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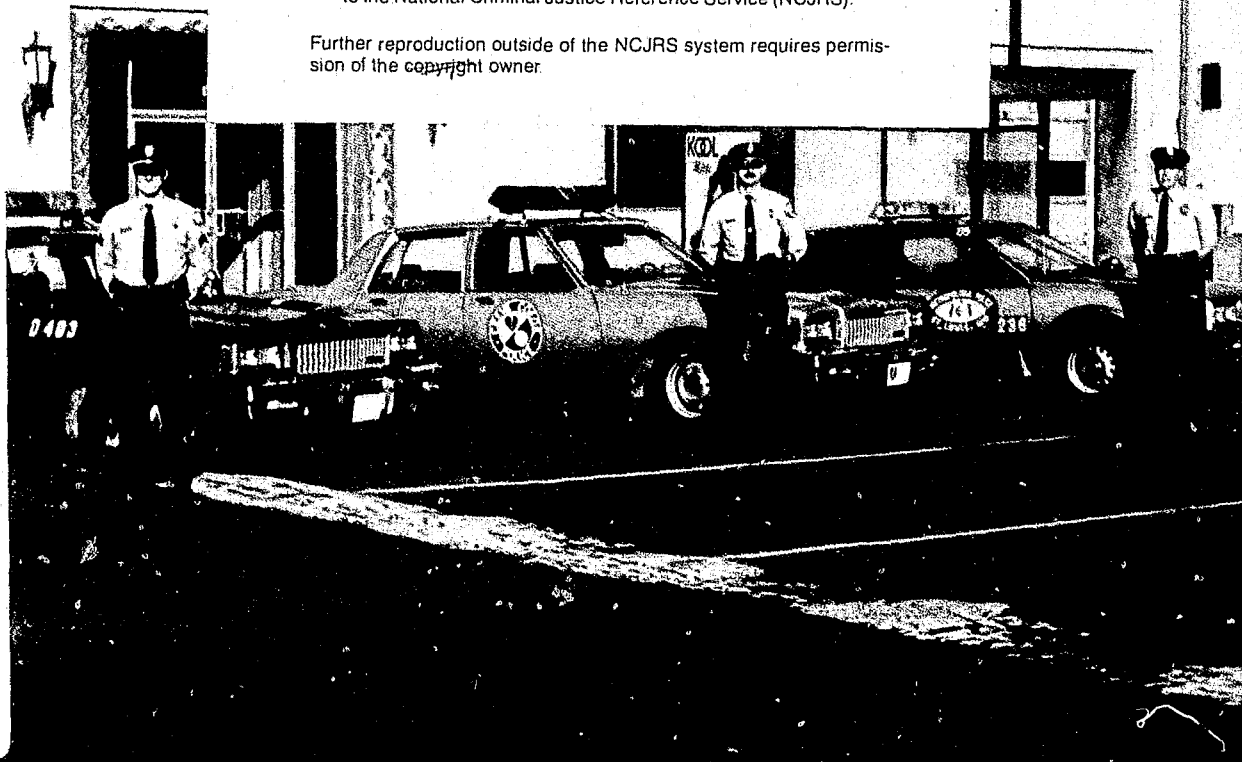
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St. Louis Police Training

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April 1987, Volume 56, Number 4

Thank You

The newsletter *Crime Control Digest* announced "Outstanding Law Enforcement Publications" in its March 9, 1987, issue, including the *FBI Law Enforcement Bulletin*. The Bulletin staff noted in a reply to this recognition that "the real credit should go to the contributors because it is their cooperation that makes the Bulletin a professional journal—their ideas advance the progress of law enforcement toward professionalism." To all the Bulletin contributors over the years, thank you.

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The Cover:

The regionalization of police training is symbolic of the spirit of cooperation and commitment to excellence characteristic of the St. Louis Police Academy throughout its history. (See article p. 1.)

