National Criminal Justice Reference Service

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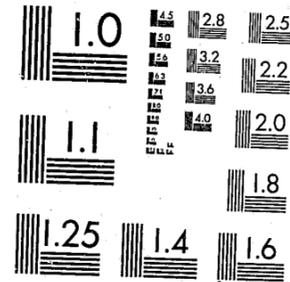
MICROCOPY RESOLUTION TEST CHART
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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Training System Review

REPORT NUMBER: 79-058-

FOR: Department of Public Safety, King County, Washington

Population		444,600
Police Strength (Sworn)		430
(Civilian)		144
Total		574

Square Mile Area 2,000

CONTRACTOR: Public Administration Service
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CONSULTANT: Ronald H. Parker

CONTRACT NUMBER: J-LEAA-002-76

August, 1979

TABLE OF CONTENTS

TABLE OF CONTENTS
(Continued)

INTRODUCTION

Under contract to the Law Enforcement Administration Assistance, the Public Administration Service has been assigned, as part of the national technical assistance contract, to study and evaluate the training activities of the King County Sheriff's Department. To this end, Dr. Ronald H. Parker was directed to develop a general analysis and improvement plan for the training division.

An on-site visit was conducted during the period of June 19-22, 1979. This report, the result of that analysis, is based on interviews with members of the Sheriff's Department. In addition, actual observation of problems and structured questionnaires were used to supplement on-site interviews.

I. TRAINING ASSESSMENT/EVALUATION PLAN

1.1 Introduction

The purpose of the technical assistance to the King County Sheriff's Department was to conduct a training needs assessment, design a training package system analysis flow chart, and to make recommendations on both short and long-term executive training. This portion of the report represents the training needs assessment with particular attention addressed to the design and development of a training evaluation system.

1.2 Methodology of the Study

In order to complete the goals of the assignment, the consultant reviewed pertinent historical facts of the King County Training Division, in an attempt to gain insight into the organization's goals and philosophies; and reviewed literature pertaining to law enforcement training, evaluation, testing and curriculum development. In addition, an on-site visit was made to the Department's Headquarters and precincts and interviews were conducted with the following individuals:

- Donald Actor, Chief, Bureau of Operations
- Terry Allman, Captain, Precinct #2
- Hal Booth, Chief, Bureau of Staff Services
- Jerry L. Burke, Mayor, Bureau of Operations
- Richard Kraske, Captain, Special Operations
- Tom Nickle, Captain, Precinct #4
- James O'Brien, Captain, Precinct #3
- Richard Rebman, Commander, Criminal Investigation Division
- Tom Regan, Lieutenant, Special Operations, Traffic
- James Shaw, Administrator, Personnel and Training Division
- Barney Wincoski, Executive Technical Advisor

The following assumptions were made concerning this study:

- There is a definite need and desire to improve executive training in the King County Sheriff's Department.

- Organizational unity is lacking and will be enhanced by the recommendations contained herein.

- The opinions expressed during interviews and recorded in documents were, in fact, held by those who stated them.

- Information gained during on-site visits is representative of a total picture view of the King County Sheriff's Training Division.

2. Understanding of the Problem

The operation of a multifaceted training division includes the development of curricula, testing programs, evaluations, budgets, and manpower development. Any organization that must provide training to personnel in distinct and separate facilities is faced with a most challenging responsibility. Indeed, the complex interrelationships of persons, properties, and programs may well become unmanageable without the help of predetermined goals and objectives. In the absence of established administrative practices and a vigilant accounting of financial resources, the task becomes uncontrollable.

Through personal interviews in King County, the consultant learned that although there are a myriad of management activities performed daily, there is a limited feedback system set up to determine the extent of achievement of these activities. This feedback (or evaluation data) should provide decision makers with a comprehensive picture of the strengths and weaknesses of the system. Of course, to serve this important function, the data must be valid, reliable, and timely. Hence, an effective evaluation plan must be thoughtfully integrated into the management of the system. Such critical feedback then becomes the foundation for the decision making process. If optimal decisions are to be made, this feedback data must be retrievable as a normal function, and in short order.

The King County Sheriff's Training Division (KCSTD) operates through the efforts of independent elements attempting to function as a whole. Each element of that system has a direct influence on the entire system. Therefore, when the elements of the system fail to function in a common direction with common goals, the effectiveness of that system becomes fragmented. At no time is this more evident than during the evaluation feedback process. If the elements of an evaluation system lose sight of the common goal of that system, and more importantly, of the spirit of that system, the process of evaluation may become a perfunctory chore rather than a meaningful and useful activity.

2.1 Influences on the System

In a system as complex as the KCSTD, there are undoubtedly countless factors that play a role in the capabilities of the system. Of course, all factors cannot and need not be considered. The following is the primary element that was identified as having the greatest influence on KCSTD evaluation system:

Training Needs - There is a diversity of training needs within the Sheriff's Department. For example, the Needs Assessment Questionnaire revealed that top management perceived a need for training in planning, directing, problem solving and decision making, communication and performance review.

2.1.1 Developing the Questionnaire

After gaining top-level management support for this technical assistance (the response, incidentally, was quite enthusiastic), PAS consultant met with eleven top managers to describe in detail our approach to conduct a structured interview of perceived training needs.

As a result of this comprehensive field assessment, PAS developed a thorough list of training issues and training objectives (see short and long-term plan). Although the list is being used solely as the basis for recommended training programs in the future, it can just as profitably be used, among other things, as the basis for developing or improving managerial relationships within and between various levels of management.

The needs questionnaire is based on 37 managerial "abilities," (See Appendix). These abilities were grouped into the following seven categories: planning; directing, problem solving and decision-making; communication; training; hiring; and performance review. As mentioned previously, five of these categories were identified as training needs. In order to further zero in on training needs, however, it was necessary to gain some insight into how important each of these "abilities" was to a given manager's position.

