheriffs' offices while 85% were located in police agencies.<sup>1</sup>

The 1976-77 recruits came from a range of agency sizes, although there were more from larger agencies. One would expect more recruits from larger agencies since they hire more individuals and hence send more to training. The comparison to the 1973-74 sample is not meaningful here because the sampling procedure eliminated more than one recruit per agency (see Appendix A) and hence larger agencies are expected to be underrepresented. Again the comparison to Alexandria demonstrates a real difference in that the Alexandria graduates are hired disproportionately by smaller agencies.

Two other agency characteristics are especially relevant to training. One is the training arrangements that agencies provide. If agencies rely solely on the BCA for training, then a greater burden is placed on the unit conducting mandatory training than if agencies provide additional training of their own. Many recruits failed to respond to the question on training arrangements (43 missing cases), but of those who responded 36% are from agencies that rely on the BCA or special programs (e.g., special courses or county or regional programs, i.e., codes 1-5 in Table 15.2); another 46%

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<sup>1</sup>Names of the 42 students in class number 68 were sent to the Training Board and their personnel located law enforcement employment for 27. Records provided by Alexandria vo-tech since that time indicate the level of law enforcement employment is higher. Of all 65 1975-76 graduates, 40 were in police agencies and 11 in sheriff's offices, excluding dispatchers and security guards.

are from agencies that have an officer assigned training functions in addition to special arrangements (codes 6-8), and 19% are from agencies with a full-time training unit or trainer (code 9).

Comparisons to the 1973-74 sample are limited in that agencies, rather than recruits, are sampled (see Appendix A). Changes over time, therefore, cannot be inferred, but it is apparent that when the unit of analysis is agency rather than recruit the reliance on the BCA and special arrangements is even greater. Of the agencies responding, 42% rely on the BCA or special courses; 48% assign an officer to training functions; and only 11% provide a full-time unit or trainer. Since the 1973-74 sample appears to overrepresent larger, metro area agencies where officers assigned to training or full-time trainers are more likely (see Appendix A), it is probable that the reliance on the BCA is even underestimated from these data.

Information on the training arrangements of the agencies hiring Alexandria graduates are not available, but since training arrangements are related to size of agency<sup>1</sup> and since Alexandria graduates are hired disproportionately by small agencies, one would expect that these agencies rely heavily on the vo-tech and BCA training provided to these individuals before they are hired.

The second agency characteristic relevant to training is the extent of supervision received by recruits after training. The less supervision received upon returning to the job, the greater the burden on mandatory training programs for adequate job preparation. Data on the full 1976-77 sample are not available, but graduates of class numbers 54-57 were asked for this information in the six-month follow-up questionnaire. Of those responding, 59%

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<sup>1</sup>Spearman correlation = .41, sig. = .001.

indicated they were alone on the job upon their return from training, while another 16% were with a recruit of equal experience or sometimes alone and sometimes with an equal (i.e., codes 2 or 3 in Table 15.3). Only 10% were regularly supervised by a veteran officer (code 6) and another 11% had partial supervision (code 4 or 5). A similar pattern exists for the sample of agencies with 1973-74 BCA graduates. The majority of recruits apparently are on their own or are with officers of similar experience after their training.

Information is not available on the agencies hiring Alexandria graduates. Given the relation between supervision and size of agency<sup>1</sup> and the disproportionate hiring of Alexandria graduates by small agencies one would expect little supervision of these recruits and hence high reliance on the adequacy of preparation from their vo-tech and BCA training.

The types of communities represented differ by recruit as do agency characteristics. Distributions by community size are similar to those of agency size as one would expect. Recruits come mostly from middle and large size communities. The small proportion from towns under 1,000 is expected since these agencies are exempt from training. Sampling by agency rather than recruits means that the 1973-74 sample distributions cannot be compared to the 1976-77 ones to infer change. Alexandria graduates of 1976 were disproportionately hired by middle and small size communities.

Information on Region and distance from the metro area indicates that about half of the recruits are from Region G (the metro area) and another 21% might be considered to be within commuting distance of the metro

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<sup>1</sup>Spearman correlation = .30, sig. = .001.

area (i.e., within 75 miles of metro area). Inferences of change from the 1973-74 sample again are not possible because of different sampling procedures. However, the Alexandria comparison indicates that the 1976 graduates were hired predominately by outstate agencies (i.e., outside Region G and more than 75 miles from the metro area).

The previous two sections of this chapter have pointed to some differences between Alexandria students and regular BCA graduates and have pointed to some possible trends in types of recruits trained over the past few years. In this section on agency and community characteristics, sampling procedures for the 1973-74 BCA graduate sample precludes meaningful comparisons to the 1976-77 recruits to infer change. However, major differences appeared between the 1976-77 BCA graduates and the Alexandria graduates. Small outstate police agencies in smaller communities tend to hire Alexandria graduates. In contrast, the "typical" BCA graduate is from a larger agency and community in or near the metro area. Some of this difference can be explained by economies--smaller agencies with fewer resources want to hire someone already trained to avoid the costs of sending a recruit to eight weeks of BCA training. Part of the difference might also be explained by a smaller agency preference for the type of recruit trained by Alexandria vo-tech, although no information collected during this evaluation can be used to test this possibility.

Previous sections of this chapter have noted the heterogeneity of BCA recruits and hence it may be somewhat misleading in comparisons to Alexandria students to speak of the "typical" BCA recruit. Although no reportable relationships were discovered among the various background characteristics, it is possible that some of these variables might relate to agency or community characteristics. The question of interest here is whether certain types of

BCA graduates are recruited into particular types of agencies or communities. Analyses of the BCA 1976-77 school year graduates indicate a different recruitment pattern for sheriff and police agencies. The level of past criminal justice experience<sup>1</sup> is significantly higher for police agencies than it is for sheriffs' offices,<sup>2</sup> but other background characteristics did not differ by agency or community type.<sup>3</sup>

When the sheriff and police recruits are analyzed as two separate samples additional recruitment patterns emerge. Within the sheriff group there is a tendency for older, more educated recruits to be hired by metro offices,<sup>4</sup> although age and education do not differ by agency or community size. In police agencies, on the other hand, recruit educational level increases with agency size, community size and in metro versus outstate agencies, but age does not differ by community type.<sup>5</sup>

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<sup>1</sup>Past criminal justice experience is the sum of all months in criminal justice positions prior to current position.

<sup>2</sup>An analysis of variance of past experience by agency type resulted in an  $F = 2.29$ , sig. = .08. When the seven state or park agency recruits are eliminated the  $F$  statistic for the sheriff/police groups is 6.0, sig. = .01. The average past experience for sheriff recruits is 11 months and 17 months for police recruits.

<sup>3</sup>Actually the relationship between education and metro/outstate was more significant in the total sample than in the separate sheriff/police samples; however, the discussion of recruitment patterns was more easily broken down by sheriff/police.

<sup>4</sup>An analysis of variance of age and education index by metro/outstate resulted in  $F$ 's of 8.39 (sig. = .004) and 6.5 (sig. = .01), respectively.

The education index is calculated as years of high school and years of vo-tech + 2 X (years of college + years of graduate school) + degree. For degree, 1 point is given for associate degree, 2 for bachelors degree and 3 for masters degree.

<sup>5</sup>Correlations between education index and agency size and community size are .36 (sig. = .001) and .40 (sig. = .001), respectively. An analysis of variance of education by metro/outstate resulted in an  $F$  of 4.3 (sig. = .04).

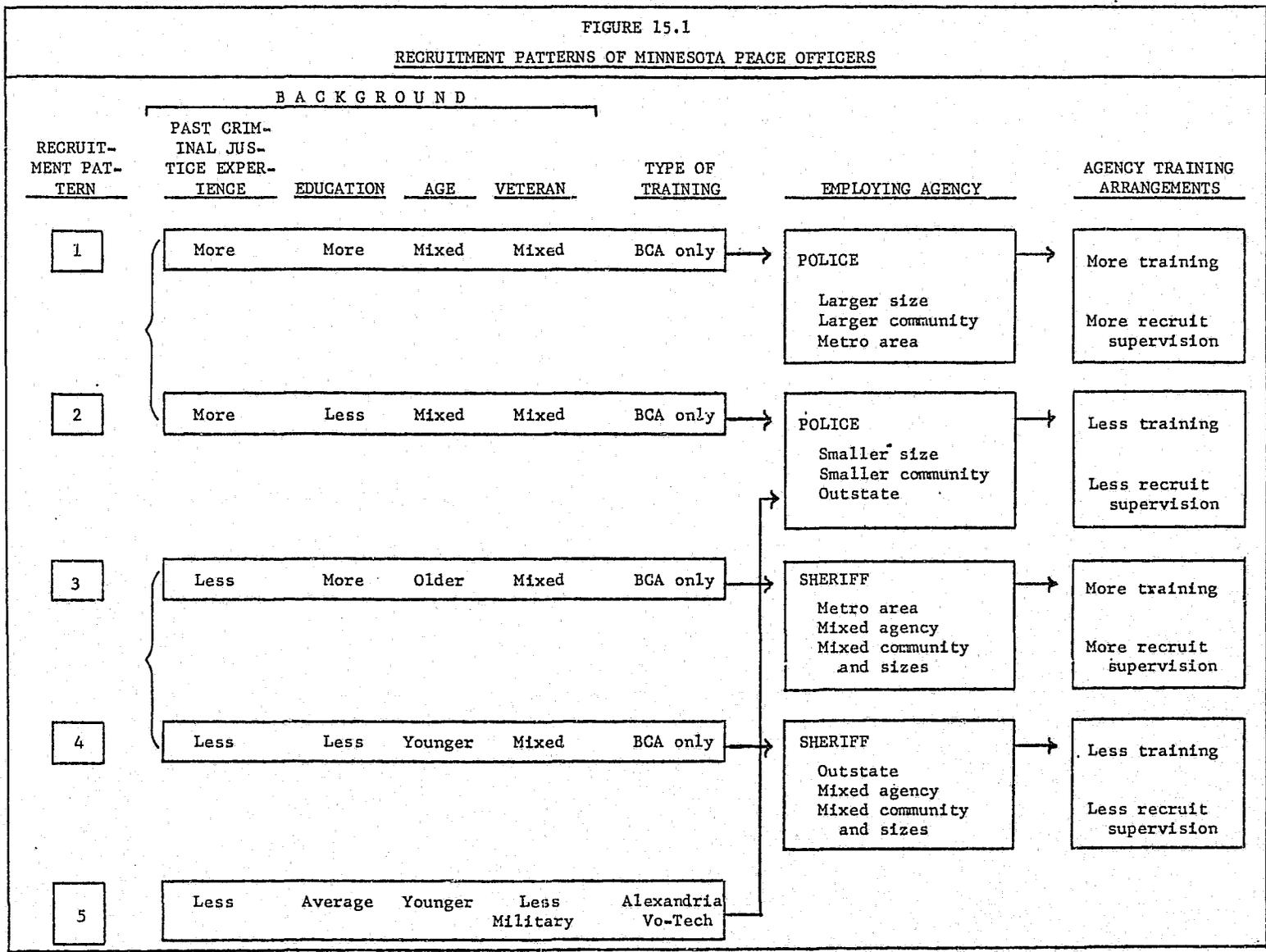
The different recruitment patterns discovered in these analyses are summarized in Figure 15.1. The information in this figure on training arrangements will be mentioned in the summary to this chapter and again in Chapter XVII. One set of recruits are younger, have little military experience, have less past criminal justice experience, have an average educational level with a uniform type of education. These recruits have chosen the vo-tech route to law enforcement and tend to be recruited by smaller, outstate police agencies in smaller communities (see pattern 5 in Figure 15.1).

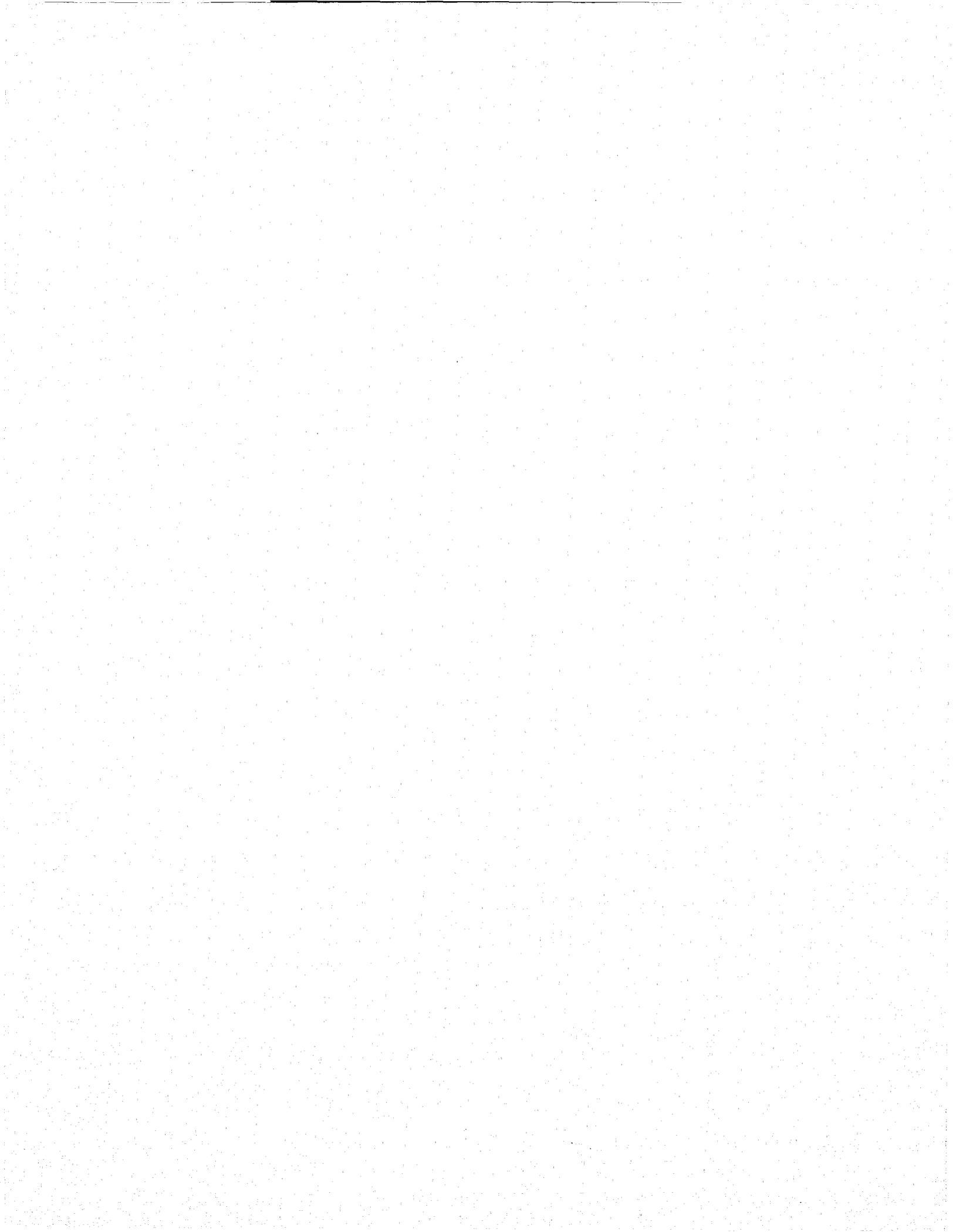
Among the BCA trainees those with more past experience have been hired by police agencies. Within this group recruits with more education are more likely to be employed by a larger agency in a larger, metro area community (pattern 1); those with less education are more likely to be found in smaller,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

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

These conclusions should not be exaggerated. They summarize tendencies rather than absolute types and all the analyses have excluded information of Minneapolis, State Patrol, and St. Paul recruits. However, evidence gathered on recent BCA- and Alexandria-trained officers suggests that Minnesota recruits differ considerably in terms of personal backgrounds and that different types of persons tend to be recruited by different types of law enforcement agencies. The next section discusses recruit attitudes and attempts to

FIGURE 15.1  
RECRUITMENT PATTERNS OF MINNESOTA PEACE OFFICERS





discover further differences among recruits are reported.

