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CRIMINAL JUSTICE
MANPOWER DEVELOPMENT
IN THE
EL PASO, TEXAS REGION - POLICE
TECHNICAL ASSISTANCE REPORT

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FOREWORD

The West Texas Council of Governments requested technical assistance to survey criminal justice manpower development in their region. In response to this request the Westinghouse Justice Institute, under U.S. Department of Justice Contract J-LEAA-016-72, provided Dr. Bruce Olson. This report documents his brief but intensive survey and gives his recommendations.

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1. INTRODUCTION

This report has two objectives: (1) it discusses in a general way the assessment of certain aspects of criminal justice manpower development in the West Texas Council of Governments (WTCOG) region and (2) proposes a means by which the professional criminal justice community in the region can undertake a program in the immediate future to develop its manpower to the highest degree of competence and ability.

1.1 Background

WTCOG has maintained since its creation a steady interest in criminal justice education and training. This is appropriate because one of the most frequently cited needs in criminal justice is to develop programs to ensure that those involved in the administration of criminal justice discharge their responsibilities in the most effective and professional manner consistent with our form of government.

The mood of the U.S. Congress and its state and local counterparts is demonstrably favorable to even more progress in criminal justice manpower development than has occurred in recent years. In addition, several recent, nearly simultaneous developments in the WTCOG region have raised many questions about the direction of immediate and long-range progress in criminal justice manpower development.

First, there has been intensive development of college-level study programs in criminal justice. The University of Texas at El Paso (UTEP) and Sul Ross University (SRU) at Alpine have developed two different kinds of curricula leading to bachelor's degrees. The El Paso Community College (EPCC) also has recently started a police science curriculum.

Second, the El Paso Police Department (EPPD) is making rather important modifications in its recruit training program, and the present administration is committed to improvements in other inservice training areas.

Third, the Texas Criminal Justice State Planning Agency (SPA) has encouraged manpower development plans as a condition of future financial support, believing that an objective, carefully developed plan ensures a high rate of return on the taxpayers' dollar. Related to this is the constantly increasing emphasis that LEAA places on well-developed plans in manpower development.

These factors prompted WTCOG staff to inquire whether Law Enforcement Assistance Administration (LEAA) technical assistance was available for a broadly focused look at training and education needs in the region.

As a result, the Consultant visited the WTCOG region on two occasions, first for two days (July 27, 28, 1972) and later for three days (October 9-11, 1972). The present report is not a criminal justice manpower development plan; it describes a preliminary reconnaissance mission to discuss initiation of a more comprehensive research and action program.

During the five days spent collecting on-site information for this report, the Consultant met with many well-informed and conscientious members of the local government and the criminal justice community in the West Texas Council of Governments region. In all cases interviewees unselfishly shared their cooperation, knowledge, experience, enthusiasm, and suggestions.

The climate for future progress in criminal justice manpower development is very favorable in the region. The problems, few as they are, are far outweighed by the region's potential. There is the refreshingly favorable fact that few animosities exist in the region. Most of the recommendations of this report were developed from the ideas obtained from a dozen or so police officials, local government administrators, representatives of two-year and four-year colleges who were familiar with the region, and several other persons.

The main lesson learned from the interviews was that the crucial missing factor in manpower development in the West Texas region is an improved setting for cooperation. This alone, added to the cooperation per se and personnel resources now available, would enable manpower development to blossom. The chief concern of the analysis, then, is not so much the substantive areas of education and training, but the means by which manpower development as a continuing process may be nurtured and carried out.

In addition to personally interviewing representatives from the El Paso Police Department and Sheriff's Department, UTEP, SRU, and EPCC faculty and administrators, and several officials in other governmental agencies, the Consultant reviewed a number of reports in the WTCOG offices.

1.2 Current Situation

The WTCOG service area includes approximately 379,000 inhabitants living in an area which is 21,000 square miles in size. The general picture--except for the city of El Paso--is one of a number of fairly small towns separated by great distances. The WTCOG area is bi-lingual: its western border is Mexico. Interviewees pointed out that the population of Juarez and its outlying areas figures importantly in criminal

justice administration in the El Paso area and provides challenges which are faced by very few criminal justice systems elsewhere in the United States.

Unfortunately, no precise figures were available to the Consultant regarding the number of criminal justice personnel by subsystem (i.e., police, prosecution, defense, courts, probation, parole, corrections) in the WTCOG region. However, if all types of federal, state, and local criminal justice employees are considered, they are possibly 1,000 such people. Since this figure includes all persons directly involved in the administration of criminal justice who could (by agency requirement or personal motivation) be interested in some kind of continuing manpower development experience, the estimate represents a liberal view of the potential clientele for a fully operational manpower development program. Perhaps as many as 300 persons could, in any given year, be involved in entry-level, refresher, supervisory, or specialized manpower development programs. This figure could be considerably larger if the program were designed to accommodate students from areas outside the immediate WTCOG region. Also, the figure will certainly be larger in the near future if current forecasts of accelerated growth in the administration of criminal justice staffs and institutions are accurate.

Just as no information exists regarding the types of criminal justice work-roles and the numbers of people who now occupy those roles in the WTCOG region, no overall, uniformly collected data exist regarding their educational and training experiences. For this reason it is impossible to offer a reasoned opinion as to the adequacy of present educational and training levels in the region. This is not unusual, however, since only those professions or occupations which are strictly certified or licensed, routinely collect such data. Examples of data requirements are cited in the Appendix.