Accordingly, PAS consultant asked the respondents to determine the degree of importance on a 5-point scale (1=least and 5=most important) and to indicate whether or not they perceived a need for training in each "ability." Our objectives were not merely to discover training needs per se but also to identify training needs for each ability which was perceived as important, thus ensuring that training would be profitably used. In addition, we wanted to ascertain whether respondents could perform a given ability more effectively if obstacles having nothing to do with a lack of training were removed. We felt that management could benefit from data about organizational impediments to high-quality performance.

2.1.2 The Results

The questionnaires were tabulated and each of the abilities was ranked on the basis of "importance of duty" and "degree of training indicated." The following are the ranked lists of top managers. In some cases, more than one topic received the same rank.

Potential Attendees (11)

Score (5 greatest need)	Rank	Training Needed In
5.0	1	Ability to motivate
4.77	2	Ability to delegate
4.77	2	Ability to recognize and analyze problems

Potential Attendees (11)

Score (5 greatest need)	Rank	Training Needed In
4.75	3	Ability to set objectives or develop projects
4.75	3	Ability to counsel people with discipline problems
4.66	4	Ability to listen and accept views of others
4.66	4	Ability to relate negative information
4.66	4	Ability to recommend discipline
4.625	5	Ability to decide which solution is best
4.55	6	Ability to assign work to people
4.55	6	Ability to use time effectively
4.55	6	Ability to identify solution to problems
4.5	7	Ability to develop plans

3. Analysis of the Overall Problem

3.1 Research Literature

Law enforcement training is composed of very complex interrelationships. The continuously changing role of the police in the community, the changing population patterns within our cities, the new interpretation of laws by the judicial system, and the new technology that may change the daily operations of law enforcement, are only a few of the complex interrelationships of variables that law enforcement training must encounter. Many of these variables occur simultaneously and present significant problems in the training process.

The following discussion of relevant research literature shall serve as a basis for analyzing and developing a model evaluation system for the King County Sheriff's Department. Importantly, Mr. James Shaw, Administrator, Personnel and Training Division, indicated that this section would prove invaluable to King County in that limited attention had been devoted to this training component in the past.

3.1.1 The Systems Approach

During the search of related literature, the feasibility
of a systems approach to the problems in law enforcement
training were reviewed.

The systems approach, and also systems analysis, may
be loosely described as a methodology that allows for
the consideration of a large number of variables that
influence and operate on a system and is based on the
premise that change in one part of the system has the
potential to affect other parts of the system.

John McManama coined the term "Synergestics" to primarily
convey the idea that a "whole is something more than the
sum of its parts. This 'something more' consists of the
interrelationships, functions, and process which are
relevant to a specific outcome".[1] It is the Consultants'
opinion that the systems approach to analysis and decision-
making provides the most desirable technique for pursing
this project.

McManama cites five examples of when a systems approach is
in order. They are:

- When complex interrelationships are involved which
  are difficult to manage--especially when things
  go wrong.

- When otherwise simple interrelationships occur
  simultaneously, making it difficult or impossible
  to correct for deviations without stopping the
  operation.

- When critical feedback control must occur instantly.

- When it is imperative to detect all of the social
  consequences of the system.

- When it appears that the present operation could
  be improved by introducing any of the above elements.[2]

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[1] McManama, John, Systems Analysis for Effective School Administration,
West Nyack, NY: Parker Publishing Company, Inc., 1971, p. 49.

[2] Ibid, p. 19.

The points expressed by McManama appear to be germane to
this project. The ability to manage a complex training
system entails the ability to coordinate numerous variables
into a functioning unit. The ability to make optimal
decisions creates the need to become aware of every element
and to be able to account for the variety of relationships
between the variables within the system.

3.1.2 Hill Model--Educational Systems Model

A model of an evaluation-decisionmaking system can be taken
from Dr. Joseph Hill. His model, "Systems Analysis and
Decision Making Model," lends itself to the establishment
of an evaluation system that envelops the need for a
system described above. Hill's model provides the broad
conceptual parameters important for the completion of
this project.

The elements of the Model (Analogue) shown in Figure 3-1
were derived on the basis that a system, as a "decisionmaking
process," must have purposes or goals. The Mission State-
ment element of the Model defines the main functions of the
system being analyzed. The Design Criteria further
delineates the functions of the system into general aims
or objectives of the total configuration; the Performance
Goals stipulate the specific tasks to be accomplished and
the standards for determining successful completion of
these tasks, in order to realize the general objectives
(Design Criteria) of the system.
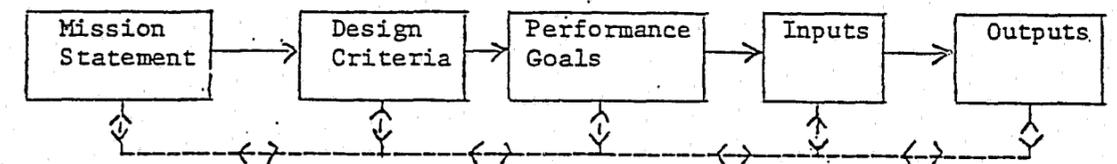
Figure 3-1. Human Feedback Circuitry--An Analogue Model of
Systemic Analysis.

The Mission Statement, Design Criteria, and Performance Goals
may be placed on a continuum from generalizations to specific
tasks. The Mission Statement, being most general in nature,
attempts to explain the overall mission of the project.
The Design Criteria uses the overall goals to determine
more workable units or objectives and the most specific in
nature, the Performance Goals.

These three elements of the model deal with information
regarding the basic purposes of the existence of the
system. They should be defined prior to the establish-
ment of the configuration.