## ATTITUDES OF MINNESOTA PEACE OFFICER RECRUITS

### DATA SOURCES

Questionnaires administered during the course of this evaluation contained items designed to tap recruit attitudes. The first surveys administered in the spring of 1976, mostly contained attitudinal questions. For two reasons most of these questions were dropped and the proportion of items tapping attitudes was reduced. First, many items demonstrated little variance (that is, most recruits would agree or disagree with a question) and hence questions failed to differentiate recruits. Second, by fall 1976, the evaluation was taking on a broader scope and it was desirable to include questions that obtained opinions and perceptions of other issues. The questionnaires that were adopted for the 1976-77 school year (pre-training and post-training surveys) contained 20 attitudinal items. Eight of these questions were incorporated in the questionnaires sent to graduates with six-months of post-training job experience (six-month follow-up questionnaire) and to the sample of 1973-74 BCA graduates (three-year experience questionnaire). Questions that demonstrated little variance were dropped for these two mail questionnaires since an excessive number of questions would be likely to reduce response rates.

### TYPES OF ATTITUDES ANALYZED

Three sets of questions were chosen to be included in recruit questionnaires:

1. The first six questions dealt specifically with the role of peace officers (internal organization, relations to society and to the criminal justice system). These are the six questions listed in Table 15.4. All of the

questions were included in the two surveys mailed to graduates as well as in the pre-training and post-training surveys.

2. The second six questions (Table 15.6) tapped more general attitudes of civil liberties without specific application to law enforcement tasks. Since responses to these questions showed little variance they were all dropped from the six-month follow-up and three-year experience questionnaires.

3. Eight questions were asked on the contribution of certain arrangements to the efficiency of police work (questions in Table 15.8). These questions like the first six deal specifically with law enforcement. Two of the items were incorporated in the six-month follow-up and three-year experience questionnaires.

#### Patterns of Attitudes

The intention of selecting coherent sets of questions is to increase the chances that responses to questions will fall in some intelligible patterns. Data analysis is facilitated if individual items can be reduced to fewer attitude scales or scores. For example, if questions in Table 15.6 all tap the attitude of "support of civil liberties," recruits' responses to the items will relate to one another and it would be possible and meaningful to combine the six individual responses for each recruit into a single scale or score measuring his "support of civil liberties."

It was hoped that the 20 individual items could be reduced to two or three attitude scales on which to describe recruits. However, responses to various items did not interrelate sufficiently well to warrant the creation of several scales. Patterns of relationships among items were not sufficiently high to enable the reduction of items to meaningful attitude scores, but inter-relationships were used as a guide to discussion of individual items.

Factor analyses of the questionnaire items for pre-training, post-

training, follow-up and three-year experience responses were used to judge: a) which items tended to relate to each other; and b) the consistency of relationships across the surveys. If responses to several items relate to each other, and do so consistently across the surveys, then there is evidence that the items tend to reflect the same attitude. On the other hand, if responses to questions 1 and 3 in the pre-training survey relate, but responses to questions 1 and 4 relate in the post-training survey, patterns are not sufficiently consistent to indicate any single attitude.

In addition, change scores were calculated for each item to assess the extent of change from before to after training (pre-training score minus post-training score) and from the end of training to six months later (post-training score minus follow-up score). If a recruit gave the same response the change score would be 0, if a recruit moved in a disagree direction the score would be negative, and if a recruit moved in an agree direction the score would be positive. Change scores are reported in Tables 15.5, 15.7, and 15.9. One would expect that for items on which there is considerable change of opinion, there would not be consistent patterns of relationships across the surveys.

Inspection of information from the factor analyses and change scores leads to the following conclusions about patterns of attitudinal responses:

1. The first six questions in Table 15.4 demonstrate few relationships with other items and no relationships are consistent across surveys. Change scores in Table 15.5 indicate much change in position from time period to time period. In addition a fairly large percentage of "uncertain" responses indicate recruit uncertainty on these issues. These six items need to be considered individually; responses exhibit too much change and uncertainty to indicate any stable set of attitudes.

2. The second set of questions (Table 15.6) shows higher interrelations and relationships are consistent across surveys. There is less change of opinion on these items. Interrelations and consistency in these responses warrant discussion of these items as a set, but lack of variance in responses reduces their utility in differentiating types of recruits.

3. The eight efficiency questions (Table 15.8) fall into three patterns. Questions 1 and 2 do not relate consistently with any other items and must be dealt with separately. Questions 3, 4 and 5 interrelate consistently, show little change and thus can be dealt with as a set. Finally, questions 6, 7 and 8 interrelate consistently, but show some change and uncertainty.

The next section describes the distribution of responses on these three sets of questions for the 1976-77 BCA recruits before and after the training program, for the six-month follow-up sample, for the Alexandria students in BCA class number 68, and for the 1973-74 BCA graduate sample. The second section after this reports analyses aimed at discovering what, if any, background and agency characteristics relate to attitudes.

#### DESCRIPTION OF RECRUIT RESPONSES

##### The Police Role

Responses to the first six questions which deal with the police role indicate division of opinion, uncertainty, and change. Responses are reported in Table 15.4 and change scores are reported in Table 15.5. On the first item which states that state and local laws undermine police authority, the majority agree before training that police authority is undermined.

Although more disagree at the conclusion of the course, response patterns for the six-month follow-up and the 1973-74 graduates indicate that after additional job experience the majority again agree with the statement. The Alexandria students, in contrast, generally disagree with the statement prior to the BCA course, but shift to uncertainty by the conclusion of the class (46% uncertain).

The second item states that citizen respect for police has been increasing. The pattern for BCA recruits is similar before training, after training and after job experience--almost 60% disagree and close to 20% are uncertain. Somewhat fewer of the Alexandria students disagree and they demonstrate more uncertainty on the issue.

The majority of BCA recruits prior to training disagree that officers should make offenders feel that they had just made this one mistake (question 3). Somewhat more agree after training, but after job experience the pattern of responses is similar to that before training. The Alexandria students demonstrate a marked increase in the number agreeing with the statement (42% agree before BCA training; 66% agree after BCA training).

Question 4 deals with police organization. BCA recruits tend to be split evenly on whether military organization is a good model for police organization. Before training, after training and after job experience, the distribution of opinion is roughly 40% agree, 20% uncertain, and 40% disagree. The Alexandria students, on the other hand, overwhelmingly support a military model.

Slightly more BCA recruits agree (than disagree) that officers should be trained as generalists and the 1973-74 BCA graduate sample has the

TABLE 15.4

## ATTITUDES TOWARD THE POLICE ROLE: MINNESOTA PEACE OFFICER RECRUITS

VARIABLE	1976-77 ANNUAL SAMPLE: CLASSES 56-63						ALEXANDRIA CLASS 68 - 1976 GRADUATES				SAMPLE OF BCA GRADUATES 1973-74	
	Pre-Training		Post-Training		Six-Month Follow-up <sup>a</sup>		Pre-Training		Post-Training		Frequency	Percent
	Frequency	Percent	Frequency	Percent	Frequency	Percent	Frequency	Percent	Frequency	Percent		
1. Present state and local laws have undetermined the police officer's authority to a dangerous extent.												
Strongly agree	51	16%	30	10%	16	15%	0		1	02%	16	19%
Agree	126	40%	87	29%	42	38%	3	07%	4	10%	35	42%
Uncertain	62	20%	49	06%	13	12%	12	29%	19	46%	11	13%
Disagree	72	23%	124	41%	36	33%	21	51%	14	34%	20	24%
Strongly disagree	7	02%	15	05%	3	03%	5	12%	3	07%	1	01%
N =	318 <sup>b</sup>		305		110		41		41		83	
Missing	0		13 <sup>c</sup>		0		0		0		2	
2. The respect that citizens have for a police officer and his position has been steadily increasing over the years.												
Strongly agree	10	03%	11	04%	3	03%	1	02%	2	05%	1	01%
Agree	77	24%	62	20%	24	22%	11	27%	9	22%	15	18%
Uncertain	41	13%	61	20%	18	17%	13	32%	13	32%	17	21%
Disagree	153	48%	128	42%	54	50%	11	27%	13	32%	37	45%
Strongly disagree	36	11%	43	14%	10	09%	5	12%	4	10%	13	16%
N =	317		305		109		41		41		83	
Missing	1		13		1		0		0		2	
3. A police officer should generally try to make offenders feel as though they were really law-abiding but had just made this one mistake.												
Strongly agree	7	02%	14	05%	1	01%	2	05%	5	12%	4	05%
Agree	68	22%	95	31%	27	25%	15	37%	22	54%	26	32%
Uncertain	76	24%	68	22%	28	26%	8	20%	9	22%	14	17%
Disagree	147	46%	107	35%	50	46%	14	34%	5	12%	30	37%
Strongly disagree	19	06%	21	07%	3	03%	2	05%	0	-	8	10%
N =	317		305		109		41		41		82	
Missing	1		13		1		0		0		3	
4. The command and discipline found in a military organization is a good model for a police department.												
Strongly agree	19	06%	19	06%	5	05%	4	10%	4	10%	8	10%
Agree	104	33%	92	30%	38	35%	24	59%	21	51%	30	36%
Uncertain	56	18%	55	18%	25	23%	6	15%	10	24%	12	15%
Disagree	113	36%	101	33%	32	29%	7	17%	6	15%	27	33%
Strongly disagree	26	08%	36	12%	9	08%	0	-	0	-	6	07%
N =	318		303		109		41		41		83	
Missing	0		15		1		0		0		2	

5. Police officers work more effectively when they have been trained as generalists rather than specialists.

Strongly agree	16	05%	18	06%	6	06%	2	05%	5	12%	8	10%
Agree	123	39%	113	37%	45	41%	8	20%	7	17%	40	49%
Uncertain	76	24%	78	26%	21	19%	14	34%	10	24%	13	16%
Disagree	88	28%	77	25%	34	31%	13	32%	17	42%	17	21%
Strongly disagree	15	05%	18	06%	4	04%	4	10%	2	05%	5	06%
N =	318		304		110		41		41		83	
Missing	0		14		0		0		0		2	

6. A recruit who thinks he is going to get much personal satisfaction just from performing police duties is due for a rude awakening.

Strongly agree	33	10%	28	09%	13	12%	6	15%	4	10%	9	11%
Agree	99	31%	100	33%	29	26%	12	29%	9	22%	28	34%
Uncertain	46	15%	38	13%	10	09%	7	17%	9	22%	8	10%
Disagree	118	37%	107	35%	46	42%	10	24%	14	34%	33	40%
Strongly disagree	22	07%	34	10%	12	11%	6	15%	5	12%	5	06%
N =	318		304		110		41		41		83	
Missing	0		14		0		0		0		2	

<sup>a</sup>The follow-up sample consisted of classes 54 through 57. See Appendix A for technical discussion of samples.

<sup>b</sup>The annual sample has been calculated to have an N of 317. In pre-test analyses apparently a recruit who started in one class, dropped out, and began in another class has been counted twice. Given the large N such an error will not affect results.

<sup>c</sup>Missing data in post-test sample includes 6 recruits who dropped out of or failed the course.

largest proportion (58%) agreeing. The Alexandria students, on the other hand, are more supportive of specialized training, although slightly less so after their BCA class.

The BCA recruits and graduates are about evenly divided on whether officers get personal satisfaction from performing police duties (question 6). The Alexandria students demonstrate more uncertainty and more change during the training. Prior to the BCA class somewhat more of the Alexandria group than of the BCA samples felt that the recruit expecting personal satisfaction was due for a rude awakening, but more disagreed at the conclusion of the class.

Responses to the first six questions dealing with the police role indicate that peace officer recruits do not have set ideas on the issues tapped by these questions. There is difference of opinion on all questions, there is generally a large proportion of "uncertain" responses, and a large number of recruits change their opinions during the training program and during the first six months of post-training job experience (see Table 15.5). When the distribution of responses changes during the training program, it generally shifts back to the pre-training pattern after job experience (e.g., questions 1 and 3), suggesting that the training program does not influence attitudes in any lasting way.<sup>1</sup> The extent of attitude change after training (see Table 15.5) is indicative of the same phenomenon.

The Alexandria students respond to these questions in different ways.

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<sup>1</sup> Aggregate shifts in response patterns also can be seen in the change scores by examining the proportion of respondents moving in an agree or a disagree direction. Alexandria data were collected early in the evaluation and processed separately from most of the BCA data. As a result change scores could not be calculated and discussion relies on overall response distributions.

TABLE 15.5

## ATTITUDE CHANGE ON THE POLICE ROLE: MINNESOTA PEACE OFFICER RECRUITS

VARIABLE	Change Score	Direction of Change	CHANGE 1: PRE-TRAINING SCORE MINUS POST-TRAINING SCORE <sup>a</sup>		CHANGE 2: POST-TRAINING SCORE MINUS SIX-MONTH FOLLOW-UP SCORE <sup>b</sup>		
			N	Percent	N	Percent	
1. Present state and local laws have undetermined the police officer's authority to a dangerous extent.	3	+	2	01%	2	02%	
	2	+	10	03%	14	14%	
	1	+	35	12%	29	30%	
	0		111	38%	44	45%	
	1	-	78	27%	8	08%	
	2	-	42	15%	1	01%	
	3	-	11	04%	0	-	
	4	-	1	01%	0	-	
			N =	290		98	
			Missing	28		12	
	2. The respect that citizens have for a police officer and his position has been steadily increasing over the years.	4	+	0	-	1	01%
3		+	4	01%	1	01%	
2		+	20	07%	5	05%	
1		+	50	17%	19	20%	
0			139	48%	46	47%	
1		-	56	19%	17	18%	
2		-	12	04%	6	06%	
3		-	6	02%	2	02%	
4		-	2	01%	0	-	
			N =	289		97	
			Missing	29		13	
3. A police officer should generally try to make offenders feel as though they were really law-abiding but had just made this one mistake.	4	+	1	01%	0	-	
	3	+	4	01%	1	01%	
	2	+	32	11%	7	07%	
	1	+	70	24%	7	07%	
	0		121	42%	50	51%	
	1	-	43	15%	19	19%	
	2	-	14	05%	13	13%	
	3	-	4	01%	0	-	
	4	-	0	-	1	01%	
			N =	289		98	
			Missing	29		12	
4. The command and discipline found in a military organization is a good model for a police department.	4	+	1	01%	0	-	
	3	+	2	01%	0	-	
	2	+	14	05%	6	06%	
	1	+	48	17%	21	22%	
	0		142	49%	41	43%	
	1	-	58	20%	23	24%	
	2	-	19	07%	5	05%	
	3	-	3	01%	0	-	
	4	-	1	01%	0	-	
			N =	288		96	
			Missing	30		14	
5. Police officers work more effectively when they have been trained as generalists rather than specialists.	4	+	1	01%	0	-	
	3	+	4	01%	1	01%	
	2	+	24	08%	11	11%	
	1	+	53	18%	15	16%	
	0		127	44%	37	38%	
	1	-	51	17%	19	20%	
	2	-	25	09%	12	12%	
	3	-	3	01%	2	02%	
	4	-	1	01%	0	-	
			N =	289		97	
			Missing	29		13	
6. A recruit who thinks he is going to get much personal satisfaction just from performing police duties is due for a rude awakening.	4	+	0	-	1	01%	
	3	+	7	02%	3	03%	
	2	+	26	09%	8	08%	
	1	+	40	14%	12	12%	
	0		131	45%	47	49%	
	1	-	51	18%	11	11%	
	2	-	27	09%	12	12%	
	3	-	5	02%	3	03%	
	4	-	2	01%	0	-	
			N =	289		97	
			Missing	29		13	

<sup>a</sup> Based on 1976-77 annual sample.<sup>b</sup> Based on six-month follow-up sample.

