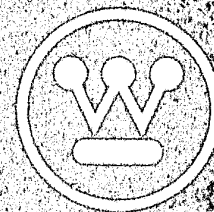


Westinghouse



EL PASO POLICE ACADEMY
EXPANSION PLAN,
WEST TEXAS COUNCIL OF
GOVERNMENTS
Management Contract



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POSITIONS

EL PASO POLICE ACADEMY

EXPANSION PLAN,

WEST TEXAS COUNCIL OF

GOVERNMENTS

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FOREWORD

Technical assistance in determining viable approaches to upgrading the training capability of the El Paso Police Department was requested by Wayne Ponce, of the West Texas Council of Governments. Under Contract J-LEAA-016-72, the Westinghouse Justice Institute provided from its consultant pool the services of Joe D. Galloway. This report documents the activities, findings, and recommendations stemming from this assignment.

CONTENTS

	Page
Foreword.....	ii
1. Purpose of Assignment.....	1
2. Method.....	1
3. Findings	
3.1 The City of El Paso and Its Police Department.....	1
3.2 A Recent History of Police Training.....	2
3.3 The Training Facility.....	2
3.4 Curriculum.....	3
3.5 Library.....	4
3.6 Audio-Visual Equipment.....	4
3.7 Communications System.....	4
3.8 Instructors.....	4
4. Recommendations	
4.1 Long-term Facility Planning.....	5
4.2 Immediate Facility Modification.....	5
4.3 Bilingual Instruction.....	7
4.4 In-service Training.....	7
4.5 Roll Call Training.....	7
4.6 Supervisory Training.....	8
4.7 Command Training.....	8
4.8 Library.....	9
4.9 Film Library.....	9
4.10 Recruit School Curriculum.....	9
4.11 Field Training.....	10
4.12 Academy Staff.....	10
4.13 Conclusion.....	11

1. Abstract and Purpose of Assignment

The purpose of this assignment was to assist the El Paso Police Department in upgrading their entire training facilities in terms of curriculum, equipment, and physical facilities.

2. Method

During the first three days (September 24, 25, and 26) of the on-site inspection, the consultant sought to gain a broad view of the problems implicit in training police officers of the El Paso Police Department.

The Chief of Police, Robert Minnie, provided an insightful interpretation of the training needs of the El Paso Police Department and an overview of the specific problems affecting the training program. The Criminal Justice Planning Coordinator, Wayne Porce, provided an update of planning progress. Personnel of the Training Division supplied information on curriculum, equipment, and physical facilities of the Training Division of the El Paso Police Department. The Bi-Lingual Institute was contacted to determine capabilities and costs involved in supplying needed instruction in Spanish. The Chamber of Commerce supplied statistical information regarding border crossings from Mexico to the U. S., projected population growth, percentage of Spanish surnames or Mexican Nationals living in El Paso, and estimates of tourists passing through El Paso. The Director of Training, Al Hajar, provided his concept of the training program and the needs for improvement of the physical plant.

All available data pertinent to the needs of the training program was gathered and reviewed. The analyses of the data and the recommendations for improvement are included in the body of the report.

3. Findings

3.1 The City of El Paso and its Police Department

El Paso, the fifth largest city in Texas, has all the problems of a border town, with a population of near 400,000. El Paso's neighbor, Ciudad Juarez, immediately across the Rio Grande River, has an even greater population of 507,000.

The authorized strength of 549 personnel gives the El Paso Police Department the very low ratio of police per 1,000 population of 1.5. This manpower ratio analysis does not take into consideration the unusual phenomenon of a daily influx of 100,000 Mexican Nationals into the City of El Paso from Ciudad Juarez with all the usual problems of so many people; nor does it reflect the problems attendant with the fact that 75 percent of them are unable to speak English. The actual strength of the department is 522 personnel. This figure includes 22 new men now in recruit school who will not be available to the department for at least four months. The 27 remaining vacancies which will increase to approximately 35 by normal attrition cannot be recruited and trained for at least seven (7) months.

About 58 percent of the population of El Paso is Mexican-American. About the same percentage of the police department personnel is also Mexican-American. These personnel are bi-lingual and have no language problems. A major problem arises with the fact that the remaining 42 percent to 50 percent of the police force is unable to speak Spanish and, therefore, cannot communicate with a large segment of the city's population.

3.2 A Recent History of Police Training

The shortage of manpower seriously curtails the in-service training program. The El Paso Police Department, like all police departments in Texas, is faced with the immediate need to train all their personnel in the completely revised Texas Penal Code and the new Drug and Narcotic Act, which goes into effect January 1, 1974. This means that a crash program of at least 16 class hours per man will have to be instituted immediately.

Approximately 280 First Aid cards have expired. It is urgent that these cards be renewed through a minimum of 8 hours of in-service training in first aid which must be completed before January 1, 1974.