Inputs delineate from the Mission Statement, Design Criteria, and Performance Goals, the persons (i.e., students, instructors, community leaders) needed in order to successfully complete the mission. Another consideration involved in the Inputs is the properties (i.e., materials, equipment, facilities) needed in order to provide the persons in this project with the necessities to carry out the mission. A cost-benefit study could be conducted at this time to determine whether the most effective and efficient number of persons or properties are procured in the quest to fulfill the mission. It is imperative that both persons and properties be well defined and held accountable, since it is their interrelations over a period of time that will accomplish the Mission, Criteria, and Performance Goals of the project.

The third portion of the evaluation model is the Outputs. The Outputs provide information and measurements pertaining to the performance of the persons and properties serving the processes that comprise the system. The Outputs are often comprised of written data, reports, and evaluations of how well the Performance Goals are being accomplished. The Outputs are usually facts and written data collected. They provide the human feedback circuit with the necessary information to determine which phase of the system is functioning or not functioning.

The human feedback circuit should be designed in a manner that allows the individuals involved to evaluate the Outputs and discuss possible changes in the design criteria or Performance Goals if they are not meeting their stipulations.

It must be reemphasized that the Outputs are only data collected. In order for a system to function, this data must be discussed with the individuals involved and decisions made regarding what phases of the program to change, if changes are necessary.

Optimal decisions cannot be made by one person evaluating hard-core data without considering the human beings involved.

After all, an evaluative system is a system composed of persons, processes, and properties, with their interconnections viewed over a period of time, and is not composed of one person evaluating every other element of that system.

3.1.3 Training and Development Systems

A further delineation, moving from a general to specific training system of educational training and development systems, is presented by Tracey in "Designing Training and

Development Systems."[3] Tracey depicts the detailed process of establishing a training and development system. His book, viewed as a cornerstone in education and training systems development, was reviewed for the purposes of this study to provide the Consultants with a detailed systems model. Although numerous other training systems were reviewed, the model presented in Figure 3-2 is easily understood and readily transferable for the purposes of this study.

3.1.4 Levels of Evaluation

In applying the systems analysis approach to the spectrum of evaluation techniques employed by law enforcement trainer, it may be noticed that there are several "levels" (or stages) of evaluative activities. Dr. D. L. Kirkpatrick[4] classifies evaluation levels into four distinct categories as follows:

- Reaction—This level assesses how trainees feel about the training they received. In short, reaction-level evaluative tools seek to illuminate how well the trainees "liked" a given program or speaker.

- Learning—This level appraises the amount of information gained by the trainee as a result of the training.

- Behavior—This level evaluates the amount or degree of ideas and knowledge applied to the real world. Behavior-level evaluation, then, seeks to reveal how much of what was learned is put into practice in everyday situations (or simulated situations).

- Results—This level of evaluation aims to indicate what impact the training had on the overall operational quality or quantity of the organization (or persons) being trained. In other words, what results did the training have on the organization (e.g., productivity, absenteeism).

Kirkpatrick's four levels of evaluation represent a comprehensive perspective for viewing the various techniques available to evaluators in the field of training.

Therefore, these four levels of evaluation should be employed during the systemic analysis and decisionmaking process involved in designing a model for implementing an evaluation system for the VITD.

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[3] Tracey, William R., Designing Training and Development System, American Management Association, Inc., 1971.

[4] Kirkpatrick, D. L., Techniques for Evaluating Training Programs, American Society for Training and Development, Madison, WI.

Figure 3-2. Designing Training and Development Systems

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│                       │ Development Needs │                              │
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│                       │ Collect & Analyze│                             │
│                       │    Job Data     │                              │
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│  │   Instruments    │  │Training Objectives│    │    Measures     │     │
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│            │ Select & Sequence │    │   Select & Use   │                 │
│            │  Course Content  │    │Training Strategies│                 │
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│  │ Select Training  │◄│ Produce Training │◄- │Determine Equipment│◄-    │
│  │      Aids        │ │    Documents    │   │   Requirements   │        │
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│  │Select Instructors│                        │  Select Trainees │◄      │
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│  │ Evaluate Training│◄│    Conduct      │◄- │Administer & Analyze│◄-    │
│  │    Systems       │ │  Instruction    │   │ Criteria Measures│        │
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                         │   Graduates     │
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I - 9 -

3.2 Summary

Section 3.1 has attempted to present a conceptual framework of relevant research theory pertinent to problem analysis and resolution. First, McManama described the general requirements necessary for the employment of a systems approach. This provided a methodology for analyzing the problem. Hill's model then defined the fundamental elements of a decisionmaking model, thus furnishing a perspective for categorically viewing the problem. Tracey more specifically outlined the "how to" steps in establishing a "systems" of training. Finally, Kirkpatrick offered a structural framework for analyzing and designing an evaluation system by varying levels of techniques.

It is the Consultants' opinion that the research finding outlined above represent a comprehensive methodology for pursuing the purpose designated for this report.

These findings, then, serve as the basis for presenting the findings, conclusions, and recommendations that follow.

I - 10 -

4. Findings and Conclusions

The findings and conclusions presented in this section are the results derived from a comparative review of the scientific theories and research findings presented in Section 3 and the current operational training system in King County. The findings presented in this section will follow the Systems Approach delineated in Section 3.

4.1 Processes

- **Mission**

    - The mission statement of the King County Training Division is not adequately defined and documented. The training division has attempted to develop operational procedures. It has not, however, addressed any quantitative or qualitative results expected from the training system. Current decision-making and future planning become increasingly difficult without a specified mission.

    - The Design Criteria and Performance Goals of the KCSTD evaluation are not delineated. Data in the form of instructor evaluations, course evaluations, and so on do not currently provide the necessary information to accurately determine the comparative level of quality of police training in the King County.

