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PEACE OFFICER TRAINING IN MINNESOTA:

A PRELIMINARY EVALUATION

Prepared by the Evaluation Unit,
Governor's Commission on Crime
Prevention and Control

for

the Minnesota Peace Officer Training
Board

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CHAPTER ONE

INTRODUCTION

The police in the United States are not separate from the people. They draw their authority from the will and consent of the people, and they recruit their officers from them. The police are the instrument of the people to achieve and maintain order; their efforts are founded on principles of public service and ultimate responsibility to the public. . . . To a police officer public service is more than a vague concept. When people need help it is to a police officer that they are most likely to turn.¹

To respond to these needs, the police officer requires a number of skills, abilities, and qualities. The desire to serve the public is an important attribute of a peace officer; but the carrying out of that service involves many responsibilities. While their basic purpose is to maintain public order, officers must do so with an understanding of both their limited authority and public accountability as well as the limits of their considerable discretion.² As the Task Force on Police of the President's Commission on Law Enforcement and the Administration of Justice noted, few professionals are so charged with individual responsibility, and the complexity of the police task is as great as any other profession.³

1. National Advisory Commission on Criminal Justice Standards and Goals, Report on Police, Washington, D.C.; 1973, p.9

2. Ibid , -Chapter 1

3. President's Commission on Law Enforcement and the Administration of Justice The Challenge of Crime in a Free Society New York: Avon Books, 1967, pp 125-126

It is generally assumed that education and specialized training contribute to professional performance. With the police profession as with others, however, this relationship is assumed, rather than demonstrated. Surprisingly little research has addressed the question of whether and to what extent police training and education affect police performance. The final report of this evaluation should contain some evidence indicating whether the relationship does indeed seem to hold, but at this point the assumption that training and education improve performance is accepted.

In spite of the complexity and responsibility involved in the police profession, standards for training and education remain surprisingly low. This is as true nation-wide, as it is for Minnesota. A study by the International Association of Chiefs of Police demonstrated that in the mid-1960's the average policeman received less than 200 hours of formal training, while physicians received more than 11,000, lawyers more than 9,000, teachers more than 7,000, embalmers more than 5,000, and barbers more than 4,000.⁴ Minnesota now requires only 280 hours of basic training for new peace officers, and this training need not occur prior to the exercise of authority. Although more than 50% of America's youth attends college, the National Advisory Commission on Criminal Justice Standards and Goals estimated that no more than 10% of American police officers possess a 4-year degree, and that about 50% have never attended college. Educational levels have increased in the country, but for most law enforcement agencies the minimum educational level required remains a high school education. As noted by The National Advisory Commission, few other professions no longer require college education.⁵ Minnesota offers a variety of law enforcement and criminal justice programs at her state universities, community colleges and vocational-technical schools, but higher education is not mandatory state-wide nor in most of the state's law enforcement agencies.

4. Report on Police, p.380

5. Ibid, pp 367-68

According to the Minnesota 1977 Comprehensive Plan

Only 16 police departments, 12 of them located in the Minneapolis-St. Paul suburbs, reported that they have a requirement that new peace officers have some college education. The general rule among these agencies is to require 2 years of college; 1 agency requires a 4 year degree and 2 agencies require less than 2 years.⁶

A common theme of police reform has been upgrading educational and training requirements, but not until the late 1960's was any significant action taken. A number of national commissions formed in response to urban disorders and the rising fear of crime recognized the need for higher levels of training and education (e.g. the President's Commission on Law Enforcement and the Administration of Justice; the National Advisory Commission on Civil Disorders; the National Commission on the Causes and Prevention of Violence; the National Advisory Commission on Criminal Justice Standards and Goals). By the late 1960's Law Enforcement Assistance Administration (LEAA) funds were being made available to improve peace officer education and training.

Background to this Study

Concern for these issues in Minnesota developed at approximately the same time. In fact, two major studies on the subject preceded this one. In 1968 the Management Center of the College of St. Thomas, in affiliation

6. Minnesota Governor's Commission on Crime Prevention and Control, 1977 Comprehensive Plan, St. Paul, 1976, p. III, 102. The Plan also reports that the personnel inventory of the Minnesota Peace Officer Training Board indicates that of the 5,600 officers for whom data are available, 7% have 9 years of education or fewer; 55% have had 10-12 years of education; 37% have had 13-16 years of education; and 1% have had 17-20 years of education. A high school degree generally requires 12 years of education.

with the Industrial Relations Center, University of Chicago, issued a report for the Minnesota Peace Officer Training Board and the Office of the Attorney General.⁷ The major recommendations of that report centered on the creation of a central academy under the supervision of the Attorney General. The project also involved extensive surveys that documented a perceived need for more training on the part of Minnesota peace officers.

Two years later, the Peace Officer Training Board, with LEAA funds from the Governor's Commission on Crime Prevention and Control, retained the services of SUA, a division of Dillingham Corporation, to analyze present and future training needs and the programs required to meet these needs. The SUA report contained recommendations for a 12-week course (14 weeks by 1980) including a system of electives, a central training facility, coordinated criminal justice training, expanded in-service programs, mandatory instructor training, and an expanded reimbursement program.⁸

The problems that existed at the time of these publications largely remain today. As a result, further investigation of the issues of peace officer training in Minnesota has been deemed desirable. The Evaluation Unit of the Governor's Commission on Crime Prevention and Control allocated resources to the study of

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7. Management Center College of St. Thomas, in affiliation with Industrial Relations Center, University of Chicago, Report on the Law Enforcement and Criminal Justice Feasibility Study, for the Office of the Attorney General, State of Minnesota and the Minnesota Peace Officer Training Board, St. Paul, MN., 1968.
 8. SUA, A Division of Dillingham Corporation, Comprehensive Analysis: Law Enforcement and Criminal Justice Training Program Requirements; State of Minnesota, Volumes 1 and 2, 1970. The report also addresses issues of education, but the situation it describes in 1970 has changed considerably. See chapters 6 and 7 below.

peace officer training in January, 1976. LEAA announced later that year that it had funds available for Phase II of its Standards and Goals Project.⁹ The Crime Commission applied for these funds, part of which would be allocated to the study of peace officer training. These LEAA funds were obtained; and with the approval of necessary matching state funds, a larger study than that envisioned in January, 1976, began on October 1, 1976. This LEAA-funded study is to last one year. This report presents preliminary findings of the study team, and final results will be reported no later than October, 1977. The project is being conducted for the Minnesota Peace Officer Training Board.

Data Sources

A number of issues are being addressed and a number of data sources used in this current evaluation of peace officer training and education. First, the project personnel have collected descriptive information on training and education programs available in the state. Second, the question of how and by whom training should be offered is addressed. Relevant issues here are the length of training, the appropriate location for training, the timing of training, etc., but of particular interest is the appropriate role of the vo-tech schools and community colleges in the state's training delivery system. Third, the project is involved in evaluating the content of the state's mandatory basic training course offered by the Bureau of Criminal Apprehension (BCA).¹⁰ This evaluation involves surveys of those trained, of their

9. The National Advisory Commission on Criminal Justice Standards and Goals established criminal justice standards according to which states should assess their status. Phase I is the period of assessment. During Phase II, states are encouraged to implement proposals following from Phase I. The standards for police training and education are discussed in Chapter 3.

10. At present the BCA trains the vast majority of new Minnesota peace officers.

trainers, and of various groups that observe the performance of those trained (e.g., chiefs of police, supervisors), as well as efforts to gauge the job-relatedness of the current training program. Appendix I contains the full research design of the evaluation for readers interested in more detail.

This report is based on information and data collected as of December 31, 1976. Although some tasks in the overall evaluation design are completed, many results must be viewed as preliminary. The preliminary nature of results will be stressed when appropriate throughout the text.

Outline of the Report

Chapter Two describes the background of and current status of peace officer training and education in Minnesota. Chapter Three compares the current status of Minnesota peace officer training and education to the standards established by the National Advisory Commission on Criminal Justice Standards and Goals. Comparison to these standards is one way to discover possible training needs in Minnesota.

Chapter Four contains information on the means and methods of offering mandatory training. Most of the data collected are opinions of those being trained, those recently trained, and those conducting the training on issues such as course length, timing of the course, facilities, location, etc. These results are preliminary, since only about half of the data from these groups has been collected and other law enforcement personnel remain to be surveyed. Some comparisons between Minnesota and the situation in other states are made in this chapter also.

Chapter Five reports preliminary findings on content evaluations of the BCA basic course. Information here includes comparisons of the content of the BCA course to other programs in Minnesota and to programs in other states, evaluations of course topics by trainees, and evaluations of course content by trainees after some period of post-training job experience. As is stressed in Chapter Five, these results are very preliminary and much remains to be done over the next six months

in the area of content evaluation. Results of the content evaluation are of most direct interest to the implementing agencies (e.g., BCA, Minnesota Peace Officer Training Board). However, if changes in content necessitate changes in course length, facilities, or location, then implementation of these changes will be affected by legislative and administrative action on other aspects of training.

Chapters Six and Seven focus on the state's vocational-technical schools, community colleges and universities with programs in law enforcement or criminal justice. Courses, instructors, students, and sources of funding are discussed.

Chapter Eight reports preliminary forecasts of the demand for and supply of law enforcement personnel. In this chapter, the cost-effectiveness of alternative methods of providing peace officer training is also investigated.

Collectively these seven chapters examine the major strengths and weaknesses of peace officer training and identify training needs in the state.

In Chapter Nine these findings are synthesized by proposing four possible options for provision of peace officer training and education. With each option, an attempt is made to explicate the underlying assumptions of that option, to clarify what goals would be achieved if it were implemented, and to assess the impact of implementation on current training and educational facilities.

CHAPTER TWO

PEACE OFFICER TRAINING AND EDUCATION
IN MINNESOTA

Concern for police training and education in Minnesota is a relatively recent phenomenon; and, until the 1960s, the state did not play an active role in assuring that Minnesota citizens receive high quality police service and protection from well-trained and educated peace officers. Considerable progress has been made over the past two decades, yet this report will demonstrate that much remains to be done. This chapter includes background information on the status of police training and education in Minnesota. Part I is devoted to training programs; Part II briefly reviews education programs that are described in more depth in Chapters Six and Seven. This chapter is descriptive and is included especially for readers not familiar with the background of and current status of peace officer training and education. Assessments of various programs and proposals for their improvement are reserved for later chapters.

Peace Officer Training in Minnesota

Until 1967 training of peace officers remained voluntary and courses offered were very short. Minneapolis, St. Paul, Rochester, Duluth, Hennepin County Chiefs' Association, and Minnesota State Patrol conducted training programs; and in 1959 a training division within the Bureau of Criminal Apprehension (BCA) was created to offer recruit training, primarily for outstate police agencies. Length of the various programs differed. The State Patrol course was 12 weeks as early as 1959, but the BCA basic course was increased to only three weeks for outstate agencies and four weeks for metro agencies in 1965.¹

1. Background information on police training in Minnesota is from Ralph Olmos, "Program Descriptions of Criminal Justice and Police Science Programs in Minnesota," Evaluation Unit Report, Governor's Commission on Crime Prevention and Control, Spring, 1976, pp. 4-6.

The state legislature passed the Minnesota Peace Officer Training Law in 1967. This law (Minn. Statutes S626.481 - S626.854), later amendments, and related Attorney General Rules and Regulations now constitute the framework of police training.² This legislation created the Minnesota Peace Officer Training Board (MPOTB) in the office of the Attorney General. The Board may recommend to the Attorney General, among other things, minimum curriculum requirements and instructor qualifications. The Executive Director, with the approval of the Board, is responsible for certifying training centers, instructors, and officers who successfully complete approved training programs. Since the creation of the Board, the Minneapolis Police Department, St. Paul Police Department, and Minnesota State Patrol have maintained their certification. Rochester, Duluth, and Hennepin County Chiefs' Association no longer provide their own basic training. Aside from Minneapolis, St. Paul, and the State Patrol, all basic police training currently is conducted by the training division of the BCA.

The 1967 legislation also tightened training requirements. Basic training was made mandatory for all peace officers (except those in communities with populations less than 1,000) within one year of appointment or election. All police officers, sheriffs' deputies, part-time and full-time personnel are subject to mandatory training. At that time the mandatory course was four weeks for outstate and five weeks for metro agencies. This was increased to five and six weeks in 1969.³ On the recommendation of the MPOTB, the Attorney General established the minimum basic course of study as a 280-hour, eight-week course effective September 1, 1971 and also required a certain number of hours for particular course categories.

2. Minnesota statutes, amendments and Attorney General Rules and Regulations are reported in Minnesota Peace Officer Training Board, Police: A Report on Minnesota's Peace Officer Training through June 30, 1974, July, 1974; and in State of Minnesota Documents Section, Dept. of Administration, Minnesota State Regulations, Rules and Regulations of the Attorney General Relating to Peace Officer Training and the Reimbursement Program of the Minnesota Peace Officer Training Board, 1976. An update to the 1974 publication is in press.

3. Olmos, op. cit.

In addition, a one-week course now is required of all officers promoted to supervisory positions who oversee five or more persons. Minneapolis, St. Paul, the State Patrol and BCA all offer courses to fulfill this requirement. Currently, then, an eight-week, 280-hour course and a one-week supervisory course constitute the only state mandated training; any additional training remains voluntary unless individual agencies choose to adopt higher standards.

Mandatory Training

Table 2.1 includes summary information on the four centers that offer training mandated by the state. Minneapolis, St. Paul, and the State Patrol offer courses in excess of the state requirement. The State Patrol basic course, for example, is more than twice as long as the mandated 280 hours. These three centers also supplement their extensive in-class training with field training, an experience that the state does not require and BCA does not provide.

Data in Table 2.1 indicate that the majority of peace officers trained over the past few years are trained by BCA, rather than by the more extensive courses offered by Minneapolis, St. Paul, or the State Patrol. Figures vary yearly, but generally 90% of basic recruits now are trained by BCA.⁴ In 1975 BCA handled all of the supervisory training but less in 1974 and 1976. One should not necessarily conclude that the state should mandate and hence BCA should offer a longer course simply because courses at other centers are longer; needs of a state trooper or an urban peace officer may require additional specialized training.⁵ The point here is that the BCA basic course is significantly shorter than others and that the majority of peace officers receive this shorter training; assessments of

4. As recently as 1969-70 when more centers were certified, BCA was handling only 73% of new recruits. See SUA Report, 1970, p. IV.

5. Comparisons of course syllabi in Chapter 5 demonstrate the different emphasis in course hours among the training centers.

TABLE 2.1
MANDATORY PEACE OFFICER TRAINING IN MINNESOTA^a

COURSES		# of classes offered			# of students			Average class size	Course length	Field training
		1974	1975	1976	1974	1975	1976			
BASIC - BCA	Total	9	9	9				42	280 hours 8 weeks	None
	Metro	8	9	8 ^b	377	380	373			
	Outstate	1	0	1 ^b	(96%)	(85%)	(90%)			
BASIC - Minneapolis		0	1	1	0 (00%)	28 (06%)	25 (06%)	26	590 hours ^c 16 weeks	16 weeks ^d
BASIC - St. Paul		0	1	0 ^e	0 (00%)	42 (09%)	0 ^e	42	18-19 weeks ^f	8 months
BASIC - State Highway Patrol		1	0	1	17 (04%)	0 (00%)	15 (04%)	16	804 hours 20 weeks	9 weeks ^g
TOTAL		10	11	11	394	450	413			
Supervisory - BCA	Total	3	5	6				27	40 hours 1 week	
	Metro	3	5	6	114	119	147			
	Outstate	0	0	0	(71%)	(100%)	(55%)			
Supervisory - Minneapolis		1 ^h	0	1 ^h	30 (19%)	0 (00%)	22 (08%)	26	56 hours 1 week	
Supervisory - St. Paul		0	0	1	0 (00%)	0 (00%)	C.100 (37%)	C.100	40 hours 1 week	
Supervisory - State Highway Patrol		1	0	0	17 (10%)	0 (00%)	0 (00%)	17	32 hours 1 week	
TOTAL		5	5	8	161	119	269			

^aData from 1974 to September 1976 provided by Peace Officer Training Board. Data September to December, 1976 provided by each center.

^bOne class was offered at Alexandria for Vo-Tech students there. This class was not serving general outstate needs.

^cExcludes holidays. Hours based on 1976 recruit course.

^dThe 1976 class had eight weeks class, twelve weeks field training, eight weeks class, four weeks field training.

^eNext class schedule^d for July, 1977. Estimated class size is C.60.

^fLength of class varies by class size. Also curriculum changes are expected for 1977 class, therefore, 18-19 weeks is an estimate.

^gOne week of field training is offered in the middle of the course and eight weeks of O.J.T. follow the classroom experience.

^hThe 1974 course was the state course offered at Minneapolis; the 1976 course was the first coordinated by Minneapolis.

the adequacy of a 280-hour course are discussed in later chapters. Since BCA has responsibility for meeting most of the state training requirements, emphasis in this report will be on its programs.

BCA basic classes are offered nine months of the year, and the Intermediate Command class for supervisors is offered spring and fall. In the past, BCA has attempted to offer programs outstate, but recently most mandatory classes have been offered only in the metro area. State legislation (S626.848) and the BCA recognize the convenience of offering training outstate; but since the majority of officers trained are from the metro area, outstate training has been too costly with existing resources.⁶ Moreover, since no regular facilities exist outstate and instructors need to travel outstate, instructional costs seemed too great to warrant continued outstate classes. From 1974 to 1976, only two of BCA's 27 basic classes have been offered outstate, and the one in 1976 was held at Alexandria explicitly for vo-tech students there. All BCA supervisory courses have been offered only in the metro area.

Although most classes are offered in the metro area, BCA does not have a regular training facility. During the 1976-77 academic year, basic classes are offered either at Arden Hills at the facilities leased by the State Patrol or at the Bunker Hill community center. These locations provide adequate classroom space, but lack of a central facility creates difficulties for both instructors and students. Trainers must move materials from location to location. Equipment and classroom aids must be assembled and disassembled daily at Bunker Hill. Students must provide their own housing although dormitory space at Arden Hills is sometimes available. Frequently, then, students do not have the convenience or close contact of a dormitory which would enable valuable discussion and study sessions. Moreover, the MPOTB has expressed general dissatisfaction with the facilities. BCA mandatory courses have the advantages of neither regional nor central training facilities. Outstate officers generally are trained in the metro area, yet the metro area does not provide the conveniences of central facilities.

6. BCA continues to offer some in-service programs outstate. Projections on the metro area-outstate student ratio are provided in the SUA Report, 1970, p. 54.

Additional Training

In addition to the mandatory basic and supervisory course, other training is available to, though not necessarily required of, Minnesota peace officers. Training in the use of the breathalyzer and radar is, in effect, mandatory for officers using the devices. Minnesota law (S169.123) requires that operators of testing devices for blood and alcohol be trained by the state in their use. Recent decisions relating to operators of radar also are requiring their certification, although this is not covered explicitly by statute. The BCA lab offers specialized breathalyzer training (five courses and four recertification classes in 1976-77). In addition, the State Patrol included 44 hours of breathalyzer training in its basic course. Radar training is offered by the State Patrol.

Many agencies feel the need to supplement the training of their officers, particularly of those who receive only the 280-hour BCA course. BCA, for instance, is unable to provide driving practice. To fill this gap, agencies may send their officers (tuition free) to the Advanced Driving Course conducted by the Center for Driving Education and Safety at St. Cloud University. The 24-hour, three-day course has approximately 13 students per class and is offered weekly year-round except during holidays. Annual student capacity is, therefore, approximately 600-650. The course provides intensive classroom training in addition to driving practice on the University's driving course.⁷ A large number of Minnesota officers also receive emergency medical training to supplement the one-week first aid training received in the BCA basic course.

Finally, a wide variety of in-service courses are offered at the state, regional, county and local levels and also out-of-state. Many agencies, particularly larger ones, conduct their own in-service programs. The departmental inventory

7. Minneapolis and St. Paul provide driving practice in the twin cities area. Minneapolis used to offer its own driving course, but officers involved went on their own and established a private course (EMRAD) that Minneapolis and St. Paul use. Minneapolis sends officers with high accident records to additional training at St. Cloud. Other agencies also use EMRAD for driving training.

of the Minnesota Peace Officer Training Board indicates that of the 307 departments reporting (this is 55% of the total), 52% offer in-service training while 48% offer none. Common in-service programs offered by Minnesota agencies are refresher training, seminar training, supervision training, roll call training, and firearms training.⁸ Table 2.2 lists the in-service courses offered recently by BCA. Some outstate in-service training needs are met by these courses, although most classes are offered in the metro area. A number of regional, county or local programs funded by sources such as the Governor's Crime Commission periodically fill some gaps in in-service training availability. Officers also can attend advanced traffic courses at Northwestern University's Traffic Institute or the National Traffic Management Institute of Central Missouri State University.

Police agencies vary widely in their use of the specialized and in-service training that is available. Some require their officers to attend the St. Cloud driving school, to receive Emergency Medical Training, and to participate periodically in refresher or other in-service courses. A large number of agencies do not participate in available programs. Some lack the interest; others simply are unable to spare the manpower and money to send officers to training not offered locally or to provide their own.

Summary

The status of police training in Minnesota has improved considerably over the past two decades as the state has demonstrated more concern for the quality of police services. One of the major difficulties in mandating training is the cost it entails for local agencies, which must pay the salary of a trainee when he is away and provide substitute manpower for the trainee. The Governor's Crime

8. Minnesota Governor's Commission on Crime Prevention and Control, 1977 Comprehensive Plan, St. Paul: 1976, p. III-103.

TABLE 2.2
IN-SERVICE COURSES OFFERED BY BCA, 1976-77^a

COURSE				Estimated ^b class size	Annual Student capacity ^b			Hours/ class
	Metro	Outstate	Total		Metro	Outstate	Total	
Breathalyzer School	5		5	25	125		125	56
Breathalyzer Recertification	4		4	25	100		100	8
Crime Scene Seminar	4	6	10	20	80	120	200	24
Crime Scene Processing	5		5	20	100		100	80
Refresher	2	4	6	30	60	120	180	40
Identification Procedures	1		1	20	20		20	80
Basic Investigation	1		1	25	25		25	40
Advanced Investigation	2		2	25	50		50	40
Crisis Intervention	1		1	30	30		30	40
Firearms Instructors Course	2		2	30	60		60	40
White Collar Crime	1		1	20	20		20	40
Crash Investigation	2	1	3	20	40	20	60	16
Advanced Crash Investigation	2	1	3	20	40	20	60	16
Traffic Adjudication	2	1	3	30	60	30	90	16
Accident (Crash) Reporting Seminar	10	30	40	30	300	900	1200	5
Total (excluding Crash Seminars)	34	13	47		810	310	1120	
Total	44	43	87		1110	1210	2320	

^aThe Criminal Justice Information Service also offers classes on records, reporting systems, and MINCIS, NCIC/NLETS.

^bActual class sizes can vary; these figures should be used as estimates.

Commission supported a reimbursement program from 1970-1972 to help cover these local costs. Federal funds are no longer involved, however, because of the three-year limit on LEAA grants. LEAA monies have supported instructor training, the development of a computerized personnel data base, a Law Enforcement Resource Center, and training program evaluations. A recent grant from the Crime Commission is supporting the new Standards Compliance and Planning Coordinator who is partially involved in training evaluations. The GCCP&C is also conducting a major evaluation of the state's police training programs (of which this report is a part) with LEAA funds. In addition to financial support, LEAA encourages states to upgrade their criminal justice systems. Its National Advisory Commission on Criminal Justice Standards and Goals has published a set of standards according to which states can evaluate their status. The standards for police training, which are the subject of Chapter Three, have sensitized states to weaknesses in existing programs.

Increased state participation in establishing training requirements and providing funds for them, federal encouragement, and federal financial assistance have all contributed to the improvement of the status of Minnesota peace officer training. Minnesota has progressed considerably from 1960, when training was voluntary and most courses only a couple of weeks in length, to the present time when training is mandatory (except for officers in communities with populations less than 1,000) and the minimum basic course is eight weeks. The MPOTB has encouraged mandatory refresher training and an increased basic training course to be implemented several times in the past, but due to limited resources these suggestions could not be enacted.

Progress is no reason for complacency; many problems remain in the area of police training. State legislation and monies are sorely needed not only to carry on programs when federal assistance terminates, but also to support additional programs and improvements. Later chapters will discuss some of the training weaknesses and will make recommendations for improvements. First, however, a description of educational programs available for peace officers will be illustrated.

Educational Institutions in Minnesota

Students with an academic interest in criminal justice have many choices for education in this state. Minnesota has four year universities that grant bachelor of arts or bachelor of science degrees in criminal justice. Other four year schools give certificates for specialization in that field but only grant degrees in the social or behavioral sciences (e.g., sociology). This state also has one four year program which grants a degree in law enforcement. The student may even choose between a state supported school or a private one.

If a student is more interested in a two year liberal arts program, Minnesota has ten community colleges which grant associate degrees in law enforcement. These ten colleges are spread throughout the state. The credits a student receives at a community college nearly always transfer to a four year university. One private two year program, which grants a degree in law enforcement, just started in the fall of 1976.

For those people who want more training, specifically for police work, there are two vocational-technical schools which offer police training. The student, however, is not certified to be a police officer upon graduation (see Chapter Six for a detailed discussion). One vocational-technical school in the Alexandria area offers a two year program of police training; the other vo-tech in the Hibbing area has a cooperative program with Hibbing Community College. The student must take 42 credits (or 600 hours) of instruction from the community college in the social and behavioral sciences in order to graduate.

Most of the college programs in this field were started in the late 1960's and early 1970's. This seems to have been in response to encouragement from LEAA for more education of law enforcement personnel. These programs serve both in-service persons as well as those who are obtaining preparatory knowledge for the criminal justice field. The community colleges tend to handle more in-service persons than the state universities do, but the vast majority of those enrolled in both

kinds of colleges are pre-service. Of course, some of the people in community colleges are planning to go on to a four year degree, while others are interested in an alternate aspect of criminal justice, such as corrections, probation and parole, or security.

Law Enforcement Education Program (LEEP) funds, which provide tuition money, have been made available to hundreds of two year and four year colleges throughout the nation. Eighty per cent of the funds disseminated went to in-service personnel, and 80% of these are police employees. Pre-service individuals are also eligible for funds if they are going into criminal justice employment.⁹ The colleges generally provide the knowledge of basic concepts of the interworking of the criminal justice field rather than specific training.

The concern with increasing professionalism in the criminal justice field, though not new, is still a primary consideration. A law enforcement career requires a high level of mental, emotional and physical competence, which must be accompanied by the ability to handle human behavior effectively. With a raised level of public awareness and knowledge coupled with stringent legislation concerning police rights and due process, the need for capable, understanding and competent police officers is a reality. To reach this goal, an officer must be both trained and educated. "A well-trained man is a man competent in his occupation, his job. A well-educated man is a man competent in his values, his standards, his criteria. The trained man has developed skills and attitudes needed to perform a complex task. The educated man has developed his capacity to judge the worth, the performance, and the excellence of human action."¹⁰

9. Law Enforcement Assistance Administration: A Partnership for Crime Control, 1976, p. 21. Data on LEEP funds disbursed to Minnesota institutions can be found in the Minnesota Governor's Commission on Crime Prevention and Control, annual comprehensive plans.

10. Franklin M. Kreml, "The Role of Colleges and Universities in Police Management," The Police Yearbook. Washington, D.C., International Assn. of Chiefs of Police, 1966, p. 38.

CHAPTER THREE

MINNESOTA PEACE OFFICER TRAINING AND EDUCATION IN COMPARISON TO NATIONAL STANDARDS AND GOALS

Introduction

This chapter provides a comparison of the current state of Minnesota police training and education to 1) National standards and goals, and 2) the Minnesota Task Force recommendations. The purpose of the comparison is to highlight some possible strengths and weaknesses of Minnesota police training; in particular, to point to areas that seem to have been neglected to date and seem to be in need of increased attention.

The National Advisory Commission on Criminal Justice Standards and Goals

In 1971 the Administrator of LEAA, Jerris Leonard, appointed the National Advisory Commission on Criminal Justice Standards and Goals (NAC). The Commission was to formulate national criminal justice standards for crime reduction and prevention. The Commission represented state and local governments, industry, and citizen groups, and commissioners were chosen in part for their criminal justice experience.

The Police Task Force of this Commission concentrated on recommendations to improve police services. According to their report:

The members of the Police Task Force were selected for demonstrated ability in their particular field and, more significantly, for their working knowledge of various aspects of the police function in America. Most are criminal justice practitioners. Each has and will continue to have an impact upon the police function in his locality. Each brought to the Task Force the will to discover and propose workable solutions to problems too long discussed in the abstract.

In order to develop guidelines that would measure progress in the criminal justice system in the 1970s, the Police Task Force brought together a research staff of police officers selected from police agencies throughout the United States.

Their research was directed toward gathering material describing existing practices in the police service. They were able to evaluate the many programs and methods used by agencies throughout the Nation. They studied the unpublicized problems of many of the programs....

In almost every instance, the proposed standards were based upon successful models which were operational in other agencies. In only rare instances did the Task Force propose untested or unproven standards.¹

The Report on Police contains the final recommendations of the Police Task Force and the full Commission. State and local governments were to use the recommendations, like the other criminal justice standards and goals, to evaluate the status of their criminal justice systems and were to implement those that were deemed appropriate for the state.

This chapter includes the recommendations from the Report on Police that relate to training and education. They provide one perspective from which to evaluate the current status of police training and education in Minnesota, although one should not presume that all of the NAC standards are necessarily correct or appropriate for Minnesota. Conclusions on training needs drawn from these comparisons must be supplemented with additional evidence; in following chapters, it is emphasized when other analyses support points based on the NAC comparisons. Recommendations on peace officer training should not be based solely on National standards.

The Minnesota Task Force on Criminal Justice Standards and Goals

The Minnesota Task Force on Criminal Justice Standards and Goals followed directly from the National Advisory Commission. LEAA did not require that states adopt the national recommendations but did require that they assess the applicability of the national standards and develop local standards and goals for each state. As a result, the chairman of the Governor's Commission on Crime Prevention and Control appointed a 36-member task force in September, 1974 to review the national recommendations and to assess their applicability to Minnesota. The Task Force was selected to represent state and local law enforcement agencies, the court system,

1. The National Advisory Commission on Criminal Justice Standards and Goals, Report on Police, Washington, D.C.: January, 1973, p. 2.

correctional personnel, elected bodies, and citizens' groups, as well as various regions, metropolitan and rural areas. It conducted numerous public hearings and subcommittee meetings to obtain maximum information and viewpoints throughout the state. According to the Task Force's report, the National Advisory Commission developed approximately 500 standards of which the Minnesota Task Force reviewed approximately 445 and incorporated nearly 175 into final recommendations. The Report and Recommendations of the Minnesota Task Force thus represents the view of the state's criminal justice system as to which NAC standards are applicable to Minnesota. Certainly differences of opinion exist among criminal justice personnel, but The Report and Recommendations is our most informed assessment of what standards are appropriate for Minnesota.²

It will become apparent in later discussions, however, that the Minnesota Task Force did not address a large number of standards relating to police training and education. As the report states:

A great many of the NAC Police standards are very specific and short of a department-by-department analysis, it is difficult to provide an accurate assessment of the degree to which Minnesota law enforcement agencies operate as recommended by the NAC.³

Moreover, given agency variation in size, needs, resources, etc., it is often impossible to formulate statewide standards. The areas which the Task Force did address explicitly are: coordinated criminal justice training, the evaluation of police training needs, educational incentives, and the separation of police training from educational institutions. The Task Force recommended the NAC Report on Police as a resource for all Minnesota agencies, even though it does not address all the standards and rejects a few.

