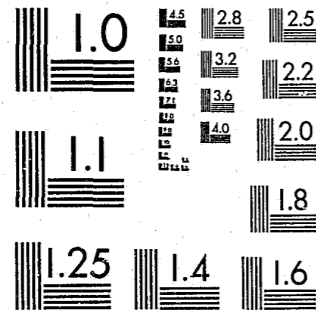


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U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE  
ADMINISTRATION

1969 STATE PLAN ANALYSIS

POLICE SELECTION, TRAINING AND EDUCATION ACTION

GRANT PROGRAMS

IN

1969 STATE LAW ENFORCEMENT PLANS SUBMITTED UNDER

TITLE I, OMNIBUS CRIME CONTROL AND SAFE  
STREETS ACT OF 1968

MAJOR NORMAN E. POMRENKE,  
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UNDER SPONSORSHIP OF  
NATIONAL SHERIFFS ASSOCIATION  
WASHINGTON, D. C.

AUGUST 15, 1969

INTRODUCTION

The study and report represents a program analysis of State comprehensive law enforcement plans relative to recruitment (selection), training and education action programs of the police component for FY 1969.

The bulk of reviewing time was devoted to reading the narrative portion of each plan as it related to the law enforcement or police function. Many of the specific programs combined police and other functions of the criminal justice system. However, only those portions of the specific program relating to police were quantified.

Because of the vagueness of many of the police programs, much of the quantified data is a result of interpretive analyses on the part of the author. A more detailed and critical analysis of police programs is contained in a separate section of this report.

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## METHODOLOGY

The task of quantifying the data was difficult. Indefinite or general program statements are not conducive to quantifying data in a meaningful way. Vagueness of the programs descriptions, no doubt resulting from the short planning deadlines and difficulties of definitive programming at this early stage, is certainly the greatest criticism of most State plans.

Each category of study was divided into its component parts. (See Tables I, II and III attached). Table I reflects programs related to law enforcement recruitment and selection. Table II reflects programs related to law enforcement training. Table III reflects programs related to law enforcement education.

If a State plan indicated an intent to develop basic training then the plan was further analyzed to determine whether the training was to be done on the State, regional or local level. A determination was also made as to whether or not legislation was needed to implement the program. Where a plan merely stated that basic training was to be given without describing where, only the category of basic training was marked (See, for example, Alabama, Table II). No sub-factors other than those listed in Tables I, II and III were discussed in the fifty-four plans analyzed.

It was not feasible in Table II, "In-Service Training Advanced, And/Or Specialized" to list all types of in-service or refresher programs. Therefore, all programs that reflected an in-service or refresher approach were categorized as in-service training. It should be noted that the majority of in-service programs dealt with the prevention, detection and control of riots and/or civil disturbances.

## QUANTITATIVE RESULTS AND ANALYSES

For clarification and organization of findings and results, it is appropriate to list those factors considered in the State plans and show quantitative percentages of programs selected for first year implementation. Again, each sub-factor as shown in Tables I, II and III is listed.

### Recruitment (Selection)<sup>1</sup>

<u>Program Category</u>	<u>Number of States Designating Such A Program</u>	<u>Percentage of States Designating Such A Program</u>
1. Cadets	6	11.1
2. Minimum Standards of Selection	11	20.4
3. Expanding Existing Minimum Standards of Selection	2	3.7
4. Community Service Officer	4	7.4
5. Police Agent	2	3.7
6. Police Officer	11	20.4
7. Lateral Entry	2	3.7
8. Recruitment at Colleges	4	7.4

<sup>1</sup>  
For a more detailed breakdown of each sub-factor, refer to Table I attached. For example, when discussing "Minimum Standards of Selection" where eleven States had indicated a program, it should be noted that of this group, six need legislation to implement the program. This means that the program cannot be fully activated without the necessary legislation and yet in most cases, alternative plans are not contained in the program in the event this contingency does not take place.

Training<sup>2</sup>

<u>Program Category</u>	<u>Number of States Designating Such A Program</u>	<u>Percentage of States Designating Such A Program</u>
1. Basic	42	77.8
2. In-Service or Specialized	47	87
3. Supervisory	13	24.1
4. Middle Management	9	16.7
5. Executive	14	25.9
6. Expand Existing State Facility Capability	9	16.7
7. Publish Materials (or expand) for local law enforcement in regard to all types of training including audio and visual	15	27.8
8. Train Trainers	8	14.8
9. Curriculum Development	12	22.2

2

For a more detailed breakdown of each sub-factor, refer to Table II attached. For example, when discussing basic training, note should be taken as to the jurisdictional level at which this training will take place. For example, 36 plans or 66.7% indicate that the State will be responsible or do the basic training. Basic training is indicated for regional implementation by 26 plans or 48.1%. Only eleven plans indicate basic training conducted on the local level or 20.4%. Five plans indicate that legislation is necessary to implement the program as they describe it.