- **Instructional Delivery System**—There is no common theme or uniform plan for developing and presenting instruction to management personnel. The process of delivering instruction for previous management training appears to have lacked systematic planning (which includes instructional content, material, and presentation techniques). These factors inhibit the ability to establish a meaningful common denominator in an evaluation system. At present, comparisons of previous management level courses are like comparisons of unlike entities (e.g., apples compared to oranges). King County evaluation efforts beyond the simplest of all reaction-evaluation measures are virtually impossible in view of the previous vast difference in instructional content and delivery. That is, reaction-level measures represent the limit of evaluation capabilities in the absence of a uniform delivery system.

- **Previous Management Training Lacked Consistency** - Uniformity of procedures, duration of program, reporting systems and so on are unique to the needs of each time in department history. The lack of consistency could pose a threat to future coordination and control of the management training process.

4.2 Persons

- **KCSTD Staff**—The current professional manpower strength of the KCSTD is limited. An increased effort in the evaluation of the training programs would deter other necessary services currently provided. An impression is that the current staff may not personally increase the workload without reducing other administrative duties.

After reviewing the findings described above, the Consultant reached the following conclusions:

4.3 Conclusions

- A mission statement of the KCSTD must be developed. The philosophy should be composed of goal-oriented statements, enumerating the purpose and future direction of the Management Training Program.

- The design criteria and performance goals of the evaluation system must be designed in a manner congruent to the mission of the KCSTD. Information derived from the evaluation system must provide pertinent data that will describe the comparative progress of the elements of the training system. The data retrieved must focus on specific key areas and with a specified "level" of evaluative interest predetermined by the KCSTD. The data must then be analyzed and used as a basis for further improvement of the training effort.

- An Instructional Delivery System must be devised that will assure that the material presented in management level courses has a foundational uniformity. The various topical components of the training program should be readily identifiable and conducive to testing by subject matter. Although the methods and scope of instruction need not be identical, a core of topical objectives should be standardized for management personnel. At the same time, such objectives should allow the trainers some latitude in achieving these objectives. Thus, a uniform Instructional Delivery System will provide a basis for pursuing evaluation beyond the reaction level.

- Testing policies should be designed so that they meet a defined, predetermined, and uniform purpose. The purpose of testing should be closely aligned with the mission and goals of the entire training system. Testing data should be summarized in a manner that will clearly indicate an individual trainee's competency, and an instructor's ability to relate desired information to the class.

- A management course evaluation instrument should be
  revised. Information retrieved from the evaluations should
  provide the necessary information that may be used to
  improve the operation of each management course. Evaluation
  instruments providing data relative to such areas as adminis-
  trative processing, administrator effectiveness and facilities
  adequacy, should be developed.

- A countywide management course operational system should be
  designed and implemented by the KCSTD. The operational
  system should assure that each management-level training
  program is administered in a similar manner, with specific
  policies relating to testing, instruction, and evaluation
  enumerated. Furthermore, all information desired and needed
  by the KCSTD should be defined and the precise means of
  collecting that data predetermined.

5. Recommendations

As a final note regarding the theoretical constructs underlying an
evaluation system, it should be remembered that evaluation serves two
fundamental purposes: Accountability of activities and information for
decisionmaking.
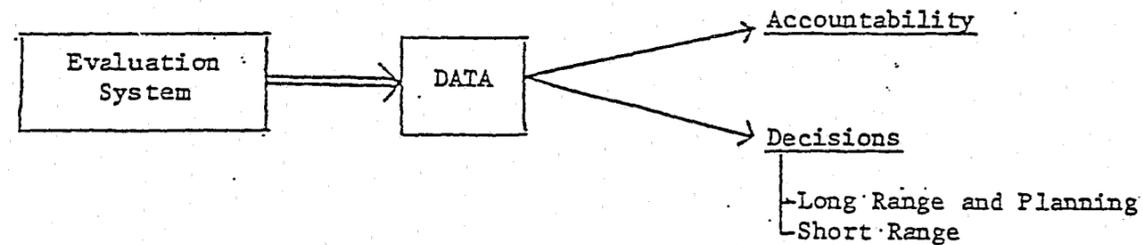
Therefore, while the sheer amount of data that can be drawn from a
system is virtually unlimited, the real issue is to design an evaluation plan
that provides vital informational feedback regarding the accomplishment of
prestated missions and goals. A system encompassing a countywide effort
must, naturally, possess at least a minimal amount of uniformity which directs
that system. For the elements of the system to be both comparable and compatible,
uniformity of management, accountability, and decisionmaking is essential.
What is needed then, are key indicators (or predetermined evaluative interests)
that will furnish this vital and critical informational feedback. To be
effective, such indicators must be thoughtfully integrated into the management
of the system.

As a consequence, the recommendations that follow deal not only with
the construction of an evaluation system, but also (by necessity) with the
preemptory steps that must pave the way for evaluation. The recommendations
in this section are broken down into three categories:

- General Recommendations, which indicate activities that must
  be completed prior to any serious thought of how to implement
  an effective evaluation system.

- Enabling Recommendations, which describe activities that
  should be accomplished in order to prepare for the successful
  implementing of an evaluation system.

- Specific Recommendations, which outline the activities
  involved in an effective police training evaluation system
  for King County.

5.1 General Recommendations

- The mission of the KCSTD should be clearly defined and
  documented--A formalized statement of the philosophy and
  mission of the KCSTD should be developed using a systems
  approach to delineate the authority, responsibility, and
  functional parameters of the persons, properties, and
  processes involved in the system. All persons involved
  in carrying out the mission of the KCSTD should have an
  opportunity to participate in the development of such a
  document.