2. Minnesota Task Force on Criminal Justice Standards and Goals, Report and Recommendations, October, 1975, pp. 1-3.

3. Ibid, p. 4.

The remainder of this chapter contains a comparison of the current status of Minnesota police training and education to the NAC standards. The Minnesota Task Force position is included to indicate the position of Minnesota's criminal justice personnel on the applicability of the standards to Minnesota. In addition, the position of the Minnesota Peace Officer Training Board (MPOTB) and the Bureau of Criminal Apprehension (BCA) Training Section is mentioned, since the Task Force does not address many standards, and since these two bodies are the most involved in peace officer training in Minnesota.⁴

Following the comparison and discussion of each set of NAC standards, apparent training and educational needs in Minnesota will be identified, based on the national standards that Minnesota fails to meet but are recognized as appropriate for the state. No effort is made at this point to establish priorities among the apparent needs, since additional evidence from following chapters is necessary.

4. The position of full-time, basic BCA trainers has been ascertained through discussions and questionnaires. Their positions are reported in more detail in Chapter Four. The position of the MPOTB on a number of issues can be found in Minnesota Peace Officer Training Board, Police: A Report on Minnesota's Peace Officer Training through June 30, 1974, 1974.

TRAINING STANDARDS

COMPARISON OF POLICE TRAINING AND EDUCATION STANDARDS: NATIONAL ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS AND GOALS, POLICE, JANUARY 1973; MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975; AND ACTUAL SITUATION IN MINNESOTA, DECEMBER, 1976^a

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
16.1 STATE LEGISLATION AND FISCAL ASSISTANCE FOR POLICE TRAINING #1 Every state should enact legislation that mandates minimum basic training for every sworn police employee prior to the exercise of authority of his position.	0	Although not addressed by the Task Force, MPTOB recommends end to the small community exemption. Consensus of MPTOB and BCA trainers is that training should occur before exercise of authority.	—	—	Officers in communities of less than 1,000 exempt. Training occurs within first 12 months of employment (626.846).
#2 Every state should enact legislation establishing a state commission to develop and administer state standards for the training of police personnel. The majority should be from the criminal justice system, local government, and criminal justice education and training centers. The state should provide sufficient funds to enable this commission to meet periodically and to employ a full-time staff large enough to carry out the basic duties deemed necessary, this commission should:	+	Recommends pursuing goal of establishing a statewide criminal justice training board, assuming functions of current law enforcement, courts, and corrections training programs, and expanding and improving upon them (p. 23).	+	+	Such a commission exists, but the MPOTB is not required to include other criminal justice, governmental or educational representatives. (626.841, .842)

^a 0 = National Standard not addressed; — = National Standard Rejected or not in practice; + = National Standard accepted or in practice.

^b Contained in either Minnesota Peace Officer Training Law (Minn. Stats. S626.481 - S 626.854 as amended) or in Attorney General Rules and Regulations.

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
a. Develop minimum curriculum requirements for mandated training for police;	0	Specific tasks of board not addressed.	+	+	(626.843b)
b. Certify police training centers and institutions that provide training that meets the requirements of the state's police training standards;	0		+	+	(626.843a; .845a,b; Atty. Gen. Rule 205)
c. Establish minimum police instructor qualifications and certify individuals to act as police instructors;	0		+	+	(626.843c; .845,; Atty. Gen. Rule 204a, b,c)
d. Inspect and evaluate all police training programs to insure compliance with the states' police training standards;	0		+	+	(626.843. subd.3b)
e. Provide a consulting service for police training and education centers; and	0		—	—	
f. Administer the financial support for police training and education.	0		—	+	Att. Gen. Rule 210 enables MPOTB to reimburse local units subject to availability of funds.
#3 Every state should reimburse every police agency 100 percent of the salary or provide appropriate state financed incentives for every police employee's satisfactory completion of any state mandated and approved police training program.	0		+	+	Additional tasks of MPOTB found in S626.843. (626.852; .853a,b) specify local units of government are responsible for reimbursement and incentives. See Atty. Gen. Rule 210 above. However, reimbursement is only about 50 percent of costs.

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS	MINNESOTA, DECEMBER, 1976			
		Statute/ regulation	b	Practice	Comments
#4 Every state, through the police training body, should by 1978 certify as qualified to exercise police authority every sworn police employee who satisfactorily completes the state basic police training and meets other entrance requirements.	0	+	+		(626.845d; Atty. Gen. Rule 206 a-f)

Discussion: 16.1 State Legislation and Fiscal Assistance for Police Training

Minnesota conforms to NAC standards in having a state commission (MPOTB) administer training of police personnel. Although its composition varies somewhat from national recommendations, it does perform most of the recommended tasks, such as developing minimum curricular requirements, and certifying centers, instructors, and trainees who successfully complete training.

Minnesota fails to meet standards of this section in that:

- 1) training is not mandatory
 - a) in communities less than 1,000 population, nor
 - b) prior to the exercise of authority; instead, training must occur within 12 months of employment; and
- 2) the state does not reimburse agencies 100% of salary. The MPOTB does have a reimbursement program. Available funds vary yearly, but reimbursement is not more than about 50% of trainee costs. Additional costs must be borne by local jurisdictions.

The Minnesota Task Force had little to say on these standards, even the ones which the state fails to meet. It encouraged the creation of a criminal justice training board, rather than a separate peace officer training board. The Task Force made no recommendations on the mandatory training, but the consensus of the MPOTB and BCA trainers is that the small community exemption should be eliminated and that training should occur prior to the exercise of authority.

Training Needs

This comparison points to the tentative identification of the following training needs in order to meet the NAC standards:

1. Coordinated criminal justice training;
2. Mandatory training for all peace officers;
3. Expansion of coverage of the reimbursement program; and
4. Training prior to the exercise of authority.

COMPARISON OF POLICE TRAINING AND EDUCATION STANDARDS: NATIONAL ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS AND GOALS, POLICE, JANUARY 1973; MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975; AND ACTUAL SITUATION IN MINNESOTA, DECEMBER, 1976^a

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
16.2 PROGRAM DEVELOPMENT					
#1 Every police training academy should insure that the duration and content of its training programs cover the subject every police employee needs to learn to perform acceptably the tasks he will be assigned.	0	Address the validation of selection criteria, but not of training.	—	—	Undetermined; the GCCP&C Evaluation should provide recommendations.
#2 Every police training academy should define specific courses according to the performance objective of the course and should specify what the trainee must do to demonstrate achievement of the performance objective.	0		—	—	Undetermined; the GCCP&C Evaluation should provide recommendations.
#3 Every police training academy serving more than one police agency should enable the police chief executives of participating agencies to choose for their personnel elective subjects in addition to the minimum mandated training.	0		—	—	
#4 Every police training academy should insure that its training programs satisfy State standards for police training as well as meet the needs of participating police agencies and that its training is timely	+	Advise the MPOTB and BCA to evaluate the comprehensive training needs of Minnesota.	—	—	626.845e,g,h provide for some review of training programs but are not as explicit as the national standards

^a 0 = National Standard not addressed; — = National Standard Rejected or not in practice; + = National Standard accepted or in practice.

^b Contained in either Minnesota Peace Officer Training Law (Minn. Stats. S626.481 - S 626.854 as amended) or in Attorney General Rules and Regulations.

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
<p>and effective. These measures should at least include:</p> <p>a. Regular review and evaluation of all training programs by an advisory body composed of police practitioners from participating agencies;</p> <p>b. Periodic field observation of the operations of participating police agencies by the training staff; and</p> <p>c. Continual critique of training programs through feedback from police employees who have completed the training programs and have subsequently utilized that training in field operations and from their field supervisors.</p>			<p>—</p> <p>—</p> <p>—</p>	<p>—</p> <p>+</p> <p>+</p>	<p>The GCCP&C Evaluation will provide recommendations in these areas.</p> <p>In practice BCA attempts to provide these reviews for its courses.</p>

Discussion: 16.2 Program Development

The national standards proposed in this section aim to ensure that police training is job-related, that course performance is validly assessed, and that training meets the needs of participating agencies. Although Minnesota often fails to meet these standards, the ideals are widely accepted. The Minnesota Task Force proposed a comprehensive evaluation of training needs, part of which constitutes this report. Final results of that evaluation should provide recommendations to ensure that training and testing are job-related.

In the past, the BCA training section has attempted to evaluate its training through periodic field observations, follow-ups of trainees, etc.; and the training section has altered its course content in response to this feedback. Scarce resources, rather than unwillingness, have limited evaluation efforts in the past. BCA trainers also voice willingness to provide modular courses, electives, etc. to meet the needs of various agencies. Again, however, limited resources have hindered development of such flexible programs.

Training Needs

This comparison points to the tentative identification of the following training needs in order to meet the NAC standards:

1. Elective subjects, from which police executives can choose for their personnel, in addition to the mandatory training;
2. On-going and/or periodic evaluation of the training content and testing conducted by certified police training centers.

COMPARISON OF POLICE TRAINING AND EDUCATION STANDARDS: NATIONAL ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS AND GOALS, POLICE, JANUARY 1973; MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975; AND ACTUAL SITUATION IN MINNESOTA, DECEMBER, 1976^a

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
16.3 PREPARATORY TRAINING					
#1 Every State should require that every sworn police employee satisfactorily complete a minimum of 400 hours of basic police training. In addition to traditional basic police subjects, this training should include:	0		—	—	Basic Course is 280 hours. (Atty. Gen. Rule 202)
a. Instruction in law, psychology, and sociology specifically related to interpersonal communication, the police role, and the community the police employee will serve;	0	Recommends separation of training and academic education; education should not include training; not stated whether training should not include education.	+	+	Atty. Gen. Rule 202 requires 16 hours in Human Behavior.
b. Assigned activities away from the training academy to enable the employee to gain specific insight in the community, criminal justice system, and local government;	0		—	—	
c. Remedial training for individuals who are deficient in their training performance but who in the opinion of the training staff and employing agency, demonstrate potential for satisfactory performance; and	0		—	+	

^a 0 = National Standard not addressed; — = National Standard Rejected or not in practice; + = National Standard accepted or in practice.

^b Contained in either Minnesota Peace Officer Training Law (Minn. Stats. S626.481 - S 626.854 as amended) or in Attorney General Rules and Regulations.

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
d. Additional training by the employing agency in its policies and procedures, if basic police training is not administered by that agency.	0		—	—	Varies by agency.
#2 During the first year of employment with a police agency, and in addition to the minimum basic police training, every police agency should provide full time sworn police employees with additional formal training, coached field training, and supervised field experience through methods that include at least:	0		—	—	The MPOTB encourages a coaching program but response has been minimal; the new "Standards Compliance and Planning Coordinator" is to encourage the program. Use of these methods varies by agency.
a. A minimum of four months of field training with a sworn police employee who has been certified as a training coach;	0		—	—	
b. Rotation in field assignments to expose the employee to varying operational and community experiences;	0		—	—	
c. Documentation of employee performance in specific field experiences to assist in evaluating the employee and to provide feedback on training program effectiveness;	0		—	—	
d. Self-paced training material, such as correspondence courses, to assist the employee in acquiring additional job knowledge and in preparing for subsequent formal training;	0		—	—	

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
e. Periodic meetings between the coach, the employee, and the training academy staff to identify additional training needs and to provide feedback on training program effectiveness; and	0		—	—	
f. A minimum of 2 weeks' additional training at the training academy six months after completion of basic training and again after one years' employment in field duties.	0		—	—	
#3 Every police agency should provide every unsworn police employee with sufficient training to enable him to perform satisfactorily his specific assignment and to provide him with a general knowledge of the police role and the organization of the public agency.	0	Task force does not discuss training by agency; only educational incentives by departments.	—	—	Varies by agency.
#4 Every police agency should provide every police employee newly assigned to a specialized task the specific training he needs to enable him to perform the task acceptably.	0	Task force does not discuss training by agency; only educational incentives by departments.	—	—	Varies by agency.
#5 Every police agency should provide sufficient training to enable every newly promoted employee to perform the intended assignment satisfactorily.	0	Task force does not discuss training by agency; only educational incentives by departments.	—	—	Varies by agency.

Discussion: 16.3 Preparatory Training

Minnesota generally fails to meet the standards proposed by the NAC on preparatory training. First, Minnesota's mandatory basic training is 280 hours rather than the recommended 400 hours, although some certified centers do offer longer courses (e.g., Minneapolis, St. Paul, State Patrol). The consensus of BCA trainers is that basic training should be longer, and the MPOTB has supported the 400-hour recommendation. However, a longer course currently is not feasible. BCA could not offer a significantly longer course without reducing the number of officers trained, but student capacity already excludes a number of people who want to or should be trained. Even with BCA's nine annual classes of approximately 40 students each, all police officers required by law to be trained are not. In addition to this backlog, a number of Minnesota's vo-tech and community college graduates not yet employed are unable to attend BCA training since most spots are filled by employed law enforcement personnel. (This latter problem is elaborated on in Chapters Six and Seven.)

Most of the national recommendations in this section apply to individual agencies. Therefore, it is difficult, first, to assess the extent to which standards are met in Minnesota and, second, to mandate the standards for agencies which are too small or lack resources to carry them out. The thrust of the standards is that each agency provide sufficient training beyond the mandatory 400 hours to prepare officers for tasks of the particular agency. An important part of the training recommended by the NAC is a period of formal field training within the agency during the first year of employment.

Many agencies in Minnesota do provide their own training, including some period of field training. However, given current resources, 1) BCA has been unable to incorporate field experience into their mandatory basic course and 2) the bulk of Minnesota's smaller agencies lack financial resources and manpower for such a program.

The Minnesota Task Force does not address explicitly these standards, but both the MPOTB and the BCA Training Section favor some form of field training within each officer's agency. The MPOTB has encouraged a coaching program to follow basic training. Response on the part of Minnesota's agencies has been minimal, but the Board hopes to increase participation through the new Standards Compliance and Planning Coordinator. The consensus of BCA trainers is that field training in the officers' agency would be a useful supplement to their basic course, but that currently it constitutes a hardship on departments. Additional resources are necessary for smaller departments so that a trainer or someone from a local sheriff's office could be assigned to fulfill the within-agency training function.

Training Needs

This comparison points to the tentative identification of the following training needs in order to meet the NAC standards:

1. A longer basic training course; and
2. Supplementary training by individual agencies, particularly a period of field training within the first year of employment.

COMPARISON OF POLICE TRAINING AND EDUCATION STANDARDS: NATIONAL ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS AND GOALS, POLICE, JANUARY 1973; MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975; AND ACTUAL SITUATION IN MINNESOTA, DECEMBER, 1976^a

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
16.4 INTERPERSONAL COMMUNICATIONS TRAINING #1 Where appropriate, an outside consultant should be used to advise on program methodology, to develop material, to train sworn officers as instructors and discussion leaders, and to participate to the greatest extent possible in both the presentation of the program and its evaluation.	0		+	+	626.843 Subd.2; 626.845 e,f,g enable the MPOTB and executive director to use consultants; BCA consults with outsiders.
#2 Every recruit training program should include instruction in interpersonal communications, and should make appropriate use of programmed instruction as a supplement to other training.	0		+	+	Atty. Gen. Rule 202 requires 16 hours of human behavior; recent courses have included topics on public relations, role of the police, human relations, etc.
#3 Every police agency should develop programs such as workshops and seminars that bring officers, personnel from other elements of the criminal justice system, and the public together to discuss the role of the police and participants' attitudes toward that role.	0	Task force does not address training by agency.	—	—	Varies by agency; BCA attempts to provide such seminars for its classes.

^a 0 = National Standard not addressed; — = National Standard Rejected or not in practice; + = National Standard accepted or in practice.

^b Contained in either Minnesota Peace Officer Training Law (Minn. Stats. S626.481 - S 626.854 as amended) or in Attorney General Rules and Regulations.

Discussion: 16.4 Interpersonal Communications Training

The NAC recommendations in this section reflect the Commission's belief in the importance of Police-Community relations, and Minnesota conforms generally to these recommendations. The MPOTB requires that 16 hours in human behavior be included in the basic course, and the BCA training course includes topics such as Police and Public Relations, Ethnic Awareness, the Role of Police, etc. Again, it is difficult to assess the extent to which individual agencies meet the national standards, but the relevant state agencies do not appear to be lacking in this regard.

COMPARISON OF POLICE TRAINING AND EDUCATION STANDARDS: NATIONAL ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS AND GOALS, POLICE, JANUARY 1973; MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975; AND ACTUAL SITUATION IN MINNESOTA, DECEMBER, 1976^a

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
<p>16.5 IN-SERVICE TRAINING</p> <p>#1 Every police agency should provide 40 hours of formal in-service training annually to sworn police employees up to and including captain or its equivalent. This training should be designed to maintain, update, and improve necessary knowledge and skills. Where practicable and beneficial, employees should receive training with persons employed in other parts of the criminal justice system, local government, and private business when there is a common interest and need.</p> <p>#2 Every police agency should recognize that formal training cannot satisfy all training needs and should provide for decentralized training. To meet these day-to-day training needs, every police agency should provide each police station with:</p> <p>a. As soon as practicable, but in no event later than 1978, a minimum of one police employee who is a State certified training instructor;</p> <p>b. Audio-visual equipment compatible with training material available to the police agency;</p>	0	P. 23 "The MPOTB and BCA should begin to evaluate the comprehensive training needs...; should assess the in-service training currently available and should solicit from local agencies their opinions concerning additional or specialized training needs...; (also) the cross-system training needs."	—	—	(626.843h, .845f; Atty. Gen. Rule 216) In-service is voluntary except Intermediate Command; current resources would not permit annual, required refresher courses.
	0	Task Force does not address training by agency.	—	—	Many agencies are too small for this to be feasible; varies by agency.

^a 0 = National Standard not addressed; — = National Standard Rejected or not in practice; + = National Standard accepted or in practice.

^b Contained in either Minnesota Peace Officer Training Law (Minn. Stats. S626.481 - S 626.854 as amended) or in Attorney General Rules and Regulations.

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS	MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice Comments
<p>c. Home study materials available to all police employees; and</p> <p>d. Periodic one-day on-duty training programs directed at the specific needs of the police employees.</p> <p>#3 Every police agency should insure that the information presented during annual and routine training is included, in part, in promotion examinations and that satisfactory completion of training programs is recorded in the police employees personnel folder in order to encourage active participation in these training programs.</p>	0	Task Force does not address training by agency.	—	<p>Varies by agency, but BCA sends back information on course performance to agencies for their use.</p>

Discussion: 16.5 In-Service Training

The National recommendations suggest that each agency provide at least 40 hours of annual in-service training and that each agency provide the manpower and resources necessary for decentralized training. Currently, the only in-service course required by the state is the Intermediate Command Course for officers recently promoted to supervisory positions. Individual agencies, of course, can require more. Table 2.2 in the previous chapter listed the in-service courses offered by BCA that are available to the state's peace officers. Refresher training is not mandatory; and since BCA resources are committed to the basic course, BCA is incapable of providing more extensive in-service training. The MPOTB has argued for a one-week refresher course for each officer at least every other year, and for more specialized training programs. As with preparatory training (16.3), most agencies lack the resources to conduct their own in-service training. In fact, the consensus of BCA trainers is that this decentralized training could be provided best by state trainers on the road rather than by each agency, especially in the case of smaller agencies. The Minnesota Task Force recommended that the MPOTB and the BCA evaluate the in-service training currently available and assess additional or specialized training needs. In response, the Metropolitan Council currently is evaluating in-service training needs; and the final report of this GCCP&C evaluation will provide recommendations in this area.

Training Needs

This comparison points to the tentative identification of the following training need in order to meet the NAC standards:

1. Mandatory and/or additional, specialized in-service training at both centralized and decentralized locations.

COMPARISON OF POLICE TRAINING AND EDUCATION STANDARDS: NATIONAL ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS AND GOALS, POLICE, JANUARY 1973; MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975; AND ACTUAL SITUATION IN MINNESOTA, DECEMBER, 1976^a

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
<p>16.6 INSTRUCTION QUALITY CONTROL</p> <p>#1 Every police training academy should present all training programs with the greatest emphasis on student-oriented instruction methods to increase trainee receptivity and participation. Training sessions of one-hour's duration or longer should include at least one of the following:</p> <p>a. Active student involvement in training through instructional techniques such as role playing, situation simulation, group discussions, reading, and research projects, and utilization of individual trainee response systems; passive student training such as lecture should be minimized;</p> <p>b. Where appropriate, team teaching by a police training instructor and a sworn police employee assigned to field duty;</p> <p>c. The use of audio-visual aids to add realism and impact to training presentations;</p>	0		—	—	<p>BCA Trainers recognize value of student participation, role playing, etc., however, these techniques are limited given current class size and time.</p> <p>Lack of permanent training facilities for BCA limit the use of audio-visual equipment.</p>

^a 0 = National Standard not addressed; — = National Standard Rejected or not in practice; + = National Standard accepted or in practice.

^b Contained in either Minnesota Peace Officer Training Law (Minn. Stats. S626.481 - S 626.854 as amended) or in Attorney General Rules and Regulations.

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
			Statute/ regulation ^b	Practice	Comments
<p>d. Preconditioning materials, such as correspondence courses and assigned readings, made available prior to formal training sessions;</p> <p>e. By 1978, self-paced, individualized instruction methods for appropriate subject matter; and</p> <p>f. Where appropriate, computer assistance in the delivery of instruction material.</p>					
#2 Every police training academy and every police agency should by 1975 restrict formal classroom training to a maximum of 25 trainees.	0		—	—	Basic classes are c.40. Atty. Gen. Rule 203b.
#3 Every police training academy should and every police agency should, by 1978, insure that all its instructors are certified by the state by requiring:	0		+	+	Checks apply to state trainers; the state does not certify trainers for each police agency.
a. Certification for specific training subjects based on work experience and educational and professional credentials;			+	+	Atty. Gen. Rule 204. Instructors must have high school degree or equivalent and two years experience as peace officer or a college degree.
b. Satisfactory completion of a State-certified minimum 80-hour instructor training program; and			—	—	State has no regular course for instructors.
c. Periodic renewal of certification based in part on the evaluation of the police training academy and the police agency.			—	+	Most BCA trainers obtain refresher training but it is not required.

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
#4 Every police training academy should distribute instructional assignments efficiently and continually update all training materials. These measures should include: a. Periodic monitoring of the presentations of every police training instructor to assist him in evaluating the effectiveness of his methods and the value of his materials; b. Rotation of police training instructors through operational assignments or periodic assignment to field observation tours of duty; c. Use of outside instructors whenever their expertise and presentation methods would be beneficial to the training objective; d. Continual assessment of the workload of every police training instructor; and e. Administrative flexibility to insure efficient use of the training academy staff during periods of fluctuation in trainee enrollment.	0		—	+	
			—	+	Checks apply to BCA
			—	+	
			+	+	626.850; Atty. Gen. Rule 204
			—	+	
#5 Every police agency and police training academy should review all training materials at least annually to determine their value and to alter or replace them where necessary.	0		—	+	BCA does this for their Basic and In-Service Courses.

Discussion: 16.6 Instruction Quality Control

The recommendations in this section aim to improve the quality of police training instruction through improved classroom techniques and upgrading of instructor qualifications. As with previous sections, compliance for individual agencies is hard to assess and implementation not feasible with current limited resources.

Minnesota law does require instructor certification by the MPOTB. Qualifications are minimal, however--an instructor need have only a high school diploma (or its equivalent) and two years' experience as a peace officer or a college degree. Instructors are not required to take a basic or refresher course for trainers or to pass any qualifying examination. BCA instructors do receive periodic training but not because it is a state requirement.

The BCA does evaluate its instruction, but evaluation is limited, as discussed in 16.2. The BCA basic course generally does not meet the national standards for classroom instruction, again primarily due to resource limitations rather than unwillingness. A few courses do permit extensive role-playing and participation (e.g., the BCA in-service crime scene course), but the majority of students do not receive such classroom experiences. BCA basic classes are about 40 rather than the recommended 25. As a result, student involvement is limited to a few areas such as firearms, first aid, and moot court. BCA trainers react favorably to the suggestion of more student involvement and believe role-playing situations would be useful testing devices as well. However, expanding student involvement would require more time, smaller classes, and better facilities. The lack of permanent facilities for BCA training also makes difficult extensive use of audio-visual equipment which now must be moved from location to location.

Training Needs

This comparison points to the tentative identification of the following training needs in order to meet the NAC standards:

1. Successful completion of a basic course for instructors, periodic refresher training for instructors, and regular review and evaluation of instructors' lesson plans and classroom presentations;
2. Smaller classes, more time, more instructors and better facilities to improve the quality of police training, particularly through expanded student involvement.

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NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
16.7 POLICE TRAINING ACADEMIES AND CRIMINAL JUSTICE TRAINING CENTERS					
#1 State certification of a basic police training program should, as a minimum, require the training facility to operate for nine months a year.	0		—	+	BCA has no regular facility but does operate classes nine months of a year.
#2 Where appropriate, police agencies should establish cooperative training academies or otherwise combine their resources to satisfy police training standards or other training needs.	+	Task Force endorses the notions of mutual agreements, contractual agreements, consolidation for essential law enforcement services (p. 17ff.).	—	—	
#3 Every state should establish strategically located criminal justice training centers including police training academies to provide training that satisfies State-mandated training standards for all police agencies that are unable to provide it themselves or in cooperation with other agencies.	0		+	—	(626.848) Courses should be provided at convenient locations, but recently BCA classes offered only in metro area.

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^b Contained in either Minnesota Peace Officer Training Law (Minn. Stats. S626.481 - S 626.854 as amended) or in Attorney General Rules and Regulations.

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
			Statute/ regulation ^b	Practice	Comments
#4 Every state should develop means for bringing mandated or other necessary training to employees of police agencies when it is impracticable or inefficient to bring these employees to the nearest training center or academy.	0		—	—	In 1976-77 all BCA Basic and Intermediate command courses were in metro area; some in-service is offered outstate, however.
#5 Every state should encourage police agencies to participate in specialized training offered through academic institutions, government agencies, and professional and business organizations.	0		—	+	

Discussion: 16.7 Police Training Academies and Criminal Justice
Training Centers

The NAC recommendations of this section support the adoption of coordinated criminal justice training and training centers located conveniently for all peace officers. They endorse the notion of agencies combining resources to provide training not otherwise available.

As mentioned in 16.1, the Minnesota Task Force recommends coordination in criminal justice training. It also endorses mutual agreements, contractual agreements and consolidation for essential services, though not specifically for training.

In Minnesota, police training remains separate from other criminal justice training programs. There is no central facility, although the MPOTB has argued one is necessary.⁵ The training law states that courses should be taught at convenient locations, but recently BCA has offered the basic course only in the metro area, by MPOTB resolution. A number of BCA in-service classes, however, are offered out-state; and regional and local in-service programs, funded by sources such as the Governor's Commission on Crime Prevention and Control, do meet some out-state training needs.

Training Needs

This comparison points to the tentative identification of the following training needs in order to meet the NAC standards:

1. Strategically located training facilities; and
2. Co-ordinated criminal justice training.

5. Ibid.

EDUCATIONAL STANDARDS

COMPARISON OF POLICE TRAINING AND EDUCATION STANDARDS: NATIONAL ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS AND GOALS, POLICE, JANUARY 1973; MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975; AND ACTUAL SITUATION IN MINNESOTA, DECEMBER, 1976^a

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
<p>15.1 EDUCATIONAL STANDARDS FOR THE SELECTION OF POLICE PERSONNEL</p> <p>To insure the selection of personnel with the qualifications to perform police duties properly, every police agency should establish the following entry-level educational requirements:</p> <p>#1 Every police agency should require immediately, as a condition of initial employment, the completion of at least one year of education (30 semester units) at an accredited college or university. Otherwise, qualified police applicants who do not satisfy this condition, but who have earned a high school diploma or its equivalent, should be employed under a contract requiring completion of the educational requirement within three years of initial employment.</p> <p>#2 Every police agency should, no later than 1975, require as a condition of initial employment the completion of at least two years of education (60 semester units) at an accredited college or university.</p>		<p>10. Increasing Educational Levels of Law Enforcement Personnel</p> <p>In the development of validated selection criteria for individual police departments, each Minnesota law enforcement agency should carefully assess the educational level it desires for its police officers. Departments wishing to increase the level of professionalism in their agency should at a minimum:</p> <ol style="list-style-type: none"> 1) provide adequate incentives to officers to begin or continue higher education; and 2) should actively recruit new officers from colleges or universities. 		—	College education is not part of Minnesota Selection Standards

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^b Contained in either Minnesota Peace Officer Training Law (Minn. Stats. S626.481 - S 626.854 as amended) or in Attorney General Rules and Regulations.

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#3 Every police agency should, no later than 1978, require as a condition of initial employment the completion of at least three years of education (90 semester units) at an accredited college or university.

#4 Every police agency should, no later than 1982, require as a condition of initial employment the completion of at least four years of education (120 semester units or a baccalaureate degree) at an accredited college or university.

Departments wishing to increase the educational level of officers employed in their agency, but not able to validate a college requirement as a mandatory selection criteria, should consider including in the employment contract a requirement that the desired college courses be completed within a specified time.

Commentary

The Minnesota Task Force on Criminal Justice Standards and Goals is not willing to endorse the position of The National Advisory Commission that by 1980 all persons hired for the law enforcement profession should have a Bachelor's Degree from a college or university. The Task Force believes that such a position is inappropriate because it has not been statistically proven that a college degree is or should be a prerequisite to the performance of police functions.

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Comments

The Task Force does, however, believe that higher education should be encouraged for all Minnesota police personnel. The Task Force, in its recommendation, suggests that each department should assess the educational level that it feels is desirable for its employees, and should provide incentive programs for ensuring that employees wishing to pursue higher education can do so.

The Task Force recommends that Minnesota's police agencies should actively recruit new employees from the state's community colleges, colleges, and universities and should make every effort to attract highly educated persons to the law enforcement field as a career. (p. 22)

Discussion: 15.1 Educational Standards for the Selection of Police Personnel

The NAC recommends that police agencies gradually increase educational requirements so that by 1982 they require, as a condition of initial employment, four years of college education at an accredited college or university. The Minnesota Task Force explicitly rejects these recommendations since college education has not been shown conclusively to improve job performance. The Task Force does, however, encourage agencies to recruit among college graduates and provide educational incentives for their officers.

College education is not a mandatory selection criteria in Minnesota, and most departments do not require college education or degrees (see Chapter One). In fact, one might argue that the current situation puts college-educated persons at a disadvantage. To avoid the burden of training costs, many agencies want to hire applicants who are trained already. Those eligible to attend BCA basic training are those who 1) are employed by a police agency, or 2) who have successfully completed 1000 hours of law enforcement instruction in a post secondary educational law enforcement program (S626.851 subd. 2). In practice, BCA has been able to handle those currently employed who by law must be trained; vacancies have not existed for those with a college education but not yet employed. The result of this situation is that college-educated applicants frequently cannot obtain mandatory training and without the training cannot obtain law enforcement employment.⁶

BCA trainers recognize the quality of college-educated trainees, and the MPOTB believes that college educated persons should be able to obtain training. Although college education may not be necessary nor desirable for all peace officers, college education at least should be encouraged. The following tentative recommendation is reproduced from the Minnesota Task Force Report and Recommendations and is consistent with the NAC recommendations and the position of Minnesota police training agencies:

6. In the spring, 1976, BCA offered a special basic class for Alexandria vo-tech graduates, but no regular provisions are made for vo-tech or community college graduates.

"Students interested in law enforcement careers, who have completed a criminal justice studies program or other liberal arts sequence, should have access to basic police training programs and should have the opportunity to become certified peace officers available for employment in Minnesota Additional resources should be provided to the appropriate agencies so that basic police training courses could be expanded to allow at least some non-law-enforcement employed persons per class."⁷

The issue of college education is handled more thoroughly in Chapters Six and Seven of this report.