2. MANPOWER DEVELOPMENT RESOURCES IN THE WTCOG REGION

2.1 Academic Resources

There are two four-year colleges offering criminal justice bachelor's degrees in the WTCOG region: UTEP and SRU. The former has recently developed a creditable interdisciplinary criminal justice curriculum, and may in time offer work at the master's degree level. SRU offers a degree in police administration but shows no immediate capability for offering a master's degree. The faculties of both institutions have substantial academic credentials and practical experience. UTEP faculty appears most capable of offering a comprehensive, system-wide curriculum, whereas SRU appears thus far committed to the traditional police administration degree. Both faculties have sound strengths and perspectives which can be enlisted in a comprehensive, region-wide manpower development program. Both programs now appear to comfortably measure up, in general, to LEAA and LEEP expectations about what a four-year program should embrace. Interviewees from each of these two institutions, understandably interested in further program development, expressed a number of excellent insights and observations regarding future progress. Unfortunately, no mechanism exists for regular interaction between these two faculties; each has much it could contribute to the other.

The El Paso Community College police science program is not now fully operational in the sense of being directed by a full-time person. Its faculty are all part-time people. Likely, a full-time director will need to be hired before long.

2.2 Agency Training Programs

Both the El Paso Police and Sheriff's Departments operate their own basic training programs. The Sheriff's Department is administratively responsible for a regional training academy. This academy does not appear to be closely articulated to WTCOG manpower development activities, but this likely is more evolutionary than planned.

The El Paso Police Department has an officer of command rank assigned full time to training. The Chief Deputy appears to have most control over training activities in the Sheriff's Department.

Interviews with police department and sheriff's department officials indicated an interest in further training developments and improvements, although the possibility of joint venture arrangements between the two agencies does not appear to have been objectively and systematically studied. The Sheriff's Department and EPCC appear to have considerable interaction; the police department and UTEP are discussing some interesting

possibilities involving direct UTEP staff participation in certain phases of the EPPD basic training program. Thus, both departments have demonstrated a commendable willingness to work with educational institutions and both have allocated substantial time and effort to training.

There are a number of areas where the Sheriff's Department and the El Paso Police Department could cooperate in basic training. Recruit police officers and recruit deputy sheriffs could absorb a common core of knowledge in the same classroom. They could thus be exposed to outstanding instructors from each agency. The savings in instructional time, supplies, materials, and resources would be considerable. Moreover, recruit officers could interact with each other in an academy setting, and this would increase inter-agency cooperation in the future. Subjects inappropriate to officers in either one of the two agencies could be taught in "lesson modules" to officers in the appropriate agency.

If the Sheriff's Department does not enforce traffic laws, for example, there would be no need to train deputies in this area. If police officers have no process-serving responsibilities, there would be no need to train recruit police officers in this area. In short, there is undoubtedly a common core of police knowledge which both deputies and police officers could learn in a common setting, but knowledge inappropriate to either role could be kept separate from the core body of knowledge and imparted in specialized training experiences. The city police and the county sheriff's department in Sacramento, California, for example, are cooperating in a program of this kind, housed in the training facilities of the California Highway Patrol: an excellent example of cooperative arrangements between two local agencies and one state agency.

2.3 Characteristics of the "Non-System"

In terms of the rest of the nation, the relatively undeveloped situation in El Paso is not particularly unusual. Few other regions have attained a much higher stage of criminal justice manpower development. Occasionally one finds that one of the individual criminal justice subsystems is very well developed, but that the rest are underdeveloped. The judiciary and prosecution subsystems have nationally based or state-wide educational and training opportunities available. This superiority can be traced to the fact that both subsystems are manned by lawyers and that the legal profession (like other classical professions, e.g., medicine and engineering) place great emphasis on career development as a continuing process. The police and their probation, parole, and correctional colleagues, however, are not as academically oriented as the professions, making them dependent on others to provide the means and facilities for their education and training.

In several areas of the United States this has changed sufficiently that the concept of manpower development has caught on as a system-wide and region-wide effort. Such a program is presented later in this report as a possible model for El Paso.

The manpower development "nonsystem" in El Paso is evolutionary, is not unusual, and does not confer blame on individuals. The situation will be objectively examined as a base for proposing an alternative.

2.3.1 Lack of Information

The region-wide manpower developments needs are not known. This is true in terms of the number of people by assignment within each subsystem, the level of manpower development which now exists, and the kinds of training and educational experiences needed in the future.

2.3.2 Need for a System-Wide Approach

There is little point in improving the educational and training levels of one or two subsystems and ignoring the rest. A well-trained police subsystem, for example, is meaningless if the rest of the system's practitioners are not similarly well developed. Equally important is the need to have all departments and agencies delivering educational and training experiences of a uniform high quality. Criminal justice cannot be effectively administered if its personnel are unevenly prepared to discharge its responsibilities.

2.3.3 Specifications of Acceptable Standards

Unless some bench mark is specified, it is impossible to gauge when system practitioners have attained an adequate level of manpower development. If this is done, it should be done on a system-wide basis. For example, the police, courts, prosecution, probation, parole, and correctional agencies all have a stake in their colleagues' professional abilities and expertise. Ideally, they should cooperate in specifying the performance and behavior standards which will lead to system-wide improvement.