- The KCSTD must clearly delineate the Design Criteria and
  Performance Goals of an evaluation system--Again, by using
  a systems approach, a specific direction and focus must be
  uniformly given to the collection of evaluation data. As
  was suggested earlier in this section, an overwhelming
  amount of evaluative data can be gathered regarding a
  system--to the point of stifling the purpose of that system.
  Therefore, the KCSTD must determine which specific evalua-
  tion interest will be pursued. These evaluation interests
  should be based upon specific goals predetermined in the
  mission statement of the KCSTD. Then, key indicators can be monitored by specific evaluation
  instruments tailored to those goals. These evaluation instruments
  should seek to envelop the four levels of evaluation outlined
  earlier in this report. For example, a comprehensive testing
  system and course evaluation system can be seen to encompass
  those four levels in the following conceptual fashion:

LEVELS OF EVALUATION	ENCOMPASSING SYSTEM
A. Reaction Level	- Course Evaluation System
B. Learning Level	- Testing System
C. Behavioral Level	- Testing System and Course Evaluation System
D. Results Level	- Course Evaluation

Specific recommendations regarding a methodology for developing evaluation instruments are described in subsequent recommendations.

5.2 Enabling Recommendations

- **The KCSTD should develop and conduct a management-level course coordinators workshop**--The emphasis of the workshops should be placed upon the uniform implementation and future operation of the evaluation system developed by the KCSTD. The workshops could be used as a device to iron out current problems and head off potential problems inherent in the establishment of a new system. The specific topics of the workshop sessions should be determined by those individuals placed in charge of implementing the evaluation system. Special care should be taken to assure that, at the completion of the workshop series, every coordinator possesses the desired skills and knowledge of the operational procedural guidelines to implement the system at his respective academy.

- **A formalized instructor certification process should be established and controlled by the KCSTD**--Such instructor certification would enhance the uniformity of design and delivery of instruction in the system. Mandatory instructor training courses should be required for all potential instructors. Course content should include at least the following topics:

  - Learning theories.

  - Writing instructional objectives.

  - Teaching techniques, suitable for the KCSTD training system.

  - Techniques of testing, evaluation.

- **Develop an In-Service Training Procedural Manual**--The implementation of the recommendations described in this report necessitates that certain policies be uniformly administered at all King County training sites. The procedural manual should include specifications for:

  - Identification of evaluative data, to be collected and analyzed.

  - Accountability for the collection of the data.

I - 15 -

- An explanation of how the data is to be used in the administration and evaluation process.

- Any further KCSTD mandatory procedure or policy developed.

- **A Uniform Instructional Delivery System must be designed and implemented by the KCSTD**--The variety of persons and properties interrelating in the training process requires that a systems approach be taken in order to control the interrelations between the elements of the system. The development of an Instructional Delivery System will act as a cohesive agent, assuring that the type and level of instruction presented at each potential training site approximates that of other training in the system. The ultimate goal of the delivery system is to assure that each graduate from future training has attained a predetermined level of competency. Another facet of the delivery system concept is that the unity of instruction will permit the KCSTD to uniformally evaluate the instruction at each seminar. A countywide evaluation is not possible if there is a lack of unity within the system. The important elements of an instructional delivery system are: Competency-based training, blocks of instruction, and instructional objectives. A competency-based[5] training system means that careful research is conducted to identify the cognitive knowledges, affective domain traits (i.e., attitudes, feelings, or values) and psycho-motor skills necessary to function as a police manager. The research addressed may take the form of needs analysis or role expectation studies; both are expensive and time-consuming. The research results should provide a listing of the competencies an individual manager should possess at the conclusion of a training program. Those competencies designed are then further delineated in the form of training program goals and instructional objectives. Instructional objectives are statements of trainee behaviors desired at the conclusion of a period of training.[6] They are stated in a manner that clearly describes:

  - What is to be taught.
  - How it is taught.
  - How the instruction can be evaluated.[7]

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[5] For a discussion of Competency-based Training, see Anderson, et al, *Encyclopedia of Educational Evaluation*, Jossey-Bass, Pub. San Francisco CA, 1975, pp. 71-72.

[6] For further discussions and illustrations of competency-based training, blocks of instruction, and instructional objectives, see *Project Star*, Davis Publishing, Santa Cruz, CA. POST, 1974.

[7] Mager, Robert, *Preparing Instructional Objectives*, Fearon Publ. Belmont CA, 1975.

I - 16 -

Instructional objectives represent the first step in the evaluation process. Evaluation expectencies may now be predetermined, results from the evaluation system compared from one management class to another and necessary decisions for the improvement of the training process will become readily identifiable. Similar objectives may then be grouped in terms of relatedness of subject matter, thereby forming blocks of instruction. One block of instruction may encompass all of the instructional objectives related to planning, problem solving and decision-making or delegation. The process of establishing blocks of instruction will clearly identify subject areas, unify the instructional process, and make the evaluation system more efficient and effective.

- <u>Implementing an Instructional Delivery System</u>--There are two alternatives for the implementation of an Instructional Delivery System.

    (1) Commission an external consultant for the development of each block of instruction, including their objectives, examinations, and teaching materials. Materials must be job-related (determined through needs and skills analysis), meet Federal guidelines for testing (validation, reliability, etc.), and identify the resources necessary to implement the Block of Instruction.

    (2) The staff of the KCSTD should research the various objectives developed by other police training--Michigan Law Enforcement Officers Training Council; Washington Metropolitan Police Academy, D.C.; Peace Officers Standards and Training in California. The staff, in conjunction with potential instructors would determine the appropriateness of the objectives to the King County Training System. The staff would rewrite objectives, validate all material developed, and develop instructional material related to each Block of Instruction.

5.3 Specific Recommendations

• The KCSTD should develop and control a uniform Countywide testing system--Such a uniform testing system is an essential cornerstone in attempting to obtain evaluation data beyond the reaction level (see Kirkpatrick). A uniform testing system then represents the first step in generating learning level evaluation data. This learning level of data could illuminate such areas as:

- Individual trainee competence.

- Instructor performance.

- Management-level course strengths and weaknesses.