There were 166 men who attended in-service training in 1972. Of those 166 men, 116 attended a 32-hour defensive driving school. The remaining 50 men attended various specialty in-service schools. In 1973, to date, a total of 253 men attended in-service schools, 80 of those attended a driving school. These figures indicate a very limited in-service training program.

3.3 The Training Facility

The Police Academy is located about 6 miles from Police Headquarters on Scenic Drive. It is a picturesque site hewn out of solid rock on the mountainside overlooking El Paso. The site was donated to the Police Department in about 1950 when a pistol range was built. A classroom was added a year or so later. The classroom was badly damaged by fire in the middle 60's but has been repaired. It would appear that the facilities barely met training needs when they were turned over to the Police Department. The facilities are now in poor repair, and the Department has long since been outgrown by the Department's needs for training.

Specific deficiencies of the present physical training facility are as follows:

1. The classrooms are unacceptable for good instruction. There is one large room with a room divider down the middle. These rooms are in very bad condition, and it is impossible to hold two classes at the same time because of the noise factor. There is no soundproofing in the classrooms. The classrooms are also poorly lighted.
2. The rest room facilities are inadequate. The space is insufficient and the fixtures are obsolete and very unsightly and unsanitary. The sewage disposal is dependent upon cesspools and septic tanks which are unsatisfactory. There are no showers available.
3. The one office space (about 8' x 4'), which also houses the very limited library, is completely inadequate. No provision is made for space for instructors to prepare lesson plans, study, or perform other training related activities.
4. The firing range, built about 1950, was completely surfaced with asphalt and set up for a complete practical pistol course. This area has been abandoned and a portion of the area is now used for parking. An area to the right of the original course has been set up for a range. Sufficient funds were not budgeted to equip it properly. By performing the labor themselves, the range staff has scrounged material to complete one station with turning pit targets. The base shelter for the shooter has deteriorated somewhat.
5. There is not sufficient water pressure to maintain the academy grounds in an attractive manner. There is poor drainage and, although rainfall is minimal, the contour of the area surrounding the academy is such that, when it does rain, the water from the surrounding mountain drains directly onto the academy grounds and is very slow to drain off.

3.4 Curriculum

The El Paso Police Academy started a new recruit class on September 17, 1973, which will graduate January 10, 1974 after 16 weeks. This will be the second class to run 16 weeks. Previous classes ran 12 weeks.

The curriculum being presented is well-rounded and only a few areas would bear constructive criticism. Credentials of instructors are quite impressive and promise to provide high quality training. Credit for the

development and operation of a good recruit training program under very difficult conditions should go to Lieutenant Harold E. Vaughan, Assistant Director of Training. The recruit training schedule does not indicate the requirement for a notebook nor the allowance of time for recruits to spend in the field with experienced officers.

3.5 Library

The library consists of very few books, and there are no charge out procedures that insure the return of books by individuals that have borrowed them. This lack of control has resulted in a loss of much needed study materials.

3.6 Audio-Visual Equipment

The equipment consists of one closed circuit TV that has proven less than satisfactory, two overhead projectors (one of which is in poor condition), one opaque projector (in good condition), and two 16 mm movie projectors (one of which is obsolete and worn out).

3.7 Communications System

There is no effective communication system -- telephone equipment is insufficient to link police headquarters and the dispatcher with the training facility.

3.8 Instructors

The Academy reports that there are twelve (12) F.B.I. National Academy graduates in the Department, and that there is a sufficient number of qualified instructors available to fill the needs for training. There were no figures available as to the number of police officers with degrees or meaningful number of college credits.

There are two law enforcement programs available in the local colleges. The University of Texas at El Paso offers a Criminal Justice Degree. El Paso Community College offers a two-year Associate of Arts degree in Law Enforcement.

Captain Al Hajar, the director of the Police Academy, was assigned to this new position effective October 1, 1973. Previous to this date, he was responsible for Internal Security and Training and had an office at police headquarters. It is intended that he will move his office to the academy and devote full time to directing the activities of the Police Academy. Lieutenant Richard Breton, was also assigned to the Police Academy effective October 1, 1973, and will be responsible for in-service and roll call training.