The change in their opinions during training is in the direction of a BCA trainee pattern, but the discovery that post-training attitudes are not lasting reduces the significance of these findings. Overall, Alexandria students indicate more uncertainty, take a more "lenient" law enforcement position (e.g., questions 1 and 3), support a military model of organization, and are more supportive of specialized training.

#### Support of Civil Liberties

Responses to questions in Table 15.6 were obtained only from the 1976-77 BCA recruits before and after training. Responses to these questions indicate recruits' support of civil liberties, such as freedom of speech, freedom of belief and equal protection. On these questions recruits overwhelmingly agree (i.e., are supportive of civil liberties), demonstrate little uncertainty, and indicate less change in position during the training program than on other questions (see Table 15.7).

Several possibilities could explain these results. First, recruits may be responding in a way they feel is appropriate for their role. That is, the "good" peace officer is supposed to be supportive of civil liberties, hence recruits respond accordingly. Second, there could be a response set; since all the questions are worded in a similar way recruits might respond in a set way. Third, research on attitudes indicates that when questions are phrased in a general way, most Americans take a "liberal" position, but when questions relate to more specific situations, Americans are more divided and confused.<sup>1</sup> Recruit responses seem to confirm these findings.

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<sup>1</sup>James W. Prothro and Charles M. Grigg, "Fundamental Principles of Democracy: Bases of Agreement and Disagreement," Journal of Politics XXII, (May), 1960, pp. 276-294.

TABLE 15.6  
ATTITUDES TOWARD CIVIL LIBERTIES: MINNESOTA PEACE OFFICER RECRUITS

VARIABLE	1976-77 RECRUITS PRE-TRAINING		1976-77 RECRUITS POST-TRAINING	
	Frequency	Percent	Frequency	Percent
<b>1. People who hate our way of life should still have a chance to be heard.</b>				
Strongly agree	48	15%	46	15%
Agree	244	77%	219	72%
Uncertain	16	05%	25	08%
Disagree	7	02%	14	05%
Strongly disagree	3	01%	1	01%
N =	318 <sup>a</sup>		305 <sup>b</sup>	
Missing	0		13	
<b>2. No matter what a person's political beliefs are, he is entitled to the same legal rights and protections as anyone else.</b>				
Strongly agree	120	38%	117	39%
Agree	189	59%	173	57%
Uncertain	6	02%	5	02%
Disagree	0	-	5	02%
Strongly disagree	3	01%	4	01%
N =	318		304	
Missing	0		14	
<b>3. Nobody has a right to tell another person what he should and should not read.</b>				
Strongly agree	128	27%	121	40%
Agree	148	47%	148	49%
Uncertain	20	06%	11	04%
Disagree	17	05%	23	08%
Strongly disagree	4	01%	2	01%
N =	317		305	
Missing	1		13	
<b>4. Unless there is freedom for many points of view to be presented, there is little chance that the truth can ever be known.</b>				
Strongly agree	108	34%	102	33%
Agree	178	56%	161	53%
Uncertain	25	08%	30	10%
Disagree	6	02%	10	03%
Strongly disagree	1	01%	2	01%
N =	318		305	
Missing	0		13	
<b>5. I would not trust any person or group to decide what opinions can be freely expressed and what must be silenced.</b>				
Strongly agree	107	34%	104	34%
Agree	150	47%	130	43%
Uncertain	31	10%	41	13%
Disagree	27	09%	27	09%
Strongly disagree	3	01%	3	01%
N =	318		305	
Missing	0		13	
<b>6. Freedom of conscience should mean freedom to be an atheist as well as freedom to worship in the church of one's choice.</b>				
Strongly agree	118	37%	132	43%
Agree	180	57%	151	50%
Uncertain	13	04%	14	05%
Disagree	6	02%	6	02%
Strongly disagree	1	01%	1	01%
N =	318		304	
Missing	0		14	

<sup>a</sup>The annual sample has been calculated to have an N of 317. In pre-test analyses apparently a recruit who started in one class, dropped out, and began in another class has been counted twice. Given the large N such an error will not affect results.

<sup>b</sup>Missing data in post-test sample includes 6 recruits who dropped out of or failed the course.

TABLE 15.7

## ATTITUDE CHANGE ON CIVIL LIBERTIES: MINNESOTA PEACE OFFICER RECRUITS

VARIABLE	Change Score	Direction of Change	CHANGE 1: PRE-TRAINING SCORE MINUS POST-TRAINING SCORE <sup>a</sup>	
			N	Percent
1. <u>People who have our way of life should still have a chance to be heard.</u>	3	+	1	01%
	2	+	2	01%
	1	+	27	09%
	0		217	75%
	1	-	35	12%
	2	-	8	03%
			290	
N = Missing			28	
2. <u>No matter what a person's political beliefs are, he is entitled to the same legal rights and protections as anyone else.</u>	3	+	1	01%
	2		0	-
	1	+	44	15%
	0		199	69%
	1	-	39	14%
	2	-	4	01%
	3	-	1	01%
	4	-	1	01%
N = Missing			289	
		29		
3. <u>Nobody has a right to tell another person what he should and should not read.</u>	4	+	1	01%
	3	+	5	02%
	2	+	9	03%
	1	+	53	18%
	0		160	55%
	1	-	46	16%
	2	-	7	02%
	3	-	9	03%
N = Missing			290	
		28		
4. <u>Unless there is freedom for many points of view to be presented, there is little chance that the truth can ever be known.</u>	3	+	1	01%
	2	+	7	02%
	1	+	47	16%
	0		168	58%
	1	-	56	19%
	2	-	7	02%
	3	-	3	01%
	4	-	1	01%
N = Missing			290	
		28		
5. <u>I would not trust any person or group to decide what opinions can be freely expressed and what must be silenced.</u>	3	+	4	01%
	2	+	12	04%
	1	+	45	16%
	0		157	54%
	1	-	47	16%
	2	-	21	07%
	3	-	4	01%
N = Missing			290	
		28		
6. <u>Freedom of conscience should mean freedom to be an atheist as well as freedom to worship in the church of one's choice.</u>	2	+	5	02%
	1	+	56	19%
	0		181	63%
	1	-	44	15%
	2	-	3	01%
N = Missing			289	
		29		

<sup>a</sup>Based on 1976-77 annual sample.

They uniformly support civil liberties in the abstract, but differences of opinion and uncertainty emerge the more specific the questions become.

### Police Efficiency

The last set of questions return to the specific level. Data are available on two of these questions for BCA graduates; none is available for Alexandria students. Respondents are asked to indicate how helpful certain arrangements are to police efficiency. The first statement in Table 15.8 deals with less leniency on the part of the courts. Before and after training recruits agree that this arrangement would be helpful. Very few disagree or are uncertain, although change scores in Table 15.9 indicate some change of opinion.

The second item in Table 15.8 mentions having police of the same ethnic background as people in their area. The majority agree the arrangement would be helpful, although nearly one-third are uncertain and opinions change during training (see Table 15.9).

The next three items deal with community/human relations. The majority of recruits feel community relations arrangements are helpful. It is interesting that fewer recruits rate the item (number 5) dealing with more training in the area as helpful, more are uncertain and more change their opinion (in a disagree direction). Recruits support community/human relations programs, but are less certain that training in the area is helpful. This finding probably reflects relative recruit dissatisfaction with human relations training discussed in Chapter XII.

The last three items in Table 15.8 deal with police force. On these questions as in the first six recruits are divided, a large proportion

TABLE 15.8

## ATTITUDES ON POLICE EFFICIENCY: MINNESOTA PEACE OFFICER RECRUITS

QUESTION: "In view of your own experience, how helpful do you think each of the ideas listed below would be in improving police efficiency?"	1976-77 RECRUITS						SAMPLE OF BCA GRADUATES 1973-74	
	Pre-Training		Post-Training		Six-Month Follow-up <sup>a</sup>		Frequency	Percent
	Frequency	Percent	Frequency	Percent	Frequency	Percent		
1. less leniency on the part of the courts								
Very helpful	194	61%	204	67%				
Fairly helpful	87	28%	65	21%				
Not sure	9	03%	12	04%				
Not too helpful	11	04%	11	04%				
Not at all helpful	5	05%	13	04%				
N =	316		305					
Missing	2		13					
2. having police of the same ethnic and racial background as the people in their area								
Very helpful	50	16%	24	08%				
Fairly helpful	120	38%	101	33%				
Not sure	91	29%	96	32%				
Not too helpful	52	16%	73	24%				
Not at all helpful	5	02%	11	04%				
N =	318		305					
Missing	0		13					
3. educating the public on the role of the police								
Very helpful	185	58%	194	64%				
Fairly helpful	115	36%	98	32%				
Not sure	13	04%	8	03%				
Not too helpful	4	01%	5	02%				
Not at all helpful	1	01%	0	-				
N =	318		305					
Missing	0		13					
4. community relations programs								
Very helpful	159	50%	176	58%				
Fairly helpful	138	44%	110	36%				
Not sure	17	05%	13	04%				
Not too helpful	2	01%	5	02%				
Not at all helpful	1	01%	0	-				
N =	317		304					
Missing	1		14					

5. giving police more training in human relations and psychology								
Very helpful	91	29%	66	22%				
Fairly helpful	153	48%	132	43%				
Not sure	44	14%	63	21%				
Not too helpful	26	08%	35	12%				
Not at all helpful	<u>3</u>	01%	<u>9</u>	03%				
N =	317		305					
Missing	1		13					
6. fewer restrictions on the use of force by police								
Very helpful	34	11%	32	10%	8	07%	11	13%
Fairly helpful	83	26%	56	17%	33	30%	20	24%
Not sure	94	30%	100	30%	11	10%	17	21%
Not too helpful	90	28%	91	27%	48	44%	29	35%
Not at all helpful	<u>16</u>	05%	<u>25</u>	07%	<u>10</u>	09%	<u>6</u>	07%
N =	317		304		110		83	
Missing	1		14		0		2	
7. assigning more police to the area								
Very helpful	102	32%	58	19%				
Fairly helpful	143	45%	147	48%				
Not sure	53	17%	63	21%				
Not too helpful	20	06%	36	12%				
Not at all helpful	<u>0</u>	-	<u>1</u>	01%				
N =	318		305					
Missing	0		13					
8. stricter enforcement of the law by the police								
Very helpful	43	14%	38	13%	12	11%	18	22%
Fairly helpful	139	44%	106	35%	51	47%	31	37%
Not sure	84	27%	103	34%	18	17%	13	16%
Not too helpful	50	16%	57	19%	26	24%	19	23%
Not at all helpful	<u>1</u>	01%	<u>1</u>	01%	<u>2</u>	02%	<u>2</u>	02%
N =	317		305		109		83	
Missing	1		13		1		2	

<sup>a</sup>Follow-up sample includes classes 54 and 55 from Spring, 1976, and classes 56 and 57 from the 1976-77 annual sample. See Appendix A.

<sup>b</sup>The annual sample has been calculated to have an N of 317. In pre-test analyses apparently a recruit who started in one class, dropped out, and began in another class has been counted twice. Given the large N such an error will not affect results.

<sup>c</sup>Missing data in post-test sample includes 6 recruits who dropped out of or failed the course.

TABLE 15.9

ATTITUDE CHANGE ON POLICE EFFICIENCY: MINNESOTA PEACE OFFICER RECRUITS

QUESTION: "In view of your own experience, how helpful do you think each of the ideas listed below would be in improving police efficiency?"	Change Score	Direction of Change	CHANGE 1: PRE-TRAINING SCORE MINUS POST-TRAINING SCORE <sup>a</sup>		CHANGE 2: POST-TRAINING SCORE MINUS FOLLOW-UP SCORE <sup>b</sup>	
			N	Percent	N	Percent
1. <u>less leniency on the part of the courts</u>	4	+	5	02%		
	3	+	5	02%		
	2	+	3	01%		
	1	+	48	17%		
	0		183	63%		
	1	-	29	10%		
	2	-	6	02%		
	3	-	4	01%		
	4	-	6	02%		
			N = 289			
		Missing 29				
2. <u>having police of the same ethnic and racial background as the people in their area</u>	2	+	7	02%		
	1	+	35	12%		
	0		140	48%		
	1	-	78	27%		
	2	-	26	09%		
	3	-	6	01%		
			N = 290			
		Missing 28				
3. <u>educating the public on the role of the police</u>	4	+	1	01%		
	3	+	0	-		
	2	+	6	02%		
	1	+	60	21%		
	0		176	61%		
	1	-	43	15%		
	2	-	4	01%		
			N = 290			
		Missing 28				
4. <u>community relations programs</u>	3	+	1	01%		
	2	+	2	01%		
	1	+	69	24%		
	0		168	58%		
	1	-	44	15%		
	2	-	4	01%		
		N = 288				
		Missing 30				
5. <u>giving police more training in human relations and psychology</u>	2	+	6	02%		
	1	+	31	11%		
	0		161	56%		
	1	-	70	24%		
	2	-	16	06%		
	3	-	4	01%		
	4	-	1	01%		
			N = 289			
		Missing 29				
6. <u>fewer restrictions on the use of force by police</u>	4	+	2	01%	0	-
	3	+	1	01%	1	03%
	2	+	12	04%	3	08%
	1	+	46	16%	5	14%
	0		142	49%	20	54%
	1	-	58	20%	7	19%
	2	-	21	07%	1	03%
	3	-	5	02%	0	-
	4	-	1	01%	0	-
			N = 288		37	
		Missing 30		73		
7. <u>assigning more police to the area</u>	2	+	4	01%		
	1	+	39	13%		
	0		152	52%		
	1	-	65	22%		
	2	-	26	09%		
	3	-	4	01%		
		N = 290				
		Missing 28				
8. <u>stricter enforcement of the law by the police</u>	2	+	14	05%	2	05%
	1	+	57	20%	5	13%
	0		119	41%	20	53%
	1	-	78	27%	8	21%
	2	-	19	07%	2	05%
	3	-	3	01%	1	03%
			N = 290		38	
		Missing 28		72		

<sup>a</sup>Based on the 1976-77 annual sample.

<sup>b</sup>Based on follow-up sample. Data are missing for classes 54 and 55, thus the low N.

are uncertain, many change their opinions, and whatever change occurs during training does not appear to last after additional job experience.