2.3.4 Lack of Coordination

It will soon be apparent that as each of the colleges strengthen site offerings and that as more manpower development resources are channeled into the region, there will need to be a "master calendar", so to speak, of career development opportunities. In several regions today, training opportunities sponsored by police agencies often are scheduled at the same time. This happens because no overall coordinating mechanism exists to reserve in advance certain dates of the year to avoid conflicting training and educational opportunities.

Coordination among the academic institutions is also needed. The question of which institution offers what kind of experience needs to be forthrightly faced. Although these institutions have all invested considerable time and effort in program development, it is apparent that their representatives must very soon work out a mutually acceptable division of labor to conserve their scarce resources and avoid costly duplication and student disillusionment.

The issues of "who does what" can be resolved in terms of the kinds of skills, behaviors, and perspectives required by personnel working in criminal justice agencies. For example, for the working police officer at the level of execution, his most immediate needs are to implement policy at the street level, that is, to discharge his role within the boundaries established by political mandate and administrative decision. The execution of role requirements is a question of skill and understanding. Preparation for the basic police work role is thus well suited to the spirit and traditions of the community college.

On the other hand, the upper-division institutions are well suited for preparing practitioners to exercise the critical-analytical faculties needed for policy development and implementation.

Manpower development, then, is concerned with both aspects of role preparation: getting the job done and making decisions about the job itself. Using these concepts, it should be fairly easy for the various colleges in the region to identify their roles in criminal justice manpower development. But before this can be done, it is important that all be willing to negotiate, and that all understand that they have a responsibility to permit students either in community colleges or four year colleges to benefit from the arts, humanities, and sciences, as well as criminal justice subjects. This means there is an upper limit to the amount of work a student should take in the criminal justice area lest he fail to broaden himself in other fields. Perhaps no student should take more than one year's work in criminal justice subjects, so that he can gain exposure in other areas. A criterion such as this, if adopted, would sharply limit the number of criminal justice courses which either a community college or four year college should develop.

2.3.5 Need for Systematic Career Development Philosophy

Related to the foregoing requirements for a coordinated, coherent manpower development program is the need for agreement regarding the means and objectives of educational and training experiences. Without this, excellence will only come about, if at all, by accident. On manpower development philosophy, the various interviewees evinced a wide range of ideas and points of view, which is to be expected in this

fairly new field. It is healthy that a variety of opinions be developed around emerging issues and problems. On the other hand, some issues have been fairly well settled; these should be incorporated into a body of principles to guide manpower development in the region. Fortunately, very few instances of harmful policies or practices were apparent.

One matter which urgently needs correction is the practice of excluding civilian students from certain college-credit-bearing classes and convening the classes (which are taught only by agency personnel) within the restricted quarters in a police agency. Besides being, almost certainly, contrary to LEEP policies, this practice is unsound on other counts. First, it implies that police officers cannot function satisfactorily in a conventional academic environment. If this is true, recruitment standards need changing. If it is not true, then it demeans the officers who have, by implication, been relegated to a "bone-head" category. Second, it suggests that the only "fit" instructors for certain police subjects are the department's own members. The academic institution in question is a public college: its classes must be public, and if it has no instructors with academic credentials and practical experience who can offer the classes in an open, public way, it should not offer them until the instructors can be found. It has been observed that police-officer-students welcome "new blood" in classrooms, and especially resent being captured in the classroom by someone in authority over them with whom they have day-in-and-day-out contact in other relationships.

A third reason is the issue of citizen-police separation. Correctly or otherwise, a substantial segment of the American population believes that the police often attempt to isolate themselves from the civilian population. The practice of forbidding civilian students to intermingle with police-officer-students lends weight to this belief, and further suggests that certain aspects of police training cannot stand public scrutiny. Thus, this practice leads to the demeaning of the police and strained relations between the community and the police. Much improvement in intergroup understanding has been seen to result when police-officer-students interact in an academic, non-threatening setting with civilian students. Both groups profit, and both modify their individual stereotypes of each other. It is reprehensible to deny both groups this opportunity for growth.

The practice and the spirit of such denial is not confined to El Paso, but real progress in manpower development cannot be realized until this and related misconceptions are squarely faced and eliminated. Failure to do this may well undermine public confidence in the capability of the criminal justice community to conceive and implement manpower development strategies. For this reason, this reports' proposal

to keep the manpower development process at a high professional level will be accompanied by a quality control mechanism.

2.3.6 Need for Continuing Evaluation

Progressive industries and governmental agencies constantly monitor and evaluate their educational and training activities. At present, no region-wide capability exists to analyze the results of the several educational and training enterprises in the region. There is a well-developed technology of manpower development evaluation procedures from which the colleges and inservice programs might profit. Evaluation is also becoming increasingly emphasized by LEAA; it is an early likelihood that training and educational grants will all have built-in evaluation requirements. Almost any issue of the Journal of the American Society for Training and Development details techniques and concepts for sophisticated evaluation strategies for answering questions like the following:

- (1) How do we know that a basic training curriculum is imparting the skills and perspectives which recruits really need to know?
- (2) Are the testing procedures used in training programs valid and reliable?
- (3) Of what should the community college curriculum consist? Is it appropriate for today's on-the-street needs, for all members of the criminal justice system?
- (4) Is the climate of in-service training programs conducive to learning or is its real justification organizational control?
- (5) Are the curricula of the four-year programs appropriate in terms of system-wide requirements, or should they be narrowly confined to only one or two subsystems?
- (6) What kinds of teaching techniques are best suited for specific kinds of learning?
- (7) How can we be certain that our training and educational techniques are not leading to results contrary to our objectives?