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St. Louis Police Training

A Long and Proud History and Today's Regional Concept

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 and
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EDITOR'S NOTE: *Most police histories credit August Vollmer, the first police chief in Berkeley, CA, with originating formal police training in 1908-1916; some historians credit the Cincinnati, OH, Police Department with the first formal recruit training program in 1880. The following article, however, provides documentation that the St. Louis Police Department began its recruit training programs in 1869.*

From its inception to its regionalization, police training in the St. Louis area has been of the highest priority to police administrators. This has been the case from the start of the City of St. Louis' Police Department during the Civil War, through the formation of a county police department from the ashes of a problem-ridden sheriff's department almost a 100 years later, to the ultimate merging of the training efforts of those two proud institutions to produce the Independent Greater St. Louis Police Acad-

emy. Every effort has been made to make the training received by St. Louis area police officers equal to or better than that provided to any group of law enforcement professionals in the country. Foresight and commitment to excellence have been the hallmarks of the history of training in this metropolitan area. The current regional concept of training is but one of the qualities that has assured this by pooling the resources available into one central institution.

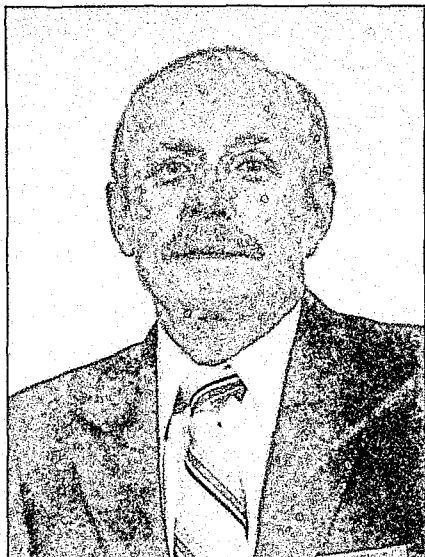
Police Training in the Metro St. Louis Area

The history of training in the St. Louis area dates back almost to the creation of the St. Louis Police Department, which was established by the Missouri Legislature on March 27, 1861. Chief William P. Penn, in his April 1, 1868, report to the Board of Police Commissioners, showed his concern for training with the recommendation:

"... that a 'School of the Policeman' be established, and every person

appointed on the force, as well as the present members thereof, be subject to at least one month's careful instruction in relation to the duties he will be required to perform. The course of instruction should embrace a study of the rules and regulations adopted by the Board for the government of the force, such general orders of the Chief as apply to the duties of patrolmen, the penal ordinances of the City of St. Louis, and such portions of the law of the State as define crime and prescribe the mode of arrest and detention of prisoners....

"During the time the policeman is engaged in this study he should also be instructed in the school of the soldier, the positions and movements to qualify him to take rank in the school of the company when placed on full duty, as well as the proper use of the baton, on established principles of the broadsword exercises."



Mr. Brockelsby



Colonel Scheetz

By 1869, training guidelines were a part of the Department Police Manual, which stated in part:

"I. All patrolmen hereafter appointed shall for the term of one month thereafter be formed into a class for instruction, which shall meet at the Central Station. They shall there be instructed for one hour each day by one of the Captains, concerning their powers, duties, and privileges, and also for the same length of time shall receive instruction from a Captain of the force. They shall be placed on beat for one tour of duty each night with a patrolman, so as to learn the practical mode of discharging patrol duty.

"II. They will receive full and systematic instruction and explanation in respect to the police law, the laws of the State, and the laws and ordinances of the City so far as they concern police duties, and also in the rules and regulations of the Police Department. They will receive such general and verbal instructions and explanations as shall tend to impress upon them an understanding of their powers and duties."

The next major change in the organization of the Academy did not come until December 1, 1911, when the Bureau of Efficiency was created. A Lieutenant assigned to the Bureau was placed in charge of the school. In a 1912 issue of the *Police Journal*, it was reported:

"One decade ago patrolmen were educated in the school of hard knocks. Today ... they are educated by learned instructors and lectured by able lawyers, doctors, judges, and others familiar with every line of police duty."