In sum, Minnesota peace officer recruits are as heterogeneous in their attitudes as they are in their backgrounds. On abstract questions of civil liberties and on the contribution of community relations programs, recruits are uniformly supportive. On most issues central to the police function, however, recruits are divided, quite uncertain, and quite changeable. Also, on a number of attitudes the Alexandria group appears to differ from regular BCA trainees (see summary, page 396).

This discussion of attitude responses has described distributions of responses for each sample. This aggregate information tells us little about who holds what opinions and whose opinions are changing. The following section turns to these questions.

#### CORRELATES OF RECRUIT ATTITUDES

The final question to be addressed in this chapter is whether any of the recruit background, agency or community characteristics relate to attitudinal responses. Since questionnaire items did not appear to indicate any stable set of attitudes and in some cases did not differentiate recruits, one would not expect patterns to emerge between the background and attitudinal characteristics.<sup>1</sup> However, three questions were probed.

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<sup>1</sup>A characteristic that relates to another is a "correlate." Since attitude responses are not consistent one would not expect background characteristics which are stable to relate to them. Moreover, if most recruits agree (or disagree) with a question, there is no variation in response. The notion behind a relationship or correlation is that two characteristics vary together (e.g., the higher the education, the more agreement; the lower the education, the less agreement) and thus, relationships would not emerge with attitude items which do not differentiate recruits.

First, relations between background variables (i.e., personal characteristics, past experience, agency and community characteristics) and responses to the attitude items were analyzed for pre-training, post-training and follow-up responses. The only pattern to emerge was that after training more educated recruits disagree with the statement that "present state and local laws have undermined the police officers authority to a dangerous extent."<sup>1</sup> Also, within the police recruit group trainees from larger agencies and communities disagree with the statement but these relations are no doubt a result of the fact that police recruits in larger agencies and communities are more educated (see previous section).<sup>2</sup> The fact that more educated recruits disagree with the statement might reflect a broader understanding of the legal system obtained through college programs.

Second, attitude change scores were created to discover if any of the background variables relate to the direction and/or extent of attitude change. Change scores were created for each item (pre-training score minus post-training score; post-training score minus follow-up score), but no reportable relationships were discovered between these scores and the background characteristics. The change scores were recalculated to indicate extent of change; that is, minus scores which would indicate change in a disagree direction were recoded so that extent of change (whether in an agree or disagree direction) was assessed. Again no background variables

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<sup>1</sup>The correlation between educational index and attitude response is .31, sig. = .001 for 1976-77 sample; .30, sig. = .002 for the sheriff group and .31, sig. = .001 for the police group.

<sup>2</sup>The correlation between community size and attitude response is .40, sig. = .001; between agency size and attitude response is .35, sig. = .001. Since a Spearman coefficient was used for ordinal variables a partial correlation controlling for education was not calculated.

appeared to explain extent of attitude change. Finally, a total attitude change score was created by summing the change scores for each attitude item, but no particular types of recruits appear to be more changeable than others.

Third, since attitude uncertainty was as striking a characteristic of peace officer recruits as attitude changeability, an uncertainty score was created by summing the number of "uncertain" or "not sure" responses to the attitude items for the pre-training, post-training and follow-up surveys. Once again, no recruit background characteristics analyzed appear to explain the extent of recruit uncertainty.

In sum, the analysis of attitudes failed to uncover any "attitudinal" types of recruits (that is, few of the items interrelated or differentiated trainees), but considerable attitude change and uncertainty were discovered. Analyses designed to discover correlates of attitudes found only a relationship between education and one item. Most recruit background characteristics not only fail to explain attitude positions, but also fail to explain direction and extent of attitude change and extent of attitude uncertainty.

#### SUMMARY

This chapter has analyzed recent peace officer recruits in terms of personal background characteristics, past criminal justice experience, agency and community characteristics, and attitudes. Emphasis has been on describing recruits trained by the BCA during the 1976-77 school year and comparisons have been made to Alexandria graduates and to BCA graduates of 1973-74 when data were available for these groups.

The first major section concluded that BCA trainees are heterogeneous

in terms of age, education, and veteran status; that BCA recruit educational level appears to be increasing; and that Alexandria graduates are younger, lack a military background, have a uniform vo-tech education and hence, are a more homogeneous group.

The second major section noted that most recruits attend the basic training program with some past criminal justice experience. Types and extent of past experience differ among the BCA recruits but on the average they appear to have more previous experience than do the Alexandria graduates, though perhaps somewhat less than earlier BCA graduates.

Analysis of the agencies and communities represented by trainees again indicates diversity among the regular BCA recruits. Alexandria graduates are more likely to be hired by small outstate police agencies in small communities than are regular BCA trainees. Among the BCA recruits different recruitment patterns were discerned for different types of agencies. Five recruitment patterns were summarized in Figure 15.1. The routes to various law enforcement careers represent tendencies discovered from the recruit data, but certainly not all Minnesota recruits fit into one of these types.

Analyses of recruit attitudes discovered few relationships with background characteristics. There was a suggestion that education might be related to some opinions on the police role, but more evidence is needed. It was apparent, however, that the vo-tech students (see recruitment pattern 5 in Figure 15.1) have different perspectives on some law enforcement issues.

Figure 15.1 included information on training arrangements associated with each type of agency. Different types of agencies recruit different

types of recruits; these agencies then provide different levels of additional training and supervision. The larger metro area police agencies and metro area sheriffs' offices have more training arrangements and provide more supervision of new officers than do the smaller, outstate police or outstate sheriffs' agencies.<sup>1</sup> The implications of these different patterns for training and selection are elaborated in Chapter XVII. The next chapter (XVI) reports analyses aimed to discover whether recruits' characteristics described above predict training and/or job performance.

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<sup>1</sup>Within the sheriff group Spearman correlations between training arrangements and nearness to metro area, community size and agency size are - .47 (sig. = .001), .55 (sig. = .001) and .53 (sig. = .001), respectively; between extent of recruit supervision and nearness to metro area, community size and agency size are - .49 (sig. = .01), .65 (sig. = .001) and .54 (sig. = .01), respectively.

Within the police group, Spearman correlations between training arrangements and nearness to metro area, community size and agency size are - .27 (sig. = .001), .44 (sig. = .001) and .43 (sig. = .001), respectively; between extent of recruit supervision and nearness to the metro area, community size, and agency size are .13 (sig. = .13), .33 (sig. = .01), and .36 (sig. = .001), respectively.



CHAPTER XVI

TRAINING PERFORMANCE AND JOB PERFORMANCE  
OF MINNESOTA PEACE OFFICER RECRUITS



## INTRODUCTION

The purpose of this chapter is to discuss recruit training performance and job performance and the relationship between the two. Attempts to explain variations in training performance, job performance, and job preparation using data that describe the recruits, their employers, and the community which they serve are reported. In short, efforts are made to describe the recruit who does well in training and on the job.

The chapter is divided into three major sections. In the first, training performance as measured by test scores is discussed in detail. The second section reviews data on job preparation and job performance as assessed by both the recruit and his/her supervisor on the job. The final section examines the relationships between training performance and job performance.

## TRAINING PERFORMANCE

Training performance is assessed by examining quiz and exam scores from BCA basic recruit training. It would be comforting to have other measures in order to corroborate the validity of test scores as indicators of training performance. Since such data are not available, the reader should be cautioned that test scores may not accurately reflect what a recruit has learned. Nonetheless, test scores are used in the analyses below as the best available measure of recruit performance in training.

DISTRIBUTION OF TEST SCORES

Seven written exams are administered during the eight-week BCA training course. Each test consists of 50 to 100 multiple choice items covering material discussed that week. Exams given at the end of the fourth and eighth weeks cover the previous four weeks and together comprise the equivalent of a final exam. Trainees are also examined on their proficiency in the use of firearms.

Table 16.1 shows the mean scores for the various written exams and the firearms proficiency test.

<u>EXAM</u>	<u>MEAN SCORE</u>	<u>N</u>
First Aid	90.5	438
Second Week Quiz	85.2	437
Third Week Quiz	87.5	438
Fourth Week Quiz	82.6	437
Fifth Week Quiz	87.3	436
Sixth Week Quiz	91.7	436
Firearms Score	86.6	434
Eighth Week Quiz	82.6	436
Composite Score <sup>b</sup>	86.2	436

<sup>a</sup>Based on class numbers 54 through 63 and special Alexandria class number 68.

<sup>b</sup>The composite score is the unweighted average of all exams and quizzes.

Only the first week exam (first aid) is homogeneous in its item content. The remaining tests each cover a broad range of course topics. It is

difficult, therefore, to discuss training proficiency in specific course topics. Consequently, a composite test score has been calculated. It is the unweighted average of each of the seven written exams and the firearms score.<sup>1</sup> Scores range from 71 to a high of 97. The average is 86 (see Figure 16.1).

#### PREDICTORS OF TRAINING SUCCESS

What are the characteristics of recruits who do well in training? Since training performance is measured by test scores, one might reasonably hypothesize that trainees with more education--and therefore more experience and skills in taking tests--would perform better in training. Further, one might expect those trainees with previous law enforcement or criminal justice experience to do better than those with little or no experience. Age of the trainee and military experience were also tested as possible predictors of success in training.

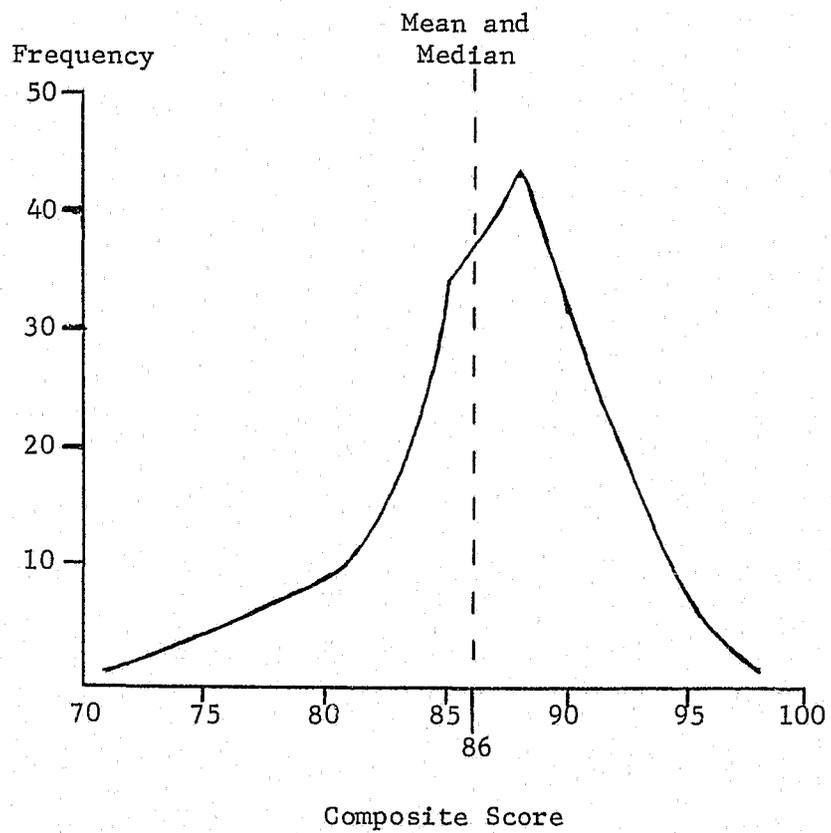
In addition, test scores might be associated with several factors describing the agency employing the trainee and the community which the recruit serves. For instance, is there a relationship between the size of a community (or the size of the department) and a recruit's test score? Is there a difference in training performance between sheriffs' recruits and police recruits? These and other variables (described in detail in Chapter XV) were examined for their association with test scores in order to predict the type of recruit who is likely to do well in training.<sup>2</sup>

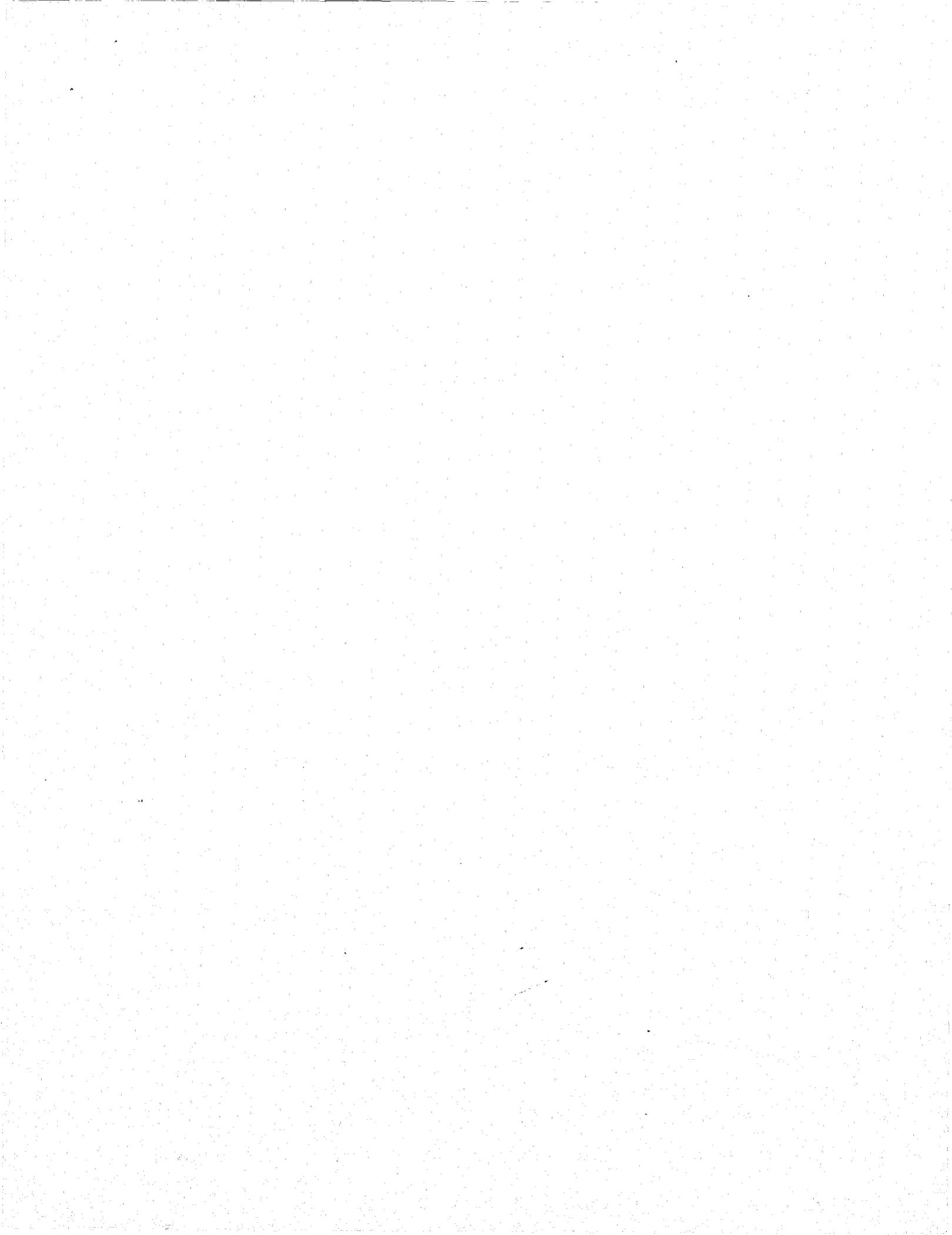
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<sup>1</sup>This is the same method used to calculate the recruits' final score. A score of 70 or above is passing.