- (8) What kinds of social-psychological climates do we need in manpower development programs and how can these be created?

In the last five years, a number of important analyses of criminal justice manpower development issues have been undertaken. The following reports are cited to suggest models for the kinds of evaluative projects which could be undertaken in the region:

- (1) Committee on Governmental Operations, "Unmet Training Needs of the Federal Investigator and the Consolidated Federal Law Enforcement Training Center," U.S. Government Printing Office, 1970.
- (2) James T. Ault, "The Tulsa Police Department Training Program: An Evaluation of Existing Procedures with Recommendations for Needed Revisions," November 1, 1969, Tulsa Police Department.
- (3) Morton Bard, Ph.D., "Training Police As Specialists in Family Crisis Intervention," Law Enforcement Assistance Administration, U.S. Department of Justice, May 1970.
- (4) Melany E. Baehr, "Psychological Assessment of Patrolman Qualifications in Relation to Field Performance," Law Enforcement Assistance Administration, U.S. Department of Justice, November 1968.
- (5) Richard W. Brightman, "Computer Assisted Instruction Program for Police Training," Law Enforcement Assistance Administration, U.S. Department of Justice, December 1971.
- (6) Kenneth E. Christian, "In-Service Legal Training for Law Enforcement Officers: An Evaluation of Videotaped Criminal Law-Lecture Workshops," Master of Science Thesis, Michigan State University, 1970.
- (7) Howard E. Earle, "An Investigation of Authoritarian Versus Non-Authoritarian Training in the Selection and Training of Law Enforcement Officers," doctoral dissertation, University of Southern California, 1972.

- (8) Ralph Green, Geraldine Schaeffer, "Curriculum Study Data Analysis," Police Training Commission, State of New Jersey, October 1968.
- (9) Bruce T. Olson, "An Exploration of the Effects of Member Goal Preferences on a Basic Training Curriculum in a State Police Agency," doctoral dissertation, Michigan State University, 1971.
- (10) James W. Sterling, "Changes in Role Concepts of Police Officers," International Association of Chiefs of Police, 1972.

The preceding list is a small portion of a much larger field of knowledge and information which has emerged in recent years and which could be extremely useful in implementing a criminal justice manpower development program in the region. However, it is unlikely that such knowledge could be accurately, quickly, and usefully diffused unless some centrally located communicating institution were created.

Another evaluative function which must be executed on a regional level is determining what training needs exist and how these needs change yearly. It may be that the police subsystem needs less immediate attention than, say, the correctional subsystem. This can only be determined by constantly monitoring the changing profile of manpower development as it progresses over time. Each member of each subsystem must be identified, and his or her manpower development needs and achievements must be frequently assessed. An example of a process by which this was done several years ago can be found in a monograph prepared for the Metropolitan Fund, Inc., of Detroit, Michigan. This survey examined training needs for approximately 6,000 police officers in the Detroit Metropolitan Region. One important study finding was that their police training (having been carried out on a hit-miss, poorly coordinated basis) led to three kinds of negative results:

- (1) Discontinuity, characterized by (1) concentration of a large proportion of total training hours in one rank during an officer's career and (b) large gaps of time between training experiences
- (2) Imbalance, i.e., (a) concentration of training hours in one subject, (b) concentration of training hours in one subject not of immediate importance and value

to general police work (for example, a patrolman assigned to routine patrol is given 120 hours of arson investigation but no other street-related topic during his career), and (c) concentration of training hours during one period of an officer's career, as, for example, in the case of chiefs of police who, having risen to the highest rank, receiving training opportunities for the first time in their careers

- (3) Inversion, (a) predominance of courses in patrol-level subjects (for example, first aid) when one is a supervisor or command officer), (b) an unusual number of hours taken as patrolman in supervisor or command-level subjects.*

It is important to understand that these deficiencies do not come about because of incompetence or insensitivity to training needs. The police in the United States have only recently entered an era where resources for training and education have been made available to them in a significant scale. Before, in many jurisdictions, training occurred when and if a police command officer could find an available instructor who would take time out of his busy schedule to do the job as a kind of charitable gesture, and only when police officers could be released for a day or two of class work.

Today, manpower development opportunities are more available, and in the next decade they will be still more abundant. Nevertheless, they must be planned in times of abundance as in times of famine, which takes constant monitoring, coordination, and scheduling.

The West Texas Region is just now entering an era of heightened interest in criminal justice manpower development. Resources for this purpose will soon be available in a magnitude unthought-of just a few years ago. The Region has an opportunity now to maximize these benefits, but to do this effectively a comprehensive, region-wide effort must be undertaken.

* Regional Law Enforcement Training, A Research Project by the Metropolitan Fund, Inc., January 1968, p. 37.

3. RECOMMENDATIONS

3.1 General

The basic conclusion from the analysis is that the kind of education and training progress which can and should be achieved in the region will not occur under the existing conditions (described as a "non-system" in the preceding pages). Fortunately, these non-system characteristics can be eliminated fairly easily and with a minimum of expense, time, and interference with on-going programs.