The Police Manual of 1913 illustrated the Department's expanded interest in training:

"School of Instruction. All probationary patrolmen appointed after the creation of the Bureau of Efficiency will be required to attend the School of Instruction for a period of 30 days.... They will be instructed in state laws, city ordinances, the rules and regulations of the Department and the various duties of a police officer, and will attend the courts for the purpose of becoming versed in the trial of criminal cases. Lectures will be delivered to them by the Department's medical staff on first aid to the injured and kindred subjects and by prominent attorneys on state laws, city ordinances, the preparation of evidence and other subjects. They will be thoroughly drilled in army tactics and target practice by the Drillmaster and given courses of physical training and exercises by one of the assistant surgeons and by a physical instructor, assigned to this work. At the expiration of 30 days, they must take an examination before being assigned to active police duty. Three months after being assigned to active police duty, they are required to pass, with an average percentage of at least 80, a second mental examination, to prepare for which they will be given a course of home study. One year after appointment, they will be given a final mental examination, which they must pass with an average of at least 80, to be eligible for promotion to the rank of patrolman...."

"(1) Drilling and Physical Training. The members of the force will be drilled, in the prescribed army tactics and in target practice, under the direction of the Drillmaster. The Department will be divided into companies, designated by

"It is in the consolidation of the training efforts of the two major St. Louis Police Departments that the commitment to police training is most clearly seen."

letter, according to army regulations; each company containing 100 men and eight sergeants. Eliminations for disabilities are made when necessary and the ranks replenished by new probationary officers.

"(2) Physical Training. The members of the force will receive physical training and athletic exercises under an assistant surgeon and a physical instructor especially qualified for this work. The Department gymnasium is equipped with running track, hand-ball court and other appliances for exercises and with lockers and shower baths. Grounds for outdoor athletic exercises are set aside for the use of the Department at the Mounted District Station in Forest Park, where a baseball diamond, a running track, bowling alleys, tennis and hand-ball courts are provided, a clubhouse will also be erected on these grounds."

By 1926, the school had grown to a curriculum that necessitated 4 weeks to complete. Two additional weeks were added within the next few years for a total of 6 full weeks of instruction. To provide adequate classroom space for training, the school was moved into the new garage and gymnasium building upon its completion in 1927. It remains in this building today.

During the 1940's, the Basic Training program was still 6 weeks long and on Saturdays, after a 5-day training schedule, recruits were assigned to a district. Instructors at the academy during this time were receiving training at the new FBI National Academy or at the Southern Police Institute.

As early as the mid-1940's, an active catalyst for training was at work in the Department. Lt. Curtis Brostron, an Assistant Inspector of Police and later Chief of Police, was vitally interested in training. In 1944, Lieutenant Brostron was sent to the FBI National Academy

at Quantico, VA. As a result of this training, Lieutenant Brostron returned to St. Louis to further improve recruit and in-service training programs. Classrooms and curriculum were restructured at the academy to be more in line with the facilities and curriculums of the FBI program.

After Colonel Brostron became chief of police in October 1960, he appointed Roy E. Halladay as the first civilian director of the academy. When, in 1961, Mr. Halladay resigned to reassume his former position in the School of Police Administration at Michigan State University, he was succeeded by Mr. Victor G. Strecher for 6 years. Mr. Strecher again changed and lengthened the academy to 15 and then 16 weeks of training. Classes were moved to the National Guard Armory, while the academy building underwent extensive remodeling.

The search for a new Director ended with the selection in 1967 of Henry A. Fitzgibbon, Special Agent in Charge of the Administrative Division of the FBI's New York office. From 1942-1945, Mr. Fitzgibbon had been on the FBI's training staff at Quantico.

While this was going on in the City, the adjacent County of St. Louis had not been standing still, either. The county department, which was established in 1955 to replace an inept, and some thought corrupt, sheriff's department, quickly established its own training facility. In 1957 they offered a basic program that lasted 4 weeks. By 1963, that had been expanded to an 8-week program and included recruits from all of the many municipalities in the county as well. Here the seeds of regionalization were planted. In 1966, the Missouri legislature passed Statute 66.250 which established the St. Louis County prosecutor as the certifying entity for all police agencies in St. Louis County. It

also established a minimum standard of 600 hours of instruction for the City and County of St. Louis, as well as Kansas City.

After passage of the "Omnibus Crime Control and Safe Streets Act" of 1968 and the establishment of the Law Enforcement Assistance Administration, Federal funds became available for training. A spirit of cooperation in the St. Louis area resulted in the formation of the Greater St. Louis Police Academy in 1969. This was, and continues today, a joint effort of the St. Louis and St. Louis County Police Boards of Police Commissioners and serves the City of St. Louis and the St. Louis County Police, as well as the 67 municipal departments within St. Louis County.