Educational Needs

This comparison points to the tentative identification of the following educational need in order to meet the NAC standards:

1. Access to basic police training programs for college-educated persons.

⁷ Minnesota Task Force, p. 22

COMPARISON OF POLICE TRAINING AND EDUCATION STANDARDS: NATIONAL ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS AND GOALS, POLICE, JANUARY 1973; MINNESOTA TASK FORCE ON CRIMINAL JUSTICE STANDARDS AND GOALS, OCTOBER, 1975; AND ACTUAL SITUATION IN MINNESOTA, DECEMBER, 1976^a

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
<p>15.2 EDUCATIONAL INCENTIVES FOR POLICE OFFICERS</p> <p>Every police agency should immediately adopt a formal program of educational incentives to encourage police officers to achieve a college-level education. Colleges and universities, particularly those providing programs expressly for police personnel should schedule classes at a time when police officers can attend.</p> <p>#1 When it does not interfere with the efficient administration of police personnel, duty and shift assignment should be made to accomodate attendance at local colleges; any shift or duty rotation system should also be designed to facilitate college attendance;</p> <p>#2 Financial assistance to defray the expense of books, materials, tuition, and other reasonable expenses should be provided to a police officer when:</p> <p>a. He is enrolled in courses or pursuing a degree that will increase, directly, or indirectly, his value to the police service; and</p>	+	See Task Force Standard #10,1 above.			
			—	—	Varies by agency.
			—	—	Varies by agency.

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^b Contained in either Minnesota Peace Officer Training Law (Minn. Stats. S626.481 - S 626.854 as amended) or in Attorney General Rules and Regulations.

NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS	MINNESOTA, DECEMBER, 1976		
	Comments	Statute/ regulation ^b	Practice	Comments
<p>b. His job performance is satisfactory.</p> <p>#3 Incentive pay should be provided for the attainment of specified levels of academic achievement. This pay should be in addition to any other salary incentives. It should amount to at least 2.5 percent of the employee's current salary for each 30 semester units of college work completed in pursuance of a degree that will lead, directly or indirectly, to service betterment warranting the expense of the salary incentive.</p> <p>#4 Colleges and universities, particularly those providing educational programs expressly for police personnel, should schedule classes at hours and locations that will facilitate the attendance of police officers.</p> <p>a. Classes should be scheduled for presentation during the daytime and evening hours, within the same academic period, semester, or quarter;</p> <p>b. When appropriate, colleges and universities should present classes at locations other than the main campus so police officers can attend more conveniently.</p>		<p>—</p> <p>—</p>	<p>—</p> <p>+</p>	<p>Varies by agency.</p> <p>GCCP&C survey of colleges and universities indicate many are oriented to In-service need.</p>

Discussion: 15.2 Educational Incentives for Police Officers

The national recommendations encourage agencies to provide incentives for police officers, such as convenient shift assignments, financial assistance, and incentive pay. The Minnesota Task Force also endorses such incentives in spite of the fact that it does not support mandatory college education. The situation in Minnesota varies by agency, but there is no uniform state plan of educational incentives, nor are incentive programs widely adopted. The MPOTB department inventory indicates that of the reporting agencies only about 10% have an incentive program.⁸

The following excerpt from the Minnesota Task Force Report and Recommendations is consistent with national recommendations:

"... each department should assess the educational level that it feels is desirable for its employees, and should provide incentive programs for ensuring that employees wishing to pursue higher education can do so."⁹

Educational Needs

This comparison points to the tentative identification of the following educational need in order to meet the NAC standards:

1. Incentive programs for ensuring that employees wishing to pursue higher education can do so.

8. Minnesota Governor's Commission on Crime Prevention and Control, 1977 Comprehensive Plan, St. Paul: 1976, p. III-105.

9. Minnesota Task Force, p. 22.

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NATIONAL STANDARDS	TASK FORCE RECOMMENDATIONS		MINNESOTA, DECEMBER, 1976		
		Comments	Statute/ regulation ^b	Practice	Comments
15.3 COLLEGE CREDIT FOR THE COMPLETION OF POLICE TRAINING PROGRAMS Every police agency should pursue the affiliation of police training programs with academic institutions to upgrade its level of training and to provide incentive for further education.	—	11. Law Enforcement Basic Training Junior college, college and university curriculums including criminal justice studies programs or other law enforcement related course work, should not include, as a part of the curriculum, courses designed to teach technical police skills or methods. <u>Basic police science training programs</u> should be autonomous from academic institutions.	—	—	Provision of training and education have to date been kept separate.
#1 All police training courses for college credit should be academically equivalent to courses that are part of the regular college curriculum.				+	Officers may receive a total of six academic credits while attending Basic Police Training applicable to the University of

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#2 Every member of the faculty who teaches any course for credit in the police training curriculum should be specifically qualified to teach that course.

a. The instructor in a police training course, for which an affiliated college is granting credit, should be academically qualified to teach that course;

b. Police personnel not academically qualified to teach a course in the regular college curriculum may, if otherwise qualified, serve as teaching assistants under the supervision of an academically qualified instructor.

Minnesota General College and other programs. They also give one credit per 30 hours of classes for Vo-Tech students successfully completing a 2-year Vo-Tech law enforcement program. In-service classes earn 1 credit per 13 hours.

Discussion: 15.3 College Credit for the Completion of Police Training Programs

The NAC recommends the affiliation of police training programs with academic institutions. The Minnesota Task Force and the MPOTB, on the other hand, argue that training should be separate from academic programs. Since the training/education issue is currently a major one, and since later chapters (six, seven and in part nine) are devoted to it, no needs will be identified at this time.

Summary and Conclusions

This comparison of Minnesota police training and education to the standards proposed by the National Advisory Commission on Criminal Justice Standards and Goals points to a large number of standards that Minnesota fails to meet. For the most part, these standards are endorsed by the Minnesota Task Force, the Minnesota Peace Officer Training Board and/or by the Training Section of the Bureau of Criminal Apprehension. In only two cases did the Minnesota Task Force explicitly reject the NAC position for Minnesota. First, the Task Force encouraged college education for peace officers but rejected college education or a college degree as a requirement for employment. Second, the Task Force differed on the appropriate relationship of police training and education believing that training should be kept separate from educational curricula. The role for the state colleges, universities, and vocational-technical schools in police training and education is a major issue that this report addresses (especially chapters six, seven and nine) and, hence, discussions on this subject are postponed for later chapters.

Failure to meet the NAC standards is thus probably not a result of rejection in principle, but perhaps a result of insufficient attention. Many of the standards that Minnesota has not adopted are specific to individual agencies. Their adoption is complicated by difficulties in formulating standards appropriate statewide and of mandating standards for departments lacking resources to fulfill them. The following list summarizes the needs tentatively identified in this comparison of Minnesota to NAC standards:

1. Co-ordinated criminal justice training;
2. Mandatory training for all peace officers;
3. Expansion of coverage of the reimbursement program;
4. Training prior to the exercise of authority;
5. Elective subjects, from which police executives can choose for their personnel, in addition to the mandatory training;

6. Ongoing and/or periodic evaluation of the training content and testing conducted by certified police training centers;
7. A longer basic training course.
8. Supplementary training by individual agencies, particularly a period of field training within the first year of employment;
9. Mandatory and/or additional, specialized in-service training at both centralized and decentralized locations;
10. Successful completion of a basic course for instructors, periodic refresher training for instructors, and regular review and evaluation of instructors' lesson plans and classroom presentations;
11. Smaller classes, more time, more instructors and better facilities to improve the quality of police training, particularly through expanded student involvement;
12. Strategically located training facilities;
13. Access to basic police training programs for college-educated persons;
14. Incentive programs for ensuring that employees wishing to pursue higher education can do so.

This list of tentative needs demonstrates that police training and education in Minnesota probably requires improvement. However, additional evidence, some of which is presented in following chapters, is necessary before Minnesota's training needs can be established with more certainty.

CHAPTER FOUR

ASSESSMENTS OF MINNESOTA TRAINING NEEDS

Since the opinions and perceptions of those participating in Minnesota's law enforcement training programs are an integral part of the evaluation of such programs, this chapter will present some survey data gathered from trainees and from instructors. Most of the data included in this chapter are from the trainees themselves and should be recognized as very preliminary. Additional data on trainee perceptions will be available for the final report, and more importantly perceptions of other law enforcement personnel, particularly supervisors, will be available for the final report.

Copies of the questionnaires used may be found in the Appendix with the research design. The chart on the following page lists those training classes from which survey data have been gathered. Most data are from BCA basic classes, but some in-service classes have been surveyed as well. From Spring, 1976 to the present, trainees have answered questionnaires at the beginning of each BCA class. This questionnaire is referred to as the pre-test. Trainees also have responded to surveys at the completion of each training session, and this end-of-course questionnaire is referred to as the post-test. In addition, trainees have been mailed questionnaires after six months of job experience after graduation from BCA basic training. This questionnaire is referred to as the follow-up survey. The pre- and post-training surveys and a section of the follow-up survey attempted to assess trainees' opinions on issues directly related to training and on issues related to the role and duties of a law enforcement officer. This section will deal with opinions regarding the training issues -- orientation of training, facilities and location, length of training, time of occurrence, and field training.

Data collection efforts to date have focused on training courses offered by the Bureau of Criminal Apprehension; however, some data have been gathered from Minneapolis recruits, most of which will be included in a later report. Additional data will be gathered from a variety of upcoming training courses, and these data also will be included in the final report.

CHART 4.1
SURVEY DATA COLLECTED TO DATE^a

	Pre-training survey ^c	Post-training survey ^c	Course Evaluation	Six-month follow-up
Minneapolis (fall session '76) ^b	X	X	X	
BCA Basic #54 (spring '76)		X	X	X
BCA Basic #55 (spring '76)		X	X	X
BCA Basic #56 (fall '76)	X	X	X	
BCA Basic #57 (fall '76)	X	X	X	
BCA Basic #68 (spring '76) (Special Alexandria session)	X	X	X	
BCA Intermediate Command #31 (October '76)		X	X	
BCA Intermediate Command #32 (November '76)		X	X	
BCA Refresher Course #59 (October '76)		X	X	
BCA Refresher Course #60 (December '76)		X	X	
BCA Refresher Course #65 (November '76)		X	X	
BCA Crime Scene Processing #8 (December '76)		X	X	

^a Test scores from BCA Basic classes held during the 1974-75 school year and from Basic classes #54, #55, #68 are also available. Since the writing of this report, pre-training data have been gathered on BCA Basic classes #58, #59, #60, #61, and post-training data for classes #58 and #59.

^b Minneapolis' recent training course was divided into two eight-week sessions. Trainees were surveyed at the beginning and end of the second session.

^c The surveys administered to basic classes #54, #55 and #68 were revised after being administered. Minneapolis' survey differs somewhat from the survey administered to basic classes #56 and #57. The post-training survey for classes other than basic was included with the course evaluation form. See appendix for copies of each instrument as the data obtained may differ by class.

Training Orientation

The issue of a practical versus a theoretical orientation of training courses is certainly one of interest. As mentioned earlier, the report of the National Advisory Commission on Criminal Justice Standards and Goals emphasized the importance of student involvement through the use of such techniques as role playing and situation simulation. These methods help give the training courses a realistic and practical flavor, which seems to be favored by trainees.

Trainees in basic training courses were asked prior to training which type of orientation they felt would be appropriate in their course. "More practical than theoretical orientation" was the most popular choice, with the remainder of the responses split between "practical orientation" and "even percentage of practical and theoretical" (Table 4.1). When trainees from basic and in-service classes were asked at the end of their programs if the orientation of training they received was appropriate, most felt it was. Almost all the remaining respondents indicated that they favored a more practical orientation. The same is true of trainees from basic courses held last spring who were surveyed after approximately six months of additional work experience (Table 4.2).

Of the ten BCA instructors who responded to the question on orientation, six felt the approach should be more practical than theoretical while four thought an even percentage of each was best (Table 4.1). In an informal interview situation, the instructors indicated that they felt such student-oriented techniques, as mentioned in the National Standards, were valuable and that they would use them more often if classes were smaller.

While most trainees are satisfied with the approach or orientation used by the BCA in training programs, both trainees and instructors would seem to be favorably disposed to increased use of methods recommended in the National Standards to make training more realistic and of more practical use.

TABLE 4.1
TRAINING ORIENTATION (PRE-TEST)

"In your opinion, which type of orientation do you feel is the most appropriate in this training program?"			
	Pre-Training Basic #56	Pre-Training Basic #57	BCA Instructors
Practical Orientation	9 (22.5%)	10 (32.2%)	0 (0%)
Theoretical Orientation	0 (0%)	0 (0%)	0 (0%)
More Practical than Theoretical Orientation	20 (50.0%)	12 (38.7%)	6 (60.0%)
More Theoretical than Practical Orientation	0 (0%)	1 (3.2%)	0 (0%)
Even Percentage of Practical and Theoretical	11 (27.5%)	8 (25.8%)	4 (40.0%)
	40	31	10

TABLE 4.2
TRAINING ORIENTATION (POST-TEST)

"Was the orientation of the training appropriate?"									
	Post-Training Basic #56	Post-Training Basic #57	Basic Six-Month Follow-Up	Refresher #59	Refresher #60	Refresher #65	Intermediate Command #31	Intermediate Command #32	Crime Scene Processing #8
The training should have had a more practical orientation.	14 (38.9%)	18 (48.6%)	13 (28.0%)	0 (0%)	1 (4.0%)	4 (16.7%)	2 (8.7%)	3 (21.4%)	6 (31.6%)
The training should have had a more theoretical orientation.	0 (0%)	1 (2.0%)	0 (0%)	0 (0%)	0 (0%)	1 (4.2%)	0 (0%)	1 (7.1%)	0 (0%)
The mix of practical and theoretical was appropriate for this course.	22 (61.1%)	18 (48.6%)	52 (80.0%)	14 (100.0%)	24 (96.0%)	19 (79.2%)	21 (91.3%)	10 (71.4%)	13 (68.4%)
	36	37	65	14	25	24	23	14	19

Training Facilities and Location

Satisfaction with the facilities and arrangements for offering training programs is also an important topic. While other groups involved with law enforcement will be surveyed with regard to this issue, data on trainees' and instructors' opinions are currently available. To put the responses in the proper framework, clarification of the current arrangement for offering training programs is necessary. The BCA basic courses are currently held at either the Highway Training Center in Arden Hills or the Bunker Hill Activity Center in Anoka. The BCA does not have priority with regard to the use of these facilities. The "Intermediate Command" courses are offered at the Highway Training Center; the "Refresher" training at various locations around the state; and "Crime Scene Processing" at the BCA. Trainees in some of these courses have been asked to rate the facilities used for their training program. (It should be noted at this point that BCA offers many in-service and specialized courses other than the three mentioned. These courses may have special and unique needs in terms of facilities.)

A majority of basic trainees, both those asked immediately following their training and those asked six months after training, rated the facilities as good (Table 4.3). Class #56 was offered at the Highway Training Center, as were the classes attended by the follow-up group. Class #57 was offered at the Bunker Hill Activity Center. The trainees in the class at Bunker Hill rated their facilities somewhat more favorably than did those in the classes offered at the Highway Training Center. Several BCA instructors mentioned scheduling difficulties and other inconveniences caused by offering the training in several different facilities, which are separated from the BCA training headquarters.

Trainees were asked how they would prefer to have the training programs offered. Basic trainees were questioned before and after training. Responses from those who have been working for six additional months since completing their

TABLE 4.3
TRAINING FACILITIES

"How would you rate the facilities for this BCA training program?"							
	Post-Training Basic #56 (Highway Trg. Center)	Post-Training Basic #57 (Bunker Hills)	Basic Six-Month Follow-Up (Highway Trg. Center)	Refresher #59 (Bemidji)	Refresher #60 (Rochester)	Refresher #65 (Sleepy Eye)	Crime Scene Processing #8 (BCA Head- quarters)
Good	20 (57.1%)	27 (69.2%)	37 (56.9%)	7 (50.0%)	17 (65.4%)	14 (58.3%)	5 (27.8%)
Adequate	14 (40.0%)	10 (25.6%)	25 (38.5%)	6 (42.9%)	6 (23.1%)	9 (37.5%)	7 (38.9%)
Poor	1 (2.9%)	2 (5.1%)	3 (4.6%)	1 (7.1%)	3 (11.5%)	1 (4.2%)	6 (33.3%)
	35	39	65	14	26	24	18

basic training were also obtained. Class #56 seemed to favor the idea of a central metropolitan academy both before and after training. The distribution of responses among the four alternatives was fairly uniform, however, both before and after training. Class #57 seemed to favor the idea of permanent regional training centers (Table 4.4). This difference in preference may be due to the fact that Class #56 included more trainees from larger departments while Class #57 included more from smaller departments (Table 4.5). Responses from the follow-up group indicated a preference for a central metropolitan academy. Again a large majority of this group represented departments of larger size -- 10 or more full-time officers.

Opinions from in-service trainees varied by course (Table 4.6). Trainees in the "Intermediate Command" courses did not seem to have a clear preference. The trainees in the "Refresher" courses, which are offered on a flexible regional basis, predictably preferred that method for offering training programs. Trainees in the "Crime Scene Processing" course also would have preferred a regional arrangement. Several trainees from this course indicated that the BCA location for this course was inconvenient and that parking was a problem. This may partially explain their choosing a location other than the metropolitan area.

Seven of the ten BCA instructors surveyed favored a central metropolitan academy.

Concept of Coordinated Criminal Justice Training

The National Standards and the Minnesota Task Force both have addressed the issue of coordinated criminal justice training and recommended such programs be implemented. To obtain data regarding this issue, trainees and instructors were asked whether a training academy, if one were established, should be used for police training only or for coordinated criminal justice training programs (Table 4.7).

TABLE 4.4
TRAINING LOCATION-BCA BASIC CLASSES

"How would you prefer to have the training programs offered?"						
	Pre-Training Basic #56	Post-Training Basic #56	Pre-Training Basic #57	Post-Training Basic #57	Basic Six-Month Follow-Up	BCA Instructors
Present System (schools offered at various locations in the metropolitan area).	7 (17.9%)	9 (25.0%)	6 (19.4%)	9 (24.3%)	13 (20.6%)	0 (0%)
Permanent training academies set in each region of the state.	10 (25.6%)	6 (16.7%)	12 (38.7%)	13 (35.1%)	13 (20.6%)	2 (20.0%)
A central training academy in the metropolitan area.	13 (33.3%)	11 (30.6%)	4 (12.9%)	9 (24.3%)	24 (38.1%)	7 (70.0%)
Regional training schools set up as needed.	9 (23.1%)	10 (27.8%)	9 (29.0%)	6 (16.2%)	13 (20.6%)	1 (10.0%)
	39	36	31	37	63	10

TABLE 4.5
SIZE OF DEPARTMENT

Number of Full-Time Officers	Basic #56	Basic #57	Basic Six-Month Follow-Up
1-4	2 (5.7%)	11 (29.7%)	7 (10.8%)
5-9	2 (5.7%)	12 (32.4%)	10 (15.4%)
10-24	8 (22.9%)	7 (18.9%)	23 (35.4%)
25-49	14 (40.0%)	2 (5.4%)	11 (16.9%)
50+	9 (25.7%)	5 (13.5%)	14 (21.5%)
	35	37	65

TABLE 4.6
TRAINING LOCATION - BCA IN-SERVICE CLASSES

	"How would you prefer to have the training programs offered?"						
	Refresher #59	Refresher #60	Refresher #65		Intermediate Command #31	Intermediate Command #32	Crime Scene Processing #8
Schools offered at various locations in the metropolitan area.	0 (0%)	2 (7.7%)	0 (0%)	Present system of schools offered at various locations in the metropolitan area.	9 (39.1%)	2 (14.3%)	2 (11.8%)
Permanent training academies set up in each region of the state.	1 (7.1%)	6 (23.1%)	1 (4.2%)	Permanent training academies set up in each region of the state.	5 (21.7%)	2 (14.3%)	2 (11.8%)
A central training academy in the metropolitan area.	0 (0%)	2 (7.7%)	0 (0%)	A central training academy in the metropolitan area.	4 (17.4%)	6 (42.9%)	4 (23.5%)
Regional schools, set up as needed (current system).	13 (92.9%)	16 (61.5%)	23 (95.8%)	Regional schools, set up as needed.	5 (21.7%)	4 (28.6%)	9 (52.9%)
	14	26	24		23	14	17

TABLE 4.7
CONCEPT OF COORDINATED CRIMINAL JUSTICE TRAINING

"If some form of permanent training academy were established, would you prefer a coordinated criminal justice training program or a program limited to police training?"										
	Post-Training Basic #56	Post-Training Basic #57	Basic Six-Month Follow-Up	Refresher #59	Refresher #60	Refresher #65	Intermediate Command #31	Intermediate Command #32	Crime Scene Processing #8	BCA Instructors
Police training only	15 (41.7%)	17 (43.6%)	25 (38.5%)	5 (35.7%)	18 (69.2%)	20 (87.0%)	6 (27.3%)	4 (28.6%)	11 (55.0%)	4 (40.0%)
Coordinated criminal justice training	18 (50.0%)	15 (38.5%)	37 (56.9%)	8 (57.1%)	8 (30.8%)	3 (13.0%)	14 (63.6%)	10 (71.4%)	8 (40.0%)	5 (50.0%)
Uncertain	3 (8.3%)	7 (17.9%)	3 (4.6%)	1 (7.1%)	0 (0%)	0 (0%)	2 (9.1%)	0 (0%)	1 (5.0%)	1 (10.0%)
	36	39	65	14	26	23	22	14	20	10

Responses from trainees at the end of their basic training were about evenly divided between the police only approach and the coordinated criminal justice approach. The responses from the follow-up group indicated that they favored a coordinated criminal justice approach. Two of the three groups of "Refresher" trainees overwhelmingly favored an academy for law enforcement training use only, while the "Intermediate Command" trainees favored a coordinated program. Responses from the remaining "Refresher" group, from the "Crime Scene Processing" group, and from the BCA instructors were about evenly divided between the two alternatives.

More information clearly is needed before the issue of coordinated training can be resolved. Input from other groups that would be involved in a program of criminal justice training and investigation of other programs that have tried this approach would be necessary in order to make a decision.

Length of Training

Currently, the BCA provides 280 hours of basic training while the National Standards recommend 400 hours of basic training for law enforcement officers. A survey conducted in 1976 by the National Association of State Directors of Law Enforcement Training (NASDLET) obtained information on course length from forty-one states. While Minnesota's course length was close to the average length of minimum required training for the states responding to the survey (274.7 hours), fifteen of the forty-one states offered programs longer than Minnesota's.

Instructors and trainees were asked how many hours of basic training they felt should be the minimum necessary for police officers. The length most frequently chosen by basic trainees was in the 240 to 320 hour range -- the range that included the current course length (Table 4.8). Differences existed between classes, however. Class #57, as mentioned previously, included more trainees from smaller departments. Approximately two-thirds of this group preferred the range of hours which included

TABLE 4.8
LENGTH OF TRAINING COURSE

"How many hours of basic training should be the minimum necessary for police officers?"						
	Pre-Training Basic #56	Post-Training Basic #56	Pre-Training Basic #57	Post-Training Basic #57	Basic Six-Month Follow-Up	BCA Instructors
Less than 240 hours	0 (0%)	0 (0%)	3 (9.4%)	1 (2.6%)	0 (0%)	0 (0%)
From 240 to 320 hours	18 (45.0%)	14 (38.9%)	21 (65.6%)	26 (66.7%)	21 (33.3%)	3 (33.3%)
From 320 to 360 hours	11 (27.5%)	13 (36.1%)	4 (12.5%)	4 (10.3%)	16 (25.4%)	1 (11.1%)
From 360 to 400 hours	4 (10.0%)	6 (16.7%)	1 (3.1%)	7 (17.9%)	17 (27.0%)	1 (11.1%)
More than 400 hours	7 (17.5%)	3 (8.3%)	3 (9.4%)	1 (2.6%)	9 (14.3%)	4 (44.4%)
TOTAL	40	36	32	39	63	9

the current length. For Class #56, which had more representatives of larger departments, only 40% to 45% chose this range, with the remaining respondents indicating that a longer training program would be better. Of the follow-up group, two-thirds preferred a longer program. Six of the nine instructors responding also preferred a longer program.

These results are supportive of the current length of the basic training program, or perhaps of a somewhat longer course. The results also point out the fact that the perceived training needs of agencies of different size may vary. A job analysis of the functions of officers from large and small departments may help in determining better ways to accommodate the needs of the variety of law enforcement agencies in the state. Such an analysis will be included in the final report.

Time of Training

As mentioned in Chapter Three, the National Standards recommend that every law enforcement officer receive training "prior to the exercise of authority." Data from the NASDLET survey indicated that nine of forty-one states reporting require training either immediately after hiring or within a period of nine months or less from the time one is hired. Data from a study on statutory provisions regarding training indicated that thirteen states require training prior to active duty for at least some groups of law enforcement officers.¹ In Minnesota, however,

1. Thomas W. Kramer and Larry J. Wagner, "Statutory Provisions Regarding Entry-Level Training of Peace Officers," Police Services Study Technical Report, Bloomington: April, 1976, p. 9. Workshop in Political Theory and Policy Analysis.

training must occur within the first twelve months of employment. Agencies may vary considerably regarding when within the twelve months they send their new employees to training and regarding the duties assigned to untrained officers. Some departments advertise for and attempt to hire officers who are already BCA trained.

Nine of the ten BCA instructors who responded felt training should be given either before hiring or immediately following (Table 4.9). The basic course trainees' opinions changed little from the beginning to the end of their training. The follow-up group did not show much difference of opinion from the other basic trainees. Approximately 40% to 45% of those trainees surveyed felt that the present time limit for training was appropriate. Fewer than half as many trainees favored training immediately after hiring. More information from law enforcement officials and supervisors regarding their needs and more data on what newly hired officers do is necessary before this issue can be resolved. This information will be collected and included in the final report.

Field Training

The concept of field training was emphasized in the National Standards, and fifteen of the states included in the NASDLET survey indicated that a period of supervised field training was a part of their basic course. Additionally, Minneapolis, St. Paul and the State Patrol all provide some field experience in their basic programs. Minneapolis recently experimented with a program in which 12 weeks of field training were offered after eight weeks of classroom instruction. The 12 weeks were followed by eight additional weeks of classroom instruction and then four more weeks of field training.

As indicated in the chart at the beginning of this chapter, some data from Minneapolis trainees is available, and their responses to questions relating to field training may be helpful. (Data were gathered before and after the second eight-week

TABLE 4.9
TIME OF TRAINING

<p>"Currently, most law enforcement officers in Minnesota are required to complete 280 hours of basic training within a year of being hired. How do you feel about this requirement?"</p>						
	Pre-Training Basic #56	Post-Training Basic #56	Pre-Training Basic #57	Post-Training Basic #57	Basic Six-Month ^a Follow-Up	BCA Instructors
Present system is best (training required within a year).	19 (47.5%)	15 (41.7%)	14 (45.2%)	16 (41.0%)	31 (47.7%)	0 (0%)
Training should be required immediately after an officer is hired.	7 (17.5%)	7 (19.4%)	3 (9.7%)	4 (10.3%)	14 (21.5%)	7 (70.0%)
Training should be required within the first six months after being hired.	9 (22.5%)	11 (30.6%)	11 (35.5%)	12 (30.8%)	18 (27.7%)	0 (0%)
Training should be required within the first eighteen months after being hired (a longer time limit than is currently in effect).	2 (5.0%)	1 (2.8%)	2 (6.5%)	3 (7.7%)	2 (3.1%)	0 (0%)
Other ^b	3 (7.5%)	2 (5.6%)	1 (3.2%)	4 (10.3%)	0 (0%)	3 ^c (30.0%)
	40	36	31	39	65	10

^a The follow-up group indicated that they worked an average of 12.3 months before attending training.

^b Other responses included: "present system with stricter enforcement of the one-year time limit";
"some training immediately and additional after about six months";
"short time on the street before training."

^c Two of these three indicated training should occur before hiring.

classroom session, so "pre-training" is not a valid description of when the data were obtained. This term will be used for convenience here, however.) Responses are presented in Table 4.10.

All Minneapolis trainees felt field training should be a part of basic training, and most felt that the middle of the training program was the best time to offer it (as Minneapolis did). Most also reported that the experience decreased their enthusiasm for returning to the classroom, and about half reported that they learned somewhat less or much less during the second classroom instruction period as opposed to the first. A large majority also felt that they could have done an effective job without the second period of classroom instruction. The point at which field experience is offered, then, seems to have a great effect on the trainees' perceptions of the value of training and on their receptiveness to additional instruction, and this point should be considered when implementing field experience programs.²

The logistics of implementing a field training program on a statewide basis are very complicated due to the fact that such field experience may take a great amount of time, and officers from a wide variety of agencies and jurisdictions are involved. Survey data from BCA basic trainees and from instructors, however, indicate that they overwhelmingly favor including field training/experience in the basic program (Table 4.11). Most respondents felt that this type of training should be offered during the regular training program -- such as a break for field training in the middle of the current training program -- or after basic training is completed.

2. Minneapolis covered most topics during the first eight weeks and handled topics in more detail during the second eight weeks. Trainees were on the street after the first eight weeks. This particular arrangement might explain negative reactions toward further training.

TABLE 4.10
RESPONSES FROM MINNEAPOLIS TRAINEES
REGARDING FIELD TRAINING

"In general, should field training be a part of basic training?"		
	Pre-Training	Post-Training
Yes	25	24
No	0	0
Uncertain	0	0

"What is your opinion of the most appropriate time for field training?"		
	Pre-Training	Post-Training
Before training	0	0
Early in the training program	2	1
In the middle of the program	21	15
At the end of the program	2	7

"How did your field training experience affect your enthusiasm for returning to the classroom?"		
	Pre-Training	Post-Training
Greatly increased	0	1
Increased	3	3
No effect	2	3
Decreased	9	11
Greatly decreased	11	6

TABLE 4.10 (continued)

"How much do you feel you learned during your last eight weeks of classroom instruction as compared to your first eight weeks of instruction?"	
	Post-training
Much more	1
Somewhat more	6
About the same	6
Somewhat less	8
Much less	3

"Do you think you could have done an effective job as a law enforcement officer immediately after field training, without returning for the last eight weeks of classroom training?"	
	Post-training
Very effective	3
Effective	15
Uncertain	6
Ineffective	0
Not at all effective	0

TABLE 4.11
FIELD TRAINING

"Do you think a period of formal field training should be a part of your basic training?"				
	Post-Training Basic #56	Post-Training Basic #57	Basic Six-Month Follow-Up	BCA Instructors
Yes	29 (80.6%)	27 (69.2%)	46 (71.9%)	9 (90.0%)
No	4 (11.1%)	6 (15.4%)	8 (12.5%)	1 (10.0%)
Uncertain	3 (8.3%)	6 (15.4%)	10 (15.6%)	0 (0%)
	36	39	64	10

"If field training were a part of your basic training, when should it occur?"				
	Post-Training Basic #56	Post-Training Basic #57	Basic Six-Month Follow-Up	BCA Instructors
Before in-class training begins	3 (8.6%)	8 (22.2%)	14 (22.2%)	1 (10.0%)
Early in the training program	1 (2.9%)	5 (13.9%)	3 (4.8%)	0 (0%)
In the middle of the training program	19 (54.3%)	7 (19.4%)	15 (23.8%)	1 (10.0%)
After in-class training has been completed	12 (34.3%)	14 (38.9%)	29 (46.0%)	3 (30.0%)
Other	0 (0%)	2 (5.6%)	2 (3.2%)	5 ^a (50.0%)
	35	36	63	10

^aAll of these responses indicated some period during the training, such as three-quarters of the way through, or several periods in the training program.

In summary, while implementation may be difficult, trainees and instructors would seem to be receptive to the idea of field training. Results from Minneapolis' experiment may help to provide information regarding where in the basic training program field experience should be included.