The region has interested and dedicated people, the college and universities are eager for progress, and in fact, there is a tradition for a region-wide training program embodied in the Region "A" Academy, whose physical resources are said to be satisfactory for this purpose.

What is missing (and what this section of the report proposes) is a means by which these various agencies, academic institutions, and physical resources can be coordinated in a more purposeful way to help the criminal justice community obtain the most return from its investment in manpower development.

The recommendations which follow are based on certain considerations believed to be important in terms of the WTCOG region's criminal justice personnel and their traditions.

First, no attempt is made to spell out detailed, specific administrative solutions in this report. Rather, the recommendations which follow are intended to create machinery which can be used by those who know the region best to develop such solutions.

Second, the recommendations are, so to speak, organizationally simple. They can be achieved without creating any extensive bureaucracy and without introducing any appreciable interference with existing programs.

Third, the recommendations are compatible with practices which have proven successful in regions similar to WTCOG. They are not visionary, impractical, or unrealistic. If the recommendations are adopted in whole or part, concrete examples of them can be found for inspection somewhere in the country. In short, the recommendations are calculated to assist the criminal justice community in the WTCOG region in participating in proven, progressive programs which have been demonstrated to be successful.

3.2 Manpower Development Advisory Group within WTCOG

The major recommendation is that a Criminal Justice Manpower Development Advisory Group should be organized within the WTCOG framework. WTCOG is suggested as the parent body because (1) it is especially suited for a region-wide approach to manpower development; (2) it has experience in creating region-wide approaches to dealing with complex problems; (3) it provides a neutral ground which will encourage a free flow of insights and solutions; (4) it has some considerable experience with criminal justice matters already, (5) it maintains, or could maintain, constant communication with significant federal and state agencies involved in criminal justice programs and financing.

3.2.1 Makeup of Advisory Group

The advisory group should include at least one representative from each of the following agencies or institutions:

- El Paso Police Department
- El Paso Sheriff's Department
- Probation Department
- Prosecutor's Office
- Public Defender's Office (or private defense bar)
- Judiciary
- El Paso Community College
- Sul Ross University
- University of Texas (El Paso)

The advisory group should also include representatives from agencies and institutions in remote, outlying areas. This is important because manpower development, as contemplated in this report, should be a region-wide effort. Also, consideration should be given to including in the advisory group representatives of state and federal criminal justice agencies and institutions.

In time, the group will probably find it necessary to create certain standing committees to identify and analyze certain issues which will come up under the following categories:

- (1) Finance (estimating program costs, developing public and private sources, auditing expenditures, etc.)
- (2) Higher education (working with lower and upper division college and university programs in curriculum development and

improvement, developing credit transfer policies, scheduling special courses, obtaining curricular materials, etc.)

- (3) Instructional methods and policies (studying and recommending teaching devices, recommending improvements in teaching practices, recommending minimal qualifications for staff; exploring improved means of delivering educational and training experiences to agencies in outlying areas; identifying and developing a region-wide list of certified "faculty" to serve the various training and educational programs in the region)
- (4) Manpower development standards and LEEP relations (studying and defining what kinds of educational and training experiences should be achieved by personnel occupying the various criminal justice roles in the region; keeping the advisory group and participating agencies current with LEEP policies and recommended practices)
- (5) Annual and long-range plans (developing and updating an annual manpower development plan; forecasting changes in manpower development needs and planning ahead to meet these needs)

3.2.2 Advisory Group Staff

The advisory group should be served by at least one professional staff person who has adequate secretarial help. This person's qualifications ideally would include practical experience in a relevant criminal justice role (e.g., police work, probation, parole, or some closely related function) and at least a bachelor's (preferably master's) degree in a criminal justice field, or in a field related to it (sociology, psychology, political science, public administration). The staff person's experience should be recent and preferably at the local (i.e., city, county) level, not necessarily at supervisory or command rank.

3.2.3 Advisory Group Program

Two studies should be undertaken as soon as staff is available:

- (1) A complete census of all criminal justice personnel in the region
- (2) A complete inventory of the training personnel experiences of these personnel

The kinds of data needed for establishing manpower development base-lines are illustrated in the Appendix. These two studies (they can actually be combined into one) must be undertaken before a plan can be developed. Invariably, those groups who, for one reason or another, have tried to bypass this fact-finding phase of developing criminal justice manpower development programs have eventually had to collect such data; that is, the kinds of questions which come up in forecasting training and education needs always lead to a requirement for data of the kinds suggested in the Appendix.

When the necessary data are available, it will then be possible to develop a comprehensive manpower development plan which (a) indicates training and development assets and liabilities for each criminal justice subsystem, and (b) recommends a master calendar of institutes, workshops, seminars, practicums, etc., needed to correct any deficiencies which are found. Examples of experiences of this nature which are, or have been, provided throughout the nation are shown in Exhibit G.

While this work is underway, the advisory committee can be deliberating on what kinds of standards it wishes to adopt to define "professionalism" in terms of manpower development. It must be emphasized that such standards that already exist are considered minimal standards. There is no reason why the advisory group cannot build on these standards, rejecting the assumption that it must be content with "minimal" standards for the region.

When such criteria are established (if only tentatively), it will be possible to specify the future course, in terms of quality and quantity, of manpower development in the region. While this is not a simple task, it will immediately yield rewarding results, including discussions about the appropriateness of criminal justice goals, the relevance of the various work roles in the system, whether recruitment standards are sound, what can be done to attract more qualified men and women into the field, and many related matters that must become part of the agenda of concerns if progress is to be made.