The Regional Concept of Police Training

It is in the consolidation of the training efforts of the two major St. Louis Police Departments that the commitment to police training is most clearly seen. The regionalization of training has resulted in some loss of control for the departments and a certain reduction in identity for new recruits. No longer is basic training a department activity. It is a regional activity somewhat separated from the direct influence of the recruits' departments. This perception of lessening of "ownership" was and is one of the biggest obstacles to the formation of a jointly operated regional academy. That it was attempted here, and that it succeeded where many others have failed, is a testimony to the quality of leadership of the various boards and directors who have controlled the destiny of the Greater St. Louis Police Academy.

The first Acting Director was Sgt. Paul Herman, now a Lieutenant and a member of the Board of Managers of

"Professional and personal relationships develop in the academy and in the administration of the academy which translate themselves to the work of the departments."

the Academy. In January of 1975, a civilian, Dr. Jack Seitzinger, now Director of Training of the Houston Police Department, assumed directorship of the Academy. Dr. Seitzinger remained in this position for 10 years. Of those who originally established the Greater St. Louis Police Academy, there are two members still active on the board, Col. G.H. Kleinknecht, Superintendent of the St. Louis County Police Department, and Lt. Paul Herman of the St. Louis Metropolitan Police Department.

These, and many others who influenced the growth of the Greater St. Louis Police Academy, saw a variety of advantages to a joint training effort which have, in the last of 17 years, proven true. These include, but are not limited to, the following:

1) The most obvious, and perhaps overriding, advantage is cost-effectiveness. The major costs of operating the academy are shared between the city and county police, with supplemental funding generated from the 67 municipal departments in St. Louis County. Much is saved in the elimination of unnecessary duplication of programming and staff. In fact, with shared budgeting, staffing "luxuries" can be enjoyed while still maintaining cost effectiveness. The Greater St. Louis Police Academy has both a full time planner/accountant and an educational technologist on staff. The planner/accountant greatly enhances the long range planning abilities of the academy, while keeping a close watch on how our expenditures are helping us meet the goals set. The educational technologist serves as the inhouse computer expert and as a consultant on issues relating to examinations, objectives and lesson plans in each block of basic training instruction. He also serves as the evaluation person for inhouse and guest instructors.

Police staff instructors and managers at the academy are carefully selected from and are paid by the St. Louis County and St. Louis Metropolitan Police Departments. Each department is equally represented on the staff of the academy. A screening and selection process acceptable to the academy director and the city chief and county superintendent of police is in place and functions well. Instructors spend from 3 to 5 years assigned to the academy.

In addition to savings in personnel and program costs, there are also significant savings resulting from volume purchasing, most notably in the area of firearms training. There are significant cost reductions in the purchase of ammunition and targets in larger quantities.

2) While maintaining a responsible budget, it is still possible to provide adequate training to assigned staff through conferences and short courses conducted throughout the United States. In addition, because the staff is committed to the academy full-time, they can concentrate on further building their expertise to an extent impossible for instructors in many department-based academies. Therefore, the staff remains aware and abreast of the latest in technology, theory and application, as they apply to police training, making them valuable resources to the entire Metropolitan area.

3) The regional arrangement allows for careful selection of a broader range of programs utilizing a wide range of talent and experience available in the region. Because of the general revenue, the academy is able to provide approximately 70 seminars and workshops a year which are offered to all area officers. Again, because of the larger funding base, highly credible outside of courses,

which would otherwise be beyond the means of individual department training budgets, can be brought in.

All program selection is based on a thorough assessment of training needs within the area. Our needs assessment is enhanced by the large number of respondents involved in this process. The evaluation data encompasses input from all area chiefs and training administrators who wish to participate, as well as from many officers who complete evaluations of each seminar and are queried for their input. As a result, area training divisions, chiefs, their staffs and police officers can have a significant impact on the Greater St. Louis Police Academy programs. The unique characteristics of each of the larger and smaller departments are carefully analyzed, both formally and informally, to insure as many needs are effectively met as possible.