Summary

While it must be kept in mind that these data reflect opinions only, a few conclusions can be drawn. In general, trainees and instructors seem to be in agreement regarding ways to improve training. They would seem to be receptive to changes in training, as recommended in the National Standards. They favor a practical approach to training, which may indicate receptiveness to more innovative, student-oriented training methods. The opinions on the issue of a training facility seem to be related to agency size, as do opinions on length of training. If additional resources were provided to enable the training programs to be reorganized, more consideration should be given to the differences in training needs of smaller, rural agencies versus larger, suburban or urban ones. The question of when training should be required is difficult to resolve from the data collected; more information is needed and will be collected. With both trainees and instructors, the question of field experience was more clear cut. Both groups favor such a concept, but implementation is difficult.

CHAPTER FIVE

EVALUATION OF TRAINING COURSE CONTENT

The emphasis of this report is on assessments of peace officer training needs. Resolving issues raised in other chapters, such as course length, location of training, and the training role for vo-tech schools and community colleges, however, is of little value unless the content is of high quality. We also need to answer questions such as: "Is course content relevant to the tasks performed by Minnesota peace officers?" "Do officers learn what they need to learn to perform adequately as peace officers?" "Does training contribute to the job preparation and performance of peace officers?" Unless training is of value to those who receive it, then obviously there is no reason to increase or alter mandatory training in the state.

The evaluation of course content is a long and costly task. The evaluation conducted by the Governor's Commission on Crime Prevention and Control is emphasizing the BCA basic course since it affects the majority of Minnesota's new officers. Some assessments of BCA in-service classes will be done, and St. Paul, Minneapolis, and State Patrol classes will be included as points for comparison. Given the time necessary for adequate course evaluations only preliminary results are available at this time.

The Crime Commission staff is engaged in a number of tasks to evaluate BCA basic training. A thorough discussion of these tasks can be found in the appended research design.

First, content analyses of the course offerings and comparisons of this content to other programs in Minnesota and to other states' programs should demonstrate whether any important topics are omitted or slighted.

Second, an assessment of instruction techniques will reveal the extent of

(and adequacy of) skill practice provided for students in BCA classes.

Third, a comparison of course content to lists of tasks performed by Minnesota peace officers will reveal the extent to which BCA training is job-related. Separate task lists will be compiled for urban, metro, and rural agencies so that the comparisons can distinguish the job-relatedness of training for each type of agency.

Fourth, survey data will be collected from a number of groups. Trainees will evaluate their courses, and then six months after their training they will be asked to evaluate the most and least valuable aspects of the course for their job performance as well as to assess their overall preparation and performance in various course areas. Evaluations of recent trainees by chiefs of police and supervisors will also be obtained in order to gain additional insight into task areas in which recruits trained by BCA are particularly well or poorly prepared.

At this point, data from the following can be reported: course content analyses and comparisons; approximately one-half of the survey data from trainee course evaluations; and approximately one-third of the survey data from the six-month follow-up of trainees. Assessments of extent of skill practice, comparisons of course content to task lists of Minnesota peace officers, and evaluations of training by chiefs and supervisors are not yet completed, and, thus, the job-relatedness of BCA training and the extent to which training contributes to the preparation and performance of officers will be discussed in the final report. On this latter question, there are some data from the trainees themselves, but none yet from their chiefs or supervisors.

The remainder of this chapter reports the information relevant to content evaluation that has been collected to date and will conclude with preliminary suggestions for improvement in course content. These suggestions will be elaborated and supplemented when final results of course evaluations are complete (fall, 1977).

Content Analyses and Comparisons

A logical first step in content evaluation is to determine content categories to assess substantive emphases of the course. Table 5.1 includes course categories for the BCA basic course for the 1975-76 and 1976-77 training years.¹ This table familiarizes the reader with the content of BCA basic training and also indicates a few content changes over the year. One can see

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1. Arriving at the categories for analysis has entailed some difficulties. Accepted principles of content analysis are that categories should be exhaustive (a category for all cases) and mutually exclusive (each case should fit in one and only one category), but categories devised for the BCA content analysis do not hold strictly to these principles. Some of the survey instruments employ the same categories as the content analysis so that during data analyses opinions on topics can be related to hour-emphasis of the topic. As a result, course categories have to be meaningful to respondents, and therefore need to correspond closely to topics listed on the course syllabus. Using syllabus topics, however, occasionally conflicts with principles of content analysis. For example, the topic "stopping procedures" fits under both the categories of "traffic" and of "arrest." It was placed under "arrest" since BCA handles it there. Such problems of where to place topics would not arise if categories were mutually exclusive.

In addition, difficulties were encountered in arriving at an optimal set of categories. The MPOTB employs a classification of 14 categories to specify mandatory hours, while course syllabus topics number over 50. The former small set excludes too much information while the latter set is too large to be manageable for survey instruments. A set of 20 categories was derived, based on but condensing topics listed on the syllabus. This set is the optimal balance for the survey and content analytic uses of the categories, though perfect for neither.

In computing hours for 1976-77, 1 hour was arbitrarily added to non-course work, since repeated addition of total hours came to 279. The 35 hours for Traffic and Accidents in 1975-76 includes 2 hours of test and review in these topics. These two hours could be put under non-course work as well.

TABLE 5.1
BCA BASIC COURSE CONTENT

COURSE CATEGORY	COURSE TOPICS 1975-76	NUMBER HOURS	COURSE TOPICS 1976-77	NUMBER HOURS
1. FIRST AID, RESCUE TECHNIQUES	Multimedia Standard First Aid Rescue Techniques Emergency Childbirth	 <u>25</u>	Multimedia Standard First Aid Advanced Rescue Training Advanced First Aid Rescue Breathing Emergency Childbirth	 <u>25</u>
2. USE OF FIREARMS	Introduction to Firearms Safety, Nomenclature, Dryfiring Range	 8 15 <u>23</u>	Introduction to Firearms Safety, Nomenclature, Dryfiring Firearms -- Legal and Civil Liabilities Range	 9 15 <u>24</u>
3. PATROL PROCEDURES, INCLUDING SERVICE AND DOMESTIC CALLS, PROWLER AND DIS- ORDERLY CALLS	Introduction to Patrol Foot and Motor Patrol Felony in Progress Service and Domestic Calls Prowler and Disorder Calls	2 2 2 3 2 <u>11</u>	Introduction to Patrol Foot and Motor Patrol Felony in Progress Service and Domestic Calls Prowler and Disorder Calls	1 2 2 3 1 <u>9</u>
4. DEFENSIVE TACTICS	Defensive Tactics	<u>12</u>	Defensive Tactics	<u>11</u>
5. WRITTEN REPORTS	Written Reports	<u>6</u>	Written Reports	<u>6</u>
6. TRAFFIC AND ACCI- DENTS	Accident Reports ^a Investigation Traffic Code Direction DWI	16 19 <u>35</u>	Accident Reports ^a Investigation Traffic Code Direction DWI	15 18 <u>33</u>
7. ARREST	Laws of Arrest Techniques and Mechanics of Arrest Stopping Procedures	7 4 4 <u>15</u>	Laws of Arrest Techniques and Mechanics of Arrest Stopping Procedures	7 4 4 <u>15</u>
8. SEARCH AND SEIZURE	Search and Seizure	<u>6</u>	Search and Seizure	<u>7</u>

^aMore detailed course topics listed on syllabus.

TABLE 5.1
BCA BASIC COURSE CONTENT
(continued)

COURSE CATEGORY	COURSE TOPICS 1975-76	NUMBER HOURS	COURSE TOPICS 1976-77	NUMBER HOURS
9. MINNESOTA JUVENILE STATUTES, COURT DECISION, PROCE- DURES	Minnesota Juvenile Statute Court Decisions Procedures Child Abuse Judges View from Appre- hension to Disposition	<u>11</u>	Minnesota Juvenile Statute Court Decisions Procedures Child Abuse	<u>12</u>
10. CRIMINAL CODE, CONSTITUTION, AND RELEVANT LEGIS- LATION	Minnesota Criminal Code U.S. Constitution and Bill of Rights Civil Rights Legislation "How to Live with the Law"	11 3 2 1 <u>17</u>	Minnesota Criminal Code U.S. Constitution and Bill of Rights Civil Rights Legislation	11 4 1 <u>16</u>
11. CRIMINAL INVESTI- GATION	Preservation and Collec- tion of Evidence Crime Lab Prints Identification Procedures Crime Scene Techniques Crime Scene Protection Criminal Investigation Investigative Field Note- taking Rules of Evidence Organized Crime Unit Elements and M.O. of Crime untitled (4) Robbery and Burglary (3) Sex (4) Credit Card Fraud (1) Auto Theft (2)	7 12 1 4 2 4 2 14 <u>46</u>	Preservation and Collec- tion of Evidence Crime Lab Polygraph Identification Procedures Crime Scene Techniques Crime Scene Protection Criminal Investigation Investigative Field Note- taking Rule of Evidence White Collar Crime Elements and M.O. of Crime Robbery and Burglary (3) Sex (4) Credit Card Fraud (1) Auto Theft (2) Theft (1) Assault, Forgery, Homicide (3) Recognition	11 12 1 4 2 5 1 14 2 <u>52</u>
12. CONFESSION, INTER- ROGATIONS, INTER- VIEWS, LINEUPS	Legal Aspects of Confes- sions and Interrogations Lineups Techniques of Interviewing and Interrogation	2 1 2 <u>5</u>	Confessions and Inter- rogations Lineups Techniques of Inter- viewing	2 1 2 <u>5</u>
13. ALCOHOL, TOBACCO, FIREARMS REGULA- TIONS	Alcohol, Tobacco, Firearms	<u>3</u>	Alcohol, Tobacco, Firearms	<u>2</u>
14. MENTAL HEALTH	Mental Health	<u>7</u>	Mental Health	<u>6</u>

TABLE 5.1
BCA BASIC COURSE CONTENT
(continued)

COURSE CATEGORY	COURSE TOPICS 1975-76	NUMBER HOURS	COURSE TOPICS 1976-77	NUMBER HOURS
15. NARCOTICS AND DRUGS	Narcotics and Drugs	<u>4</u>	Narcotics and Drugs	<u>4</u>
16. RELATIONS WITH PUBLIC	Human Rights Police and Public Relations Role of Police Crime Reparation	3 3 1 1 <u>8</u>	Ethnic Awareness Police and Public Relations Police Community Relations Crime Reparations Police Wife Problems	4 3 1 1 2 <u>11</u>
17. CRIME PREVENTION	Crime Prevention	<u>2</u>	Crime Prevention	<u>3</u>
18. FUNCTIONS OF AGENCIES AND BUREAUS	Functions of: Drivers License Bureau Secret Service Corrections FBI Auto Theft Bureau County Sheriff Probation and Parole Bomb Squad	2 2 1 2 1 1 1 3 <u>13</u>	Functions of: Drivers License Bureau Secret Service Corrections FBI, Customs, Immigration Bomb Squad	2 2 1 2 3 <u>10</u>
19. COURTS	Court Systems Moot Court Testifying in Court	4 2 2 <u>8</u>	Court Procedures Moot Court Testifying in Court	2 2 2 <u>6</u>
20. ORAL COMMUNICATION AND DISPATCHING	Oral Communication Dispatching and Radio MINCIS, NCIC	2 1 2 <u>5</u>	Oral Communication Radio and Dispatch MINCIS, NCIC	2 1 1 <u>4</u>
NONCOURSE WORK	Notetaking and Study Tests, Review, Graduation, etc.	2 16 <u>18</u>	Notetaking and Study Tests, Review, Graduation, etc.	3 16 <u>19</u>
TOTAL HOURS		280		280

from the table that in terms of hours basic training emphasizes Criminal Investigation, Traffic and Accidents, First Aid, Use of Firearms, and Criminal Code. With a total of only 280 hours and with hours required in certain subject areas, according to the Rules and Regulations of the Attorney General #202 (e), the BCA is limited somewhat in its ability to alter course emphasis. However, from 1975-76 to 1976-77 one finds a slight increase in attention given to Criminal Investigation and Public Relations; and a slight decrease in attention paid to Patrol, Functions of Agencies and Bureaus, and Courts

One can infer more about the content of the BCA basic course when there is some point of comparison. Table 5.2 includes comparisons of the 1976-77 BCA basic course to those of the State Patrol and Minneapolis.² Since the latter two courses are considerably longer than the mandatory 280 hours, the additional topics that a longer course can include as well as which topics receive additional attention can be discovered. Moreover, one can probe different emphases of the three courses; that is, extra hours are not necessarily allocated equally to all topics; different training programs might give disproportionate shares of hours to different content areas.

Table 5.2 divides course topics into three sets. The first set contains eighteen course categories included in all three basic courses. Comparisons here consider total number of hours allotted to each category as well as proportion of class hours given to each.³ The second set contains topics shared by the three courses but not considered important for substantive content comparisons --

2. St. Paul's basic program will be included in the final report. St. Paul did not offer a recruit course in 1976 but expects to offer one July, 1977.

3. No hours are recorded for the State Patrol in categories of "Patrol" and "Alcohol, Tobacco, and Firearms." As noted in Table 5.2, however, related topics are put under other categories and hence these topics are considered shared. See footnote 1 for difficulties of creating mutually exclusive categories. The proportion of hours per category is based on the total number of hours in shared topics (i.e., the total for Set A in Table 5.2).

TABLE 5.2

COMPARISON OF CONTENT OF MINNESOTA BASIC TRAINING COURSES

CONTENT AREA	BCA COURSE TOPICS 1976-77	NUMBER HOURS	STATE PATROL COURSE TOPICS - 1976	NUMBER HOURS	MINNEAPOLIS COURSE TOPICS 1976	NUMBER HOURS
A. SHARED CORE TOPICS^a						
1. FIRST AID, RESCUE TECHNIQUES	Multimedia Standard First Aid, Advanced Rescue Trng. Advanced First Aid Rescue Breathing Emergency Childbirth	25 (.10)	First Aid - Emergency Childbirth	62 (.12)	First Aid Emergency Childbirth General Hospital Ambulance EMT	24 2 1 80 107 (.21)
2. USE OF FIREARMS	Introduction to Firearms Safety, Nomenclature, Dryfiring Firearms--Legal and Civil Liabilities Range	9 15 24 (.10)	Firearms Training	40 (.08)	Range--classroom Range	1 35 36 (.07)
3. PATROL PROCEDURES, IN- CLUDING SERVICE AND DOMESTIC CALLS, PROWLER AND DISORDER CALLS	Introduction to Patrol Foot and Motor Patrol Felony in Progress Service and Domestic Calls Prowler and Disorder Calls	1 2 2 5 1 9 (.04)	(Patrol driving under category C 3)	0 (00)	Introduction to Patrol Foot and Motor Patrol Felony in Progress Service and Domestic Prowler and Disturbance Call Drunk and Disorderly Persons Night Problems	2 2 2 3 2 1 8 20 (.04)
4. DEFENSIVE TACTICS	Defensive Tactics	11 (.04)	Defensive Tactics Explosive Identification and Evacuation Tear Gas Crowd Control	6 4 2 7 19 (.04)	Defensive Tactics	12 (.02)
5. WRITTEN REPORTS	Written Reports	6 (.02)	Report Writing Reports and Forms	6 12 18 (.04)	Introduction to Report Writing Report Writing	4 58 62 (.13)
6. TRAFFIC AND ACCIDENTS	Accident Reports ^a Investigation Traffic Code Direction DWI	15 18 33 (.13)	Accident Investigation Traffic Supervision ^{a, b} Traffic Law Driver's License Law DWI and Implied Consent	92 33 40 5 8 178 (.36)	Accident Reports Accident Investigation Minnesota Traffic Code Direction DWI and Chemical Test	5 12 12 1 3 33 (.07)

CONTENT AREA	BCA COURSE TOPICS 1976-77	NUMBER HOURS	STATE PATROL COURSE TOPICS - 1976	NUMBER HOURS	MINNEAPOLIS COURSE TOPICS 1976	NUMBER HOURS
7. ARREST	Laws of Arrest Techniques and Mechanics of Arrest Stopping Procedures	7 4 4 <u>15</u> (.06)	Laws of Arrest Mechanics of Arrest	15 5 <u>20</u> (.04) <u>20</u> (.04)	Laws of Arrest and Probable Cause Techniques and Mechanics of Arrest Traffic Enforcement Action ^c Traffic Enforcement ^c Stopping Procedures ^c	6 4 2 6 3 <u>21</u> (.04)
8. SEARCH AND SEIZURE	Search and Seizure	<u>7</u> (.03)	Search and Seizure	<u>4</u> (.01)	Laws of Search and Seizure	<u>6</u> (.01)
9. MINNESOTA JUVENILE STATUTES, COURT DECISIONS, PROCEDURES	Minnesota Juvenile Statutes Court Decisions Procedures Child Abuse	<u>12</u> (.05)	Juvenile Laws and Court	<u>6</u> (.01)	Juvenile Statutes and Court Decisions Processing the Juvenile Offender	7 2 <u>9</u> (.02)
10. CRIMINAL CODE, CONSTITU- TION, AND RELEVANT LEGISLATION	Minnesota Criminal Code U. S. Constitution and Bill of Rights Civil Rights Legislation	11 4 1 <u>16</u> (.06)	Criminal Law Misc. Laws: snowmobile, gun control, etc. Contract and Common carriers and Petroleum Tax Law Registration and Reciprocity No Fault Insurance Law	10 4 2 24 4 <u>44</u> (.09)	Criminal Code U.S. Constitution and Bill of Rights Civil Rights Legislation Parking Regulations City Ordinances	14 5 2 3 4 <u>28</u> (.06)
11. CRIMINAL INVESTIGATION	Preservation and Collection of Evidence Crime Lab Polygraph Identification Procedures Crime Scene Techniques Crime Scene Protection Criminal Investigation Investigative Field Notetaking Rules of Evidence White Color Crime Elements and M.O. of Crime	11 12 1 4 2 5 1	Preservation of Evidence Criminal Investigation Rules of Evidence	4 8 16	Preservation and Collection of Evidence Scientific Aids and Crime Lab Identification Procedures Crime Scene Criminal Investigation Field Notetaking and sketching Rules of Evidence	4 1 3 8 4 4 4

CONTENT AREA	BCA COURSE TOPICS 1976-77	NUMBER HOURS	STATE PATROL COURSE TOPICS - 1976	NUMBER HOURS	MINNEAPOLIS COURSE TOPICS 1976	NUMBER HOURS
11. CRIMINAL INVESTIGATION (Continued)	Robbery and Burglary (3) Sex (4) Credit Card Fraud (1) Auto Theft (2) Theft (1) Assault, Forgery, Homicide (3) Recognition	14 2 <u>52</u> (.21)	Auto Theft (4)	 <u>32</u> (.06)	Sex Crimes Homicide Auto Theft Forgery Assault <u>35</u> (.07)	2 1 2 1 1 <u>35</u> (.07)
12. CONFESSION, INTERROGATIONS, INTERVIEWS, LINEUPS	Confessions and Interroga- tions Lineups Techniques of Interviewing	2 1 2 <u>5</u> (.02)	Statements and Interrogations	 <u>6</u> (.01)	Confessions and Interrogation Lineups Techniques of Interviewing	3 1 4 <u>8</u> (.02)
13. ALCOHOL, TOBACCO, FIREARMS REGULA- TIONS	Alcohol, Tobacco, Firearms	 <u>2</u> (.01)	(Note gun control included under miscellaneous laws) and this title under Functions of Agencies	 <u>0</u> (.00)	Alcohol, Tobacco, and Firearms (Functions of)	 <u>1</u> (.01)
14. NARCOTICS AND DRUGS	Narcotics and Drugs	 <u>4</u> (.02)	Narcotics, Dangerous Drugs	 <u>6</u> (.01)	Narcotics and Drugs Drug Awareness	4 3 <u>7</u> (.01)
15. RELATIONS WITH PUBLIC	Ethnic Awareness Police and Public Relation Police Community Relation Crime Preparation Police Wife Problems	4 3 1 1 2 <u>11</u> (.04)	Human Relations	 <u>6</u> (.01)	Human Relations Panel Police and Public Relations Dealing with Public Crime Preparation Human Behavior Police Ethics Psychology of the Victim	3 3 16 1 4 1 7 <u>35</u> (.07)
16. FUNCTIONS OF AGENCIES AND BUREAUS	Functions of: Driver's Licence Bureau Secret Service Corrections FBI, Customs, Immigration Bomb Squad	2 2 1 2 3 <u>10</u> (.04)	Agencies listed on syllabus.	 <u>30</u> (.06)	Large number of relevant topics listed on syllabus Topics relevant to Minneapolis Police Organization (e.g., retirement, pension, listed under non-course work.)	 <u>57</u> (.12)
17. COURTS	Court Procedures Moot Court Testifying in Court	2 2 2 <u>6</u> (.02)	Court Procedure and Organization Moot Court	 <u>11</u> (.02)	Courts Administration of Justice, testifying and Case Preparation Moot Court	1 3 4 <u>8</u> (.02)

CONTENT AREA	BCA COURSE TOPICS 1976-77	NUMBER HOURS	STATE PATROL COURSE TOPICS - 1976	NUMBER HOURS	MINNEAPOLIS COURSE TOPICS 1976	NUMBER HOURS
18. ORAL COM- MUNICATION AND DISPATCHING	Oral Communication Radio and Dispatch MINCIS, NCIC	2 1 1 4 (.02)	Public Speaking Radio Techniques--Patrol radio	12 6 18 (.04)	Oral Communication Radio Procedures/NCIC/MINCIS Use of Custom Digital	2 2 2 6 (.01)
TOTAL HOURS SET A		252		500		491
B. OTHER SHARED TOPICS						
1. ACADEMIC	Study and Notetaking	3 16 19	Minnesota History and Government Minnesota Geography History and Origin of MSP Spelling Study Methods, note taking Remedial Math	4 4 2 4 2 4 20	Notetaking and Study Skills Basic Geography	4 4 8
2. NON-COURSE WORK	Tests, review, graduation, etc.	16	Orientation Rules and Regulations Supervised Study Time Misc.	4 6 122 10 142	Orientation Test and review Elective time/not labelled Department origin	6 26 15 9 55
TOTAL HOURS SET B		19		162		63
C. TOPICS NOT SHARED						
1. MENTAL HEALTH	Mental Health	6		0		0
2. CRIME PREVENTION	Crime Prevention	3		0		0
3. DRIVING TECHNIQUES		0	Patrol Driving Techniques Defensive Driving Course	36	Defensive Driving	7
4. PHYSICAL TRAINING		0	Physical Training	45	Physical Training	28
5. EQUIPMENT/ UNIFORMS		0	Maintenance of Equipment Trouble Shooting Vehicles	8	Uniform Regulations	1
6. FIREFIGHTING		0	Firefighting	4	(Fire Department listed under "Functions of Agencies and Bureaus)	0
7. BREATHALYZER TRAINING		0	Breathalyzer Training	44		0
8. ELECTRONIC SPEED DETECTION		0	Electronic Speed Detection	5		0
9. NIGHT PROBLEMS		0		0	Night Problems	
TOTAL HOURS SET C		9		142		36
TOTAL CLASS HOURS		280		804		590 ^e

FOOTNOTES

^aMore detailed course categories provided on course syllabus.

^bOmit "electronic speed detection," "Patrol Driving Techniques," and "Defensive Driving Course" which are listed separately in this chart.

^cIncluded under "Arrest," since relate to stopping procedures, and BCA course included stopping with arrest topics.

^dSee Footnote 3 in text.

^e^xExcludes four holidays.

i.e., hours allocated to testing, review, and assorted academic topics. Finally, the third set includes topics not shared across the three programs. Of particular interest here will be topics that both the State Patrol and Minneapolis cover, but the BCA does not.

Examination of the first set of categories in Table 5.2 reveals that the two longer courses in general give more attention to almost all the content areas. Since the State Patrol and Minneapolis devote a total of 500 hours and 491 hours, respectively, to these topics, while the BCA course includes only 252, one would expect this to be the case. There are a few exceptions. In spite of its fewer total hours, the BCA offers more time in the areas of 1) Search and Seizure, 2) Juvenile Statutes and Procedures, and 3) Criminal Investigation than do both the other programs; more hours in Public Relations than the State Patrol; and the same number of hours in Traffic as Minneapolis. Otherwise the two longer programs give more attention to all the course content areas.

Different emphases of the program are as interesting as different total hours per category. Table 5.2 includes the proportion of hours devoted to each category in Set A in parentheses beneath the total hours. Comparisons of these proportions indicate that the three programs emphasize different content areas. In addition to the three topics to which BCA devotes more total hours (Search and Seizure, Juvenile Statutes and Procedures, and Criminal Investigation), the BCA gives relatively more emphasis to Use of Firearms. Content areas to which the two longer programs give greater emphasis are First Aid, Written Reports, and Criminal Code; Minneapolis gives more attention to Public Relations; and, as one would expect, the State Patrol devotes a large proportion of its

program to Traffic and Accidents.

Information thus far suggests that the BCA course emphasizes areas of criminal investigation and procedures. The BCA course included a somewhat larger proportion of hours for Firearms, but since the proportional difference is so slight (10% versus 8% and 7%) and since total hours of practice is vital in this area, this topic will not be considered an area of comparative stress. On the other hand, the BCA basic course de-emphasizes the content areas of First Aid, Written Reports, Criminal Code and Laws, and Public Relations. The additional time given to Traffic by the State Patrol is a function of its specialization and probably does not reflect insufficient attention in the BCA course (or Minneapolis). One could possibly make a similar argument for First Aid; i.e., that demands placed on the State Patrol and an urban police department require more training in this area.⁴

Comparisons in the second set of categories (Set B in Table 5.2) are interesting, although not central to an assessment of substantive course content. Examination of the first category reveals that the State Patrol includes a number of academic topics in its curriculum, in addition to police science topics, that the others do not. All three programs provide a few hours of instruction in study skills.

The third set of categories in Table 5.2 contains topics not shared across the three programs. Two topics -- problems of Mental Health and Crime Prevention --

4. In part, the emphases of the BCA course reflect the more general orientation of a program catering to the entire state. Areas of Criminal Investigation, for example, would be handled by specialists in a large, urban department, and thus Minneapolis would not need to train all its officers thoroughly in these areas. BCA emphases also reflect the resources and skills available to the Bureau of Criminal Apprehension.

are covered only by the BCA course. Of particular interest in identifying possible needs in the BCA mandatory program, however, are topics included in the others, but excluded by BCA. Two topics offered by the State Patrol are necessary for the Patrol's traffic function -- breathalyzer training and electronic speed detection. The BCA lab offers specialized breathalyzer certification and recertification courses, and the State Patrol trains officers in electronic speed detection in its various districts. Therefore these topics are not vital to include in the BCA basic course since training can be obtained elsewhere.

The State Patrol offers four hours in firefighting, a topic excluded by the others. Minneapolis and the State Patrol have some time devoted to equipment maintenance and uniforms. These topics are agency-specific, however, and training in them could be handled best by each agency, rather than by the BCA.

Two topics are notably absent from the BCA basic course -- driving techniques and physical training. It should be noted that the term physical training is used here to mean physical fitness training, and hence differs from the Attorney General Rules and Regulations which categorize Firearms and Defensive Tactics as "physical training." The omission of driving and physical fitness training is due to a number of factors, the most important being facilities and time. BCA trainers do not have access to a driving course. Minnesota officers can attend the driving class at St. Cloud State University (see Chapter One), but the university is not able to handle all who want the training. Driving is not a part of the mandatory course, and officers must seek this training on their own. In addition BCA basic trainees receive no physical training during their eight weeks of class. Like driving, such training would require special facilities. Moreover, even if such facilities existed, hours allotted to these two missing topics would need to be taken from others so long as the course remained 280 hours. The BCA course would have to slight its areas of emphasis or further slight areas already receiving little (and possibly inadequate) attention, so long as the MPOTB is constrained by a limited 280 hour class.

This comparison of course content in three of Minnesota's basic training programs has revealed the following:

1. The BCA basic program emphasizes areas of Criminal Investigation and Procedures (Search and Seizure, Juvenile Statutes and Procedures, Criminal Investigation, Crime Prevention) and problems of Mental Health;
2. the BCA basic program de-emphasizes content areas of First Aid, Written Reports, Code and Laws, and Public Relations (the latter in comparison only to Minneapolis);
3. the BCA basic course omits content areas of Driving and Physical Training.
4. Other topics currently excluded, which might be beneficial to many Minnesota peace officers, are Firefighting, Breathalyzer Training, and Radar Training. These topics might usefully be included as electives for those who desire them. Also, additional First Aid training might be handled in this manner.

In addition to the 280 hour limit, the present large size of classes makes offering some of the options difficult. If the BCA can meet the MPOTB's hopes of a 30 student class size by 1980 these may be possible.

Before turning to our preliminary survey data on course content, a few additional comparisons can be made between the content of the BCA basic course and that of programs in other states. One limitation of the comparisons above is that BCA must offer training acceptable throughout the state (i.e., for urban, metro, rural areas; for police and sheriff agencies; for large and small agencies), while the State Patrol and Minneapolis programs are tailored to specialized needs. Mandatory statewide courses elsewhere, then, are in some ways more comparable. The National Association of State Directors of Law Enforcement Training (NASDLET) began compiling information on states' training programs in 1975. Table 5.3 lists some information on hours per content area from NASDLET's 1975 survey. The categories that NASDLET employed differ from those used in Table 5.2 and therefore the number of hours per category will differ somewhat. Categories listed in Table 5.3, though not identical to those in Table 5.2, at least parallel them. The first five (Legal Subjects, which is parallel to Criminal Code; Police/Community Relations, parallel to Public

TABLE 5.3
COMPARISON OF CONTENT OF BCA BASIC TRAINING TO PROGRAMS
IN OTHER STATES - 1975^a

HOURS AND PROPORTION OF HOURS PER TOPIC (IF PROPORTION GREATER THAN MINNESOTA)												
STATE	LEGAL SUBJECTS	POLICE COMM. REL.	DRIVER TRNG.	PHYSICAL TRAINING	FIRST AID	TRAFFIC	PATROL	FIRE- ARMS	SELF- DEFENSE	JUVENILE	CRIMINAL INV/EV.	TOTAL COURSE HOURS
Minnesota	53 (19)	6 (02)	0 (00)	0 (00)	27 (09)	27 (10)	21 (08)	24 (09)	12 (04)	7 (02)	61 (22)	280
Alabama		12 (05)	12 (05)			46 (19)				15 (06)	55 (23)	240
Alaska	116 (43)		2 (01)	9 (03)					17 (06)			270
Arizona			4 (01)			40 (14)				12 (04)		280
Arkansas		11 (06)	2 (01)	14 (07)		22 (11)	25 (13)	26 (13)	9 (05)			196 ^b
California		20 (10)					40 (20)		14 (07)	3 (04)		200
Colorado			19 (07)					28 (11)	16 (06)			264
Connecticut	78 (20)	12 (03)	8 (02)			45 (11)						400
Delaware		12 (03)	8 (02)	65 (19)		48 (14)		35 (10)	27 (08)		131 (37)	350
Florida		20 (06)	8 (02)			34 (11)		39 (12)	20 (06)		95 (30)	320
Georgia		8 (07)	2 (02)		11 (10)	14 (12)		16 (14)			26 (23)	114
Idaho		10 (03)	20 (07)	5 (02)					22 (07)			300
Illinois	55 (23)					40 (17)	25 (10)					240
Indiana	54 (22)	9 (04)	8 (03)					28 (12)				240
Iowa		15 (06)				31 (13)						240
Kansas		8 (05)	8 (05)	8 (05)			14 (09)	31 (19)	11 (07)			160
Kentucky	80 (20)	40 (10)		20 (05)				40 (10)	20 (05)			400
Maine		15 (04)	19 (05)	34 (09)								370
Maryland	81 (23)		14 (04)	5 (01)	44 (13)	37 (11)						350
Michigan	47 (20)	9 (04)				28 (12)		24 (10)	28 (12)			240
Montana			8 (03)	10 (04)			58 (21)	45 (16)			76 (27)	280
Nebraska		22 (07)	8 (03)			57 (19)						300
Nevada	38 (32)	4 (03)						14 (12)		4 (03)		120
New Hampshire				32 (11)		40 (14)	40 (14)					295
New Jersey		13 (05)	8 (03)	10 (04)			27 (10)	28 (10)				280
New Mexico	24 (20)		8 (07)			24 (20)	19 (16)	27 (22)	13 (11)			120
New York		23 (08)								3 (03)		285
North Carolina	43 (27)	5 (03)				24 (15)				6 (04)		160
North Dakota	55 (28)	7 (04)	8 (04)			42 (21)					46 (23)	200
Ohio		8 (03)					57 (20)		16 (06)			280
Oklahoma		16 (13)			14 (12)	16 (13)		16 (13)		4 (03)		120
Oregon		31 (09)	12 (04)	17 (05)		55 (17)			18 (05)			330
Rhode Island				48 (10)		90 (19)	85 (18)		24 (05)			480
South Carolina		11 (03)	24 (08)	44 (14)		45 (14)	42 (13)		30 (09)			320
South Dakota		5 (04)				16 (13)	11 (09)	16 (13)				120
Tennessee		8 (03)	2 (01)	15 (06)				26 (11)			78 (32)	240
Texas	72 (30)	12 (05)	8 (03)									240
Utah			12 (04)	16 (05)			28 (09)			40 (12)		321
Vermont				45 (18)		30 (12)		24 (10)	16 (06)			250
Virginia								24 (12)	13 (06)			200
Washington	88 (22)	11 (03)	20 (05)	23 (06)			67 (17)					400
Wisconsin		14 (06)	6 (02)			37 (15)	38 (16)			8 (03)		240
Wyoming		6 (04)					28 (19)		8 (05)	4 (03)	36 (24)	150
Total States with larger proportion of hours	13	30	26	18	3	23	16	18	18	10	8	14

^aData are from January, 1975, N.A.S.D. LET survey. Minnesota did not report for their 1976 survey; therefore comparisons had to rest on the 1975 survey. Other categories not reported here are: introduction and orientation, psychology and sociology, supervised field training, electives, examinations, and other.