Other facets of the advisory committee's work could include the following:

- (1) Establishing a curriculum materials resource center, seeking private as well as public funds for this purpose
- (2) Exploring in detail joint basic training agreements between police and sheriffs' departments in the region, at least to the degree that both agencies can agree that certain portions of the city police officer's work role are similar to certain portions of a deputy sheriff's work role
- (3) Specifying a program for an on-going evaluation of any and all manpower development programs in the region
- (4) Conducting an annual audit of changes in training and educational profiles by individual and by criminal justice subsystem within the region in an effort to stimulate active participation in professional growth programs
- (5) Reviewing manpower development plans being developed elsewhere in Texas and the nation for possible applicability in the WTCOG region
- (6) Developing a program by which agencies achieving high development levels could be publicly recognized
- (7) Acting as a clearinghouse for persons actively involved in the region's various manpower development programs
- (8) Informing various citizens' groups about manpower development needs and issues in the region

3.3 Conclusion

The recommended program builds on current resources and personnel within the region. It requires only a modest budget allotment for hiring

staff persons who will facilitate a voluntary, region- and system-wide effort to upgrade manpower development in the WTCOG region. No doubt many variations and modifications in the program will occur. But it does represent a beginning point in what could be a nationally recognized model for criminal justice manpower development.

3.4 Further Study

Since the briefness of this study precluded a comprehensive analysis of all areas, the following further points are recommended.

3.4.1 The WTCOG should develop its own questionnaires, in line with those shown in the Appendix, to secure complete data. This should be followed by a comprehensive review of the Police Academies and the educational curricula.

3.4.2 A further study should examine and recommend in detail how the Sheriff's Department and Police Department can work with EPCC and UTEP to fuse the training function. This should also identify the level of development in each of the agency training units and identify the utilization of state and national training which is available in the judiciary and prosecution fields.

3.4.3 A further study should also explore in more detail the role of the WTCOG (or a designated school) in the master calendaring concept.

3.4.4 Finally, further general consideration must be given to the types of questions listed in Section 2.3.6--the Need for Continuing Evaluation.

APPENDIX

I. EXAMPLES OF MANPOWER DEVELOPMENT COURSES

1. Trends in Criminal Law: Statutory and Interpreted
2. Criminal Evidence Technician Refresher Training
3. Defensive Driving
4. Crime-Specific Seminars: Prevention and Prosecution
5. Electronic Data Processing in Criminal Justice
6. Organized Crime Control Strategies for Criminal Justice Administrators
7. Modern Personnel Selection and Evaluation Practices
8. Planning and Research Techniques
9. Street Survival and Safety Strategies
10. Trends in Juvenile Justice: Legal and Social Science Developments
11. Innovations in Probation and Parole
12. Jail Management and Administration
13. Workshops in Court Administration
14. Conferences on Child Neglect and Abuse
15. Drunk Driving Prosecution Institute
16. Recent Developments in Narcotics Investigation
17. Mental Health Concepts for Line Personnel
18. Handling and Treating the Alcoholic Offender
19. Alternatives to Arrest and Imprisonment: Diversion from the System
20. The Juvenile Drug Offender: Prospects for Treatment
21. Recent Developments in Investigative Photography

22. Conference on Community/Criminal-Justice Relations
23. Workshop on Bombs and Explosives
24. Role of Criminal Justice Agencies in Consumer Fraud
25. Public Defender Workshops
26. The Patrolman's Role in Organized Crime Control
27. Prevention and Control of Riots and Disorders
28. Innovations in Education and Training Techniques for Criminal Justice Personnel
29. Basic Social Science Research Techniques for Criminal Justice Managers
30. New Laws Affecting Marshals and Constables
31. Human Relations for Criminal Justice Supervisory Personnel
32. Executive Development Seminars
33. Criminal Justice Information Systems
34. Advanced Latent Fingerprint Workshops
35. Fire and Arson Investigators Seminar
36. The Patrolman and Probation Officers as Applied Social Scientists
37. Violent Crimes Seminar
38. Breathalyzer School and Practicum
39. Applications of Social Science to Youth-Related Criminal Behavior
40. Television Instruction Techniques Seminar
41. Spanish for Criminal Justice Practitioners
42. Juvenile Hall Training Academy
43. Reserve Officers Training School
44. Annual Police-Officer-Refresher Course

45. Probation Case Management Training
46. Advanced Investigation for Coroner's Cases
47. Basic Criminal Justice Concepts for the Probation Volunteer Worker
48. Innovations in Treatment, Analysis, Therapy
49. Annual Workshop for Police Officers' Wives
50. Advanced Crime Laboratory Techniques

II. POLICE DEPARTMENT AND SHERIFF'S OFFICE
QUESTIONNAIRE

1. Name of Department _____

2. Name and title of individual completing this form:

3. Total number of sworn employees _____

4. Total number of non-sworn or civilian employees _____

5. Total number of reserve employees _____

6. How many new hires do you anticipate due to people leaving the department (turnovers) and/or retirements within the next 5 years? (Please indicate number each year)

| 1973 | 1974 | 1975 | 1976 | 1977 |
|-------|-------|-------|-------|-------|
| _____ | _____ | _____ | _____ | _____ |

7. How many new hires do you anticipate due to growth or specialization over the next 5 years? Please indicate position and whether sworn or non-sworn.

| 1973 | 1974 | 1975 | 1976 | 1977 |
|-------|-------|-------|-------|-------|
| _____ | _____ | _____ | _____ | _____ |

8. Please indicate the educational level and the total number of sworn and non-sworn personnel in each of the following categories in the department. (For educational level, enter each employee only once at the highest educational level applicable. For instance, if an individual has a BA degree, enter him only in the column BA Degree, even though he also has a high school diploma. The total in all of these classifications should equal the total number of sworn and non-sworn personnel in the department.)