<sup>2</sup>For nominal and ordinal level variables analysis of variance was used as the measure of association. For interval level variables Pearson correlation coefficients were calculated. A level of .05 was used to judge the significance of results.

FIGURE 16.1  
DISTRIBUTION OF COMPOSITE SCORES  
(N = 435)





Of all these factors, only education<sup>1</sup> had a statistically significant relationship with test scores. This relationship ( $r = .30$ ) indicates that those with more formal education do better in training.

The effects of type of education as well as level of education were probed. Data from different years provide conflicting results, and conclusions are difficult to draw since the circumstances of testing are different each year.

First, the breakdown of mean test scores by type of education for BCA recruits trained from spring, 1976, through spring, 1977, are reported in Table 16.2. In this year, those who have attended a vocational-technical school law enforcement program score the best on the recruit training tests. Those who have earned a college degree or have some college education do less well; and those with no education beyond high school do least well. The differences in means between the vo-tech group, the college groups taken together, and the high school only group are all statistically significant at the .05 level.

In the spring of 1976 a special shortened class was held for Alexandria graduates. After two years of vo-tech education and then a brief BCA review course, the Alexandria graduates tend to perform better on BCA exams than do other recruits. In 1974-75, however, Alexandria graduates attended regular BCA classes when space was available. In this year the vo-tech students do not appear to perform significantly better than all other recruits.

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<sup>1</sup>Education is measured in terms of an educational index described on page 384 in Chapter XV.

Mean test scores for the categories of recruits are reported in Table 16.3.<sup>1</sup>  
 In 1974-75 it is the college students who perform significantly better than  
 the other groups.<sup>2</sup>

TABLE 16.2		
MEAN COMPOSITE TEST SCORES BY TYPE OF EDUCATION--		
<u>1976-77 RECRUIT TEST SCORES<sup>a</sup></u>		
<u>TYPE OF EDUCATION</u>	<u>MEAN SCORE</u>	<u>N</u>
High school only	83.9	119
Some college	86.6	105
College degree	86.4	146
Vo-Tech	90.4	43
TOTAL	86.2	413

<sup>a</sup>Includes recruits in BGA class numbers 54 through 63 and special Alexandria class number 68.

<sup>1</sup>The 1974-75 data were collected and coded separately from the 1976-77 recruit information. As a result the categories of college education differ in the two analyses. The use of different categories might help to explain some of the different results between the two analyses.

<sup>2</sup>The students with more than two years of college perform significantly better than all others. The students with one or two years of college perform significantly better than the vo-tech and high school groups. Differences of means are significant at the .05 level. The difference between the vo-tech and high school groups is not significant.

TABLE 16.3  
MEAN COMPOSITE TEST SCORES BY TYPE OF EDUCATION--  
1974-75 RECRUIT TEST SCORES

<u>TYPE OF EDUCATION</u>	<u>MEAN SCORE</u>	<u>N</u>
High school only	85.4	125
1-2 years college	88.7	105
More than 2 years college	90.1	89
Vo-Tech <sup>a</sup>	86.7	54
TOTAL	87.6	373

<sup>a</sup>Includes some Alexandria graduates who were hired and subsequently sent to training.

From fall, 1976, through spring, 1977, Alexandria students and students in the new Hibbing program did not attend regular BCA classes as in 1974-75, nor did they have a special BCA class conducted as in 1975-76. Instead, a third arrangement was provided. Graduates of the two vo-tech programs were permitted to take the BCA final exams (the fourth- and eighth-week exams), without the BCA training, to be eligible for certification. Only 21 of 39 Alexandria graduates and one of eight of the Hibbing graduates passed the exams. These results are clearly different from the 1975-76 graduates who performed best and from the 1974-75 graduates who performed better than BCA students with only high school education.

Differences among the three sets of data may be due to the way training was offered and point to problems of comparability. In the 1975-76 school year, Alexandria trainees received training immediately following their vo-tech program. Perhaps the material was fresher in their minds than for those trainees who attended the basic course in the 1974-75 school year. These trainees waited either until space was available for them or until they were hired and sent to training which may have caused them to retain less of the

material they received through their vo-tech program. In 1976-77 the vo-tech students had no additional BCA training prior to the exam. The BCA exam is geared to the content of the BCA program but it is not clear whether the vo-tech programs and the BCA programs focus on the same aspects of law enforcement training or teach exactly the same techniques. If this were the case, one would expect those students who did well in the Alexandria program to do well in the BCA program. Correlations of vo-tech school grade-point averages for Alexandria students with their respective BCA scores (using students in BCA class number 63) were .31 for G.P.A. and pre-test score and .32 for G.P.A. and final exam score. While these figures indicate a moderate, positive relationship one would expect these values to be larger if both the BCA test and Alexandria grades reflect acquisition of the same basic knowledge and skills. The failure of so many vo-tech students can in part be explained by different program emphases which differentially prepared recruits for the BCA exams.

In summary, level of education does predict training performance. Efforts to isolate the type of education that predicts best recruit training performance produced inconsistent results. Data from some years indicate that vo-tech students do better than others while data from other years suggest that college students do better. These inconsistencies are perhaps a result of different training arrangements for vo-tech graduates offered during the past three years. Results are consistent, however, in demonstrating that vo-tech and college-educated recruits perform better in training than recruits with high school educations only.

#### PREPARATION AND PERFORMANCE ON THE JOB

A sample of the 1976-77 recruits rated themselves on preparation and

performance in 20 training course topics. Recruits rated the extent to which their training prepared them for the job on a scale from one (not at all prepared) to five (very well prepared). Preparation scores for each of the 20 course topics were summed to give a composite preparation score. Since there are 20 course topics and a maximum of five points on each topic, the maximum composite preparation score is 100.

Recruits also rated their performance in each of the 20 topical areas. A composite performance score (maximum 100) reflects the recruits' perceptions of how well they can perform the duties of a law enforcement officer.

In a similar fashion, supervisors were asked to rate the recruits' preparation and performance in the 20 course topics. As with the recruit ratings, composite scores for preparation and performance were calculated.

These preparation and performance ratings are discussed in more detail in Chapter XII. Analyses are also reported in Chapter XII in which ratings in each curriculum area of vo-tech graduates, college graduates, and other BCA recruits are compared. The purpose of those comparisons is to indicate areas of curriculum need. In contrast, emphasis here is on overall preparation and performance, rather than ratings in specific course areas; and the purpose is to discover the type of recruit who does best on the job rather than to discover problems in different curricula.

Recruit composite scores on preparation ranged widely from 40 to a high of 95. The average recruit composite score for preparation was 72 (N = 105). Supervisor's composite scores range from 36 to 100. The mean composite score for supervisors was 71 (N = 123). These data are included in Table 16.4. This table also shows the relationship between ratings for preparation and

performance by recruits and their supervisors. There appears to be agreement on the general adequacy of preparation and performance between recruits and their supervisors.

TABLE 16.4		
MEAN COMPOSITE PREPARATION AND PERFORMANCE SCORES BY <u>TRAINEE AND SUPERVISOR</u>		
<u>GROUP</u>	<u>COMPOSITE SCORE</u>	
	<u>Preparation</u>	<u>Performance</u>
Trainee (N = 105)	71.7	72.3
Supervisor (N = 123)	71.3	72.6

#### PREDICTION OF SUCCESSFUL JOB PERFORMANCE AND PREPARATION

The same variables used to predict training performance described in the previous section were also used to help explain variation in job preparation and performance. None of the variables tested showed a statistically significant relationship with performance or preparation composite scores for recruit or supervisor. In the previous section it was reported that education did relate to training performance. Also in Chapter XII it was reported that in a few curriculum areas graduates of different training programs did differ significantly in their job preparation. However, neither level nor type of education was related significantly to the composite job preparation and performance scores.

#### RELATIONSHIP BETWEEN TRAINING PERFORMANCE AND JOB PERFORMANCE

Using test scores as measures of training performance and composite scores

(both trainee and supervisor) as measures of job performance, no statistically significant relationships were found between training and job performance. These results do not mean that training is superfluous to adequate job performance; that hypothesis was not tested. It does, however, indicate that performing well in training does not necessarily indicate highly-rated performance on the job.

A major problem with this analysis is that it relies on composite statistics--average test scores and composite performance ratings--to generalize about training and job performance. It would be more useful to compare test scores in specific course areas with performance in those areas. However, since the BCA weekly quizzes cover from seven to fifteen course topics, it was difficult to isolate all the test questions covering a specific course area.

A second problem in this analysis is the difficulty in devising adequate performance measures. The BCA examinations appear to have problems in validly measuring training performance although efforts are being made to improve testing instruments.<sup>1</sup> Adequate job performance measures have proven difficult to create and have hindered the discovery of predictors of job performance in many other studies as well.<sup>2</sup> Moreover, the preparation and performance ratings were devised for the purpose of evaluating the basic course curriculum (see Chapter XII) rather than for differentiating types of recruits.

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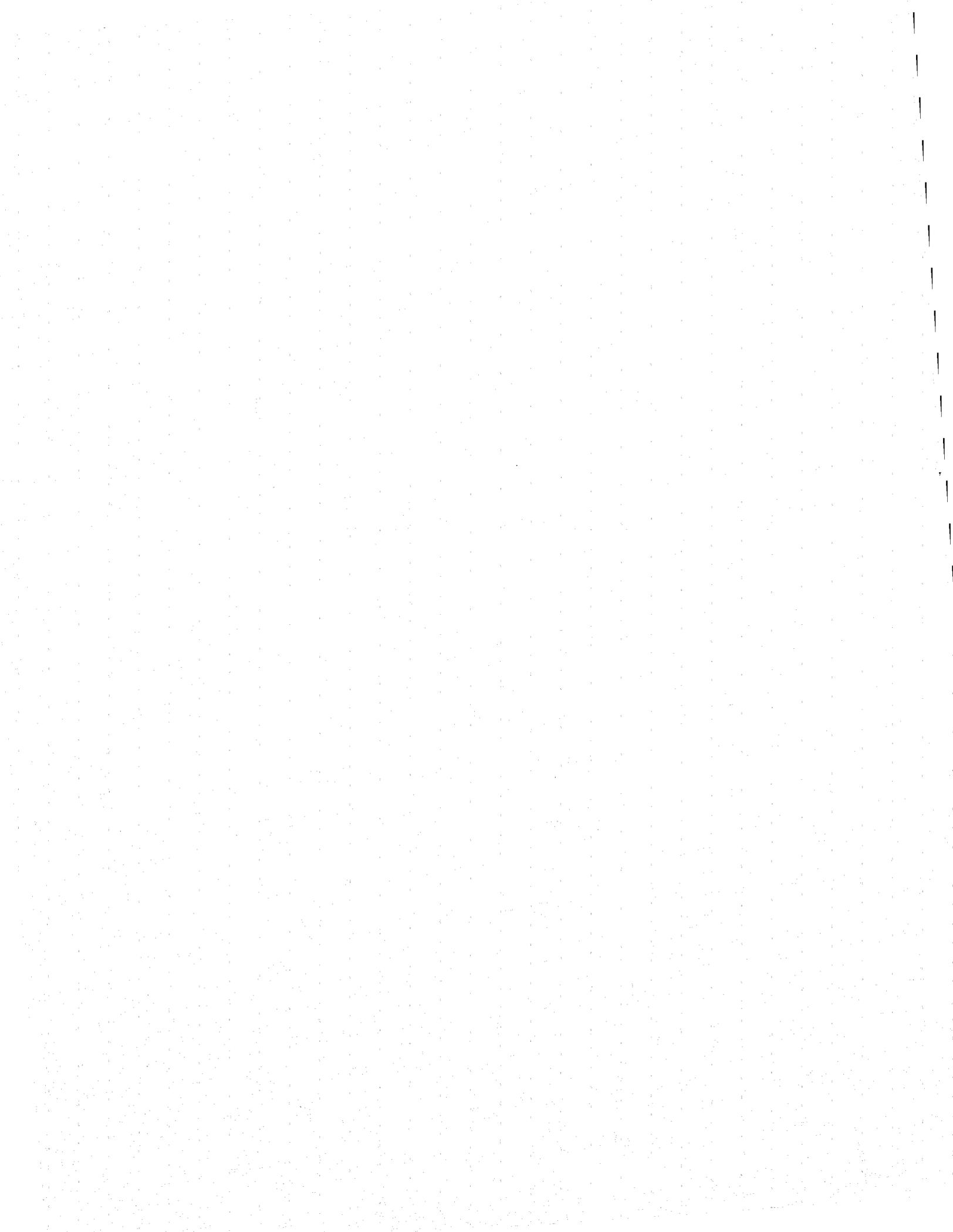
<sup>1</sup>BCA exams are being changed in response to test validations conducted by Crime Control Planning Board personnel for the BCA Training Section.

<sup>2</sup>See for example, U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, Police Educational Characteristics and Curricula, Chapter II, 1975, for a discussion of problems.



CHAPTER XVII

IMPLICATIONS FOR SELECTION AND TRAINING



## INTRODUCTION

This section of the report focuses on the enrollees of the state's mandatory basic training program. Chapter XV described in detail recent peace officer recruits and presented five recruitment patterns that have been followed by recent recruits. The training and job performance of these trainees were analyzed in Chapter XVI. Results presented in these chapters are discussed here in terms of their implications for selection procedures and for the conduct of mandatory basic training.

The major limitation to such a discussion is that the recruit patterns discovered may not hold in the future. One would not want to recommend changes in the training program based on recruit characteristics that have held in the past but may change in the future. The possibility of change is increased because of new legislation that creates new opportunities for college and vo-tech graduates. Therefore, implications will be discussed in terms of two possibilities. Those responsible for implementing training and selection recommendations will need to assess which possibility seems most appropriate at the time.

The first possibility is that past recruitment patterns summarized in Figure 15.1 on page 386 will continue to hold in the future. In general this means that recruits with less formal education will continue to be hired by smaller, outstate agencies that have fewer training opportunities and less supervision of new recruits.

The second possibility is that the new availability of college and vo-tech graduates who are trained prior to employment will encourage the smaller, outstate agencies to hire recruits with more formal education. Incentives for hiring trained Alexandria graduates that have operated in the past would operate for a larger pool of recruits. While new legislation could have this impact, other factors might reduce the likelihood. If larger, metro agencies pay higher salaries and offer more incentives and if more educated recruits prefer larger, metro area agencies, then the smaller outstate agencies might not be able to compete for the college graduates even if they want to hire them. Both of these possibilities, it should be noted, assume that in the near future recruits will vary in their level of education and it will be some time, if ever, before all recruits hold two-year or four-year degrees.

#### IMPLICATIONS FOR SELECTION STANDARDS

If analyses reported in Chapter XVI had demonstrated strong relationships between certain recruit characteristics and training performance and/or job performance, then there would be reason to argue that such characteristics should be encouraged in the selection process. Discovery of predictors of training and job performance were plagued by difficulties in devising measures of the two types of performance.

Educational level does predict somewhat training performance but other characteristics did not. One could argue that the relationship is merely a result of the fact that college recruits have more practice in taking exams. One could argue equally well, however, that better exams (i.e., better training performance measures) might better differentiate recruits by educational level.

Findings in Chapter XVI should not be interpreted to mean that no recruit characteristics analyzed should be encouraged in the selection process. Instead, the lack of relationships is more likely a result of inadequate measures of training and job performance. It is believed, therefore, that recommendations regarding selection should be omitted from this report. Since the Minnesota job analysis studies reported in Chapter XIII have been designed to make recommendations on selection, it seems inappropriate to pursue the issue here with data that are inadequate for the purpose.