- Systemwide strengths and weaknesses.

A partial listing of potential techniques for testing individual trainee competencies (such as knowledge, skill, fitness, and behavior) are as follows:

- Written examination.

- Performance examination.

- Oral examination.

- Pretest, posttest comparisons.

- Ability to identify individual strengths and weaknesses.

Care should be exercised in attempting to make comparative judgments or draw causal relationships based on test results. Such conclusions are best exercised by following a thoughtfully planned, scientific approach. Examination questions should be developed to encompass each objective in the blocks of instruction. All questions should meet the standards of validity and reliability.[8] An examination bank consisting of validated questions should be established for each block of instruction. The block of instruction examination questions can be made available as either the primary or supplemental source of questions for examinations given at the training site. The administration of all block of instruction examinations remains the responsibility of the training administrator. The KCSTD should also administer and control a posttest at the conclusion of each management class. Questions on the posttest should represent a selective sample of the objectives in the Instructional System. The results would be used as a data source in the evaluation of each program.

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[8] For further discussion of test validation, see Hill Kerber, <u>Models, Methods and Analytical Procedures in Educational Research</u>, Wayne State University, 1976.

● The KCSTD must implement an In-Service Course Evaluation System—Such an evaluation system can provide critical information at the reaction, behavior and results levels, regarding the degree of fulfillment of Missions and Goals of In-Service Courses. For example, if a goal of the KCSTD were to provide a uniform delivery system for all entry-level courses, specific course evaluation instruments could be designed to monitor such areas as: Uniformity of instruction, instructor performance, in-service course success, and so forth. A partial listing of potential areas of evaluative concentration are shown in Table 5-1.

Table 5-1

PARTIAL LISTING OF POTENTIAL AREAS
OF EVALUATIVE CONCENTRATION

Evaluation Area	Specified Area of Focus	Evaluating Agent
1. Uniformity of Instruction	-Clarity of Topical Objectives	Trainees + Instructors + Administrator KCSTD
	-Rating of Delivery of Topical Objectives	
	-Instructor Certification Procedures	
	-Total Hours of Instruction by Block of Instruction	
2. Instructor Performance	-Overall Performance Rating	Trainees + Administrator KCSTD
	-Rating of Information Conveyed	
	-Applicability of Information Conveyed	
3. Facility and Staff Performance	-Overall Performance Rating	Trainees + Instructors + KCSTD
	-Rating of Police Adequacy	
	-Rating of Discipline Adequacy	
	-Rating of Staff Supportive Assistance	
	-Rating of Facility Adequacy	

Evaluation Area	Specified Area of Focus	Evaluating Agent
4. In-Service Course Success	-Specific Goals Achieved	Administrator KCSTD
	-Number of Officers Graduated	
	-Ability to Identify "Failure" Prone Trainees	
	-Departmental Satisfaction with Trainees Graduated	
	-Dissemination of Evaluative Findings	
5. Trainee Field Performance	-Follow-up Surveys to Trainees	Administrator KCSTD
	-Follow-up Surveys to Chiefs, Sheriffs	
6. Budgetal Assessment	-Overall Expenses (Incurred and Allotted)	Administrator KCSTD
	-Over and Under Budgeted Area	
	-Cost/Man-Hour for Training Offered	
7. Extra-System Evaluations	-Technical Developments Incorporated	Administrator KCSTD
	-Assessment of Community Needs	

6. Summary

The purpose of this report has been to establish a realistic, financially feasible model plan for developing an operation evaluation system in King County, Washington. The Consultant feels it important to restate that any model represents only a blueprint for constructing a system. This model, however, not only appears to have significance for future management training but also supervisory training and entry-level.

The mechanics of a blueprint can in no way take into account the character and spirit of a fully functioning final product. Thus, the realization of a department wide training evaluation system rests with those who will administer it.

SECTION II
SYSTEMIC ANALYSIS AND DECISION MAKING MODEL IN KING COUNTY, WASHINGTON

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Public Administration Service

FLOW-CHART TO IMPLEMENT SYSTEMS ANALYSIS AND DECISION MAKING MODEL FOR
KING COUNTY SHERIFF'S DEPARTMENT
S.A.D.M.M.

1. Determine Evaluation (S.A.D.M.M.) philosophy (screening, supportive, etc.)	2. Gain approval from KCSD members and persons in system.	3. Determine funding resources.	4. Secure funding committment.	5. Screen and hire persons involved.

6. Purchase properties.	7. Establish communication with state and county coordinators	8. Determine indicators of success for entire system.	9. Determine OUTPUT data desired

10. Develop Block of Instruction

Existing System	Analyze Problem Setting	Determine Objectives	Analyze Objectives	Determine Evaluation Procedures	Determine Instructional Methods and Media	Develop Prototype	Small Tryout

Evaluate and Revise	Large Tryout	Dissemination	Develop next (2) Block of Instruction

11. Develop Testing System

Existing System	Determine Objectives	Validate Testing Objectives	Develop Test Instrument	Validate Instrument	New System

12. Successive development of new blocks of instruction and contingious testing system.

13. Develop Operational System

Analyze Data necessary from above	Develop Prototype of successful operation.	Develop and test all materials, procedures and processes	Test procedures in KCSD Courses	Disseminate all information to all persons	Establish continuous evaluation and revision system.

14. Evaluation and Analysis Implementation System.

From 9, 13, 11, 10, Determine how Data is to be stored and reviewed	Determine accountability for data	Set specific review and analysis of data procedures	Determine accountability for evaluation, analysis and implementation of problem areas detailed by data.	Provide all necessary Feedback to persons in system.