EDUCATIONAL LEVEL

| | Sworn | Non-Sworn | No High School Diploma | High School Diploma or GED | 30 College Sem. units or 45 quar. units | 60 College Sem. units or 90 quar. units | BA or BS Degree | Masters Degree |
|--------------------------|-------|-----------|------------------------|----------------------------|---|---|-----------------|----------------|
| Reserves | | | | | | | | |
| Matrons | | | | | | | | |
| Patrolmen | | | | | | | | |
| Sergeants | | | | | | | | |
| Detectives | | | | | | | | |
| Inspectors | | | | | | | | |
| Lieutenants | | | | | | | | |
| Captains | | | | | | | | |
| Deputy Chiefs | | | | | | | | |
| Undersheriff | | | | | | | | |
| Sheriff | | | | | | | | |
| Chief | | | | | | | | |
| Administrative Personnel | | | | | | | | |
| Other (Specify) | | | | | | | | |
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III. PROBATION DEPARTMENTS QUESTIONNAIRE

1. Name of Department _____

2. Name and title of individual completing this form:

3. Total number of employees in the department. _____

4. How many new hires do you anticipate due to people leaving the department (turnovers) and/or retirements within the next 5 years? (Please indicate the number each year)

| 1973 | 1974 | 1975 | 1976 | 1977 |
|-------|-------|-------|-------|-------|
| _____ | _____ | _____ | _____ | _____ |

5. How many new hires do you anticipate due to growth or specialization over the next 5 years?

| 1973 | 1974 | 1975 | 1976 | 1977 |
|-------|-------|-------|-------|-------|
| _____ | _____ | _____ | _____ | _____ |

6. Please indicate the educational level and the total number of Personnel in each of the following categories in the department. (For educational level, enter each employee only once at the highest educational level applicable. For instance, if an individual has a BA degree, enter him only in the column BA degree, even though he also has a high school diploma. The total in all of these classifications should equal the total number of personnel in the department.)

| | No High School Diploma | High School Diploma or GED | 30 College Sem. Units or 45 Qtr. Units | 60 College Sem. Units or 90 Qtr. Units | BA or BS Degree | Masters Degree |
|-------------------------------|------------------------|----------------------------|--|--|-----------------|----------------|
| Chief Probation Officer | | | | | | |
| Supervising Probation Officer | | | | | | |
| Deputy Probation Officer | | | | | | |
| Clerical Staff | | | | | | |
| Juvenile Hall Supervisor | | | | | | |
| Juvenile Hall Attendants | | | | | | |
| Volunteer Workers | | | | | | |
| Other (please specify) | | | | | | |

IV. POLICE TRAINING SURVEY
-INSTITUTE FOR COMMUNITY DEVELOPMENT
MICHIGAN STATE UNIVERSITY
EAST LANSING

This questionnaire is a part of a program intended to update police training programs to meet situations and conditions that today's policeman on the street must face. We of the Institute for Community Development appreciate your help in this training survey.

A. GENERAL INFORMATION

1. Name of Department _____
2. Your Name _____ Rank _____ Age _____
3. How long in present rank? _____
4. Joined department (as an officer) in year _____ at age _____
5. Have you ever worked for this department as a civilian employee? _____
If yes, write length of civilian service (years and months) _____
6. Please write briefly your occupation(s) before becoming a police officer _____

B. EDUCATIONAL BACKGROUND

7. Did you graduate from elementary (grade) school? YES NO
8. Please check the highest year you completed in high school. 9 10 11 12
9. If you are a high school graduate or equivalent, check who issued your diploma or equivalent certificate.
 Public or Parochial school
 Military course (school or correspondence)
 Special program or examination endorsed by the state department of education
10. If you have had trade school training, correspondence courses, military correspondence or vocational courses, employee training, or volunteer training for government service of any kind (such as Peace Corps or a volunteer fire department), which you took before becoming a policeman, please list the training in this section. (Write it on the chart on the next page). Examples are barber college, tool and die-making, radio-TV repairing, military Officer Candidate School, military intelligence, bulldozer operator school, insurance claims adjustment, etc. DO NOT LIST ANY WORK IN AN ACCREDITED COLLEGE OR UNIVERSITY, and DO NOT LIST ANY COURSES TAKEN AFTER YOU BECAME A POLICE OFFICER.