^bAverage hours recorded, since total required hours not reported.

Relations; Driving Training; Physical Training; and First Aid) are content areas to which previous comparisons indicated that the BCA program might give insufficient attention. The next four (Traffic, Patrol, Firearms, Self-Defense) are ones in which the BCA course appeared neither to emphasize nor slight. The last two areas (Juvenile and Criminal Investigation/Evidence) appeared previously to be areas of particular emphasis for the BCA basic program.

Including Minnesota, forty-three states have hours recorded in Table 5.3. Hours are listed only if the proportion exceeds Minnesota's, and the bottom row indicates the number of states that offer a larger percentage of hours per category than does Minnesota. Comparisons here provide some supporting as well as conflicting evidence for conclusions drawn above. The two content areas that the BCA fails to cover -- Driving Training and Physical Training -- are offered by other states. Twenty-six of the forty-three states (i.e., over half) in 1975 provided training in driving, while eighteen, more than one-third, provided Physical Training. Minnesota, then, continues to appear to de-emphasize these areas. Similarly, in the content area of Police/Community Relations (Public Relations), where the BCA gave less attention than Minneapolis, the Minnesota course ranks thirty-first of forty-three in proportion of hours allotted. Evidence is not so supportive for Legal Subjects, where only thirteen of forty-three states allocate proportionally more hours. A real difference appears in the area of First Aid, however, where Minnesota ranks fourth of the forty-three states. In comparison to other states, Minnesota offers more hours of First Aid but in comparison to the more specialized courses of Minneapolis and the State Patrol the BCA course offers relatively fewer hours. It is possible that other states require recruits to hold a first aid certificate or obtain first aid training on their own, which would explain why Minnesota offers more hours in the basic course.

Examination of the second set of categories in Table 5.3 indicates that Minnesota does not stress especially these topics. In the topics of Traffic, Patrol, Firearms, and Self-Defense, more than one-third of the states offer more training than does the BCA course. Finally, data on the last two categories in Table 5.3 support conclusions drawn before. The BCA's emphasis in areas of Criminal Investigation and Procedures continues to hold up in comparison to other states. Here the Minnesota BCA course ranks in the top eleventh of forty-three states. The only modifications that these state comparisons warrant is that First Aid training is not an area slighted as it first appeared; comparatively, Legal Subjects is not de-emphasized. Areas which did not elicit conclusions before are clearly not areas of particular emphasis (Traffic, Patrol, Firearms, Self-Defense). Other conclusions drawn from the within Minnesota comparisons are supported by these comparisons outside the state.

Evaluating course content by hour emphasis is only a first step. Just as it has been argued that a longer course is not necessarily a better course, so also more hours given to a content area do not necessarily make it a strength of the program. There is a need to supplement content comparisons with opinions on course content. The next two sections report survey data which reflect on course content collected to date.

Course Evaluation Data

As listed on the chart at the beginning of Chapter Four, course evaluation data from several basic and in-service courses offered by the BCA have been gathered. This section will focus on evaluation data from the basic course. While it may be a difficult task for a student to evaluate the training he has received before he has had an opportunity to apply his newly acquired skills and

knowledge, his impressions regarding the training program are one source of valuable information.

As not all the course evaluation data are available at this time, the preliminary nature of the results must once again be emphasized.

Trainees were asked to rate topics covered in their training programs on five dimensions:

1. How important is the training topic to job effectiveness?
(1 - not important to 5 - extremely important)
2. How much time should have been spent on the topic?
(1 - much less to 5 - much more)
3. How does the quality of instruction rate?
(1 - very poor to 5 - very good)
4. How helpful were the handout materials?
(1 - not helpful to 5 - very helpful)
5. Was the method of instruction appropriate for the subject?
(1 - yes, 2 - uncertain, 3 - no)

[See course evaluation instruments in the Appendix.]

Ratings from four groups of BCA basic trainees will be presented -- combined results from classes #54 and #55 offered in the spring of 1976, results from the special basic training session held at Alexandria vo-tech in the spring of 1976, and results from classes #56 and #57 held in the fall of 1976. The Alexandria group had twenty topics to rate, while the others had thirty due to the fact that some topics were omitted for that special training session. It was felt by the BCA that the Alexandria students had adequately covered certain topics in their vocational program, and, therefore, no repetition was

necessary.⁵

In general, trainees felt that all topics were at least somewhat important. The average ratings were greater than 3 (somewhat important) for all topics rated by all groups. Examination of those topics which rated relatively high and low may provide additional information, however. Table 5.4 shows those areas which were rated highest in importance. Topics with average ratings larger than 4.5 on the 1 to 5 scale are listed for three of the groups. Topics with average ratings of over 4.75 are listed for the Alexandria group. [Their average importance ratings seemed to be somewhat higher in comparison to those of the other groups. Their average ratings for thirteen of twenty categories were greater than 4.5, so this higher cut-off point was used.] There was a great deal of agreement among the four groups as to relative importance. Those topics that ranked highest included First Aid, Firearms, Laws of Arrest, Search and Seizure, Stopping Procedures, and Techniques and Mechanics of Arrest.

Those topics with the lowest ratings are shown in Table 5.5. For the spring classes, topics that ranked less than 4.0, on the average, were included, while those that ranked less than 3.5 were included for the fall classes. Again, this was done because there was less discrimination in terms of ratings by the spring classes. Topics rating relatively low in terms of importance included Bomb Squad, Mental Health, Civil Rights Legislation, Alcohol-Tobacco-Firearms Regulations, Functions of Agencies and Bureaus, Organized Crime/White Collar Crime, and Human Rights/Ethnic Awareness.

5. The thirty course categories are more extensive than the twenty categories used for the content analysis in the previous section and for the follow-up analysis in the next section. Interested readers can refer to Table 5.1 for a clarification of which of the thirty topics fit under the condensed twenty topics. For example, the course evaluation topics of Laws of Arrest, Techniques and Mechanics of Arrest, and Stopping Procedures match the category of Arrest.

TABLE 5.4
HIGHEST IMPORTANCE RATINGS

<p>"How important to your effectiveness as an entry-level peace officer is training in each of the following areas?"</p> <p>1 = not important 2 3 = somewhat important 4 5 = extremely important</p>								
	Basic Classes #54 and #55 (spring)		Alexandria #68 (spring)		Basic #56 (fall)		Basic #57 (fall)	
	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank
First Aid	4.88	(1.5)	4.98	(1)	4.78	(2)	4.72	(3)
Firearms	4.88	(1.5)	4.95	(2)	4.86	(1)	4.84	(1)
Laws of Arrest	4.80	(3)	N/A ^a		4.58	(4)	4.61	(5)
Search and Seizure	4.74	(4)	N/A ^a		4.67	(3)	4.74	(2)
Traffic	4.72	(5)	4.76	(7)				
Service and Domestic Calls	4.63	(6)	4.81	(5.5)				
Stopping Procedures	4.61	(7)	4.88	(4)	4.53	(5)	4.63	(4)
Techniques and Mechanics of Arrest	4.60	(8)	4.90	(3)			4.57	(6)
Defensive Tactics			4.81	(5.5)				

^aThese topics were not included in the Alexandria course.

TABLE 5.5
LOWEST IMPORTANCE RATINGS

<p>"How important to your effectiveness as an entry-level peach officer is training in each of the following areas?"</p> <p>1 = not important 2 3 = somewhat important 4 5 = extremely important</p>								
	Basic Classes #s 54 and 55 (spring)		Alexandria #68 (spring)		Basic #56 (fall)		Basic #57 (fall)	
	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank
Bomb Squad	3.89	(24)			3.39	(25)	3.43	(27)
Mental Health	3.79	(25)	N/A		3.36	(26)		
Civil Rights Legislation	3.70	(26)	3.80	(19)	3.47	(24)	3.47	(26)
Alcohol, Tobacco, Firearms	3.66	(27)	N/A		3.08	(30)		
Functions of Agencies	3.65	(28)			3.28	(28)	3.13	(30)
Organized Crime/White Collar Crime ^a	3.57	(29)	N/A		3.25	(29)	3.26	(28.5)
Human Rights/Ethnic Awareness ^a	3.33	(30)	3.71	(20)			3.26	(28.5)

^a The topics were modified from spring to fall. The spring groups' training included "organized crime" and "human rights," while the fall group's courses included "white collar crime" and "ethnic awareness" as comparable topics.

[In addition, tables were constructed listing the top ten ranking topics for each group and the lowest ten ranking topics. This was done to insure that the cut-off points used in determining table entries were not artificial. The topics included in each group remained essentially the same.]

By having the trainees indicate which areas should have had more or less time spent on them, areas that the trainees felt should have more or less emphasis can be noted. It may be difficult to separate the concepts of importance and time emphasis. If the trainees are able to do this, however, the similarities between the "high importance" group of topics and the "high time" group may pinpoint those areas with the highest priority for increased resources.

The areas that trainees felt should receive more time, as indicated by average ratings of greater than 3.75, included Stopping Procedures, Search and Seizure, Techniques and Mechanics of Arrest, and Firearms (Table 5.6). These areas are also included in the group of most important topics. This would indicate that these areas might deserve increased emphasis.

Comparisons of low ranking importance areas with low ranking time areas show less agreement (Table 5.7). Trainees from the spring groups were less likely than those from the fall groups to indicate that less time should have been spent on specific topics. Only the Human Rights/Ethnic Awareness topic was included by all four groups. The fall groups' ratings on less time, in general, agreed quite well with their ratings on less importance. The exception was Report Writing, which was ranked lowest by both fall classes with regard to time. While this would seem to be an important training area and one that receives relatively little emphasis by the BCA in comparison to Minneapolis and the State Patrol, it rates low. This may be a particularly difficult area in which to train officers and one that they do not enjoy. Perhaps

TABLE 5.6
HIGHEST TIME RATINGS

<p>"How much time do you feel should have been spent on each of the areas?"</p> <p>1 = much less 2 = less 3 = about the same 4 = more 5 = much more</p>								
	Basic Classes #s 54 and 55 (spring)		Alexandria #68 (spring)		Basic #56 (fall)		Basic #57 (fall)	
	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank
Stopping Procedures	4.05	(1)	3.80	(2)	3.72	(2)	3.92	(1)
Search and Seizure	3.95	(2)	N/A		3.64	(4)	3.82	(3)
Techniques and Mechanics of Arrest	3.94	(3)	3.70	(3.5)	3.86	(1)	3.76	(4)
Firearms	3.92	(4)	3.70	(3.5)	3.71	(3)	3.84	(2)
Defensive Tactics	3.84	(5)	3.93	(1)				
Laws of Arrest	3.83	(6.5)	N/A					
Narcotics	3.83	(6.5)	N/A					

TABLE 5.7
LOWEST TIME RATINGS

<p>"How much time do you feel should have been spent on each of the areas?"</p> <p>1 = much less 2 = less 3 = about the same 4 = more 5 = much more</p>								
	Basic Classes #54 and #55 (spring)		Alexandria #68 (spring)		Basic #56 (fall)		Basic #57 (fall)	
	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank
Stopping Procedures			N/A		2.61	(30)	2.69	(30)
Organized/White Collar Crime			N/A		2.94	(24)	2.89	(27.5)
Human Rights/Ethnic Awareness	2.70	(30)	2.59	(20)	2.89	(25.5)	2.87	(26)
Alcohol, Tobacco, Firearms			N/A		2.67	(29)		
Bomb Squad					2.89	(25.5)	2.92	(25)
Mental Health			N/A		2.78	(28)	2.89	(27.5)
Civil Rights Legislation			2.83	(19)	2.97	(23)		
Functions of Agencies and Bureaus					2.81	(27)	2.79	(29)

these low ratings in an area of apparent importance are suggestive of revisions in the manner in which this topic is presented. Other areas that rate low both in terms of time spent and importance may be candidates for a system of electives.

Trainees rated the quality of instruction for each topic from very poor to very good. The top ranking topics from each group are shown in Table 5.8. Firearms, First Aid, Stopping Procedures, Narcotics and Drugs, Juvenile Statutes and Procedures, and Search and Seizure are rated highest, in general. The low ranking topics in terms of quality of instruction included Report Writing and Human Rights/Ethnic Awareness (Table 5.9). The high ranking topics for quality of instruction included many that ranked highly on other aspects. The same was true of the low ranking topics. The trainees from the spring groups tended to rate the quality of instruction more highly than did those from the fall groups, but there is no real explanation other than the ratings in general tended to be higher for the spring groups.

All but five of the training topics received average ratings greater than 3.0 on the helpfulness of materials, indicating that the handout materials were, in general, at least somewhat helpful. The topics whose material ranked as most helpful and least helpful are shown in Tables 5.10 and 5.11, respectively.

In response to the question of whether or not the method of instruction used was most appropriate to the subject matter, the trainees' responses in most cases indicated that it was. Responses on a scale of 1 to 3 (1 - yes, 2 - uncertain, 3 - no) average less than 1.5 for twenty-eight of thirty topics rated by the spring classes #54 and #55, nineteen of twenty rated by the Alexandria group, for twenty-five of thirty rated by class #56 and for twenty-nine of thirty rated by class #57. Those topics for which there was more uncertainty regarding

TABLE 5.8
QUALITY OF INSTRUCTION
HIGH RANKING TOPICS

<p>"How would you rate the quality of instruction you received?"</p> <p>1 = very poor 2 = poor 3 = average 4 = above average 5 = very good</p>								
	Basic Classes #54 and #55 (spring)		Alexandria #68 (spring)		Basic #56 (fall)		Basic #57 (fall)	
	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank
Firearms	4.78	(1)	4.90	(1)	4.66	(1)	4.37	(3)
Crime Prevention			4.81	(2)				
First Aid	4.65	(2)	4.73	(3)	4.36	(2)	4.56	(1)
Bomb Squad			4.72	(4)				
Stopping Procedures	4.18	(5)	4.70	(5)				
Defensive Tactics	4.31	(4)						
Narcotics and Drugs	4.46	(3)	N/A				4.19	(4)
Juvenile					4.14	(3)	4.10	(5)
Accident					4.11	(4.5)		
Search and Seizure			N/A		4.11	(4.5)	4.55	(2)

TABLE 5.9
QUALITY OF INSTRUCTION
LOW RANKING TOPICS

<p>"How would you rate the quality of instruction you received?"</p> <p>1 = very poor 2 = poor 3 = average 4 = above average 5 = very good</p>								
	Basic Classes #54 and #55 (spring)		Alexandria #68 (spring)		Basic #56 (fall)		Basic #57 (fall)	
	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank
Report Writing	2.74	(29)			2.50	(30)	3.15	(28)
Minnesota Criminal Code					2.94	(28)		
Elements and M.O. of Crime					3.19	(26)		
Human Rights/Ethnic Awareness	2.26	(30)	3.25	(20)	2.89	(29)	2.92	(29)
Mental Health							2.89	(30)

TABLE 5.10
HELPLEFULNESS OF HANDOUT MATERIALS
Most Helpful

"How helpful to you were the handout materials you received?"								
1 = not helpful								
2								
3 = somewhat helpful								
4								
5 = very helpful								
	Basic Classes #54 and #55 (spring)		Alexandria #68 (spring)		Basic #56 (fall)		Basic #57 (fall)	
	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank
Traffic	4.16	(3)	4.87	(1)				
First Aid	4.38	(1)	4.70	(2)	4.08	(1)	4.26	(1)
Functions of Agencies and Bureaus			4.64	(3)				
Stopping Procedures			4.63	(4)				
Defensive Tactics			4.58	(5)				
Juvenile					3.97	(2)	4.18	(4)
Accident					3.92	(3)	4.08	(5)
Preservation and Collection of Evidence					3.89	(5)		
Search and Seizure	4.13	(4)			3.91	(4)	4.23	(2)
Narcotics and Drugs							4.19	(3)
Minnesota Criminal Code	4.23	(2)						
Laws of Arrest	4.11	(5)						

TABLE 5.11
HELPLEFULNESS OF HANDOUT MATERIALS
Least Helpful

<p style="text-align: center;">"How helpful to you were the handout materials you received?"</p> <p style="text-align: center;">1 = not helpful 2 = 3 = somewhat helpful 4 5 = very helpful</p>								
	Basic Classes #54 and #55 (spring)		Alexandria #68 (spring)		Basic #56 (fall)		Basic #57 (fall)	
	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank
Functions of Agencies and Bureaus	3.49	(26)					3.27	(27)
Report Writing	3.25	(27)			2.71	(30)	3.20	(29)
Civil Rights Legislation	3.23	(28)	3.91	(19)				
Mental Health	3.19	(29)			2.94	(27)	3.32	(26)
Human Rights/Ethnic Awareness	2.39	(30)	3.35	(20)	2.84	(29)	3.13	(30)
Elements and M.O. of Crime			4.36	(16)				
Preservation and Collection of Evidence			4.31	(19)				
Firearms			4.29	(18)				
Defensive Tactics					2.91	(28)		
Organized/White Collar Crime					3.07	(26)	3.21	(28)

the appropriateness of the instructional method are shown in Table 5.12.

In the opinions of basic course trainees, several training topics consistently received high ratings. They included First Aid, Firearms, Search and Seizure, Stopping Procedures, and Techniques and Mechanics of Arrest. Of these, First Aid, Firearms, and the area of Arrest are topics that received emphasis by the BCA in terms of hours spent on the area. The BCA also devotes more hours to Search and Seizure, in comparison to the courses offered by Minneapolis and the State Patrol. As mentioned earlier in the chapter, two additional areas that the BCA appears to emphasize are Juvenile Statutes and Procedures and Criminal Investigation. These two areas were rated as moderately important by the trainees. In general, then, the BCA course appears to emphasize those areas which trainees feel are important and appears to present them in an adequate manner as evidenced by the overall high ratings on quality of instruction, helpfulness of materials, and appropriateness of instructional method.

In some other areas, trainees expressed less positive feelings. These areas include Bomb Squad, Mental Health, Civil Rights Legislation, Functions of Agencies and Bureaus, Organized Crime/White Collar Crime, Human Rights/Ethnic Awareness, and Report Writing. The BCA did attempt to improve some of these areas by modifications which took place between the end of the spring classes and the beginning of the fall classes. [See curriculum for 1975-76 and 1976-77 in Table 5.1.] It is difficult to state whether or not the changes made actually were improvements since the composition of the classes differed from spring to fall. The BCA did have access to course evaluation results from the spring group and did try to modify the areas that were rated low. The most effort was put into revising the Human Rights/Ethnic Awareness area, since

TABLE 5.12
METHOD OF INSTRUCTION
Low Ranking Topics

<p>"Do you think the method of instruction was appropriate to the subject matter?"</p> <p>1 = yes 2 = uncertain 3 = no</p>								
Topics with average ratings greater than 1.5								
	Basic Classes #54 and #55 (spring)		Alexandria #68 (spring)		Basic #56 (fall)		Basic #57 (fall)	
	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank	Avg. Rating	Rank
Patrol Procedures					1.69	(30)	1.54	(30)
Report Writing	1.59	(29)			1.61	(28)		
Minnesota Criminal Code					1.58	(27)		
Human Rights			1.68	(20)	1.57	(26)		
Stopping Procedures	1.95	(30)			1.63	(29)		

a great number of negative comments were received from the spring groups (#54 and #55) regarding that area. While the topic was not ranked highly by the fall group, the negative commentary was not present. The question of actual improvement is not so crucial at this time as is the implication that the BCA is willing to implement suggested improvements or modifications in their training programs.

In summary, while many training topics are highly rated by BCA trainees, especially those areas involving student participation such as First Aid and Firearms, several areas may require additional attention. Unpopular areas such as Human Rights/Ethnic Awareness and Report Writing may be important in terms of an officer's duties but rank low in importance in the trainees' opinions. Course evaluation data help one to focus on areas where improvement is needed, as well as on areas where training is exemplary or at least adequate. Most importantly, the BCA seems receptive to using such data for training program modifications. Continued collection of course evaluation data will aid in suggesting additional course changes. Follow-up data collected from classes #54 and #55 participants, which is presented in the next section, also provides information on course strengths and weaknesses.

Follow-up of BCA Trainees

The previous section reported the opinions of trainees on course topics. Trainee opinions, however, constitute only one of many perspectives on the value of the BCA basic course content. Another perspective is that of the BCA trainees again, but after a period of post-training job experience. By questioning trainees after some job experience one can go beyond their views

on the course topics reported above and can begin to assess the adequacy of the training course for the job preparation of Minnesota peace officers. Much remains to be done for this segment of the evaluation. As mentioned at the outset of the chapter, content categories must be compared to task lists of peace officers to assess job-relatedness of training; and various groups that observe the performance of peace officers must be questioned to obtain their assessments of contributions of the BCA training to job preparation and performance. The follow-up trainee data provide preliminary insight into these questions. The preliminary nature of results thus far is stressed, however.

Two BCA basic classes (#54 and #55) offered last spring were the first ones to be part of this training evaluation. In December, 1976, questionnaires were sent to all the graduates of these two classes, approximately six months after graduation. Results from these questionnaires constitute roughly one-third of the follow-up data we will be able to collect. Of the 85 graduates to whom questionnaires were sent, 65 responded. In addition, it was learned that four of the graduates were no longer employed in law enforcement, or at least in the agency to which they returned after BCA training.

A number of questions from the follow-up survey relate to course content evaluation. [A copy of the questionnaire can be found in the Appendix.] Table 5.13 includes responses to three general questions. Respondents were asked first to assess how much training has contributed to 1) their job preparation, and 2) their job performance. Results reported in Table 5.13 indicate that former BCA students believe overwhelmingly that training has helped both their preparation and performance. On preparation, only seven respondents were uncertain or felt that the basic course did not prepare them well for their

TABLE 5.13
OPINIONS ON BCA BASIC TRAINING SIX-MONTH FOLLOW-UP

1. GENERAL INFORMATION

"In general, do you feel that your basic training prepared you adequately for your current law enforcement assignment?"

Prepared you very well:	7	(11%)	
Prepared you adequately:	51	(78%)	
Not sure:	5	(08%)	
Did not prepare you very well:	2	(03%)	
Did not prepare you at all:	0	(0%)	(N=65)

2. GENERAL PERFORMANCE

"In general, do you feel that your basic training has contributed to your performance?"

Has helped your performance very much:	35	(55%)	
Has helped your performance somewhat:	27	(42%)	
Not sure:	1	(02%)	
Has not helped your performance much:	1	(02%)	
Has not helped your performance at all:	0	(0%)	(N=64)

3. DESIRE FOR ADDITIONAL TRAINING

"In what ways could training contribute more to your job preparation and performance?"

Additional training would not help. Your preparation and performance are adequate, and job experience provides any necessary improvements:	4	(06%)	
More and/or better training at the basic level:	10	(16%)	
More in-service training after a year or so of post-basic job experience:	10	(16%)	
Both improved basic training <u>and</u> in-service training:	40	(63%)	(N=64)

jobs; on performance only two were uncertain or felt that training did not help their performance. This high assessment of BCA training, however, by no means reflects a sense of sufficient training. The third question reported in Table 5.13 relates to felt needs for more training. Only four respondents believed they needed no additional training beyond the basic course; ten wanted more or better training at the basic level; ten desired additional training in the form of in-service programs; while forty, nearly two-thirds of the sample, believed more training at both the basic and in-service levels would contribute to their job performance.

Without question, BCA trainees after job experience think highly of the overall quality of their training and continue to perceive value in training. In evaluating the course, however, opinions on particular topics are as important as overall impressions. Respondents were given a list of twenty categories (the same twenty categories used for the content analysis in the first part of this chapter) and were asked to evaluate their job preparation and performance in each. Responses could range from 1 to 5 (poorly prepared to very well prepared; performed poorly to performed very well, respectively). In addition, each graduate was asked to list the four topics he found most valuable and four he found least valuable.

Table 5.14 contains results from these questions. It also lists mean responses to a question on frequency of use, which will be discussed in the next section in this chapter. Responses for this question range from 1 to 3 (from not used to used often). Course categories are ranked in each column (e.g., from most valuable to least valuable; highest mean preparation to lowest mean preparation; etc.). Consideration of the first four columns together provides

TABLE 5.14
PERCEIVED VALUE AND CONTRIBUTION OF BCA COURSE TOPICS -- SIX-MONTH FOLLOW-UP

MOST VALUABLE TOPICS (# TIMES MENTIONED)		LEAST VALUABLE TOPICS (# TIMES MENTIONED) (RANK REVERSED)		PERCEIVED PREPARATION (MEAN) ^a	PERCEIVED PERFORMANCE (MEAN) ^a	FREQUENCY OF USE (MEAN) ^a
First Aid	(36)	First Aid	(00)	Firearms (4.39)	<u>Public Relations</u> ^b (4.23)	Public Relations (2.92)
Patrol	(30)	Arrest	(00)	First Aid (4.09)	Firearms (3.99)	Written Reports (2.91)
Traffic	(30)	Criminal Code	(00)	Traffic (4.09)	Traffic (3.94)	Traffic (2.79)
<u>Search & Seizure</u>	(24)	<u>Search & Seizure</u>	(01)	<u>Public Relations</u> (4.08)	Patrol (3.89)	Oral Communications (2.73)
Firearms	(19)	Firearms	(03)	Arrest (3.95)	<u>Oral Communication</u> (3.88)	Patrol (2.70)
Arrest	(18)	Traffic	(03)	Patrol (3.98)	First Aid (3.86)	Arrest (2.58)
Written Reports	(15)	Courts	(03)	<u>Search & Seizure</u> (3.71)	Written Reports (3.82)	Courts (2.49)
<u>Public Relations</u>	(13)	Patrol	(04)	Written Reports (3.65)	Arrest (3.77)	First Aid (2.37)
<u>Criminal Invest.</u>	(12)	Juvenile	(04)	Crime Prevention (3.61)	Courts (3.66)	Juvenile (2.33)
Criminal Code	(12)	<u>Criminal Invest.</u>	(04)	Courts (3.56)	Crime Prevention (3.66)	Crime Prevention (2.31)
Narcotics & Drugs	(08)	Narcotics & Drugs	(04)	Criminal Code (3.52)	<u>Search & Seizure</u> (3.60)	Criminal Code (2.28)
Courts	(07)	<u>Public Relations</u>	(06)	Juvenile (3.48)	Narcotics & Drugs (3.52)	Search & Seizure (2.19)
Crime Prevention	(06)	Crime Prevention	(08)	Narcotics & Drugs (3.45)	Criminal Code (3.48)	Criminal Invest. (2.17)
Defensive Tactics	(04)	Written Reports	(09)	<u>Oral Communication</u> (3.45)	Juvenile (3.40)	Narcotics & Drugs (2.16)
Confessions	(04)	Defensive Tactics	(13)	<u>Criminal Invest.</u> (3.43)	<u>Criminal Invest.</u> (3.37)	Mental Health (2.05)
Mental Health	(02)	Confessions	(13)	Functions A & B (3.34)	Functions A & B (3.29)	Confessions (1.98)
Juvenile	(01)	<u>Oral Communication</u>	(14)	Mental Health (3.26)	Mental Health (3.26)	Defensive Tactics (1.95)
<u>Oral Communication</u>	(01)	Mental Health	(24)	Defensive Tactics (3.23)	Confessions (3.25)	Functions A & B (1.92)
Functions A & B	(00)	Functions A & B	(25)	Confessions (3.15)	Defensive Tactics (3.20)	Alc., Tob., Firea. (1.61)
Alc., Tob., Firea.	(00)	Alc., Tob., Firea.	(25)	Alc., Tob., Firea. (2.89)	Alc., Tob., Firea. (2.94)	Firearms (1.48)

^aRanks orders by median produce virtually identical results and conclusions.

^bTopics with broken underline are inconsistent in rank across the first four columns. See discussion in text.

a better basis to make inferences about course content than examination of each question in isolation. Readers should keep in mind that in speaking of content quality below, we will be referring to opinions on content of recent trainees in terms of its perceived value and contribution to job preparation and performance. Perceptions of this group are by no means the only nor necessarily the most accurate; hence, once again the preliminary nature of these conclusions is stressed.

In Table 5.14 five topics rank high in all four columns -- First Aid, Patrol, Traffic, Firearms and Arrest. In other words, these topics were frequently mentioned as being most valuable, were infrequently mentioned as being least valuable, and ranked high in mean assessment of preparation and performance. One can infer, then, that these are content areas of strength for the BCA basic program. Five topics rank roughly in the middle of all four columns -- Narcotics and Drugs, Courts, Crime Prevention, Juvenile Statutes and Procedures, and Written Reports. Here assessments of value are mixed and self-evaluations of preparation and performance are about average. In addition, Criminal Code ranks about average, although no one listed it as a least valuable topic. One can infer then that these six content areas are of average quality. Finally, one finds convergence across the columns that five topics are of low perceived quality -- Defensive Tactics; Confessions and Interrogations; Mental Health; Functions of Agencies and Bureaus; and Alcohol, Tobacco, and Firearms.

Evidence is mixed on four other categories, and hence, inferences are more difficult to draw. Oral Communication ranks in the lowest portion of all columns, except performance, where it ranks fifth. This seems to be an area

in which graduates feel that they perform adequately and that training in the area is not beneficial. Similarly, Public Relations ranks average on value but very high on self-assessments of preparation and performance. Like Oral Communication, graduates seem to believe that they perform well without the contribution of training. It seems probable that these might be areas in which graduates might overrate themselves and hence rankings of preparation and performance might be inflated. Evaluations from other groups that will be collected later will reflect on this conjecture. For the time being, these two topics will be ranked of average quality in spite of higher self-assessments. Search and Seizure ranks fairly high on all questions except average on performance. These results suggest an inadequacy in either time or quality of instruction. Finally, Criminal Investigation ranks average on value but lower on preparation and performance. As before, these results suggest some inadequacy in either time allotted or quality of instruction. These possible inadequacies are elaborated in the next section.