Education<sup>3</sup>

<u>Program Category</u>	<u>Number of States Designating Such A Program</u>	<u>Percentage of States Designating Such A Program</u>
1. Curriculum Development Liaison w/Institution	5	9.2
2. Certificate Program	1	1.9
3. Two Year Program	12	22.2
4. Four Year Program	9	16.7
5. Graduate Studies	1	1.9
6. Courses, Other For Credit or Non-Credit Institution	12	22.2
7. Development of Law Enforcement Course(s) at the High School Level	3	5.6

3

Again, for a more detail breakdown see Table III. For example, when a plan indicated development or support for a two year program, it was necessary to determine exactly what the program entailed, i.e., curriculum development, liaison or instructional assistance. Twelve States indicated a program related to a two-year law enforcement degree program. However, ten State plans indicated that the effort was to be in a liaison capacity, adding an element of vagueness to the precise activities planned.

## RESULTS AND CONCLUSIONS

It appears that the full impact of reform thinking in the areas of police recruitment, training, selection and education, as capsulized in the National Crime Commission Report is not yet reflected in the comprehensive State plans. In the Commission's Task Force Report: The Police, much is said about recruitment, training and education relative to law enforcement personnel. The report states for example, that lack of effective selection methods has been a costly one in terms of law enforcement professionalism.

For FY 1969, approximately \$4 million has been allotted by the States for the police in the area of selection, training and education. When one views the data as contained in Tables I, II and III, it appears that most State plans contemplate doing more of what has been done in the past.

Selection: One key to improvement of the police service is going to lie in the selection process. Little professionalism can come from the selection of unprofessional individuals. However, when one views initial action priorities as reflected in Tables I, II and III together, it is obvious that the bulk of the grant monies will go to the training function. It is also clear that the bulk of planner training endeavors will be primarily in the areas of basic and in-service training.

Recruitment: Viewing Table I, some serious deficiencies become apparent. For example, only two states appear to have discussed the concept and considered a program relative to the "Police Agent" concept advanced in the National Crime Commission Report. By the same token only two States discussed the concept of lateral entry into the police service. The amount of effort as exemplified in the fifty-four plans towards the area of recruitment is thus somewhat disheartening. This picture coupled with the lack of definiteness of those plans that did include programs relative to recruitment makes it important that States give increased attention to this area from the expanded planning time and resources that will be available in FY 1970.

Training: Viewing Table II relative to training, it appears that state-of-the-art goals in law enforcement training seldom go beyond the in-service or the specialized type of training. Relatively little emphasis is exhibited on supervisory, middle management and executive training for law enforcement officials.

Development of Training and Curriculum: Perhaps the most critical areas and/or programs that were not considered to significant extent in the first year plans were efforts to train trainers and develop various training curricula. It is a recognized problem in law enforcement today that there are not enough qualified people to instruct in various levels of law enforcement training. This is exemplified by the number of agencies that hire consultants to not only develop the curriculum but also to teach when the training needs get beyond the in-service function.

It is recognized that action priorities in the first year plans may not reflect all improvement activity programmed in a particular State. Perhaps efforts are underway for which LEAA grant support is not deemed necessary, at least initially. Yet, it would seem desirable to include such activities in State plans as time becomes available to expand them into truly comprehensive blueprints for all State and level law enforcement improvement activity.

Similar problems exist in the development of curricula relative to the five levels of training outlined. The writer is aware of no comprehensive study seeking to determine how much training is needed in these categories or the optimal curriculum for such training. Yet, it appears that only eight plans have discussed and developed programs to train trainers and only twelve of the State plans have talked in terms of curriculum development.

One other item is important when one considers needs for basic and in-service schools. Support of basic training is contained in approximately 77.8% of the plans while in-service training is included in 87% of the State action plans. By the same token, the percentages are much higher for programs designed to conduct basic and in-service training on the state level or at least under state control. There seems to be relatively little emphasis on the conduct of training at the local level.

Table III, depicting education perhaps needs qualification. Table III, may not show the full scope of police education programs that would be reflected had institutions not had access to academic assistance funds from the Law Enforcement Assistance Administration (Section 406 of Crime Control Act.) If one were able to chart academic assistance programs with the Table III efforts, this would probably present a meaningful and accurate picture. Nevertheless there still appears to be little liaison discussed in the State plans relative to law enforcement educational programs.