#### IMPLICATIONS FOR TRAINING PROGRAMS

Perhaps the most recurrent feature of recruits trained by the BCA reported in Chapter XV is their heterogeneity. Trainees represent a variety of ages, educational levels, past criminal justice experience, types of agencies and communities, and attitudes toward law enforcement. Such diversity presents a challenge to trainers who must try to make the material relevant and understandable to all of the students.

Changes in mandated training programs resulting from 1977 legislation should reduce this challenge considerably. Trainees in the shortened skills course for graduates of certified academic programs will have similar educational backgrounds. Recruits without college or vo-tech law enforcement degrees would attend the longer mandatory training program which could be aimed at a group with primarily high school educations.

Further implications for the training programs depend upon future recruitment patterns. The following two sections specify implications for the two possibilities mentioned in the introduction.

## POSSIBILITY ONE--PAST RECRUITMENT PATTERNS CONTINUE IN THE FUTURE

The recruitment patterns summarized in Figure 15.1 on page 386 indicate that among recent recruits more educated persons are more likely to be hired by larger, metro area agencies. In addition, these larger agencies provide more training opportunities and more supervision than do the smaller, outstate ones.

Therefore, if past recruitment patterns continue in the near future the following information could be considered in designing the shortened skills course and the longer mandatory basic course.

### Shortened Skills Course

Since more educated recruits would attend this course and since these recruits are more likely to be hired by larger, metro police agencies or by metro sheriffs' offices, course content could emphasize more the needs of such agencies. These agencies are more likely to provide further training and supervision of recruits. Trainers could expect that the skills course graduates would operate with supervision and with additional training in the near future.

### Regular Mandatory Basic Training Course

Since recruits with less formal education would attend this course and since these recruits are more likely to be hired by smaller, outstate police agencies or outstate sheriffs' offices, course content could emphasize more the needs of such agencies. These agencies are less likely to provide further training opportunities and supervision. Therefore, trainers should expect more of these graduates to operate on their own when they return

to the job. A greater demand for adequate job preparation exists in training these recruits since they have less education to start with and have less training later.

#### POSSIBILITY TWO--RECRUITMENT PATTERNS SHIFT

It is possible that 1977 legislation will change the incentives in hiring and that smaller, outstate agencies will seek the college or vo-tech graduate who has completed mandatory training prior to employment. If such changes occur, implications of recruitment for training would be somewhat different than if past patterns hold.

##### Shortened Skills Course

Although more educated recruits would attend this course, a change in the incentive structure would reduce the likelihood that these recruits would be hired by larger metro agencies with more training opportunities and supervision. In fact, these more educated recruits would be in more demand in smaller, outstate agencies. Trainers could not assume that most of these students would have continued training and supervision as they might under the first possibility.

##### Regular Mandatory Basic Training Course

The recruits with less formal education attending the regular course would no longer be the primary source of recruitment for outstate agencies. Even if 1977 legislation changes the incentive structure for hiring such that smaller agencies are more likely to recruit college-educated persons, it is unlikely that recruitment patterns would be reversed with the less educated being hired by larger agencies. Rather, the pool of more educated

persons increases so that more could be hired by smaller agencies but there is no reason to expect larger agencies to reverse their preference for more educated recruits. In other words, the implication here is that the number of less educated recruits attending the regular course would be reduced, but those that attend are still likely to have been hired by a smaller, outstate agency. As in Possibility One, therefore, trainers could gear material to the high school graduate level and could anticipate that many students would lack further training and supervision upon returning to their job.

#### SUMMARY

Unfortunately implications for the training program are difficult to draw since future recruitment patterns are uncertain. Those responsible for designing training courses should be attuned to changes in recruitment. It is likely that in the near future trainees attending the regular program will have little education beyond high school and that these persons will be recruited predominantly by smaller, outstate agencies. Therefore in the regular mandatory basic training program:

Materials geared to the high school graduate level are needed.

Particular attention to smaller, outstate agency problems is needed.

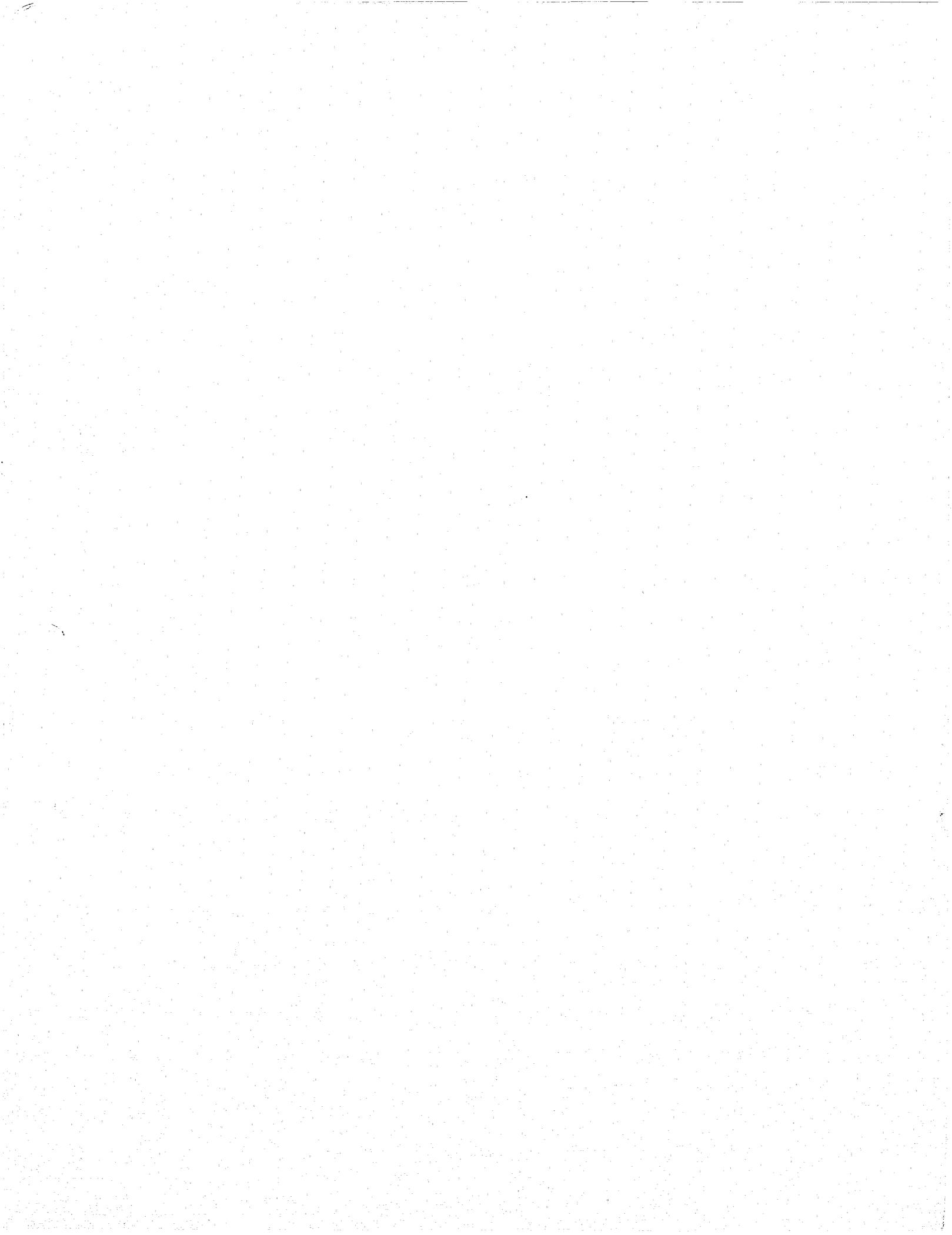
A curriculum based on the assumption that recruits will have little training and supervision after returning to the job is needed.

Implications for the shortened skills course depend more upon changing recruitment patterns. However:

Materials geared to the level of those with 14 to 16 years of education are needed.

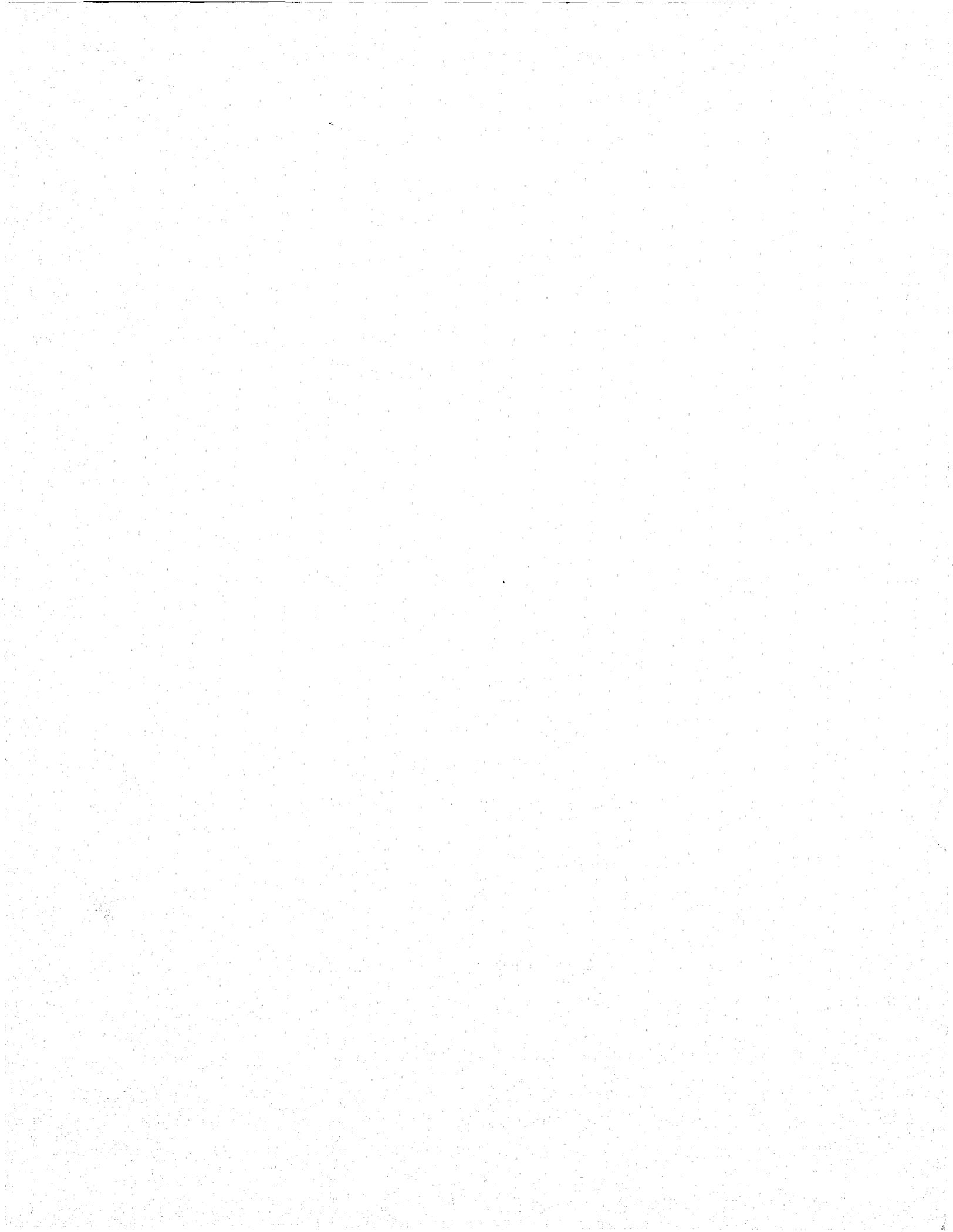
Particular attention to the problems of larger, metro agencies is needed, if past recruitment patterns hold.

A curriculum based on the assumption that recruits will have some training and supervision after returning to the job is needed, if past recruitment patterns hold.



**SECTION E**

**SUMMARY AND RECOMMENDATIONS**



CHAPTER XVIII

RECOMMENDATIONS FOR MEETING  
MINNESOTA'S PEACE OFFICER TRAINING NEEDS

1

## INTRODUCTION

This report has described and evaluated Minnesota's training delivery system and the state's basic training curriculum. Changes that have resulted from 1977 legislation have been elaborated; implications of research for the new training system have been specified.

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

### THE MINNESOTA STATE LEGISLATURE

The first major step toward upgrading peace officer training in Minnesota was taken by the state legislature in 1967 with the passage of the Peace Officer Training Law. Subsequent amendments and Attorney General Rules and Regulations tightened training requirements. Legislation passed in 1977 has substantially changed the situation, particularly by integrating academic law enforcement programs into the training delivery system (see Chapter II for a thorough discussion of legislation; and see Figure 2.1, page 27 for a clarification of three training routes to a law enforcement career). The passage of relatively comprehensive legislation in 1977 means that few

immediate training issues need legislative attention. There are three issues, however, which the legislature could address.

#### TIME OF MANDATORY TRAINING

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

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

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

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

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

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

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

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

#### MANDATORY TRAINING FOR ALL PFACE OFFICERS

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

Prior to 1977 mandatory training would have been a real hardship on agencies in these small communities. The costs of training and the burdens of finding alternative manpower while the officer was being trained were genuine problems. However, the effect of 1977 legislation will be to create a pool of trained personnel available for employment (i.e., the graduates of

certified academic and vo-tech programs). In light of the expected availability of trained personnel and in light of training needs identified in this report (see Chapter VI and X):

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

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

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

#### THE REIMBURSEMENT PROGRAM

In the past the training board has operated a program to reimburse local communities for the costs of training law enforcement personnel. Legislative allocations vary but reimbursement generally has been about 50% of local costs. The National Advisory Commission on Criminal Justice Standards and Goals has argued that reimbursement should constitute 100% of costs (see Chapter VI). Since the reimbursement program has not been an object of this evaluation, the purpose of this section is to clarify the implications of the reimbursement program rather than to recommend a particular course of action.

If the reimbursement program is maintained or increased:

- 1) an incentive is provided to a local community to hire

untrained personnel, while all of the other incentives provided by 1977 legislation and the recommendations above are to hire trained graduates of certified college or vo-tech programs.

- 2) the state will be subsidizing training through three processes:
  - a) subsidization of vo-techs (if certified);
  - b) subsidization of state college or university programs (if certified);
  - c) subsidization of regular mandatory basic training through the reimbursement program.

If the reimbursement program is decreased,

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

THE MINNESOTA BOARD  
OF PEACE OFFICER STANDARDS AND TRAINING

The Minnesota Board of Peace Officer Standards and Training is responsible for issuing rules regarding mandatory training (see Table 2.3 for areas in which MBPOST can rule). As a result most of the ambiguities and needs highlighted are within the range of MBPOST authority.

The MBPOST can certify mandatory basic training programs, preparatory academic programs, and the shortened skills courses. A variety of specific issues need to be addressed concerning these potential basic training programs. The questions are listed in Figure 18.1.

While a host of issues need to be addressed, resolving a few major

FIGURE 18.1

QUESTIONS REQUIRING RESOLUTION BY THE

MINNESOTA BOARD OF PEACE OFFICER STANDARDS AND TRAINING

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

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questions would help to answer some of the more specific questions. Two issues, in particular, appear to require priority attention--the content of the minimum basic training curriculum and the location of training facilities. Figure 18.2 suggests a path of decision making, indicating how the specific issues can be addressed after these two major problems are solved. Readers may want to follow Figure 18.2 as they read the remainder of this section.