10. (continued)

| Name of course | Name of School or Organization providing teachers | Length of course | Did you finish? |
|----------------|---|------------------|-----------------|
| | | | |
| | | | |
| | | | |
| | | | |

11. If you attended an accredited college or university, please check below your level of attainment.

- Less than one year of college work
- Completed one year
- Completed two years
- Graduated with an associate (2 year) degree
- Completed three years
- Graduated with a bachelor's degree
- Have done some graduate work
- Graduated with a graduate degree

12. If you attended college, what was your major field of work?

- Police Science or Admin.
- Business Administration
- Law
- Social Science
- Education (teacher preparation)
- Natural Science
- Fine Arts
- Other _____

C. BASIC POLICE TRAINING

13. Check each item which was included in your basic police training

- Riding (or walking) with an experienced officer to learn by observation
- Formal (classroom) basic training course
- Firearms training at a firing range
- First Aid training
- Physical or self-defense training

14. If you attended a formal training course, was it while you were a member of this police department? YES NO

15. How long was your formal training course (if you had one)?

- 1-2 weeks
- 3-6 weeks
- 7-12 weeks
- more than 12 weeks

16. Was all of your basic training given by members of your police department?

- YES NO

D. TRAINING BEYOND BASIC

17. Instructions:

- A. Do not list your recruit training since this was given above.
- B. Do list all courses and programs including in-service refresher courses, out-of-town institutes, correspondence courses, etc. taken SINCE YOU BECAME A POLICEMAN.
- C. Include courses which you attended on your own time as well as those which you attended under department orders. Be as complete as possible.
- D. If you forget the specific course title, date, or number of hours, give the best information you can recall.
- E. If you paid for any course expenses or tuition of any kind, and were not reimbursed, please list the cost to you.
- F. On this page do NOT list courses for college credit. (college credit will be listed on the next page)

| Rank held during course | Course title or subject | Name of Sch. or train. Org. | Where was course held | No. of hours | Year | Cost to you |
|-------------------------|-------------------------|-----------------------------|-----------------------|--------------|------|-------------|
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(If additional space is needed, please see back side of this page)

18. Have you been granted a college or university degree SINCE YOU BECAME A POLICEMAN?

YES (answer 19 and 20, then disregard 21.)

NO (go to question 21.)

19. If answer to 18 is yes, check highest degree. Bachelor Master Doctor

20. If answer to 18 is yes, please check your major field of work.

Police Science or Admin.

Education (teacher preparation)

Business Administration

Natural Science

Law

Fine Arts

Social Science

Other _____

21. If answer to 18 is no, please list college courses for credit that you have taken SINCE YOU BECAME A POLICEMAN.

| Rank held during course | Name of college | Course Subject | Number of credit hours granted | Semester or quarter system? | | Did your P.D. pay tuition? | |
|-------------------------|-----------------|----------------|--------------------------------|-----------------------------|------|----------------------------|----|
| | | | | SEM | Quar | YES | NO |
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E. DEPARTMENTAL TRAINING NEEDS

We feel that in many cases the patrolman and sergeant who work on the street can give the best evaluation of training needs. Therefore, we would appreciate your telling us how you feel about police training in your department. For your convenience, we have provided "check-off" answers. If we have missed a point that you are interested in, or feel is important, please write it in the blank lines at the end of this section. Thank you.

22. TRAINING EVALUATION

YES NO

- I feel this department has enough emphasis on training.
- I feel that most officers in the department would welcome more training.
- With better training will come better acceptance of the police by the public.
- Training is generally over-emphasized these days.
- After basic police training is finished, the patrolman never needs any more police training.
- My basic training generally helped me in police work.
- I would like to see a week or more of "refresher" training every year for officers in this department.
- I generally feel that officers who are trained for responsibilities above that of patrolman make better supervisors or administrators.
- I would like to see a week or more "refresher" training every year for all patrolmen.
- If training was available, I would approve of a state law requiring a minimum amount of training for all officers before being assigned to street duty.

ADDITIONAL COMMENTS

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23. EVALUATION OF COURSE TOPICS (to be answered by all officers)

If you were designing a "refresher course" for your department, how would you rate the following subjects?

Please rate each subject as follows: VERY important
 important
 LEAST important, but should be included
 should be totally disregarded

- | | |
|--|--|
| _____ Rules of evidence | _____ Interrogation |
| _____ Professional ethics | _____ Criminal Law |
| _____ Police-Community Relations | _____ Pursuit driving |
| _____ Liquor control laws | _____ Michigan vehicle code |
| _____ Auto crash investigation | _____ Crowd and riot control |
| _____ Patrol and observation | _____ Investigation of the crime scene |
| _____ Firearms practice | _____ Juvenile procedures |
| _____ First Aid | _____ Emergency obstetrics (child birth) |
| _____ Role of police in modern society | _____ Report writing |
| _____ Psychology for police officers | _____ Department rules and regulations |
| _____ Law of arrest, search, and seizure | _____ Public relations |
| _____ Police records | _____ Practice for courtroom testimony |
| _____ Police photography | _____ Other _____ |
| _____ Judo and self-defense practice | _____ Other _____ |
| | _____ Other _____ |
| | _____ Other _____ |

THE REMAINING QUESTIONS REFER TO A "REFRESHER" FOR SERGEANTS. (to be answered by all officers)

- | | |
|---|---|
| _____ Leadership principles and practice | _____ Communications within the police department |
| _____ Public speaking | _____ Work measurement and evaluation |
| _____ Patrol distribution and strategies | _____ Training principles and practices |
| _____ Basic police administration and finance | _____ Public Relations for supervisors and commanders |

(continued on next page)

_____ Techniques for inspecting
department operations

_____ Other _____

_____ Basic sociology

_____ Other _____



END