In summary, data from questionnaires administered to BCA basic graduates with approximately six months of post-training job experience indicate that the following topics are considered of highest quality:

First Aid,
Firearms,
Patrol,
Traffic, and
Arrest.

The following topics appear to receive average ratings:

Search and Seizure (although perceived value and preparation are fairly high),
Criminal Investigation (although perceived value and preparation are fairly low),
Juvenile Statutes and Procedures,
Crime Prevention,
Narcotics and Drugs,
Courts,

Criminal Code,
Written Reports,

and probably:

Oral Communication, and
Public Relations.

The following topics are rated least well by recent BCA graduates:

Mental Health,
Defensive Tactics,
Confessions and Interrogations,
Alcohol, Tobacco, and Firearms, and
Functions of Agencies and Bureaus.

Summary

This chapter has reported three types of information relating to the evaluation of the BCA basic course content -- content analyses that assess substantive emphasis; course evaluations by trainees; and assessment of course topics by trainees with six months of job experience after graduation. To what degree do results of these three sections converge or differ?

First, results of course evaluations and the six-month follow-up opinions generally corroborate each other.⁶ All the topics ranked highest by trainees at the end of their course are topics that they perceive to have been valuable after six months' job experience. There is also some convergence on least valuable topics. However, BCA graduates appear to rate Written Reports and Public Relations (Human Relations/Ethnic Awareness) somewhat more highly after job experience; and Defensive Tactics and Confessions and Interrogations somewhat less highly after job experience.

The content analysis and survey data tap different dimensions of the course; hence, conclusions here should be based on a combination of information from each,

6. Rankings, of course, reflect somewhat different concepts. Trainees rated the quality of various aspects of the course, while graduates evaluated their job preparation and performance in content areas.

rather than a comparison of results. Table 5.15 combines conclusions from the content analysis and from the six-month follow-up survey data. Topics are categorized in columns according to whether the BCA basic course allocated relatively more (high), roughly the same (average), or relatively fewer (low) hours in comparison to other programs in Minnesota and/or in comparison to programs in other states. Rows contain information on content quality, based on BCA graduates' assessments of a topic's overall perceived value and contribution to job preparation and performance.

Time allotted to a topic does not ensure its quality. Quality is most important; time is important to the degree it contributes to quality. Ideally one wants to maximize quality (the benefits of training) and minimize time (one of the costs of training). In drawing final conclusions, then, we want to combine the information on hour-emphasis of topics drawn from previous content analyses with content evaluations drawn from survey data. Given qualitative assessments of content areas, one would want to see if hours from any areas could be allotted more beneficially to other content areas; or whether improvement in course quality inevitably means an increase in total course hours. These conclusions will also consider information on frequency of use of topics, which is included in Table 5.14 of the previous section and trainee course evaluation results.

Table 5.15 should be interpreted in the following manner. For topics on the diagonal (squares I, V, IX) time and perceived quality are proportional. If one wanted to improve the quality of the topic, then it would be logical to increase time. Topics to the right of the diagonal (squares II, III, VI), on the other hand, are of high quality in relation to time. Content payoffs from time allocated appear high. Decisions on hour increases would rest on importance of the topic; the relative de-emphasis of these topics by the BCA

TABLE 5.15
SUMMARY EVALUATION OF BCA COURSE TOPICS

		HOUR EMPHASIS OF TOPIC ^a		
		High	Average	Low
PERCEIVED CONTENT QUALITY ^b	High	I. First Aid*	II. Firearms ⁺ Patrol ⁺ Arrest*	III. Traffic*
	Average	IV. Search and Seizure ^{+d} Criminal Inv. ^{+d} Juvenile ^{+d} Crime Prevention ^{+d}	V. Narcotics and Drugs* Courts* Criminal Code ^{+c} Oral Communication ^{d*}	VI. Public Relations ^{+d} Written Reports*
	Low	VII. Mental Health*	VIII. Defensive Tactics Confessions and Interviews* Alcohol, Tobacco, Firearms*	IX. Functions*
Omissions: Driver Training Physical Training Breathalyzer Training Radar Training Firefighting				

^aBased on impressions derived from comparisons to other Minnesota programs and to programs in other states. Categorization is based on whether the BCA course devotes relatively more or less time than others. * means categorization is based on comparisons between BCA and other Minnesota programs; x on comparisons between BCA and programs in other states; and + on both sets of comparisons. If Minnesota was in the top ten states, it was considered high in comparison to other states; if in the top twenty, average; and if twenty or more states ranked above Minnesota, then the course topic was considered relatively low.

^bBased on convergence of rankings from Table 5.14 on topic value and contribution to job preparation and performance. See conclusions to previous section.

^cBCA appeared weaker in comparison to Minneapolis and Highway Patrol but average in comparison to other states.

^dCategorization for content quality based on mixed evidence; see discussion in text.

however, indicates that these are not topics open to hour reduction. Topics to the left of the diagonal (squares IV, VII, and VIII) appear to have lower payoffs in content quality for the hours allotted to them. Relative hour emphasis exceeds perceived value of the topic. If any topics warrant a reduction of time, it would be these, but many factors need to be addressed before concluding that time can be reduced. Finally, topics omitted entirely by BCA are listed in the bottom right square. These topics could be considered of lowest quality and lowest relative time allotted.

Five topics fall on the diagonal; that is, the time allotted to them and their perceived quality are proportional. First Aid (square I) ranks high on both dimensions. Given the importance of this subject, time should not be reduced. The only possible qualification to this conclusion would be an arrangement that required recruits to obtain First Aid training on their own and not make the topic a part of the basic program.

Four topics receive average rankings on both dimensions (square V) -- Narcotics and Drugs, Courts, Criminal Code, and Oral Communication. The average status of these topics on both dimensions suggests that they are not in extreme need of more time. However, the frequency of use of Courts and Oral Communication training could be used to argue for additional time. Moreover, Oral Communication, like Public Relations and Written Reports, is perhaps likely to have its quality inflated by trainees' self-perceptions.

Finally, one topic ranks low on both dimensions--Functions of Agencies and Bureaus (square IX). Since this topic is not frequently used (see column 5 of Table 5.14) and also was not rated favorably in the course evaluation, perhaps any increase in time to improve perceived quality could be reserved for elective hours.

Six topics appear to the right of the diagonal; that is, they are of high perceived quality in relation to time allotted. In the areas of

Patrol, Firearms, Arrest (square II) and Traffic (square III), which are rated high by BCA graduates, the BCA program does not give appreciably more time than do other states or other Minnesota programs. It is of interest that these topics (except Patrol) ranked highest in perceived quality of instruction (Table 5.8). While these four topics are areas of relative BCA strength, they are not areas open to reduction in time allocated. Given the frequency with which officers use training in Patrol, Traffic and Arrest (see column 5 of Table 5.14), given the importance of Firearms training to human life, and given the limited hours in the areas compared to other states, the high evaluations of these content areas should not be taken to imply that hours could be reduced. Moreover, trainees in the end-of-course evaluation do not mention these as topics deserving less time and in fact indicate a desire for more training in Arrest and Firearms (Tables 15.6 and 15.7).

Two areas--(square VI) Written Reports and Public Relations-- are of average perceived quality but received comparably less time than other programs. Since these two topics ranked highest in terms of frequency of use (Table 5.14), however, and are slighted in comparison to other programs, both seem to warrant more class time. Although trainees at the end of the course express a desire for less time on these subject, low ratings for perceived quality of instruction, materials, and methods of instruction suggest that these topics deserve not only more time but improved instruction (Tables 5.9, 5.11, 5.12). This conclusion would be further supported if it were found later that these are areas in which graduates tend to over-rate their preparation and performance and hence resulting rankings of content quality in Table 5.15 would be inflated.

Topics to the left of the diagonal are of particular interest for inferences concerning total hours for the basic training course. These topics have lower payoffs in perceived quality for the hours allotted, and hence it

might be these areas that would warrant hour reductions. If hours cannot be reduced here, then undoubtedly the length of the course should be increased to accomodate hour increases recommended for other topics.

Four topics rank low on perceived quality. BCA allots average time to three of these topics (square VIII)--Defensive Tactics, Confessions and Interrogations, and Alcohol, Tobacco, and Firearms; while Mental Health is given relatively more time. Determination of appropriate hours for these content areas of weakness requires consideration of frequency of use of the topic as well as course evaluation results. The three topics listed in square VIII all rank in the bottom five in terms of use (see Table 5.14). With the exception of Defensive Tactics, these also ranked low in trainee perceptions of importance (Table 5.5). The implication is that these topics are less important than some others and might not deserve more mandatory time to improve their quality. Moreover, Defensive Tactics is the only one of these topics for which trainees expressed a desire for more training (Table 5.6), and that was expressed in only one class. Perhaps additional time for these less frequently used topics could be offered as electives for officers who need or want training in these areas. Also the fact that an average amount of time is given to these topics but they are of little perceived value suggests that the nature of instruction should be investigated. (Trainees generally rate the quality of instruction of these topics average.) Their average hour allotment, however, argues against a significant reduction in time.

Mental Health, on the other hand, receives more time in comparison to other courses, and perhaps the generally low evaluation by trainees and graduates suggests that hours should be reduced. However, since total hours are so few (six), reductions here would not contribute significantly to other topics.

Four topics receive comparably more time in the BCA course but rank of average perceived quality--Search and Seizure, Criminal Investigation, Juvenile Statutes and Procedures, and Crime Prevention (square IV). All four of these topics rank of average frequency of use in Table 5.14. Trainees perceive Search and Seizure to be an important topic (Table 5.4), while Juvenile Statutes, Crime Prevention, and the various topics included under Criminal Investigation receive average to above average ratings for importance. These are not topics that can be lightly dismissed, and in fact hour reductions are probably not warranted. One possibility is that these are topics in which the ratio of hours to payoffs in content quality are predictably high. Although BCA offers relatively more time for these topics the time given could be necessary (or perhaps even insufficient) for adequate preparation. Evidence supporting this position is that trainees seem to want more time given to Search and Seizure (Table 5.6) and they do not perceive that less time should be given to any of the three topics.⁷ Moreover, some comments to open-ended questions in the follow-up questionnaire reflected a desire for more attention to Search and Seizure, Criminal Investigation, and Crime Prevention.

Another interpretation would be that inadequacies in instruction result in lower ratings by BCA graduates; improvement in instruction would make hours allotted to these topics beneficial. Although trainee perceptions of the quality and methods of instruction are generally favorable, these could be areas that deserve more student-oriented instruction (as recommended by the National Standards, Chapter Three). Student involvement in crime scene

7. Trainees perceive that less time would be desirable for Organized Crime, but average ratings for other topics included in Criminal Investigation and for Juvenile Statutes and Procedures and Crime Prevention are 3.00 or above.

techniques in the basic course is minimal, for example, but would be desirable. The Minneapolis basic course includes tours of juvenile correctional facilities for their officers, but BCA training in these areas is essentially classroom instruction. Suggestions for more student-oriented instruction offered in Chapter Three and discussed again in Chapter Four probably would be beneficial in these three content areas.

Finally, the position of Crime Prevention on hour emphasis (Table 5.15) is somewhat misleading. It ranks high because the other Minnesota programs did not offer Crime Prevention topics in 1976, although total hours are only three. This topic is a new and innovative one; other programs may well adopt it in the future.

With the data at hand, we can do more than conjecture on why ratings for Criminal Investigation, Search and Seizure, Juvenile Statutes and Procedures, and Crime Prevention seem low compared to the hours allocated to them. The fact that these are areas that could benefit from more student participation and are sufficiently complex to warrant a number of hours argues against hasty conclusions that hours could be reallocated from these topics to others. The only reduction that might appear acceptable at this point would be in the area of criminal investigation, if some of the more specialized subjects could be handled as electives. Thus, officers needing the training still could obtain it.⁸ Possibly, additional hours in the other three topics could be offered as electives also to improve perceived content quality.

The topics not covered by BCA are obviously open only to hour increases rather than reduction. It has been suggested already in the first section of

8. Criminal Investigation is the only category with a sufficient number of total hours (52) to make reductions significant for reallocation to other topics.

this chapter that Firefighting, Radar, and Breathalyzer training could be offered as electives. Physical training could be either required or elective, although comparisons to other Minnesota programs and to other states indicate that at a minimum it should be elective. On the other hand, driving is a skill used frequently by most officers, and it should certainly be a portion of the mandatory basic course.

Conclusions

Conclusions based on preliminary data suggest that the BCA devotes sufficient time to the following areas, but that current hours should not be reduced. Officers also perceive these as fairly valuable topics and ones in which they are adequately prepared:

1. First Aid (unless training were required prior to basic training)
2. Firearms
3. Patrol
4. Arrest
5. Traffic
6. Criminal Code
7. Narcotics and Drugs

The following topics appear to warrant more hours. Bases for these conclusions vary, though frequency of use of the topic was relevant for most:

1. Driving Techniques
2. Written Reports
3. Public Relations
4. Courts
5. Oral Communication, and possibly
6. Physical Training

The following topics receive relatively more time in the BCA course. Hours probably should not be reduced, but perceptions of the topics' value or of sense of preparation or performance in the area indicate that attention needs to be paid to the instruction and/or sufficiency of time allocated:

1. Search and Seizure
2. Criminal Investigation
3. Juvenile Statutes and Procedures
4. Crime Prevention

Questions to probe in later months of the evaluation are whether hours for Criminal Investigation could be reduced, if some topics were offered as electives; and whether additional elective hours for the other three topics could contribute to perceived content quality.

The following topics which rank of low perceived quality could receive more attention as electives but do not seem to warrant additional mandatory time:

1. Functions of Agencies and Bureaus
2. Defensive Tactics
3. Confessions and Interrogations
4. Alcohol, Tobacco and Firearms

The following topics, currently excluded by BCA, could be offered as electives:

1. Physical Training (if not mandatory)
2. Firefighting
3. Breathalyzer
4. Radar

The following topic, which receives comparably more time in the BCA program but ranks low on perceived quality, perhaps warrants fewer hours, but reductions would not contribute significantly to other topics:

1. Mental Health

Additional information could alter our final assessments of course content. Once we obtain evaluations of the contribution of BCA training to job preparation and performance from other groups as well as from more BCA graduates, our conclusions on perceived topic content quality could change. Also the comparison of content categories to task lists will give us additional information on the importance of topics. We simply have used in this analysis the follow-up survey data on frequency of use of topics. A task list will give us more information, and we can also distinguish if certain topics are relevant for certain types of agencies (e.g. large or small; urban or rural) and not for others. This latter information would be valuable in designing a system of electives.

In spite of the preliminary nature of conclusions on particular content areas, some general conclusions can be made that will probably hold up in final analyses too. In particular,

Some topics deserve more attention while few, if any, can spare any hours. Therefore 1) improvement in quality probably implies an increase in quantity (hours); 2) improvement in quality partially could be achieved with the flexibility of elective subjects.

These conclusions lead to the tentative identification of the following training needs in Minnesota:

1. A somewhat longer course.
2. A basic course offered as a series of modules.
 - A. Some modules would be required and would constitute the mandatory 280-hours (or more) basic course;
 - B. Some topics (or additional hours in other topics) would be offered as electives. Electives would provide more training in more subject areas for officers wanting or needing the training, without incurring the costs of mandating all training for all officers;
 - C. Exemption tests would be perfected for each module. If an officer can demonstrate the necessary knowledge and skill in a content area, he would be exempt, even if the module were mandatory. Exemptions would help reduce costs of training.
3. Flexible hours mandated for content areas by the MPOTB so that certified training centers can adapt to changing needs.

These needs and the findings in this chapter on which they are based are consistent with the needs tentatively identified in Chapter Three from a comparison of Minnesota to the National Standards and Goals:

1. Elective subjects, from which police executives can choose for their personnel, in addition to the mandatory training;
2. On-going and/or periodic evaluation of the training content and testing conducted by certified police training centers;
3. A longer basic training course;
4. Successful completion of a basic course for instructors, periodic refresher training for instructors, and regular review and evaluation of instructors' lesson plans and classroom presentations;

5. Smaller classes, more time, more instructors and better facilities to improve the quality of police training, particularly through expanded student involvement.

Needs number one and number three directly parallel needs identified in this Chapter. Needs number two, number four, and number five, if met, would help to ensure the quality and job-relatedness of modules offered in the basic training program.

CHAPTER SIX

AREA VOCATIONAL TECHNICAL INSTITUTES

Two Vocational Technical Institutes in Minnesota offer training programs for persons interested in a law enforcement career. The Alexandria Area Vo-Tech Institute was started in 1967, and the Hibbing Area Vo-Tech Institute began in 1975. These programs provide two years (six quarters) of training for future police officers. Graduates of these courses, however, must successfully complete a certified training course (usually the BCA basic training course) and also successfully complete a one year probationary period before they become certified peace officers. (In agencies serving a population under 1,000, these certification procedures do not apply.)

Enrollment and Selection Procedures

The number of applicants for these two programs far exceeds the number of training openings. In the school year 1975-76, Alexandria selected 86 students from over 500 applicants. Hibbing reported a similar ratio of one selected out of every six applicants. One of the advantages of Vo-Tech training in comparison to the college programs concerns the permissible procedures for admission (and exclusion) from the training program. In general, community colleges have an open enrollment policy, i.e., essentially all high school graduates (or holders of a G.E.D.) can register for classes. The four year colleges are also limited in enforcing enrollment restrictions.

The selection procedures for accepting students into the law enforcement program at Alexandria and Hibbing roughly follow the basic guidelines prescribed in the Rules and Regulations of the Attorney General relating to peace officer training (Att.Gen. 201-209). The procedures listed in the Rules and Regulations include filing an application, written examination of "mental skills," physical agility measures that are job related, psychological and medical examinations by licensed practitioners, state driving record, and information derived from a background search.

These institutes are required by the State Vocational-Technical Education Division to maintain records of placement of graduates to assure that their training courses are preparing an appropriate number of students in appropriate specialties. If the proportion of relevant placements drops below a specified level, that training course is on probation; and if the level of placements stays at the low position of 50% or less for two years, the training course must be deleted from the vo-tech schools. This means that entry into a vo-tech course is dependent upon the job market and the specific qualifications of each applicant.

The selection procedures permit the school to restrict enrollment in terms of the anticipated market for the specialty and to screen candidates in terms of job-related attributes. Last year Alexandria placed 58 of their 66 graduates in related law enforcement positions. Hibbing will graduate its first class in the spring of 1977. Eight persons will graduate, and five of these already are working in law enforcement.

There are legal problems with these selection procedures, which should be mentioned here. To do a comprehensive background search as indicated in Attorney General 207 (b) (4) through local, state, and federal agencies, the applicant must be applying for a job as a police officer. In the case of the vo-tech students, they are merely applying for acceptance in a school, and so access to state and national criminal information computers is not available to those conducting the search. In addition, some of the students are juveniles, and even local records are not accessible to the school. Therefore, under current operating rules, complete background checks are not feasible for entering students. A law enforcement agency hiring a vo-tech student would be required to conduct another, more thorough, check before the trainee could be hired. This means that an individual is trained, at the expense of the school, who may turn out to maintain "unacceptable standards of conduct which

would adversely affect the performance by the individual of his duties as a peace officer."¹

Evaluation Procedures

The State Vocational-Technical Education Division requires all programs in their institutions to be evaluated by at least two experts in the field every other year. In the alternating year, the school does an in-house evaluation. Specific forms created by the state agency are used in these evaluations. Alexandria has had many of these evaluations done since its inception, and Hibbing had its first evaluation in the fall of 1976. Both schools have fared well according to these evaluations.

In both Vo-Tech courses, instructors use standard paper and pencil quizzes and exams to evaluate academic progress of the student. Both provide lab and practicum courses in which student progress in skill development is observed and evaluated. Written evaluations are conducted on each student at the end of each quarter and become part of the students file at Hibbing Vo-Tech. Alexandria is less formal in its evaluations, which tend to be oral when they occur.

The two Vo-Techs are currently working on an end-of-program examination which will be similar in format to the BCA basic final exam. Up to this point, no final exam has been administered to vo-tech graduates. Success in the course thus far has been measured by academic grade point average and instructor recommendations. The student is also evaluated on a code of conduct set up by each school. Included in this are: roll call procedures, dress code, out of school behavior review, etc. These disciplinary rules are made to conform to the usual restrictions and codes that are a part of most law enforcement agency regulations and to the police standards

1. Minnesota State Regulations, Rules and Regulations of the Attorney General, relating to peace officer training and the reimbursement program of the MN Peace Officer Training Board, (Att. Gen. 201-209, 210-219), 1976 edition, p. 7.

as adopted by the Minnesota Peace Officer Training Board. These requirements of conduct are enforced as a condition of continuing in the training program.

The Programs

Hibbing Vo-Tech grants a certificate of completion upon graduation from their program. Completion includes 79 credits (equivalent to 1,560 clock hours) in technical skills through the vo-tech and 42 credits (equivalent to 600 hours) of social science classes, typewriting, and body building through Hibbing Community College, which is one block away from the Vo-Tech. This is a total of 121 credits and 2,160 clock hours. Hibbing's program is unique in its format because of its use of the neighboring community college for a balance of educationally oriented courses. A student enrolled in this class may, with an additional six credits (which are optional) from the community college, receive an associate of applied science degree (AAS) along with the certificate citing completion of the vo-tech program. The Alexandria program grants an associate degree upon successful completion of the two year vo-tech curriculum.

Neither of these degrees should be confused with an associate of art degree (AA) or an associate of science degree (AS) that is awarded for completion of a two-year college program. Although some of the credits from the Vo-Techs transfer to colleges, where a degree may be obtained, the exact number is dependent on the educational institution reviewing the student's record.

Also, the certificate of completion that is awarded upon graduation from a vocational-technical program does not certify the graduate as a police officer.

Hibbing Area Vo-Tech requires their second year students to go on ride-alongs with area police departments for four to ten hours per week the entire year. Since Hibbing has few minority citizens, the instructors have asked different ethnic groups to come up to their school and discuss ethnic awareness in small groups

in order to give the students some differing perspectives and viewpoints. Alexandria has field trips designed for some of their classes, e.g., touring the state penitentiaries, attending court proceedings, etc.; but no formal field training or internship has been designed for students.

Students

Since Hibbing's program is only in its second year of existence, no statistics are available on the number of graduates, etc. However, there are currently thirty-one students in this program; and of these thirty-one, eight are expected to graduate in the spring of 1977. They have a limit on enrollment of twenty-five to thirty students per year and feel that given their present situation (number of instructors, etc.) that the most they can handle is a total of sixty students. 62.5% of their second year students are current law officers (although they are not certified officers), but all of these have been hired during their enrollment in this program. Eighteen per cent of the total number of students are women, and one person is from a minority background.

Alexandria Vo-Tech has graduated 45, 47, and 66 in the years 1974, 1975 and 1976 respectively. They had a total of 146 students enrolled in the fall of 1976. Their limit of enrollment is maintained between 80-90 new students per year. Only 2% of the students come from minority backgrounds and 8% of the total enrollment in the law enforcement program are women (See Table 6.1 for further information).

Instructors

Initially, an instructor in a vocational-technical institute must have 6,000 clock hours or three years of occupational experience in the law enforcement field, plus at least one vo-tech teacher training class in order to get a two-year teaching certificate. When an instructor receives a total of sixteen credits or 192 clock hours of teacher training classes (they use a 1/12 ratio of credits to hours), they are then eligible for a teaching certificate of five years duration.

TABLE 6.1
LAW ENFORCEMENT PROGRAMS AT AREA
VOCATIONAL-TECHNICAL INSTITUTES

A. Programs						B. Students							
VOCATIONAL - TECHNICAL INSTITUTES	Degrees	Field training required	# of years	Year started	Subject	# of enrolled (fall)				# of graduates (spring)			
						1974	1975	1976	Total	1974	1975	1976	Total
Alexandria	Associate Degree	No	2	1967	LE	133	149	146	428	45	47	66	157
Hibbing	Associate of Applied Science	Yes	2	1975	LE			31	31	(Expected to graduate eight students in 1977)			

B. Students					C. Instructors						
VOCATIONAL - TECHNICAL INSTITUTES	Limit of Enrollment	Percent Minority	Percent Women	Percent Current Law Officers	Degrees Held				# of Instructors		
					AA/AS	BA/BS	MA/MS	Other	Total	FT	PT
Alexandria	80-90/yr		8%	None	1-AA	2-BS (5-None)	2-MS	1-JD	11	9	2
Hibbing	25-30/yr	3	18	62.5%	(None)				2	2	0

Insignificant percentage (2% or less)

The teacher must continue to up-grade his/her class even after the certificate is received. The Vocational Technical schools require them to take classes on instruction techniques during this period.

It is known that, at the minimum, law enforcement instructors at a Vocational-Technical Institute must have three years experience as a police officer and one teacher-training course in order to instruct. In addition to this, six of Alexandria's eleven instructors have post secondary degrees (See Table 6.2). Hibbing has only two instructors, neither of whom have degrees; however, they both have extensive experience in law enforcement. Hibbing's program is much newer and smaller than Alexandria's which accounts for the difference in staff size. Both of the instructors at HAVTI are full time. Hibbing's institute makes use of the neighboring community college for approximately one third of its required classes, and those instructors all have degrees ranging from bachelor to law degrees.

The Vocational-Technical Education Division cited salaries for both instructors at Hibbing to be \$35,760 annually, which includes fringe benefits.² The salaries per instructor at Hibbing Vo-Tech averages out to \$16,254.55 per year (fringe benefits included). Alexandria's program runs 183 days and has nine full-time instructors. The total salary plus fringe benefits for 9.9 instructors is \$169,950 annually. This averages out to \$17,166.66 annually per instructor.

2. Actually this figure was cited for 2.2 instructors. (NOTE: the program at Hibbing is only written down as running 175 days per fiscal year. If an instructor works more than the allotted 175 days, it is rounded to the nearest 10th of a point. So, in the case of Hibbing one of two things has happened; either both instructors worked about 17.5 days over the 175 allotment, or one instructor worked approximately 35 days over the 175 day limit. Thus, the 2.2 when there are only two instructors.)

TABLE 6.2
ALEXANDRIA'S FACULTY

# of Instructors	FT or PT	Degrees Held
1	FT	AA
2	PT	BS
2	FT	MS
1	FT	JD
<u>5</u>	FT	No Degree
11		

Funding

The funding of vocational-technical institutes is broken down in Table 6.3 (see Chapter Eight for more information on funding). The 32% entitled foundation aid comes from the state budget also; however, the stipulations are different. The state appropriation is a set amount of money that is received by the vo-techs. The foundation aid is additional money that the schools are entitled to dependent on the number of students enrolled in the institution. Every student who attends school at a vo-tech wins that school 1.5 units of foundation aid, and one unit is worth \$970.00.

The amount of money that tuition and fees net is a relatively small percentage of the entire amount, certainly much smaller than in community colleges or state universities. This is due to the fact that few students are required to pay tuition. All Minnesota residents under the age of 21 may enroll in a vocational-technical program free of tuition costs. Those non-residents over the age of 21 pay \$2.00 per day tuition. So, for \$10.00 per week the student may learn a trade or skill in our vo-tech schools. The only direct cost to the resident student under the age of 21 is a supply fee. This fee differs by discipline and school. For law enforcement at both Alexandria and Hibbing, the supply fee is usually between \$60 and \$80 a year. This fee includes books, supplies, lab fees, uniforms and everything that is required of the student to buy that they keep upon completion of the program. Some students are helped to pay this fee through CETA (Comprehensive Employment & Training Act) and BEOG (Basic Educational Opportunity Grant) grants. Hibbing students pay an additional amount of money for their classes that are given through the community college nearby. However, students pay a reduced rate of \$2.00 per credit taken, instead of the \$11.00 per credit that a student enrolled through the college would pay for tuition. This \$2.00 is again merely a supply fee. This is another aspect of the unique cooperative

TABLE 6.3
FUNDING FOR AREA VOCATIONAL TECHNICAL INSTITUTE^a

Dollars	Percentages	Resources
\$28.9 million	38%	State appropriations
23.9	32%	Foundation aid
13.7	18%	Other
4.9	7%	Federal appropriations
3.8	5%	Tuition and fees
<u>75.2 million</u>	<u>100%</u>	

^aFrom State of Minnesota Pocket Data Book, State Planning Agency, 1975 p. 90 source cited: Minnesota Higher Education Coordinating Commission (see: E-8).

program set up between Hibbing Vo-Tech and Hibbing Community College.

Course Content

BCA's basic police training class tends to be an intensive course in that it relates pertinent career information and training in 280 hours of course work. Many of the people in attendance have worked on-the-job for a number of months (up to one year) prior to enrolling. The basic course does not train officers to specialize in any specific area of police work. Advanced in-service courses are designed for that purpose. This basic class trains both rural, suburban, and urban officers alike; thus, each officer must learn ordinances and procedures from his own municipality in addition to this eight week course. Comparisons can be made according to topics covered between the two vo-techs and also between the BCA and the vo-tech programs. Table 6.4 includes course topics for the three programs, using the categories for content analyses in Chapter Five. Please refer to footnote 1 of Chapter Five. Most BCA topics are covered by the vo-tech programs, with a few exceptions. Neither cover Crime Prevention, and Alexandria course descriptions do not include topics on Arrest or Confessions and Interrogations.

By using percentages of the number of hours in each category instead of raw number of hours, the differing lengths of classes can be controlled.³ This way some comparisons between the three different programs as to the perceived importance of each category can be made. In Table 6.5, the top six topics, according to the percent of hours spent on each, are listed for BCA, Alexandria, and Hibbing. All three programs spend the most amount of time on Criminal Investigation.

3. Note that percentages for the BCA course categories in Table 6.4 differ from those in Table 5.2 since they are based on total class hours here. See footnote 3 in Chapter Five for basis of percentagizing there.