#### MINIMUM BASIC TRAINING CURRICULUM

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

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

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

In addressing particular curriculum requirements and these needs, the Board can follow two broad courses of action. One alternative is to require certain hours in curriculum areas as has been done in the past. Reliance on hours, however, can lead to a belief that if a certain amount of time is spent on a topic, then the topic is adequately covered. This evaluation has argued that other aspects of presentation--quality of instruction, materials, methods--can be as important as the number of hours in effectively teaching subject matter. Moreover, a desire for more flexibility from MPOTB required

FIGURE 18.2

MBPOST DECISION PATH: RECOMMENDED PRIORITIES AND SOME RECOMMENDED SOLUTIONS

1. ESTABLISH MINIMUM BASIC TRAINING CURRICULUM  
recommendation:  
 a. establish curriculum objectives  
 b. recommend minimum hours to meet these objectives  
 c. recommend instructional techniques to meet these objectives (e.g., limit class size to permit more student involvement . . .)  
 d. establish a standardized examination to validly measure recruit attainment of these objectives

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1a. DIVIDE CURRICULUM OBJECTIVES INTO ONES THAT CAN BE COVERED BY PREPARATORY ACADEMIC PROGRAMS AND BY A SHORT SKILLS COURSE

3a. CERTIFY ACADEMIC PROGRAMS MEETING PREPARATORY OBJECTIVES

3b. CERTIFY 4 OR 5 REGIONAL FACILITIES THAT MEET CURRICULUM OBJECTIVES FOR REGULAR MANDATORY AND SHORT SKILLS COURSE TRAINING AND THAT SATISFY REGIONAL CRITERIA

2. ESTABLISH REGIONAL TRAINING FACILITIES  
recommendation:  
 a. assist Alexandria and Hibbing in meeting certification requirements so that each can serve as a regional facility  
 b. select metro and southern college locations

4. ESTABLISH SELECTION (ENROLLMENT) CRITERIA: i.e., which students can enroll?  
recommendation: pursue the legal problems of mandatory enrollment criteria; and/or the practical problems of voluntary implementation of selection standards at the enrollment stage.

5. ESTABLISH WHO WILL PROVIDE THE INSTRUCTION AT REGIONAL LOCATIONS  
recommendation: consult trainers and institutions involved.

6. ESTABLISH WHEN HIRED OFFICERS MUST ATTEND MANDATORY BASIC TRAINING  
recommendation: prior to the exercise of authority.

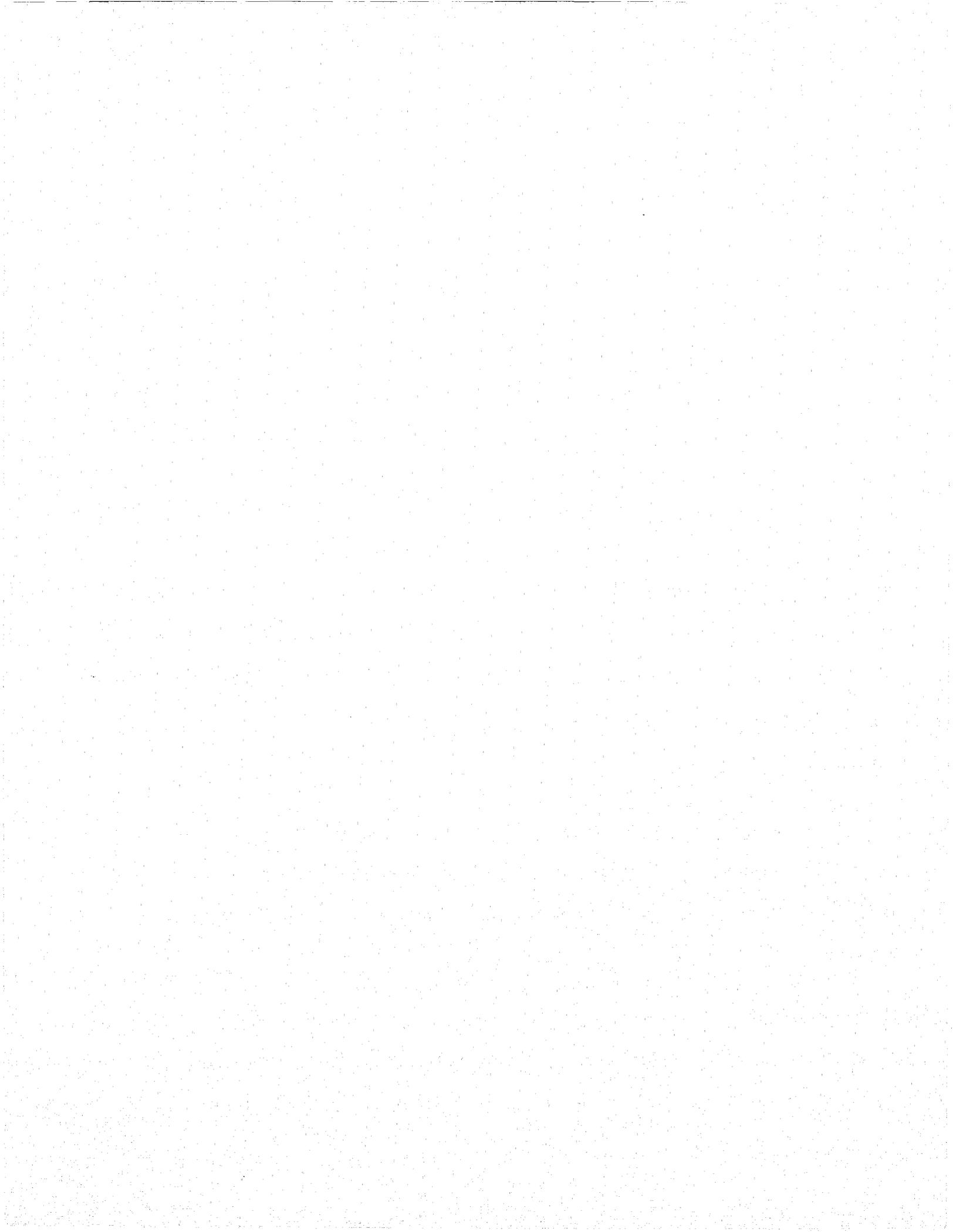
7. ESTABLISH WHETHER COORDINATED CRIMINAL JUSTICE TRAINING SHOULD BE PURSUED  
recommendation: address this issue in conjunction with curriculum objectives; then decide whether the curriculum objectives adequately meet desires for coordinated training.

8. ESTABLISH WHETHER TO DEVELOP A FIELD TRAINING PROGRAM  
recommendation: develop a field training program to be implemented in all agencies; assess problems of small agencies; and consider use of instructors at regional facilities as coach/supervisors.

9. ESTABLISH WHETHER THERE WILL BE A PROBATIONARY PERIOD AFTER LICENSING  
recommendation: require a probationary period that utilizes information on recruit performance in the field training program, and possibly in regional in-service seminars for first-year employees.

10. ESTABLISH WHETHER DIFFERENTIAL TRAINING NEEDS SHOULD BE MET  
recommendation: consider the possibility of regional in-service seminars for first-year employees, a primary purpose of which would be training for specific agency needs.

11. ESTABLISH WHETHER INSTRUCTOR QUALIFICATIONS SHOULD BE TIGHTENED  
recommendation: tighten qualifications and require evidence of adequate performance.



hours per curriculum area has been expressed.<sup>1</sup>

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

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

shall use national standardized tests for the objective, non-practical portion of any examination given to prospective licensees to the extent that such national standardized tests are appropriate.<sup>2</sup>

In addition, the amended Peace Officer Training Law now states that the Board has the power and duty to license officers "who have satisfactorily completed certified basic training programs, and passed examinations as required by the Board."<sup>3</sup> Thus the Board can establish a standardized examination for graduates of three training processes--1) regular mandatory (now the BCA 280-hour course); 2) certified vo-tech programs; and 3) certified academic programs

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

<sup>2</sup>Minnesota Statute 214.03.

<sup>3</sup>Minnesota Statute 626.845 (d), emphasis added.

followed by the certified skills course. If the Board can establish curriculum objectives, and if the Board can adopt a licensing examination that can validly test the acquisition of these objectives, then it can be as assured that recruits are receiving a course of study meeting minimum standards as it would if it had set minimum hours in each curriculum area.

It is recommended that the MBPOST establish:

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

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

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

#### LOCATION OF TRAINING FACILITIES

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

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

In deciding on specific locations:

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

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

thoroughly enough by project personnel to pass on the issue of certification.

Instead:

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

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

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

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

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

Once potential training locations are identified:

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

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

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

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

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

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

#### ADDITIONAL ISSUES

Once the two major issues of curriculum and location are solved and thus the choice of specific programs for certification made, a few secondary needs still remain (see Figure 18.2 to follow the decision path).

#### Who Will Provide the Basic and Skills Training?

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

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

#### Time of Mandatory Basic Training

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

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

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

#### Enrollment Criteria

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

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

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

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

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

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

#### Coordinated Criminal Justice Training

Information in Chapters VI and VII was insufficient to lead to a recommendation to pursue coordinated training, but was sufficient to suggest that



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

It is recommended that the MBPOST should:

- 1) specify the extent of exposure to the entire criminal justice system in its curriculum objectives (see Decision 1 in Figure 18.2);
- 2) specify whether the objectives apply to preparatory academic programs or to other basic training programs; and
- 3) decide whether these objectives are sufficient to satisfy the national recommendations for coordinated criminal justice training (Chapter VI) and Minnesota law enforcement interest in the notion (Chapter VII).

#### Field Training Program

Evidence in Chapters VI and VII led to the statement that there is a need for a period of field training following the basic program. While

Minnesota law enforcement personnel desire more practice in basic training, they also perceive a need for a field training period within the recruit's agency.

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

Second, a field training program could help to assure that graduates of different certified programs (e.g., vo-tech, academic, regular mandatory) would receive some standardized on-the-job training.

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

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

training period could be used by these agencies to teach recruits specific agency procedures and to provide the necessary on-the-job training.

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

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

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

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

#### Differential Training Needs

The curriculum evaluation in Section C uncovered a number of areas in which different types of agencies appear to need different amounts of training. A common suggestion to meet this need is to provide some electives in the basic program. Agency heads could then choose training topics

for their recruits that would benefit the agency.<sup>1</sup> This solution is problematic for the new training delivery system in which most prospective peace officers are expected to be trained prior to employment. Needs of the employing agency would not be known at the time of training.

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

It is recommended that the MBPOST consider the possibility of a series of in-service seminars at regional locations designed for recruits in their first year of employment to meet differential training needs of their agencies.

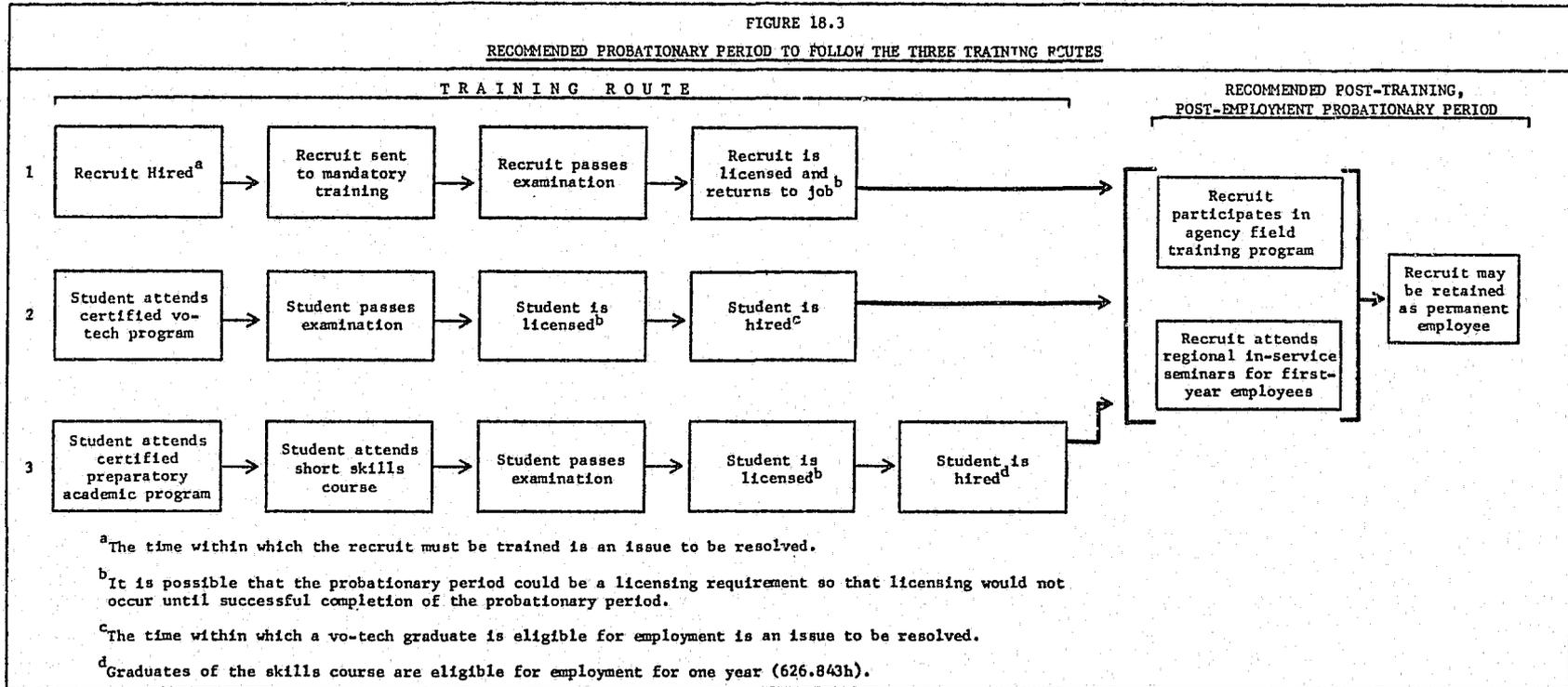
Specific suggestions for seminars can be found in the curriculum evaluation (Section C, summarized in Chapter XIV). In addition, the in-service seminars for first-year recruits could provide a forum for discussion of problems encountered in their first experience on the job. Another possibility is to try to coordinate these seminars with the formalized field training program and with the recruit's probationary period. If all of these recommendations were pursued, the training routes described in Figure 2.1 in Chapter II would be completed with a probationary period described in Figure 18.3. The seminars could be recommended or required by the Board.

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<sup>1</sup>See, for example, National Standard 16.2 in Chapter VI.

FIGURE 18.3

RECOMMENDED PROBATIONARY PERIOD TO FOLLOW THE THREE TRAINING ROUTES





Short seminars offered regionally should make them feasible for most officers to attend.

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

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

#### Instructor Qualifications

The National Advisory Commission recommended that instructor training and refresher training be required and suggested some minimum qualifications (see Chapter VI). Currently in Minnesota the only requirements for instructors are a high school diploma (or equivalency) and two years experience as

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

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

a peace officer or a college degree. Each instructor is to file lesson plans annually and is to be certified annually.<sup>1</sup> Since training in Minnesota is expected to become more diversified and monitoring of instructors therefore is likely to become more difficult:

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

#### SUMMARY

An effort has been made in this section to bring together the major ambiguities and needs that MBPOST must address in the near future. Areas in need of decisions have been clarified and priorities for decisions have been recommended. Where evidence has been available from this evaluation, specific decisions have been recommended; in other cases only possibilities to consider have been raised. Although answers have not been provided to all of the questions raised (see summary in Figure 18.1), at least the issues have been clarified and evaluation results have been used as the basis for recommendations when appropriate.