4. Recommendations

4.1 Long-term Facility Planning

The only long term solution to the needs of the El Paso Police for an adequate training academy that would do justice to a city of the size of El Paso would be a complete new facility. This should be a completely new and modern building of Spanish architecture incorporating the latest in modern classroom equipment:

1. A minimum of four (4) classrooms.
2. Office area sufficient to accommodate at least ten (10) offices.
3. Areas for reloading ammunition and storage for supplies and range equipment.
4. Office space for a range master and firearms instructor.
5. Exercise room with a Universal gym or like equipment and other equipment to fill the needs of those who would make use of it. This would not be a large gymnasium.
6. A men's room equipped to accommodate ten men at one time, which would include toilets, showers, basins, and lockers.
7. A woman's room with facilities to accommodate four at one time and equipped with toilets, showers, basins, and lockers.
8. Adequate storage space for tables, chairs, and classroom equipment.
9. Communication equipment to meet the needs of the entire building as well as the firing range.
10. A renovated pistol range complete with latest equipment to train officers to qualify and gain proficiency in all required arms and including a permanent shelter for the shooters.
11. Sufficient area for parking which would enable the prohibition of parking in other areas of the academy.

4.2 Immediate Facility Modification

Even if recommendations for long-term facility planning met with approval at all levels, and were expedited at top speed, adoption of the recommendations would not result in an adequate police training

facility for at least three (3) years. In the meantime, the El Paso Police Academy needs relief now. This relief could be supplied by stop-gap measures that would serve the purpose until a permanent facility could be built. It is recommended that a complete revamp of the present facilities be made as follows:

1. Remove the folding partition in the present classroom. Reduce the width of the corridor leading to the present office by five (5) feet. Add this area to the present classroom. Then build a permanent wall down the center of the classroom. Install accoustical tile in the ceiling, carpet the floors in the classroom and corridors which would reduce the noise level to a satisfactory point. This would provide two acceptable classrooms.
2. Install communication systems that would satisfactorily accommodate the entire academy.
3. Eliminate the kitchen, (it has no use in academy work) and remodel the space for much needed office space by installing floor covering, new lighting, and doing a complete paint job.
4. Remove the small amount of equipment that is stored in the two rooms (each about 10' x 20') on what is believed to be the north side of the building. These can be renovated and used for offices. This can be accomplished by installing floor covering, sufficient lighting fixtures, doing a complete paint job, and providing air conditioning (as there are no openings). A connecting passageway can be built by opening the east end of one store room. The contents may be placed in the cave that is used for storage.
5. Remove the partition and expand the Men's Room to include the area now used by women. Install new fixtures, new lighting and repaint. Build new facilities for women on the north side of the building.
6. Refurbish the reloading room with new paint and new lighting.

The pistol range needs a complete renovation. The following is recommended:

1. Rebuild and repair turning target equipment at the 7 yard line and the 25 yard line.
2. Rebuild the shelter at the firing line.

3. Install an interior and exterior lighting system to provide sufficient light to permit night firing.
4. Install a communication system which would be an integral part of the system recommended for the classroom building.

4.3 Bilingual Instruction

The need for bilingual studies which has already been presented is a most important requirement which is approaching emergency proportions. A four hour interview with Bilingual Institute, Director, Josefina A. Salsa-Porras, as well as interviews with all police officials that have had contact with the Institute gave overwhelming evidence that the Institute is not only capable of giving instruction necessary to meet the needs of the police department, but that it is the only organization capable of providing this type instruction. The language problem is the most glaring need of the Police Department and includes at least two hundred (200) men which should by all means be included in this program.

4.4 In-service Training

Each police officer should receive a minimum of 40 hours of in-service training annually. The usual response to this statement by administrators is that they cannot afford to release the men for that long. The fact is that they cannot afford to refrain from providing that training to keep officers abreast of the new developments and review established routines, laws, and techniques. In-service training on a continuous basis keeps experienced officers mentally alert and aware of new developments in their Department and prepares for promotion those who are qualified. The fact that rapid changes in social patterns and urban conditions affect crime patterns, makes retraining absolutely essential.

4.5 Roll Call Training

The drain on manpower resulting from assigning officers to in-service training can be relieved, in part, by providing roll call training. This kind of training requires a very capable person to prepare the material, and to keep it pertinent, attractive, and appealing. Such a person should be assigned to the academy full-time on roll call training materials. The shift commander should be schooled on the importance of the system. The material must be prepared well in advance and be presented in an impelling manner. Time for presentation should be limited to 10-15 minutes daily with a new subject each week. Periodic testing should be done to test the effectiveness of roll call training. The subjects selected for presentation should be recommended and approved by administrative and command personnel. Input regarding subject matter should be encouraged from patrol officers and detectives.

4.6 Supervisory Training

Supervisory training has been neglected in most police departments and El Paso Police Department is no exception. The promotion to Sergeant brings about a transition that is most important to the officer...the new Sergeant is faced with new responsibilities and the necessity to direct men with whom he has been a buddy. This important step demands special preparation. Each new Sergeant should be given intensive training in effective supervision at the first line level. All officers who are eligible for promotion to Sergeant should be included in this training. Officers selected for promotion to Sergeant should be sent to schools that specialize in supervisory training. The Southwestern Police Academy at Southern Methodist University, Dallas, offers a four week session for first line supervisors. Southern Police Institute, Louisville, Kentucky, provides supervisory training. The Northwestern Traffic Institute of Evanston, Illinois, has an on-campus school and will also send staff to the city to provide supervisory training.