4) Another advantage is the standardization of instruction throughout the metropolitan area. All departments participate in the same 632-hour Basic Training Program, and therefore, are provided identical theoretical and practical aspects of policing. Citizens can expect greater consistency among departments as each officer has received the same basic training. Firearms training, a major component of the academy in both recruit and inservice training, can be the most contemporary training available and can be consistently offered throughout the region. In addition, critical information relating to changes in the State law or Supreme Court decisions, such as *Garner vs. Tennessee*, can be routinely passed throughout the entire metropolitan area.

5) Commitment and cooperation between line officers and administrators is significantly enhanced through the regional academy. Professional

and personal relationships develop in the academy and in the administration of the academy which translate themselves to the work of the departments. These ties add to the informal resources of the department. The region, which tends to be factionalized by the many boundaries and jurisdictions, becomes a stronger political entity because of these closer interpersonal ties.

6) Outside agencies, such as the Federal Bureau of Investigation, which provides instructors and technical assistance for programs at the Greater St. Louis Police Academy, are not burdened to the degree that they would be if they were asked to provide these services to more than one academy in the metropolitan area.

Is there a down side to regional training? Of course there is. In 17 years of operating as a regional academy, some issues have surfaced that are very difficult to resolve.

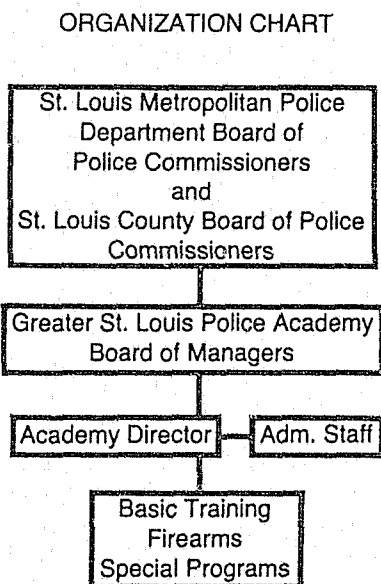
Specific procedural uniqueness within a department, such as a computer-aided dispatching or a specific advanced technological approach to police reports, must be dealt with independently of the regional academy. Departmental policies and procedures, often times voluminous, must be passed along in similar fashion. If this information is not given in the evening hours while the recruit is participating in the Basic Training Program, it must be given in classes provided by the department after graduation. This approach can extend the basic training of the recruit several weeks after completion of the academy. In addition, some procedural differences are hard to resolve by academy staff. Despite efforts to minimize this, at times, the recruit will hear differing approaches to similar situations. This may actually be an advantage to the sharper or more experi-

enced recruit, but tends to be confusing to the less gifted class members. In addition, the Basic Training Program, by its nature, must be generic in its content and therefore cannot answer all questions raised by a recruit from a particular department. Some things must remain unresolved until the officer "hits the street."

There have been other problems, most of them minor, but none have proven to be insurmountable obstacles. All departments realize and accept their responsibilities pertaining to these issues and all weigh the irritations against the very tangible benefits of being a regional academy.

The Greater St. Louis Academy Today

Programs at the academy today are divided into three major categories: Basic, Special Programs (seminars), and Inservice Firearms Training. The staff is composed of St. Louis City and County police officers and supervisors, as well as civilian staff.



The academy continues to deal with difficult questions that every academy must deal with—problems such as facilities, curriculum, staffing, training needs, and evaluations. However, we deal with these problems as a team, drawing upon the enhanced resources offered by the regional organization behind us. The spirit of cooperation in the Greater St. Louis area appears firm and permeates the region. There is a great deal of pride in the history of training in St. Louis by all involved in the effort. Much has been learned and of course much remains to be learned. And yet, some things really don't change over time.

Chief Scheetz observes, "After reviewing the humble beginnings of our Department recorded on these pages—and after living and breathing law enforcement for the past 36 years—in spite of the technology and scientific average advances in law enforcement, it is obvious that the basic goal is still the same—to be the best."

Training at the academy will remain a planned, evolutionary process, one that will continue to effectively benefit the law enforcement officer of the St. Louis City and St. Louis County. We fully believe that this will be accomplished by a continued commitment to a regional approach to training, an approach which has stood the test of time in the St. Louis Metropolitan area.

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