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

The evaluation of the basic curriculum is directly relevant to the Training Section of the Bureau of Criminal Apprehension and indirectly relevant to any institution that will provide basic training in the future. The recruit evaluation of the BCA course provides administrators and trainers

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<sup>1</sup> Attorney General Rule 204 a, b.

information on trainee perceptions of topic presentation (e.g., instruction, materials, methods, adequacy of time). Additional information on job preparation and performance in course areas provides an indication of training contribution. Chapter XIV summarized the curriculum evaluation and identified a few general training needs. It is hoped that trainers and program administrators can use these needs as guides to curriculum improvement. It also is hoped that they will find the patience to read all of Section C since the summary chapter cannot include all of the suggestions discovered during the evaluation.

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

Enrollees in the two training programs will be different. The skills course trainees will be college-educated; the regular basic trainees generally will not be. Analyses reported in Chapter XII indicated that the more educated recruits are least satisfied with the current presentation of the BCA program. That is, recruits with more formal education tend to rate the quality of instruction and helpfulness of materials somewhat lower than do other recruits. Chapter XV also noted that recruits in the two programs may well represent different types of agencies. If past recruitment patterns hold, the recruits with less formal education in the regular mandatory program will be more likely to be from smaller, outstate agencies.

Two recommendations follow from these findings:

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

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

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

#### SUMMARY

This report has described and evaluated the delivery and content of basic training in Minnesota. The ambiguities and needs discovered during the study have been summarized briefly in this chapter. Some recommendations and suggestions for resolving remaining training issues have been made.

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

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

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



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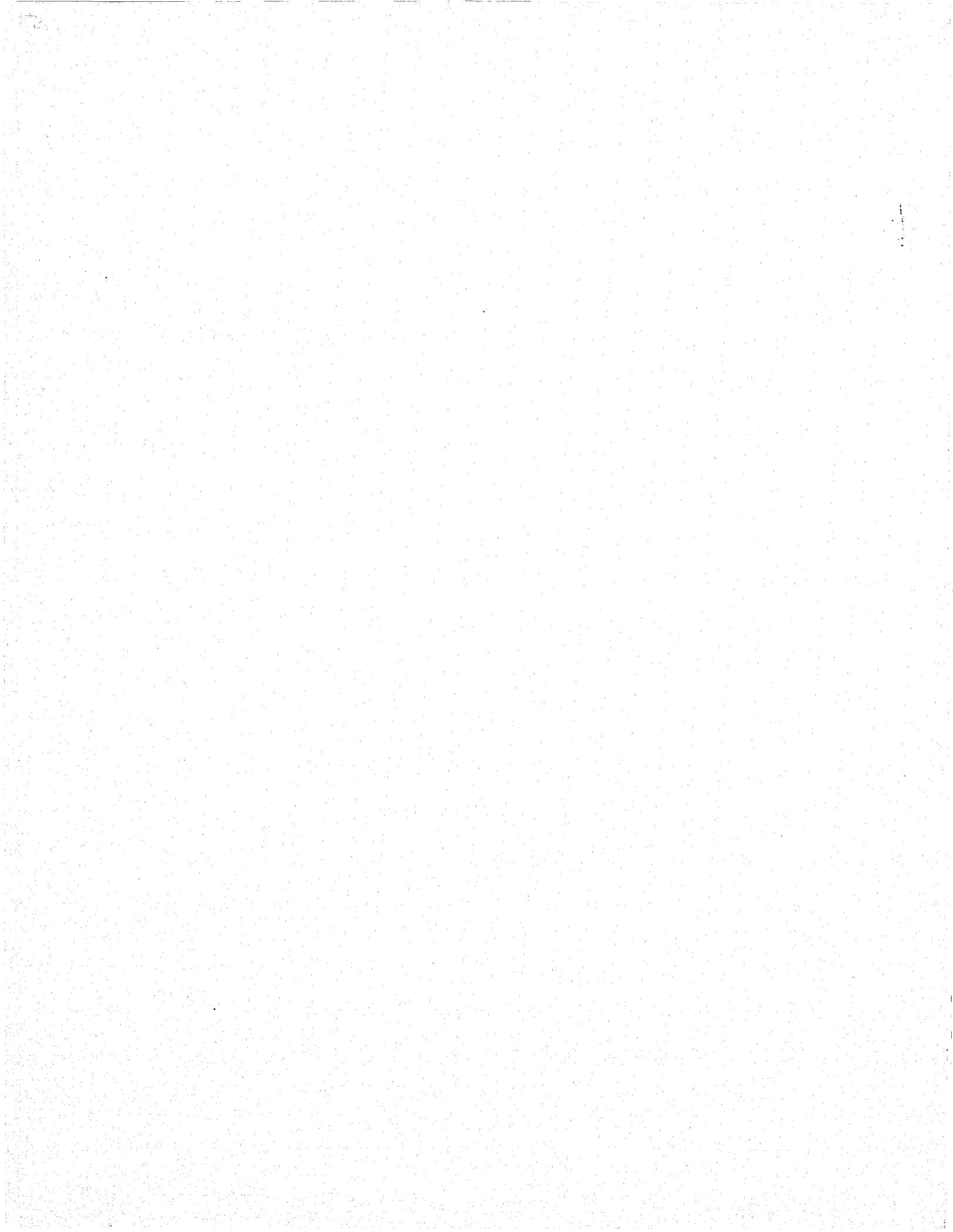
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TECHNICAL ISSUES  
OF SURVEY DATA COLLECTION



A P P E N D I X B

PEACE OFFICER TRAINING  
EVALUATION PROJECT REPORTS



PEACE OFFICER TRAINING  
EVALUATION PROJECT REPORTS

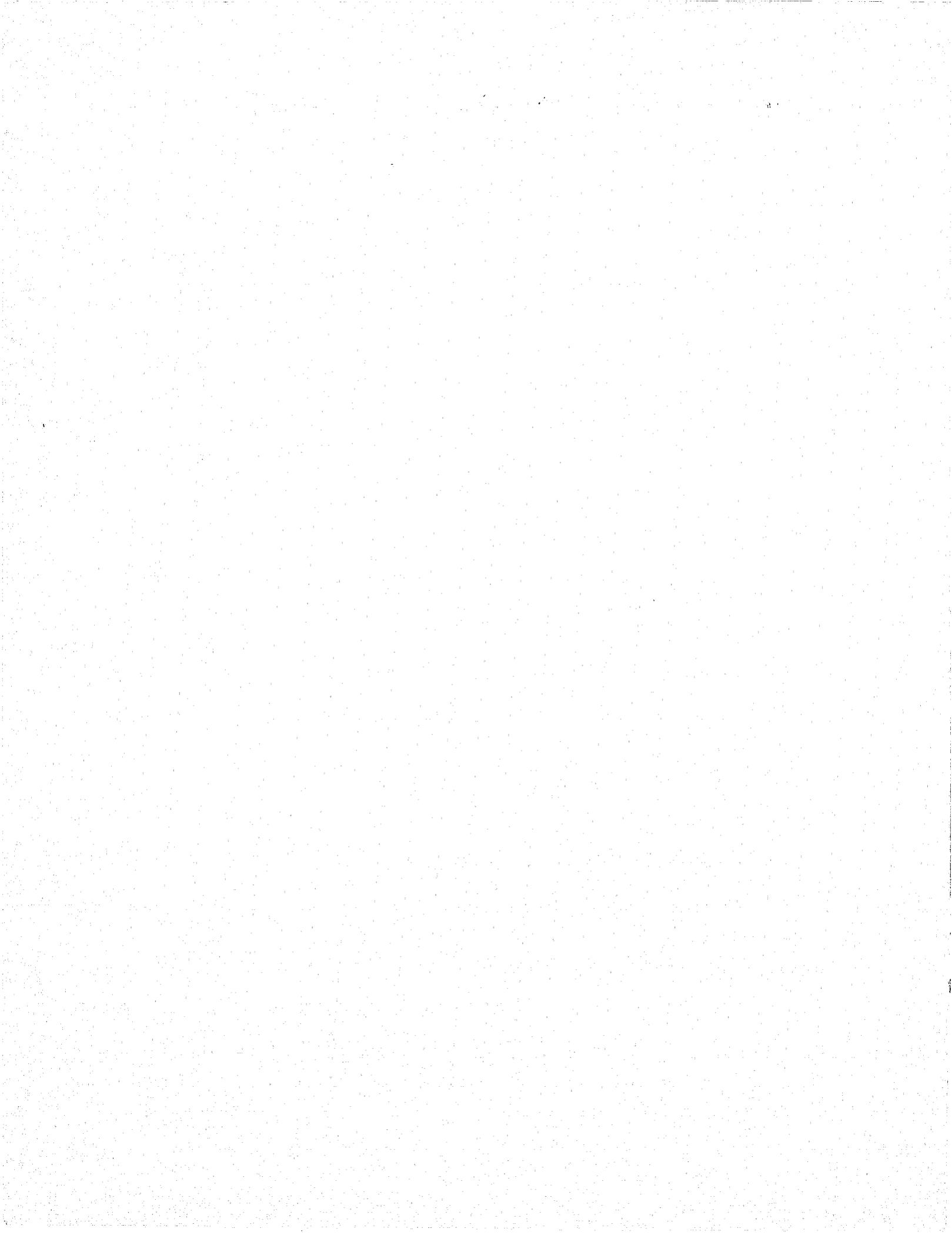
1. Police Training Evaluation, Research Design, prepared by the Evaluation Unit, Governor's Commission on Crime Prevention and Control, State of Minnesota, December, 1976.
2. Peace Officer Training in Minnesota: A Preliminary Evaluation, prepared by the Evaluation Unit, Governor's Commission on Crime Prevention and Control for the Minnesota Peace Officer Training Board, March, 1976.
3. Data for Regional Planners: Addendum to Peace Officer Training in Minnesota: Final Report, prepared by Evaluation Unit, Crime Control Planning Board, State of Minnesota, December, 1977.
4. 1976 Minneapolis Basic Police Training, a technical assistance report prepared by the Evaluation Unit, Governor's Commission on Crime Prevention and Control, State of Minnesota, June, 1977.
5. In-Service Refresher Training, a technical assistance report prepared by the Evaluation Unit, Crime Control Planning Board, for the Training Section, Bureau of Criminal Apprehension, October, 1977.
6. In-Service Crime Scene Processing Course, a technical assistance report prepared by the Evaluation Unit, Crime Control Planning Board, for the Training Section, Bureau of Criminal Apprehension, October, 1977.
7. In-Service Intermediate Command Course, a technical assistance report prepared by the Evaluation Unit, Crime Control Planning Board, for the Training Section, Bureau of Criminal Apprehension, October, 1977.
8. In-Service Basic Investigation Training, a technical assistance report prepared by the Evaluation Unit, Crime Control Planning Board, for the Training Section, Bureau of Criminal Apprehension, October, 1977.
9. In-Service Advanced Investigation Training, a technical assistance report prepared by the Evaluation Unit, Crime Control Planning Board, for the Training Section, Bureau of Criminal Apprehension, October, 1977.



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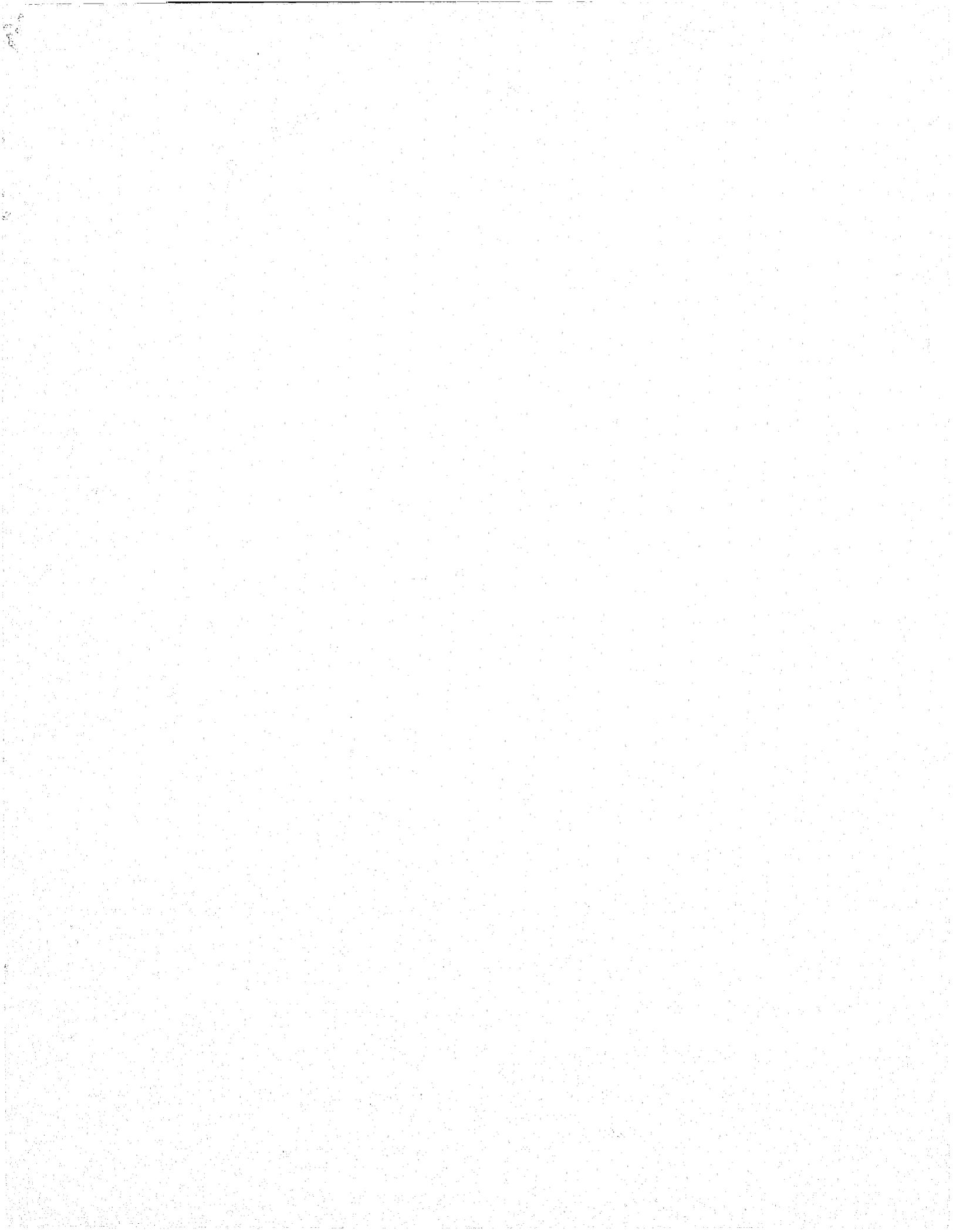
TECHNICAL CONSIDERATIONS  
OF FORECASTING TRAINING NEEDS



A P P E N D I X D

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SUPPLEMENTARY  
JOB ANALYSIS DATA



**END**