COMPONENTS OF A SYSTEMIC ANALYSIS AND DECISION MAKING MODEL
IN KING COUNTY WASHINGTON

SYSTEM GOAL	SUB-SYSTEMS	PERFORMANCE CRITERIA FOR EACH SUB-SYSTEM	INPUTS (PERSONS, PROPERTIES, PROCESSES)	OUTPUTS (DATE GENERATED FOR DECISION MAKING)
To establish a S.A.D.M.M.*	I Instructional System	I Performance Considerations for Instructional System	PERSONS	1. Examination Results
	II Testing System	II Performance Considerations for Testing System		2. Instructor Evaluation
			PROPERTIES	3. Expenditure Records
	III Operational System	III Performance Considerations for Operational System		4. Terminal Objectives
				5. Site Visit Evaluations
	IV Evaluation Analysis and Implementation System	IV Performance Considerations for Evaluation Analysis and Implementation System,	PROCESS	6. On-the-Job Evaluations
(See Page 2)	(See Page 3)	(See Page 4 - 8)	(See Page 9)	7. Academy Coordinator Feedback (See Page 10)

Human Feed-back Circuit (Decision Making) using information and data from system to evaluate, analyze change above systems goals, sub-goals, objectives, inputs or outputs.

Systemic Analysis and Decision Making Model in King County, Washington

SYSTEM GOAL

TO ESTABLISH A SYSTEMIC ANALYSIS AND DECISION MAKING MODEL IN KING COUNTY,
WASHINGTON WHICH WILL PROVIDE A MEANS OF COLLECTION DATA TO MAKE OPTIONAL
DECISIONS ABOUT THE EFFECTIVENESS AND EFFICIENCY OF THE MATTERS UNDER CONSIDERATION.

PRE-DETERMINED INDICATORS OF SUCCESS

Pre-determine indicator of success for the S.A.D.M.M. System.
What facts, changes, events occuring will be accepted as evidence by
the decision makers in the system that new system is successful.

Possibilities

1. Increased uniformity in material presented

2. Better instructor evaluations

3. Increased and better evaluations of training facilities, individuals, etc.

II - 2 -

SUB-SYSTEMS

INSTRUCTIONAL SYSTEM

1. Objectives of Training Program
2. Instructional Methods
3. Instructors
4. Teaching Materials Used

TESTING SYSTEM

Content - Valid Test Development
for Block of Instructions Exams
Pre- and Post- Tests
Final State Exams

OPERATIONAL SYSTEM

Coordination between all persons,
properties and proceeds used in
the training process.

EVALUATION ANALYSIS AND IMPLEMENTATION SYSTEM

From data and findings yielded by systems
above; establishing a specific system which
will implement findings from data to improve
training process.

PERFORMANCE CRITERIA FOR EACH SUB-SYSTEM

Performance Considerations for I (Instructional System)

1. Determination of Blocks of Instruction to be incorporated in Management Training Program.
   Responsibility - Training Division, Administrator and Experts in King County

2. Preparation of Terminal and Instructional Objectives for each block of instruction.
   Responsibility - Training Division, Administrator or External Consultant

   a. Review studies conducted in Michigan (Coaster), California (MILE), St. Louis, Project S.T.A.R. (David Publishing).
   b. External consultants could be used for review and specific establishment of system to determine objectives.
   c. Research and Development staff of KCSTD should be held responsible for overall development review and
      final approval processes, all persons involved in the decision making process.

3. Findings of #2 above will be made available to top management for their personal opinions, and their two-thirds
   approval, and their continued inputs in the application and restructuring of Terminal Objectives.

4. After the development of Terminal Performance Objectives for a block of instruction is completed, the suggested instruc-
   tional methods for those Terminal Performance Ojbectives should be reviewed, especially as related to time necessary,
   comparison between sessions of test results.

   a. questionnaires to instructors should be developed.
   b. questionnaires to trainees

Two-thirds approval by those involved in system should be mandatory prior to full implementation.

Performance Considerations for II (Testing System)

1. The KCSTD should develop a process (system) that will provide a validated testing instrument for each block of instruction developed in Section I.

    a. The administration of block examinations should be the responsibility of the training division, or external consultant and used solely for decision making processes and considerations.

    b. Results from block tests should be submitted to the Chief of Support Services for:

        1. continued validation of items.
        2. comparison of progress in the instruction of various blocks of instruction.
        3. for data to determine future upgrading in County Instructional System.

2. The KCSTD should develop a Pre-and Post-Test, administered and controlled by the KCSTD to determine:

    a. questions of quality control within system

        1. After the establishment of minimal performance

    b. as a means of certifying training.
    c. for comparison between training groups, instructional results.
    d. as data, information for further development of instructional system within King County.

3. Evaluation of Instructors should be the responsibility of the Training Division Administrator - Major consideration -

    a. How well were Terminal Performance Objectives taught

        1. level of mastery by management trainees (T_1-T_2)
        2. teaching styles used
        3. theatrical performance

4. All trainers should be evaluated by the Training Division Administrator to determine what actions can be taken to improve the teaching performance.

II - 5 -

a. All instructors should be evaluated at the conclusion of instruction in their block of instruction. A rating of 7 on a 10 point scale by 80% of recruits should be deemed a minimum score. Criteria on evaluation instrument should be developed.

b. Meetings between the administrator and trainer should be held to inform the trainer of the evaluation results.

c. Prior to the beginning of a new management session, designated coordinators should review all handout material used by trainer to determine relevancy. Consensus between coordinator and trainer should be satisfactory.

Performance Considerations for III (Operational System)

1. Specific guidelines should be established for the administration of all examinations, methods of instruction, evaluations, etc., that will be necessary for the training system to function.

   ### Guidelines -

   1. Semi-annual meetings between all potential coordinators in System

      Purpose -
      a. disseminate research done by KCSTD
      b. distribute new teaching methodology
      c. disseminate all information necessary for system to function.

   2. Quality control measures should also be reviewed at each session, and updated as needed.

   Note: If the system is to function special attention must be given to the operational, and informational system, from which all information and procedures will be disseminated and hopefully implemented.