In conducting the analysis, it would seem appropriate to list some general criticisms or reactions to the 1969 State plans as they relate to the focus of this study. Prior to so doing, however, one must express admiration for the amount of work that was completed to compile the State plans in the limited amount of time available. The basic criticisms that I find offered relative to State plans in the area of recruitment, education and training are:

1. There seems to be inadequate correlation between the narrative of the state plans and the programs they list. For instance, the problems that are stated frequently are not nor can they be readily correlated with the program selected for implementation. For example, one State in its narrative declared that there was very little in terms of a crime problem and that the largest ethnic minority was the American Indian. However, review of the first action program disclosed that it was for support of riot training squads on a mobile basis to fly any place in the State when a problem occurs. The writer was unaware that State had any significant problem in terms of riots and/or civil disturbances.

2. There appears to be an emphasis upon more and more basic and in-service training without a concurrent attempt to determine how we train people, how people learn and what is necessary in reference to curriculum development. (Perhaps the States were looking to LEAA research programs for help in this area).

3. There seems to be a distinct trend to a centralized rather than a local approach to most of the programs in the studied categories. Without adequate justification, study and careful planning for this approach, it might be claimed that a number of State "monuments" were being built.

4. In those areas where plans discuss basic training and especially those states that are going to do it on a State or regional level, there is often no provision for replacement officers for the small police department or sheriff's office that must send men to the training. This refers specifically to the smaller (four man or six man) police organization and impairs the execution of the program unless replacement needs are built into planning and funds support.

5. It appears that the State planning agencies may lose or dilute their planning function. By the very nature of the plans, and their statutory responsibilities, it is apparent that they will be obliged to supervise perhaps too many of the grants and/or programs themselves because of being on the "State level".

6. Few of the plans have discussed or had opportunity to lay out any real system of quality control to insure the accomplishment of objectives. Initial decisions have been made that are not necessarily based upon proven data. It is understood that this was perhaps a necessity for first year program activation (and LEAA simplified guidelines so recognize but future work should seek to close the gap. It is possible that an erroneous or insufficient assumptions could lead to erroneous program decisions.

7. Some of the programs seem to anticipate desired results with inadequate or unrealistic inputs. One State for example, stated that the only problem the police had was with the prosecutors because the prosecutors did not know the law to the same extent that the police officers do. Their solution to this problem was a one-week seminar for all prosecutors in the State. It, of course, is arguable whether a program such as this can alleviate the problem as so defined. There are, it seems, too many "one shot" programs without adequate provision for continuity and it is to be hoped that 1970 plan revisions and resources will be able remedy this situation.

8. There appears to be a lack of communication between State planning agencies. It is obvious from reviewing and analyzing the fifty-four plans that the State planning agencies did not have clear ideas of what other States had tried and found to be either successful or unsuccessful. There is also apparent duplication of what are primarily called "innovative models". It seems that some sort of system must be devised so that State planning agencies are fully aware of those efforts that other plans are considering or have undertaken. This may be more of a role for LEAA than the State planning agencies but it should be assumed by some appropriate agency.

9. There could be more emphasis on innovative programs. Most of the programs entail more of what has been done in law enforcement for the last thirty years--often a useful approach but not at the expense of some serious effort at new experimentation. This is exemplified by the somewhat low percentage of States that considered the concept of the Police Agent and other recommendations of the National Crime Commission Report.

10. Program descriptions are often weak. There is frequently little support data to evaluate needs as stated in the narrative portion of the comprehensive plan. Perhaps this is covered elsewhere in the plans and perhaps LEAA's own specification of the desired brevity of these (1-3 pages) is in part responsible.

11. There is often little in terms of rationale for the selection of programs as differentiated from the narrative. In several State plans it appears that the narrative was "boiler plated" while the program selection may have been devised by planners and groups that often did not have access to what the real problems or full situation in that particular State.

12. Another problem relative to the fifty-four comprehensive plans is that there is apparently no real or stated attempt in most plans to interface those programs with other governmental programs now in effect, e.g., Model Cities under the Department of Housing and Urban Development, Department of Transportation in its Highway Safety Programs and the Juvenile Delinquency Act program from the Department of Health, Education and Welfare.

All in all, the State plans represent a real attempt to upgrade law enforcement in the three areas studied. Nevertheless, the completeness of planning to date appears as a weakness in perhaps most plans. It would be remiss, however, to classify all plans in this category. This is not so, for there are numerous plans that are excellent in character, depth, perception and needs that truly reflect a total program towards professionalism of law enforcement.

**END**