TABLE 6.4
COURSE CONTENT OF BCA, ALEXANDRIA, AND HIBBING PROGRAMS

COURSE-CATEGORY (Used in Follow-up self-evaluations)	COURSE TOPICS 1976-77	NUMBER HOURS	HIBBING 1976-77		ALEXANDRIA 1976-77	
				# of Hours		# of Hours
1. FIRST AID, RESCUE TECHNIQUES	Multimedia Standard First Aid Advanced Rescue Training Advanced First Aid Rescue Breathing Emergency Childbirth	25 (.09%)	Crash Injury Management (includes Emergency Medical Training)	72 (.03%)	First Aid Emergency Care	60 <u>60</u> 120 (.05%)
2. USE OF FIREARMS	Introduction to Firearms Safety, Nomenclature, Dryfir- ing Firearms - Legal & Civil Liabilities Range	9 <u>15</u> 24 (.09%)	Firearms	84 (.04%)	Firearms	90 (.04%)
3. PATROL PROCEDURES, INCLUDING SERVICE AND DOMESTIC CALLS, PROWLER AND DISORDER CALLS	Introduction to Patrol Foot and Motor Patrol Felony in Progress Service and Domestic Calls Prowler and Disorder Calls	1 2 2 3 <u>1</u> 9 (.03%)	Police Patrol and Pro- cedures	120 (.05%)	Patrol Procedures	60 (.03%)
4. DEFENSIVE TACTICS	Defensive Tactics	11 (.04%)	Self Defense	48 (.02%)	Offensive and Defensive Tactics	20 (.05%)
5. WRITTEN REPORTS	Written Reports	6 (.02%)	Communications and Police Report Writing Typewriting	120 <u>120</u> 240 (.11%)	Report Writing Typewriting Composition	60 60 <u>60</u> 180 (.08%)

TABLE 6.4
COURSE CONTENT OF BCA, ALEXANDRIA, AND HIBBING PROGRAMS

COURSE-CATEGORY (Used in Follow-up self-evaluations)	COURSE TOPICS 1976-77	NUMBER HOURS	HIBBING 1976-77	# of Hours	ALEXANDRIA 1976-77	# of Hours
6. TRAFFIC AND ACCIDENTS	Accident Reports Investigation Traffic Code Direction DWI	15 <u>18</u> 33 (.12%)	Traffic Law Enforcement Accident Investigation	36 <u>120</u> 156 (.07%)	Minnesota Traffic Laws Accident Investigation I Accident Investigation II Highway Safety Enforcement	60 60 60 <u>60</u> 240 (.11%)
7. ARREST	Laws of Arrest Techniques & Mechanics of Arrest Stopping Procedures	7 4 <u>4</u> 15 (.05%)	Mechanics of Law Enforce- ment	 48 (.02%)		
8. SEARCH & SEIZURE	Search and Seizure	 7 (.03%)	Search and Seizure	 132 (.06%)	Search and Seizure	 60 (.03%)
9. MINNESOTA JUVEN- ILE STATUTES, COURT DECISIONS PROCEDURES	Minnesota Juvenile Statute Court Decisions Procedures Child Abuse	 12 (.04%)	Minnesota Juveniles	 48 (.02%)	Minnesota Juvenile Court	 60 (.03%)
10. CRIMINAL CODE CONSTITUTION & RELEVANT LEGIS- LATION	Minnesota Criminal Code U. S. Constitution & Bill of Rights Civil Rights Legislation	11 4 <u>1</u> 16 (.06%)	Traffic Law & Criminal Code Political Science Political Science 21	96 60 <u>48</u> 204 (.09%)	MN & Federal Constitution MN Criminal Code Business Law in Police Administration Civil Process Service	60 60 60 <u>60</u> 240 (.11%)

TABLE 6.4
COURSE CONTENT OF BCA, ALEXANDRIA, AND HIBBING PROGRAMS

COURSE-CATEGORY (Used in Follow-up self-evaluations).	COURSE TOPICS 1976-77	NUMBER HOURS	HIBBING 1976-77	ALEXANDRIA 1976-77	
				# of Hours	# of Hours
11. CRIMINAL INVESTIGATION	Preservation and Collection of Evidence		Criminal Investigation	240	Criminal Investi-
	Crime Lab		Fingerprinting	60	gation I 60
	Polygraph		Photography	84	Criminal Investi-
	Identification Procedures	11			gation II 60
	Crime Scene Techniques	12			Fingerprinting Clas-
	Crime Scene Protection	1			sification and
	Criminal Investigation	4			Identification 60
	Investigative Field				Photography 90
	Notetaking	2			Document Examination 30
	Rules of Evidence	5			
	White Collar Crime	1			
	Elements and M.O. of Crime				
	Robbery and Burglary (3)				
	Sex (4)				
	Credit Card Fraud (1)				
	Auto Theft (2)				
	Theft (1)				
	Assault, Forgery,				
	Homicide (3)	14			
	RECOGNITION	2			
		52		384	300
		(.19%)		(.18%)	(.14%)
12. CONFESSION, INTERROGATIONS, INTERVIEWS, LINEUPS	Confessions and Interro-		(included in criminal investigation)		
	gations	2			
	Lineups	1			
	Techniques of Interviewing	2			
		5			
		(.02%)			
13. ALCOHOL, TOBACCO, FIREARMS, REGULATIONS	Alcohol, Tobacco, Firearms		(included in intro- duction to Law Enforcement)		
		2			
		(.01%)			

TABLE 6.4
COURSE CONTENT OF BCA, ALEXANDRIA, AND HIBBING PROGRAMS

COURSE-CATEGORY (Used in Follow-up self-evaluations)	COURSE TOPICS 1976-77	NUMBER HOURS	HIBBING 1976-77	# of Hours	ALEXANDRIA 1976-77	# of Hours
14. MENTAL HEALTH	Mental Health	6 (.02%)	(included in mechanics of law enforcement) Psychology	60 (.03%)	Psychology	60 (.03%)
15. NARCOTICS AND DRUGS	Narcotics and Drugs	4 (.01%)	(included in Criminal Investigation)			
16. RELATIONS WITH PUBLIC	Ethnic Awareness Police and Public Relations Police Community Relations Crime Reparation Police Wife Problems	4 3 1 1 2 11 (.04%)	Police Administration Social Problems Introductory Sociology Sociology 51 Sociology 52	60 48 48 48 48 252 (.12%)	Sociology Human Relations Speech and Police Public Relations	60 60 60 180 (.08%)
17. CRIME PREVENTION	Crime Prevention	3 (.01%)				
18. FUNCTIONS OF AGENCIES AND BUREAUS	Functions of: Drivers License Bureau Secret Service Corrections FBI, Customs, Immigration Bomb Squad	2 2 1 2 3 10 (.04%)	Introduction to Law Enforcement Introduction to Criminal Justice	60 48 108 (.05%)	Introduction to Criminal Justice	60 (.03%)
19. COURTS	Court Procedures Moot Court Testifying in Court	2 2 2 6 (.02%)	Court Procedures	96 (.04%)	Criminal Procedures	60 (.03%)

TABLE 6.4
COURSE CONTENT OF BCA, ALEXANDRIA, AND HIBBING PROGRAMS

COURSE-CATEGORY (Used in Follow-up self-evaluations)	COURSE TOPICS 1976-77	NUMBER HOURS	HIBBING 1976-77	# of Hours	ALEXANDRIA 1976-77	# of Hours
20. ORAL COM- MUNICATION AND DISPATCHING	Oral Communication Radio and Dispatch MINCIS, NCIC	2 1 1 <u>4</u> (.01%)	Speech I	48 (.02%)	(included in Highway Safety Enforcement and Public Relations)	
NONCOURSE WORK	Tests, review, graduation, etc.	19 (.07%)	Body Building Field Tactics	24 36 <u>60</u> (.03%)	Mathematics for Police Physical Development I, II, III, IV Field Tactics Environmental Ecology	60 240 30 60 <u>330</u> (.18%)
		280		2160		2220

TABLE 6.5

Top Six Classes by Percentage of Time Spent on Topic for: BCA, Alexandria, and Hibbing

<u>BCA BASIC</u>		<u>ALEXANDRIA</u>		<u>HIBBING</u>	
Criminal Investigation	19%	Criminal Investigation	14%	Criminal Investigation	18%
Traffic and Accidents	12	Criminal Code	11	Relations with the Public	12
First Aid	9	Traffic and Accidents	11	Report Writing	11
Firearms	9	Physical Development	11	Criminal Code	9
Criminal Code	6 ^a	Report Writing	8	Traffic and Accident	7
Arrest	5	Relations with the Public	8	Search and Seizure	6

^aSeven percent of BCA's time is spent on what was labeled non-course work, e.g., tests, reviews, graduations, etc.

INCLUDED IN ALL THREE

Criminal Investigation

Traffic and Accidents

Criminal Code

ONLY IN THE VO-TECH'S

Report Writing

Relations with the Public

Two other categories appeared in the top six classes in all three programs, These were Traffic and Accidents and Criminal Code. Report Writing and Relations with the Public both appeared in Alexandria and Hibbing's top six categories but were not included in BCA's. 4% of BCA's time is spent on Public Relations and only 2% is spent on Report Writing.⁴ However, the academic courses that both the vo-techs offer include sociology, social problems, and the like, and these classes were listed under relations with the public. It is not clear from course descriptions however exactly how much police-community relations is dealt with. Secondly, in arriving at the number of hours spent on Report Writing, both of the vo-techs have a significant amount of time on typewriting (Hibbing-120 hours, Alexandria-60 hours). In both these cases, the vo-techs have incorporated undoubtedly helpful subjects into the categories but which have, traditionally, been beyond the scope of a basic police training course.

Both of the vo-tech institutes provide social science classes which BCA does not. In addition to these classes, however, the vo-techs also offer courses in physical training that is excluded by BCA (Alexandria devotes 240 hours and Hibbing spends 24 hours in this category). They also have a class on field tactics which deals with handling large crowds, riots, or special events such as dances, parades, and so forth. Alexandria's course, however, tends to focus on the use of shotguns and gas masks, whereas these two components are not mentioned in Hibbing's course descriptions.

4. It is interesting to note that preliminary content evaluations in Chapter Five suggest that these areas might be in need of more hours.

Summary

Noting all these differences it must be kept in mind that the BCA and the vocational technical institute's programs have been set up to handle police training in different ways. Although the finished product of both programs is in principle an efficient, capable police officer, the orientation to obtaining this goal and the kinds of people enrolled in each program are significantly different. It has only been recently that the National Standards and Goals have encouraged increased education mixed with training to produce a well-rounded, insightful police officer.

One might assume that the considerable emphasis on education and training as a police reform is based on a solid body of research on the relationship between those factors and police performance. However, there is a notable paucity of such research. Instead, as Saunders (1970: 81-82) conceded in stating his case for the reform:

The reasons advanced for college education for police are essentially the same as those used to justify higher education as preparation for any career. They rest more on faith than fact.⁵

The information presented in this chapter is strictly descriptive of the vo-tech programs. Materials provided by the vo-tech schools, currently, are insufficient to access the adequacy of these programs. Moreover, research on the contributions of vo-tech education to training performance and job performance is not complete. Some preliminary findings on BCA training performance of Alexandria graduates are contained in Appendix II, but at this point firm conclusions are not possible. Some of the possibilities for the future of police training will be discussed in Chapter Nine. The options deliberate on various roles for the vo-tech institutes and on how training could be supplemented with additional education.

5. Dennis C. Smith and Elinor Ostrom, "The Effects of Training and Education on Police Attitudes and Performance: A Preliminary Analysis." From The Potential for Reform of Criminal Justice, edited by Herbert Jacob, Volume III, Sage Criminal Justice System Annuals (Beverly Hills: SAGE Publications), 1974.

CHAPTER SEVEN

ACADEMIC PROGRAMS IN LAW ENFORCEMENT

AND CRIMINAL JUSTICE

As was mentioned briefly in Chapter Two, the criminal justice student has available a number of options for education in the state of Minnesota. This chapter will elaborate on the various academic programs offered. Information has been gathered concerning the number of students, types of programs, and courses offered for each school. The addendum at the end of this chapter includes tables with detailed information on each educational institution. The schools have been divided into three categories -- community colleges (two year programs), state universities and the University of Minnesota (four year programs), and private colleges (both two and four year programs). The schools in the state that carry either law enforcement or criminal justice programs are:

Community Colleges

Hibbing
Inver Hills
Lakewood
Mesabi
Metropolitan
Normandale
Northland
North Hennepin
Rochester
Willmar

Universities

Bemidji
Mankato
Metropolitan
Moorhead
St. Cloud
University of MN-Duluth
University of MN-Mpls.

Private Colleges

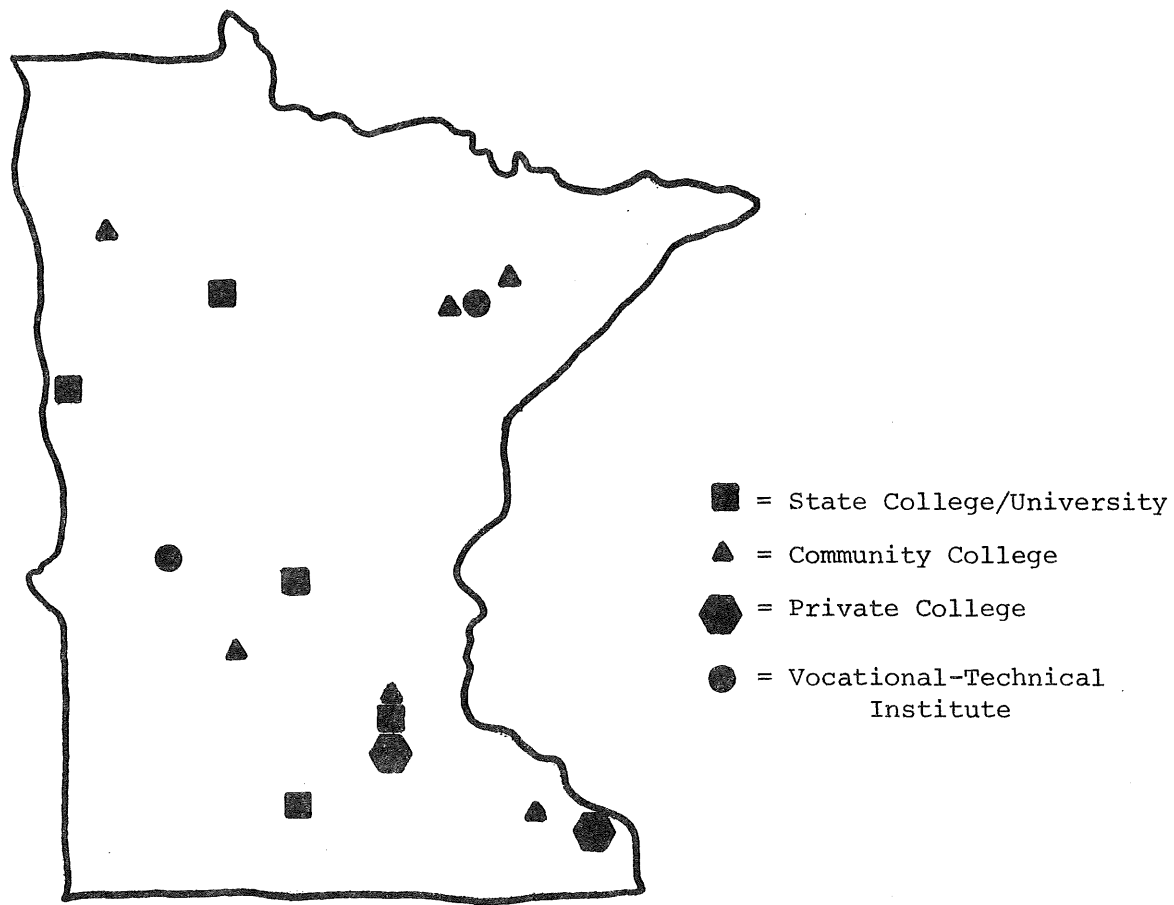
Antioch Community
College of St. Thomas
Golden Valley Lutheran
College
St. Mary's College

Community Colleges

Minnesota has a total of eighteen community colleges, ten of which offer associate degrees in law enforcement. Half of these ten schools are situated in the metropolitan area. Of the remaining five, three are in northern Minnesota, one in west central and the final one in southern Minnesota (see Figure 7.1). Most of the programs are similar with only slight differences, and so an attempt will be made to illustrate the basic two year law enforcement program.

The degree granted is an associate of arts. The colleges have an average enrollment in law enforcement of 106 for fall of 1976, with the mean number of

FIGURE 7.1
EDUCATIONAL INSTITUTIONS IN MINNESOTA WITH LAW ENFORCEMENT OR
CRIMINAL JUSTICE PROGRAMS



graduates at 20 in the spring of 1976, and 55 for the combined years of 1974, 1975, 1976 (range from 10 to 115, see Table A of Addendum for numbers per school).

The median number of classes offered per college is six with the range being three to twelve. The two colleges which offer only three law enforcement classes each are an exception and will be discussed later in this chapter. The ten classes listed in Table 7.1 are the most common in the community college law enforcement curricula.

Four of the ten colleges include internship arrangements through their programs and generally a student can receive from six to twelve credits depending on the individual program. The programs all were started within five years of each other ranging from 1968 to 1973.

The community colleges generally have only one person who is considered to work full-time in law enforcement, usually as the coordinator. They draw their part-time staff from the criminal justice community in the surrounding area and occasionally from other interested staff members. The law enforcement programs have an average of five total staff members (including part-time). The majority of the instructors, both full-time and part-time, have at least a master's degree or higher (Table 7.2).

The community colleges are funded primarily through state allocations. LEEP funds also make up a part of the resources, especially in those schools with a high percentage of in-service personnel (see Table A, part B, of Addendum for information on characteristics of students by school). The tuition for a student at a community college is \$11 per credit, which generally covers about one-third of the program costs. Since these schools are state operated, the instructors are paid on a state scale which has steps and columns of advancement. (This ranking applies only to full-time employees.) The lowest paid rank is step 0, column 1 at \$8,503 annually. The highest paid rank is step 2, column 4 at \$20,048 annually. The part-time instructors, which are 86% of the total number

TABLE 7.1
CURRICULA: COMMUNITY COLLEGE PROGRAMS
TEN MOST COMMON COURSES

<u>Course Title^a</u>	<u># of Colleges that offer it</u>
Criminal Law	8
Police Administration and Organization	7
Criminal Evidence and Procedure	6
Introduction to Law Enforcement	5
Police Operations	4
Police Community Relations	4
Criminal Investigation	4
Criminal Behavior	4
Introduction to Criminal Justice	3
Introduction to Criminalistics	3
^a Not all schools use the exact title given here, but through matching of course content, this list was achieved. Also, please see Table B of Addendum for the remainder of the classes offered.	

TABLE 7.2
INSTRUCTORS: COMMUNITY COLLEGE PROGRAMS^a

<u># of Instructors</u>	<u>Degree Held</u>
17	Law
18	MA/MS
10	BA/BS
1	AA
<u>4</u>	No Degree
50	

^a See Table A, part C of Addendum for occupation of part-time personnel.

in law enforcement programs, generally receive \$200 per credit/quarter/class. Since the majority of the law enforcement courses are three credits (although a few are four), this amounts to approximately \$600 per class/quarter.

The only schools which seem to deviate from the basic program are Hibbing and Mesabi Community Colleges. They are unique in that they have initiated a transfer program between each other, since they are only 26 miles apart. Hibbing carries the general behavioral science courses and the general law enforcement related courses (e.g., Sociology of Criminal Law and Introduction to Criminal Justice). Mesabi then furnishes the specific courses which deal with law enforcement (e.g., Police Administration, and so forth). These are the two colleges which were mentioned earlier that offer three classes each in the law enforcement major.

Rochester Community College varies somewhat from the other two year programs also, in that its courses tend to be directed more towards training than the rest by offering classes in Police Records, Report Writing, and Traffic Law-Accident Investigation. The University of Minnesota, General College offers college credit which can be applied toward an associate of arts degree for completion of a certified training program from a police academy. The remaining credits needed to complete an A.A. degree may be earned by taking courses through the General College. General College also awards college credit for vocational-technical training in law enforcement, using a ratio of one credit earned for 30 clock hours.

State Universities

Minnesota has five state universities that offer programs in the criminal justice field. These are Bemidji State, Mankato State, Moorhead State, St. Cloud State and Metropolitan State. The University of Minnesota-Minneapolis campus and Duluth campus also carry criminal justice programs.

Since the state universities are all under the same auspices, their facilities and programs will be described, dealing mainly with the first four schools listed as Metropolitan State University runs a unique program. Most of their students work full-time, set up their own programs, and work at their own speeds. Wherever possible, Metropolitan's statistics have been incorporated into Table C of the Addendum, so please refer there for further information.

All of the state programs were started in the early 1970's. Bemidji and St. Cloud both grant bachelor's degrees in criminal justice and Mankato offers a bachelor's degree in law enforcement. A student at Moorhead may specialize in criminal justice but the degree must be in one of the behavioral sciences. Bemidji and Mankato both offer a two year associate degree as well. Bemidji also has an extension program with two neighboring community colleges. The instructors are from Bemidji and the degree is granted through the state university but the classes are held both at the community colleges and the university campus. Mankato and Bemidji are also the only two universities of these four that require an internship or field training placement for their program.

The average number of students enrolled in the state university criminal justice classes is 439 with the mean number of graduates at 60 per year (see Table C of Addendum for individual school statistics). The vast majority of students enrolled in these majors are pre-service as opposed to in-service personnel.

Of the instructors at state universities, 67.5% have either law degrees or Ph.D.'s in their respective fields. The breakdown of instructor qualifications is listed in Table 7.3. It includes both full-time and part-time instructors. For the list of occupations of part-time instructors please see Table C, part C, of Addendum.

Both the Minneapolis campus and the Duluth campus of the University of

TABLE 7.3
INSTRUCTORS: STATE UNIVERSITIES

<u># of Instructors</u>	<u>Degree Held</u>
6	BA/BS
6	MA/MS/MSW
<u>27</u>	PhD/Law
39	
N=40	
Missing data = 1	

Minnesota offer criminal justice concentrations. A student at one of these schools usually majors in one of the social sciences, generally sociology or psychology. The Minneapolis campus grants a degree through the College of Liberal Arts called Bachelor of Elected Studies (BES). Through this degree students can create their own program according to their future career needs. In this way a degree can be obtained in criminal justice instead of merely a concentration. Data on the number of students choosing this route were not available. The BES program completed a five year experimental phase in the spring of 1976 and its future seems uncertain at this point.

In the fall of 1976 the Minneapolis campus also started the only graduate program in criminal justice in this state. Only nine students were admitted into this program due to a set limit on enrollment. Both of the specialization programs in Duluth and Minneapolis were started in 1969. The University of Minnesota-Minneapolis campus averages 45 graduates per year and Duluth averages 65 graduates per year. Both schools' average enrollment is approximately 200 (see Table C, part B, of Addendum).

Ten percent of the undergraduates on the Minneapolis campus and 66% of the graduate students are in-service. In Duluth, 25% of the students in the criminal justice program are in-service, and 50% of the total number are women (Table C, part B, of Addendum). All the instructors, both full-time and part-time, in both universities hold either master's, doctorates, or law degrees.

A student enrolled in a state university pays \$9.25 per credit, while those enrolled at the University of Minnesota, on either campus, pay \$18.50 per credit. The salary for instructors and professors at state universities is provided in Table 7.4. The salary for professors at the University is similar to that listed in the table.

In analyzing the curricula of the various schools it became apparent that there were problems of comparison, since the interest was only in viewing those

TABLE 7.4
SALARIES: STATE UNIVERSITIES

<u>Title</u>	<u>Salary Range</u>
Instructor	\$10,000- 16,000.00
Assistant Professor	13,100 - 19,700.00
Associate Professor	15,000 - 22,300.00
Professor	18,200 - 26,800.00

classes relating to criminal justice and not the entire liberal arts education, and since some programs were for degrees while others were specializations. For those educational institutions which grant degrees, only the required courses dealing with criminal justice were recorded. For those schools granting concentrations in criminal justice, record was kept of those classes which apply to criminal justice, regardless of the department they were listed under. For the University of Minnesota-Minneapolis campus only those courses listed under the criminal justice studies department were listed. The course titles may not always be the same for every school but through the matching of course content, groupings were achieved. The average number of criminal justice classes given at a four year college in Minnesota is ten, with the University of Minnesota offering the most (seventeen), and Mankato State offering the fewest (six). The ten classes most prevalent among the universities are listed in Table 7.5.

Private Colleges

Saint Mary's College in Winona offers a bachelor of arts degree in sociology/anthropology in which a law enforcement core is available. The student who chooses this route receives a bachelor of arts degree. The student who completes the first two years at a community college in law enforcement and then goes on to St. Mary's for a four year education receives a bachelor of social science degree. The reason for this is that, frequently, community college curricula tend to be more technical than those of a four year college.

The program at St. Mary's is entitled law enforcement, but seems to be more of a criminal justice program. The courses they offer tend to be oriented toward the entire criminal justice system rather than simply law enforcement. This degree program started in 1970 and has about 18-20 people graduating per year. In the fall of 1976 St. Mary's had 40 people enrolled in the major. Their staff is composed of five full-time professors whose qualifications are listed in Table 7.6. Instructors receive salaries ranging from \$1,100 to \$2,000 per

TABLE 7.5
CRIMINAL JUSTICE CLASSES: 4-YEAR UNIVERSITY PROGRAMS^a

<u>Courses</u>	<u># of Schools</u>
Criminal Law	6
Corrections	6
Introduction to Criminal Justice or Law Enforcement	5
Criminology	4
Juveniles	3
Police Community Relations	3
Law Enforcement Administration	3
Courts	2
Criminal Investigation	2
Seminar: Criminal Justice	2
^a See Table D of Addendum for complete list of classes.	

TABLE 7.6
INSTRUCTORS: ST. MARY'S COLLEGE

<u># of Instructors</u>	<u>Degree Held</u>
2	MA/MS
2	PhD
<u>1</u>	JD
5	

class/quarter. Tuition for the students is \$77.00 per credit hour. This pays for approximately 55% of the cost of the instructors. St. Mary's students also receive LEEP funds although the number and the amount granted was unknown.

The College of St. Thomas just started its program in the fall of 1976 and grants a bachelor of arts degree in criminal justice. This major is run through New College and therefore courses are offered in night school. It is open to all students who may be interested in some aspect of criminal justice. However, it seems to emphasize education for the person who is presently working in the field of criminal justice. St. Thomas estimated twenty program enrollees for 1976-1977 and eighty by the year 1980. By that same year, they estimated fifteen graduates. Approximately 50% of the students currently enrolled are in-service personnel. This school also will require field training or an internship in order to graduate.

Their current staff is made up of three full-time professors and three part-time. Sixty-seven percent of the staff have master's degrees while the other 33% hold bachelor of arts degrees. One of the part-time instructors is employed with the Minnesota Peace Officers Training Board (MPOTB), while the other two work in the field of corrections, one at a state level and one at a county level. Salaries for these people run approximately between \$1,100-\$1,600 per course taught. Full-time staff are paid about \$15,000 per year. A student is estimated to pay approximately \$504 for tuition per year for the criminal justice classes. St. Thomas expects this to rise to about \$900 per student per year for the criminal justice courses by the year 1980.

Golden Valley Lutheran College started its program in the fall of 1976 also. It is a two year associate degree program dealing with law enforcement rather than criminal justice. This is the only other private college which requires an internship in order to receive the degree. Golden Valley Lutheran's first

enrollment for fall quarter was forty students. Forty percent of these are women, a small percent are minority students, and there are no current law enforcement officers.

This first year, Golden Valley Lutheran has two part-time instructors. One is a retired FBI agent and one is a lieutenant in a local police department. One of them has a master's degree and the other one has a bachelor of arts degree. The instructors receive \$600.00 per course/quarter. The tuition is \$749.00 per quarter per student.

The other private education institution which offers a degree in the criminal justice field is Antioch Communiversity. This school awards a bachelor's degree in what is known as Law and Justice which seems to include both criminal justice and law enforcement. They offer five courses in this area, each of which is three credits. Law and Justice is one of four major areas of study which make up the core curriculum for their bachelor's degree.

Students at Antioch tend to be older than average and come from the working public. Students may receive credits for their life experience which are credited toward their degree. A maximum of 120 credits (half of the degree requirements) may be obtained through writing of past and present experiences, and future goals and directions. A student begins to write these documents in the fourth quarter of study, and they are usually done in conjunction with classroom work.

This program was started in 1969 and usually has about forty students enrolled each year. The average number of graduates per year in Law and Justice is two. The limit of enrollment is 300 for all of their programs. Of the forty students enrolled in the fall of 1976, the majority were black and eighty percent are current law officers. Only one woman has graduated from the program since its inception.

Antioch's staff is composed of five members, but they also have an adjunct faculty which is variable in number from year to year. The salary of staff members is about \$400.00 per credit hour/per quarter. Since most classes are three credits, this amounts to about \$1200.00/quarter. Tuition for students at Antioch is \$562.50 per quarter, or \$2250.00 per year. Many kinds of grants and loans are available to the students, including LEEP funds.

Summary and Conclusions

Most of these programs were initiated in the hopes of raising the overall educational level of peace officers. The peace officer is faced with a job which forces him to control and manage human behavior and human action. For this task to be performed successfully an officer must maintain an understanding and comprehension of human attitudes and responses, in order to deal with them accordingly.

The National Advisory Commission on Criminal Justice Standards and Goals recognized this fact and made many proposals concerning the educational standards for selection and incentive programs in order to increase the overall educational level of police officers. The Minnesota Task Force rejected education requirements as mandatory for selection, but encouraged recruitment among college graduates and educational incentives for peace officers (see Chapter Three for an in-depth comparison of NAC and Minnesota Task Force recommendations).

Federal monies have been plentiful for criminal justice programs during the last decade. This can be attributed to a movement in the 1960's when:

"With the advent of urban riots and increased fear of crime, the previously local issue of law enforcement became an item on the national policy agenda. A series of national commissions have studied the police and proposed reforms (President's Commission on Law Enforcement and the Administration of Justice, 1967; National Advisory Commission on Civil Disorder, 1968: National Commission on the Causes and Prevention of

Violence, 1970). The need for additional training and education for police has been a common theme in the commission reports. The President's Commission on Law Enforcement and the Administration of Justice developed the most detailed brief for this reform policy. The Report of the Task Force on the Police of that commission assembled data on education and training levels of police departments throughout the United States. It concluded that current levels 'remain minimal in most departments.' It asserted, 'The quality of police service will not significantly improve until higher educational requirements are established for its personnel' (Task Force on the Police, 1967:126). 'Cities and counties which fail to recognize the vital necessity of upgrading the educational levels of their department are,' according to the Task Force on the Police (1967:126), 'guilty of perpetuating ineffective police service and are not providing their citizens with adequate police service and protection.' In 1968, in response to the recommendations of the President's Commission, Congress for the first time authorized and appropriated significant amounts of money to support police education and training programs (Law Enforcement Assistance Administration, 1971:81-87)."¹

However, at this time the main, although not the sole, purpose in these appropriations was to educate in-service persons. This has been especially true in Minnesota with the community college programs in the past, but now these same programs recruit the majority of their students from pre-service personnel. This trend, which is most noticeable in outstate areas, seems to have occurred due to attrition. From interviews with the college representatives in December of 1976, it was clear that most of the police officers who wanted an education, and who helped to push for the programs initially, had already completed their two year degree. Thus the percentage of in-service students, which during the first years of the programs encompassed the majority, now were anywhere from 0-40% of the total enrollment in the various programs.

1. Dennis C. Smith and Elinor Ostrom, "The Effects of Training and Education on Police Attitudes and Performance: A Preliminary Analysis". From The Potential for Reform of Criminal Justice, edited by Herbert Jacob, Volume III, Sage Criminal Justice System Annuals (Beverly Hills: SAGE Publications) 1974. p. 46,47

The student who enrolls in a college or university criminal justice program may not have a career as a law enforcement officer in mind. The university programs, especially, include a broad overview of the criminal justice field. The criminal justice student may be preparing himself for a career in corrections, security, probation/parole, courts, research, or possibly graduate or law school. Most of the programs in the state have at least one course in each of these areas, though they may be electives instead of required credits. In the community colleges, the curricula do tend to emphasize law enforcement. Many more students attend law enforcement programs at these colleges than at the two vocational-technical institutes. According to interviews with college representatives, the majority of these people are planning on becoming peace officers. However, these college students have some major obstacles to overcome. The present statute referring to peace officer training courses eligibility, as enacted by the Legislature of the State of Minnesota: Section 1; Minnesota Statutes 1974, Section 626.851, Subdivision 2, has been amended to read as follows:

Subd.2. Any student successfully completing 1000 hours of law enforcement instruction in a post secondary educational law enforcement program which is approved by the Minnesota State Department of Education or an accredited institution of higher learning shall be eligible, upon compliance with the requirements prescribed by rules of the Attorney General for the Minnesota Peace Officer Training Board, to receive the minimum basic police training as established under section 626.843 conducted by the Minnesota Bureau of Criminal Apprehension in facilities provided by the institute. Upon satisfactory completion of the training course conducted by the Bureau the certificate shall be awarded to the individual.

This amendment was again approved March 19, 1976. Although it states that students who graduate from a two year or a four year law enforcement college program should be eligible for training at BCA, only vo-Tech students have been admitted thus far (90 students have been trained during

the biennium 1975-76).

The MPOTB is submitting a revision of Section 626.851, Subdivision 2, which will create the following changes if passed: They omitted the name of the BCA as the agency conducting the training classes in order that college students may be trained if other agencies are certified to train them. The other change deleted the term certificate and replaced it with diploma. This alteration was made to clarify an already existing law which requires a trained officer to be on a probationary period of one year. At the end of this year, the employing agency requests certification of the officer by the MPOTB. It is at this time that the officer is certified.