OBJECTIVE

A line of communication will be developed to assure that all information pertinent to the instructor, operation and training center management is disseminated. A dissemination of information questionnaire should be devised and used on a semi-annual basis.

Performance Considerations for IV (Evaluation Analysis and Implementation System)

1. The dissemination of information gathered during the evaluation process is a shared responsibility function to be jointly assumed by the KCSTD, the administrator, the operational staff, the trainers, and respective advisory committees.

2. All questionnaires, evaluation instruments should be developed and approved by all individuals involved in the System.

   a. Data to be collected should be pre-determined and specific actions pre-determined when instruments identify problems or areas of concern.

3. The analysis and implementation function of the informational data disseminated is a shared responsibility assumed by the KCSTD, the administrator, the operational staff, the trainer and respective advisory committees.

INPUTS   (PERSONS, PROPERTIES, PROCESSES)

PERSONS   COSTS

    a. Two Research and Development Specialists $35,000
    b. One clerk-typist   8,000
    c. Numerous committee meetings with experts in Law Enforcement,
        educators, etc.   4,000
    d. Consulting services for development of   20,000
        1. Curriculum Objectives (Terminal Project Objectives)
        2. Testing system
        3. Evaluation system

PROPERTIES

    a. filing, storage, office equipment   (dependent on KCSTD)
    b. Validation means (Testing and Curriculum)

        In-House

        1. Computer capabilities
            a. Loan – University   5,000/year
            b. Purchase   35,000

        Contractual (Test Validation
            and Curriculum Validation)   40/test
              University

PROCESS

    a. Evaluation tools and procedures   (Purchase of tests, forms, procedural manuals)
    b. Testing tools and procedures
    c. Instructional tools, procedures, and coordinators

OUTPUTS   (DATA GENERATED FOR DECISION MAKING)

1. Pre, Block and Final Examination Results.

2. Instructor evaluation results.

3. Expenditure records for each Training Center

4. Terminal Objectives developed

5. Site visit evaluations by Training Center staffs

6. On the job evaluations by departments of recruits - Field Training Officers

7. Academy coordinator feedbacks

   a. interviews

   b. questionnaires

uction

This portion of the technical assistance report represents a three-
lan for the development and delivery of a training program for
rial personnel within the King County Sheriff's Department.

ives of Trainin

On the basis of the on-site visit by the PAS consultant to King
, the following objectives are offered regarding the proposed manage-
raining program:

1. To provide training for management staff of the King County
   Sheriff's Department which is specifically related to the work
   of the agency.

2. To enhance the management capability of the King County
   Sheriff's Department.

3. To improve the balance of skills of managers in their dual
   roles as law enforcement and human service agents.

4. To increase management communication and cooperation.

5. To institutionalize management training for the Sheriff's
   Department.

6. To reinforce the Department's commitment to meet Accreditation
   Standards for in-service management training.

ci ants

Training should be for selected managerial personnel within the
ff's Department not to exceed a total of eighteen (18) participants.

n of Trainin

The training program should incorporate the training subjects listed
1.2 of this report. This training design should include the organiza-
of these training issues into three (3) approximately equal stages.
1 training to be completed during 1979, Stage 2 training to be completed
g 1980 and Stage 3 training to be completed during 1981.

Delivery of Training

Each stage of the training program should be held at a sit
to the Seattle area but not in Seattle.

Each stage of the training program should be scheduled wit
hours of 9:00 a.m. to 5:00 p.m.

Each stage of the training program should be delivered in
form and substance to two (2) groups of approximately nine (9) pai
each.

Each stage of the training program should consist of a min
one (1) week (five successive days: Monday through Friday) for e
these two (2) groups per year.

Stage 1 of the training program should be held in Novembe
December, 1979.

Training Issues

The following training issues were compiled by the PAS coi
as a result of a three-day on-site visit completed in June of thi

1. Organization, Responsibility and Interaction of Manag
   Levels

2. Elements of Change

3. Communication and Information

4. Public Relations

5. Community Resource Development

6. Community Resource Management

7. Team Approaches

8. Group Interaction

9. Cultural Education

10. Human Relations/Human Services

11. Management Information Systems

12. Documentation

3. Staff Development

14. Negotiation/Mediation

15. Conflict Resolution

16. Personnel Practices

17. Public Processes

18. Referral

19. Evaluation (Policy, Program, Staff)

20. Planning Budgeting

21. Systems Management

22. Workload Allocation

23. Special Needs Education

24. Uses of Authority/Roles/Styles

25. Legal Training

26. Accountability

27. Time Management

28. Building Consensus

29. Problem Solving

30. Decentralization

Trainin Tasks

Importantly, before the training is conducted a workplan and odology for completing the following tasks as part of the training pro-:

1. Develop quantifiable measures of accomplishment regarding the Objectives of Training (see Objectives of Training in this section) for use in evaluating the effectiveness of the training program. This should include, but not limited to, the development of self-assessment tools for participants to measure their pre and post-training management capabilities

and tools by which participants may evaluate the design, and delivery of the Training Program itself.

2. Clarify and identify the different levels of management wi the King County Sheriff's Department. Identify the tasks, duties and responsibilities of each of these management l_ Identify the job positions which are contained in each of management levels. Chart the relationship of these levels each other.

3. Develop methodology and workplan for institutionalizing management training as an on-going function of the adminis of the King County Sheriff's Department.

Conclusion

The short and long-term management training plan is constructe around the five basic managerial function of planning, organizing, sta directing and controlling. Importantly, when implemening this trainin program the critical tasks of the training administrator must be descr terms of what he must do, the conditions under which he should do it, the standard of acceptable performance. In this way, the full dimensi the training administrator's job are defined, described, analyzed, and interrelated.

END