4.7 Command Training

Too often the training of ranks above Sergeant is sadly neglected. Lieutenants, Captains, and other senior ranking officers should be trained in command schools in the Academy. They should also have the benefit of advanced training in supervision and personnel management. Such training should not be limited to a select few, but should include all of the most capable command level officers.

Funds should be budgeted for at least one command level officer to be away at command school all of the time. Training of this type is available at:

1. Southwestern Police Academy, at SMU, Dallas, Texas
(One three-month session annually begins in January.)
2. F.B.I. National Academy, Washington, D.C.
(Two or more three month sessions annually.)
3. Southern Police Institute, Louisville, Kentucky
4. Michigan State University, Lansing, Michigan
5. Northwestern Traffic Institute, Evanston, Illinois
6. Texas A & M University, Extension Service, Bryan, Texas

7. Texas Department of Safety, Austin, Texas

The possibility of sending command level officers to other cities for on the job training in special programs in which some departments excel should be explored. It might be arranged to exchange officers for a period of two weeks. Dallas Police Department has some outstanding programs and they have been very cooperative with similar projects in the past.

4.8 Library

Immediate steps should be taken to provide a cataloging system of all books now owned by the Academy. This could be the Dewey Decimal System or the Library of Congress System. A system of charging out books to police officers should be instituted to insure return of books after a specified length of time.

A fund of at least \$1,000.00 should be appropriated each year for the next two years for the purchase of new books. The appropriation could then be reduced to \$300.00 annually. The immediate purchases of books should be for the recruit school. Later purchases would be for in-service training and for preparation for promotion.

4.9 Film Library

There is a definite need for a film library stocked with the latest films on police training. Maximum effectiveness would result from use of films as an aid to training by properly trained instructors. There are many "how to" film series on the market today that are quite good and are available for purchase both by complete series or by single film.

4.10 Recruit School Curriculum

The El Paso Police Department Academy recruit curriculum far exceeds the requirements of the Texas Commission on Law Enforcement Education and Standards for 240 hours for the basic course for regular officers. Some areas of the program that could be improved upon include the following:

1. Increase the time for the social sciences to 40 or 50 hours. Professors with the proper credentials are now being utilized. With an increase in the number of class hours and with proper arrangements with either, or both, of the local colleges, credit could be granted to each of the recruits that satisfactorily completed the courses. This would encourage the recruit to continue his college education after his graduation from recruit school.
2. Inclusion of bilingual studies for all recruits that cannot satisfactorily pass a challenge examination of

their capabilities in both languages.

3. Increase the allotted time for community relations training. There has been no real conflict between the races in El Paso, but elements that could bring about conflict are certainly present. A recruit well-trained in the problems of the community and its inhabitants could be an important factor in maintaining peace in the community.

4.11 Field Training

The most glaring shortcoming of the recruit school program is the lack of in-the-field training with an experienced officer. For two weeks, approximately midway in the recruit school course, all members of the class should be placed in the field to ride with a carefully selected and properly trained officer. The recruit should spend one week with an officer in the patrol division and one week with an officer in the traffic division. This experience will assist officers relating the material taught in school with an actual experience.

To repeat, for field training to be effective the experienced officer to which the recruit is assigned must be outstanding and have no hangups about young or new police officers and be motivated by a desire to give the recruit the benefit of his experience and knowledge.

4.12 Academy Staff

The changes made effective October 1, 1973, improved the staffing of the Academy but still left it woefully short of manpower. The staff now consists of the following:

- 1 - Captain, who serves as Director of Training.
- 1 - Lieutenant, assigned as Assistant Director of Training.
- 1 - Lieutenant, who is responsible for in-service and roll call training (this is a new appointment).
- 1 - Detective, who serves as Range Master.
- 1 - Civilian, responsible for reloading and equipment.

There is an immediate need for two (2) full-time training officers and one (1) steno-typist to carry out the myriad of typing duties so badly needed in a police academy and to serve as a secretary for the Director. Even with these additions it would still be necessary to draw heavily upon the experienced police officer for assistance in teaching.

The Police Department plans to require each active special officer to complete 240 class hours of training. This is equivalent to the number of class hours required by the Texas Commission of Law Enforcement Officers Standards and Education for the basic certificate. Training of special officers place an added burden on the academy staff which can only be alleviated by the addition of two more training officers to the staff.

4.13 Conclusion

The staff additions, curriculum changes, and building renovations recommended herein will meet the needs of El Paso Police Department for three to five years. When the new facilities are built, the curriculum will still suffice, but the staff will need to be increased to meet the projected growth.

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