If this newest edition of Statute 626.851 is passed, the MPOTB hopes to remedy one of the major obstacles to the college student. Nonetheless, others still remain. First, enrollment in BCA training courses is limited to 40 students unless an exigency exists. Next, BCA holds a maximum of nine basic classes each year, which is a 360 student limit per year (see Chapter Two, Table 2.1 for exact count of the past three years.) From interviews with the Training Section of the BCA it became obvious that with their present situation (current facilities and staff numbers) they could not train a large number of those officers applying. In the revised edition of the rules and regulations of the Attorney General, effective August 22, 1976, #203 (Attendance and Completion Information) it states: (c) "eligible peace officers applying for enrollment in any certified training course shall receive priority acceptance." In other words, there is not room for college students in the basic classes as they are now offered.

In practice, the present situation is that a student graduating from a college program, either with an associate or/a bachelor's degree, must be

hired by an agency as an officer. The agency then, within one year, must send this officer to a BCA basic police training class. This creates problems since many police agencies, especially in outstate Minnesota, want only to hire a person who is already a certified officer to defray the cost of training to the agency (see Chapter Three for reimbursement procedures).

Some of the possibilities for the future of police training and education in Minnesota will be discussed in Chapter Nine. The options presented there consider various roles for the academic programs in law enforcement, particularly those at the state's community colleges. Most of these options include provisions to ensure that individuals graduating from the academic programs can receive mandated peace officer training.

ADDENDUM

TO CHAPTER SEVEN

TABLE A

COMMUNITY COLLEGES	A. Programs					B. Students									
	Degree in LE	# of classes	Field training required	# of years	Year started	# of enrolled					# of graduates				
						1974	1975	1976	Total	X	1974	1975	1976	Total	X
Hibbing	AA	3	No	2	1971	54	49	24	127	42.33	4	29	22	55	18.33
Inver Hills	AA	12	Yes	2	1972	103	110	113	326	108.66	22	13	30	65	21.66
Lakewood	AA	7	No	2	1968	220	200	172	592	197.33	30	30	25	85	28.33
Mesabi	AA	3	No	2	1971	47	60	42	149	49.66	19	11	8	38	12.66
Metropolitan	AA	6	No	2	1972	45	45	45	135	45	5	6	5	16	5.33
Normandale	AA	9	Yes	2	1972	220	248	245	713	237.66	34	38	43	115	38.33
Northland	AA	6	No	2	1969	9	9	27	45	15	2	2	6	10	3.33
North Hennepin	AA AS	7	No	2	1968	244	275	259	778	259.33	35	36	35	106	35.33
Rochester	AA	6	No	2	1973		70	80	150	75		10	15	25	12.5
Willmar	AA	7	Yes	2	1969	70	65	55	190	63.33	11	19	15	45	15
TOTAL MEAN		66 X 6.6				1012 X 112.44	1131 X 113.1	1062 X 106.2	3205 X 320.5		162 X 18	194 X 19.4	204 X 20.4	560 X 56	

*Whenever exact numbers were not available, estimates have been recorded.

TABLE A (continued)

COMMUNITY COLLEGES	B. Students				C. Instructors					Number of Instructors			Occupation of PT Instructors
	Limit of enrollment	Percent Minority	Percent Women	Percent Current Law Officers	Degrees held No degree	AA/AS	BA/BS	MA/MS	Law	Total	FT	PT	
Hibbing	None	None	None	21%					1	1	0	1	-judge
Inver Hills	None	▲	23%	40			1 BA	4 MA	2	7	1	6	-2 attorneys -1 Minneapolis P.D. -1 Corrections -1 Dir. BCA Lab -1 Training Officer
Lakewood	None	None	18	17			2 BS	3 MA 1 MS	2	8	1	7	-3 Lieutenants -MPOTB -1 attorney -1 judge -1 Dir. BCA Lab
Mesabi	60	None	26	7			1 BA	1 MA	2	4	0	4	-1 probation officer -1 sociologist -1 attorney -1 judge
Metropolitan	None	22	50	Majority			1 BA	2 MA	3	6	1	5	-1 sociologist -1 attorney -1 sheriff -1 lieutenant
Normandale	None	6	33	28				2 MA 1 MS	2	5	1	4	-1 sheriff -1 captain--P.D. -MPOTB -1 attorney
Northland	None	None	33	None	1				1	2	0	2	-1 attorney -1 reg. Dir. of BCA
North Hennepin	None	None	22	40			2 BA	1 MA	1	4	0	4	-1 attorney -1 Chief of Police -1 Ass. Dir. of P.D. -1 Sheriff
Rochester	According to space available	None	13	13	2	1 AA	1 BA	1 MA	1	6	1	5	-1 attorney -3 Dep. Sheriff -1 lieutenant -1 Dir. of Mental Health
Willmar	None	▲	31	▲	1		2 BA	2 MA	2	7	2	5	-2 attorneys -1 Chief of Police -1 Retired FBI -1 Housewife
TOTAL PERCENTAGES					4 8%	1 2%	10 20%	18 36%	17 34%	50	7 14%	43 86%	

*Whenever exact numbers were not available, estimates have been recorded.

▲ Insignificant percentage (2 percent or less).

TABLE B
COURSE TITLES

Hibbing:

Crime and Delinquency
Sociology of Criminal Law
Introduction to Criminal Justice

Inver Hills:

Criminal Law
Constitutional Law for Law Enforcement
Criminal Investigation
Criminal Evidence and Procedure
Police Community Relations
Introduction to Corrections
Introduction to Law Enforcement
Police Administration and Organization
Criminal Behavior
Introduction to Criminalistics
Psychology of Law Enforcement

Lakewood:

Criminal Law
Criminal Evidence and Procedure
Criminal Investigation
Introduction to Law Enforcement
Police Administration and Organization
Police Operations
Introduction to Criminalistics

Mesabi:

Police Role in Delinquency Control
Police Community Relations
Police Administration

Metropolitan:

Criminal Law
Criminal Evidence and Procedure
Police Community Relations
Introduction to Criminal Justice
Criminal Behavior
Police Administration and Organization

Normandale:

Principles of Criminal Law
Constitutional Law for Police
Evidence and Procedure
Introduction to Law Enforcement
Police Administration and Organization
Administration of Justice
Police Operations
Deviant Behavior

Northland:

Principles of Criminal Law and Evidence
Criminal Investigation
Introduction to Law Enforcement and
Administration of Justice
Delinquent and Criminal Behavior
Police Administration and Organization
Police Operations

North Hennepin:

Principles of Criminal Law
Evidence and Procedure
Criminal Investigation
Introduction to Law Enforcement
Criminal Behavior
Police Administration and Organization
Police Operations

Rochester:

Police Records and Report Writing
Traffic Law: Accident Investigation
Criminal Law
Drugs: Use and Abuse
Law Enforcement in the Community
Introduction to Criminalistics

Willmar:

Criminal Law
Criminal Evidence and Procedure
Police Community Relations
Introduction to Law Enforcement
Deviant Behavior
Criminology

TABLE C

A. Programs							B. Students									
STATE UNIVERSITIES	Degrees	Subject	# of classes	Field training required	# of years	Year started	# of enrolled					# of graduates				
							1974	1975	1976	Total	X	1974	1975	1976	Total	X
Bemidji	AS	CJ	10	No	2	1972	63	141	186	390	130	25	25	25	75	25
	BS	CJ		Yes	4	1974										
Mankato	AS	LE	6	Yes	2	1971	125	160	160	445	148.33	6	9	20	35	11.67
	BS	LE		Yes	4											
Moorhead	BA+	CJ	8	No	4	1972	80	86	96	262	87.33	4	19	23	46	15.33
St. Cloud	BA	CJ	10	No	4	1973	100	260	300	660	220	10	20	55	85	28.33
Totals							<u>368</u> X 92	<u>647</u> X 161.75	<u>742</u> X 185.5	<u>1757</u> X 439.25		<u>45</u> X 11.25	<u>73</u> X 18.25	<u>123</u> X 30.75	<u>241</u> X 60.25	
University of Minn. - Minneapolis	BA+	CJ	17	No	4	1969	200	200	200	600	200	45	45	45	135	45
	MA	CJ		No	1-2	1976										
University of Minn. - Duluth	BA+	CJ	9	Yes	4	1969	225	225	225	675	225	65	65	65	195	65
Totals includ- ing (State Universities and Univ. of MN.)							<u>793</u> X 132.17	<u>1072</u> X 178.67	<u>1167</u> X 194.5	<u>3032</u> X 505.33		<u>155</u> X 25.83	<u>183</u> X 30.5	<u>233</u> X 38.83	<u>571</u> X 95.17	
Metropolitan	BA	CJ			4	1971		27		27			5		5	

*Wherever exact amounts were not available, estimates have been recorded.

▲ Insignificant percentage -- 2 percent or less.

+Degree granted through another field, specialization or concentration only in criminal justice.

TABLE C (continued)

B. Students					C. Instructors						
STATE UNIVERSITIES	Limit of enrollment	Percent of minority	Percent of women	Percent of In-service	Degrees held			# of instructors			Occupation of Parttime Instructors
					BA/BS	MA/MS/MD	Ph.D./Law	Total	FT	PT	
Bemidji	None	None	33%	▲	2 BA		4 Ph.D. 2 Law	9	4	5	-Region 8 Crime Commission -2 county attorneys -Chief of a police department -Highway Patrol
Mankato	None	10%	20	▲	2 BS	2 MA	2 Ph.D. 3 Law	9	2	7	-2 attorneys -2 Chiefs of police departments -Captain of a police department -Lieutenant of a police department
Moorhead	None	4	36	▲		1 MSW	6 Ph.D.	7	7	0	
St. Cloud	According to space available	▲	40	10%	2 BA	3 MA	10 Ph.D.	15	13	2	-2 graduate students
Totals					6	6	27	40	26	14	
					MISSING DATA = 1			X 10	X 6.5	X 3.5	
University of Minn. - Minneapolis	None None	▲ ▲	33 33	10 66		1 MS 1 MD	9 Ph.D. 2 Law	13	11	2	-Undersheriff -Psychiatrist
University of Minn. - Duluth	According to space available	10	50	25			5 Ph.D.	5	4	1	-Attorney
Totals (includ- ing State universities and Univ. of MN.)					6 11%	8 14%	43 75%	58	41 71%	17 29%	
Metropolitan	None	8									

+Degree granted through another field, specialization or concentration only in criminal justice.

*Wherever exact amounts were not available, estimates have been recorded.

▲ Insignificant percentage (2 percent or less).

TABLE D
COURSE TITLES

Bemidji:

Juvenile Delinquency
Applied Statutory Law
Procedures and Evidence
Law Enforcement and Society
Human Relations in Criminal Justice
Introduction to Corrections
Criminal Justice in America
Criminology
Family and Business Law
Seminar: Criminal Justice

Mankato:

Criminal Law
Criminal Investigation
Penology
Introduction to Law Enforcement
Law Enforcement Administration
and Planning
Criminology

Moorhead:

Delinquent Behavior
Topics in Constitutional Law
Criminal Justice and Corrections
Punishment and Penology
Probation and Parole
Judicial Systems
Criminology
Seminar in Sociology and Deviance

St. Cloud

Juvenile Delinquency
The Courts and Civil Rights
Correctional Administration and Processes
Philosophy of Law and Punishment
Judicial Process
Survey of Criminal Justice
Organization of Administration in
Law Enforcement
Seminar in Criminal Justice
Economics of Crime and Justice
Criminology

University of Minnesota-Minneapolis:

Juvenile Court in the United States
Criminal Law
Criminal Procedure
Law, Justice and the Individual in Society
Origins of the 5th Amendment
Criminal Psychopathology
Police and Community Relations
Community Based Corrections
Comparative Penal Policy
Seminar in Correctional Administration
The Role and Function of Municipal Police
Administration in a Changing Society
Law and Social Issues
Women in Criminal Justice Systems
Criminal Justice in American History
Legal Sociolization: The Impact of Legal and
Criminal Justice Systems
Comparative Criminal Justice Administration
Evaluative Research in Criminal Justice

University of Minnesota-Duluth:

Theories of Crime and Delinquency
Sociology of Criminal Law
Police Community Relations Correctional
Continuum
Introduction to Criminal Justice
Criminal Justice Systems Analysis
Attitude and Behavior Change
Planning of Criminal Justice Services
Crime Victims and Social Policy

TABLE E

PRIVATE COLLEGES	A. Programs					B. Students							
	Degrees	Field training required	# of years	Year started	Subject	# of enrolled*				# of graduates*			
						1974	1975	1976	Total	1974	1975	1976	Total
Antioch Comm. University	BA	No	4-5	1969	CJ LE			40					1-2/yr
Golden Valley Lutheran	AA	Yes	2	1976	LE			40		(Program just started)			
Saint Mary's	BA BSS	No	4	1970	CJ			80					18-20/yr
Saint Thomas	BA	Yes	4	1976	CJ			15*		(Program just started)			

*Wherever exact amounts were not available, estimates have been recorded.

TABLE E (continued)

PRIVATE COLLEGES	B. Students		Percent women	Percent current law officers	C. Instructors			# of instructors			Occupation of parttime instructor
	Limit of enrollment	Percent minority			Degrees held			Total	FT	PT	
Antioch Comm. University	300	Majority black students	1 woman graduate	80%		1 MA	1 Ph.D. 1 JD 1 LLD				-Minister -Judge -Attorney
Golden Valley Lutheran	None	▲	40%	0	1 BA	1 MA		2		2	-1 Lieutenant -1 Retired FBI
Saint Mary's	None	▲	▲	50%		1 MA 1 MS	2 Ph.D. 1 JD	5	5		
Saint Thomas	None	unknown	unknown	50%+	2 BA	4 MA		6	3	3	-MPOTB -State Corrections -County Corrections

+An estimate, since program just began, but is geared toward in-service personnel.

▲ Insignificant percentage (2 percent or less).

TABLE F
COURSE LIST

Antioch Communiversisty:

Development of Western Law
Introduction to Common Law
American Legal System
Legal Research and Procedure
Investigation and Evidence

Golden Valley Lutheran College:

Introduction to Law Enforcement
Introduction to Corrections
Police Administration and Organization
Police and Community Relations
Criminal Behavior
Criminal Law
Constitutional Law for Law Enforcement

St. Mary's College:

Sociology of Deviance
Contemporary Theories of Correction
Criminal Justice in the United States
Law and the Judicial Process

St. Thomas College:

Criminal Justice I
Criminal Justice II
Sociology of Crime and Delinquency
Sociology of Deviant Behavior
Issues of the Reform of Criminal Justice
Criminal Law and the Social Order

CHAPTER EIGHT

POLICE TRAINING: SOME ECONOMIC ASPECTS

REVISIONS FOR CHAPTER EIGHT WERE NOT COMPLETED IN TIME
FOR INCLUSION IN THIS COPY. CHAPTER EIGHT WILL BE
DISTRIBUTED SEPARATELY UPON REQUEST.

PLEASE DISREGARD ANY REFERENCES MADE IN OTHER CHAPTERS
TO THE CONTENT OF CHAPTER EIGHT.

CHAPTER NINE

OPTIONS FOR MEETING MINNESOTA

PEACE OFFICER TRAINING AND EDUCATION NEEDS

Peace officer training and education in Minnesota have improved considerably over the past two decades. The number of officers trained has increased, the extent of training has increased, and educational opportunities have expanded. Students generally perceive their training experience favorably, and particularly encouraging is the fact that instructors and training administrators are open to changes to improve existing programs.

The current situation, however, is not ideal. Comparisons of Minnesota's mandatory programs to national standards, to other states' programs, and to other programs in Minnesota have revealed areas which might be improved. Initial data obtained from surveys of recent recruits, trainers, and personnel in Minnesota law enforcement educational programs also point to problems in present arrangements.

Previous chapters have illuminated a number of tentative needs. To establish priorities among these is difficult since each has cost implications as well as various ramifications for training, not all of which are immediately apparent. Any improvement will cost some monies, although some alternatives would be more costly than others.

Four sets of options are proposed to meet the needs identified in previous chapters.¹

1. Details of options require an estimate of projected number of trainees. Manpower projections in Chapter Eight indicate a decline in trainees. These projections do not include part-time personnel nor State Patrol officers. As a result, it has been assumed that significantly more than the estimate in Chapter Eight would be involved in most options. Moreover, exact numbers would vary with the different arrangements for Minneapolis, St. Paul, and the State Patrol, but 300 trainees/year is the rough estimate on which options have been designed. The final report will contain more projections, and options will be designed with better estimates of future numbers trained.

With each option:

1. the underlying assumptions that one would accept in adopting it are clarified;
2. the training arrangements that would be adopted are elaborated;
3. the educational arrangements that would result are elaborated;
4. the types of development and operational costs that would be involved are outlined;²
5. the various advantages and disadvantages associated with it are discussed.

Although reservations about particular options are mentioned, no option is proposed above another at this time. The reader may choose the situation he deems most desirable; information below should help to indicate which option is most likely to achieve that desirable situation by clarifying the relevant assumptions, costs, advantages, and disadvantages.

General Training Needs

A number of needs that were identified in previous chapters could be met by any of the options below. These are presented separately here rather than incorporated into each of the four specific options. The chapters in which supporting evidence may be found are indicated in parentheses.

2. No overall costs of the options are estimated at this time. Preliminary cost information is contained in Chapter 8, and more data will be available for the final report. To meet costs associated with an option, funds could come from either private or public sources. Any of the options below could involve any combination of public or private funds (see discussion in Chapter Eight). The prevailing opinion probably is that peace officer training should be financed with public funds, particularly, since some options center on vo-tech schools and community colleges which traditionally rely heavily on public funds. However, if improvements or options below are not feasible except with the help of private financing, they should not necessarily be dismissed and private funds rejected. There could be high payoffs for society in terms of improved law enforcement protection and efficiency that might warrant some change in traditional beliefs about the financing of peace officer training.

1. To ensure equal and quality law enforcement protection for Minnesota's citizens:
 - a. the mandatory training of all peace officers (Chapter Three); and
 - b. training prior to the exercise of authority (Chapter Three, somewhat in Chapter Four).
2. To ensure the highest quality mandatory training of Minnesota peace officers (regardless of who conducts the training):
 - a. ongoing and/or periodic evaluation of the training content and testing conducted by certified police training centers (Chapter Three);
 - b. supplementary training by individual agencies, particularly a period of field training within the first year of employment (Chapter Three, Chapter Four);
 - c. successful completion of a basic course for instructors, periodic refresher training for instructors, and regular review and evaluation of instructors' lesson plans (Chapter Three);
 - d. strategically located training facilities (Chapter Three, Chapter Four);
 - e. mandatory and/or additional specialized in-service training at centralized and decentralized locations (Chapter Three, Chapter Four, Chapter Five);
 - f. a somewhat longer basic course (Chapter Three, Chapter Four, Chapter Five); and
 - g. elective subjects, from which police executives can choose for their personnel, in addition to mandatory training (Chapter Three, Chapter Five).

Meeting these needs would entail additional costs, no matter which option below were adopted. Development or transitional costs would involve the training of the backlog of those persons employed prior to training, in addition to those who would be trained prior to the exercise of authority.

Operational costs would involve training of officers currently exempt; provision of periodic course evaluations; provision of field training; provision of instructor courses and evaluations; increasing in-service training programs; and establishing a somewhat longer course. If an option below implies a more or less costly or convenient means of meeting these needs, it is indicated in the appropriate discussion.

Option I-- Continue But Improve the Present System

Assumptions

1. College or vocational education should not be mandated by state statute, although such education should not be discouraged;
2. A centralized training location is desirable.³

Training Arrangements

BCA would continue to provide basic training in the metro area for Minnesota peace officers; Minneapolis, St. Paul, and the State Patrol would continue to train their own personnel; BCA would continue to offer in-service classes in the metro area and outstate.

Educational Arrangements

The effects of continuation of the present system on educational institutions would be minimal. Some community colleges might not have sufficient enrollments to continue their law enforcement programs, but others could continue to serve the in-service, and increasingly pre-service, educational needs of peace officers (see Chapter Seven).

3. Regional facilities under BCA auspices have been identified as too costly (SUA Report, 1970); moreover, an advantage of focusing on the vocational-technical schools or community colleges (Options II and III) is that regional facilities would be provided.

If college-educated persons could receive BCA training (see needs below) their employment opportunities might be expanded, and community college enrollments actually might increase. Otherwise, student enrollments would depend upon projected size of the labor pool.

Training Needs Associated With Option I (Present System)

1. To encourage higher education (which is not required):
 - a. expansion of the number of basic training classes offered to provide access for college students prior to employment (Chapter Three, Chapter Seven);
 - b. continued support of law enforcement programs in the state's schools of higher education so that Minnesota peace officers can acquire higher education if they, or their agency, so desire (Chapter Three, Chapter Seven).
2. To ease the burdens of recruit training in the metro area for local agencies, particularly smaller, outstate agencies:
 - a. expansion of the coverage of the reimbursement program (Chapter Three).
3. To ensure high quality mandatory training of Minnesota peace officers:
 - a. smaller classes, more time, more instructors, and better facilities to improve the quality of police training, particularly through expanded student involvement (Chapter Three, Chapter Four, Chapter Five).

Although particular recommendations on content must await additional data and analysis, the following needs can be identified at this time:

- b. a basic course offered as a series of modules (Chapter Three, Chapter Five):
 - 1) Some modules would be required and would constitute the mandatory 280-hour (or more) basic course;
 - 2) Some topics (or additional hours in other topics) should be offered as electives; electives would provide more training in more subject areas for officers wanting or needing the training, without incurring the costs of mandating all training for all officers;

- 3) Exemption tests should be perfected for each module. If an officer can demonstrate the necessary knowledge and skill in a content area, he should be exempt, even if the module is mandatory. Exemptions would help reduce costs of training.

4. All of the above needs could be alleviated with permanent training facilities for BCA. Such facilities would be convenient and cost-saving for recruits (e.g. dormitory space) and would improve the delivery of mandatory training (e.g. through increased use of audio-visual equipment and through special facilities such as a driving course) (Chapter Three, Chapter Four, Chapter Five).

Cost Implications of Option I

Development costs:

1. Establishing training facilities
2. Designing and instituting modular courses
3. Additional students⁴

Operational costs:

1. Expansion of the reimbursement program
2. Additional classes
3. Additional instructors
4. Maintenance of facilities (these costs would depend on who shared the facility, e.g. Minneapolis, St. Paul, State Patrol and/or criminal justice programs).

Cost reductions:

1. Exemptions from modules
2. Dormitory space for students

4. It is assumed that if the college-educated are trained, they soon would be employed, and therefore there would be fewer employed persons needing training. In the long run total numbers trained should not change because of this arrangement, but in the short run there would be two pools to train -- the college-educated not yet employed, and the employed personnel.

Discussion

Continuation of the status quo is often the easiest route, but improvement in the present system will involve some costs to the state. Expanding and improving BCA training would necessitate upgrading facilities as well as increasing numbers of classes and instructors. For BCA to expand in-service training availability as well would require even more investment in the BCA Training Section. The present system imposes unequal hardships on agencies. For example, outstate recruits must travel to the metro area and small departments face financial and manpower hardships with the absence of a recruit during training. Therefore, coverage of the reimbursement program might need to be expanded.

Other changes proposed as part of Option I should ease outstate burdens. If students with higher education could be trained by BCA prior to employment, then smaller agencies would have an opportunity to hire BCA-trained applicants and not have to bear the cost of training (i.e. if the route of private financing were accepted, the recruit would have borne the cost). Such an arrangement would also be an incentive to hire college-educated persons, thus bringing to the individual long-term returns for the short-term costs of training, as well as bringing expected benefits to the public and hiring agency.

In addition, offering modular courses with electives could help remove some outstate hesitation over training. Such a system would enable local agencies to choose elective classes for their recruits, based on local needs. Perceptions on the part of outstate law enforcement personnel that BCA training is too metro-oriented,⁵ partially could

5. Responses to open-ended questions on the six-month follow-up questionnaires revealed a desire for more class attention to small-town problems. Informal discussions with some outstate chiefs of police in December, 1976, also revealed the belief that the BCA course does not give sufficient attention to outstate needs. Chiefs of police will be interviewed more systematically in the Spring, 1977.

be alleviated with a modular/elective system. Specific proposals on the content of a modular system with electives for different types of agencies require a task analysis, which has not yet been completed. In principle, however, such a system could alleviate some of these problems.

If training is a burden for some law enforcement agencies, or if it does not meet the needs of some agencies, then the best solution is not to avoid or reduce mandatory training (e.g. through exemptions such as the current one for communities with less than 1,000 population). In the interest of lawenforcement protection, the best solution is to reduce the burdens, to make the content of training relevant to the tasks performed by all Minnesota peace officers, and to provide the highest quality training possible. The above improvements aim to meet these needs within the framework of the current peace officer training program. Their adoption would require increased funding for BCA basic programs, in-service programs, and possibly the reimbursement program.

Option II--Vocational-Technical Schools for Peace Officer Training

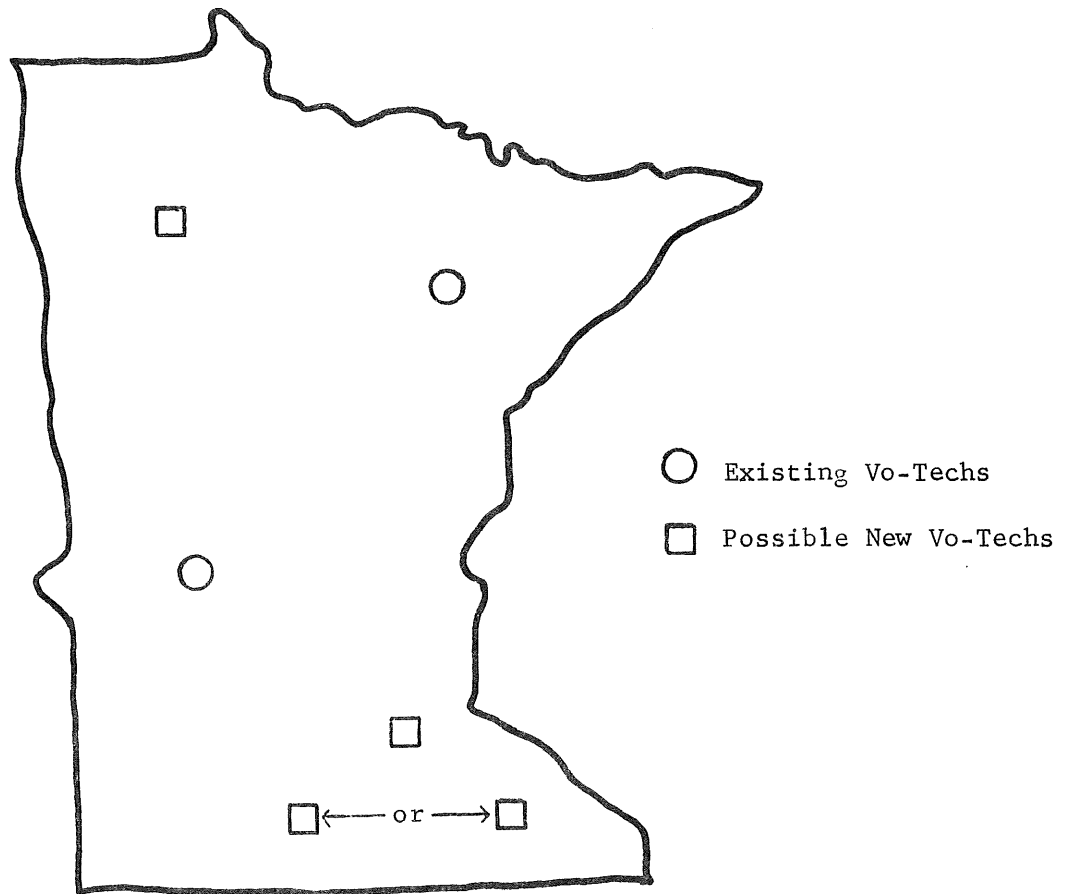
Assumptions

1. In the training of peace officers, it is desirable to encourage skill acquisition, rather than increased educational levels;
2. regional locations for training are preferable to a central, metro-area location.

Training Arrangements

All basic training would be conducted at approximately five vo-tech schools, and would be a two-year program, similar to the one at Alexandria. Possible locations would be Alexandria, Hibbing (which both have programs now), a metro location, Mankato or Rochester in the south, and one other, pending demand (See Figure 9.1)

FIGURE 9.1



VOCATIONAL-TECHNICAL INSTITUTES

Possible Vocational-Technical Institutes for Peace Officer Training Programs

(OPTION II)

The Minnesota Peace Officer Training Board would continue to supervise training, and would certify the Vo-Tech schools and/or the students (if they passed an end-of-program exam).⁶ The Training Board would inspect and evaluate programs and would continue to serve other functions it currently performs. This central supervision would be particularly necessary with five different locations for training.

The State could require the two-year vo-tech program of all peace officers, or it could permit a shorter course, offered at the vo-tech locations, for officers hired by an agency, but not yet trained. Presumably agencies would want to hire personnel already trained, hence numbers attending the shorter course probably would not be great.

Minneapolis, St. Paul, and the State Patrol could continue to perform their own training; or they could recruit from the vo-tech pool and offer shorter, specialized agency courses. BCA would no longer teach the basic course, enabling current resources to be devoted to expanded in-service programs. Some in-service programs would be offered in the metro area as well as outstate. The vo-tech facilities would be useful locations for many outstate in-service training classes.

6. If centers were certified, then personnel at each school would determine which students were qualified to be certified. On the other hand, if students were certified directly by the MPOTB, they would need to pass a state-wide end-of-program examination. Although centers would be examined to retain their certification, the latter arrangement of directly certifying students might be a stronger incentive for maintaining quality programs to ensure that one's students could pass the examination. This assumes, of course, a valid and taxing end-of-program examination. If the latter arrangement were selected, a limit would have to be kept on the number of centers permitted to conduct training.

Educational Arrangements

Option II would expand the role of vo-techs in police training and probably would undercut some of the community college programs. Few students with law enforcement career goals would attend community colleges since they would then need two additional years of vo-tech school to be certified. Even if there were a shorter course offered for employed personnel, the college student still would have to compete for employment against personnel with two years of vo-tech training. This arrangement clearly would make the risks of college education very high. (If college-educated persons were permitted entrance into the shorter course prior to employment, arrangements would be similar to Option IV and hence are not discussed here.) However, the community college programs could serve an in-service educational need. In fact, if Option II were adopted most newly employed peace officers would not be college-educated, and therefore the in-service function of community colleges would probably increase, or return to what it used to be (see Chapter Seven). The vo-tech programs do contain some academic courses (see Chapter Six), but expansion of the Vo-Techs at the expense of community colleges would reduce pre-service educational levels.

Cost Implications of Option II

Development Costs:

1. Expansion of Hibbing program, and possibly Alexandria
2. Establishment of three new programs at existing vo-tech schools. Although classroom space is available, special facilities would need to be developed. Regional centers would enable many students to commute to school. Still, a sufficient number probably would live far enough from the vo-techs to warrant dormitory space, unless living arrange-

ments were left to the individual.⁷ These would be marginal increases in existing facilities, rather than creation of new facilities, as in Option I.

Operational Costs:

1. Additional Instructors. Although Option I (improvement of BCA) would entail hiring more instructors, even more instructors would be involved in this option since it is a two year program.
2. With more instructors, costs of training, certifying, and supporting instructors would be greater.
3. With a longer and more involved program, evaluation costs would be greater.
4. There are possible costs of training an individual for two years and then not being able to employ him, either because of personal qualifications, or market factors. These risks are unlikely for two reasons: 1) present screening processes mean that most individuals accepted in the program would be employable; 2) present requirements for job placement of graduates for continuation of a vo-tech program would ensure that the training program produced personnel in demand, with only small lags (see Chapter Six for discussion of these provisions). Costs of unemployed students then would be temporary. For the individual, however, the specialized training would not enable the graduate to transfer to another occupation easily, thus requiring retraining.

7. One possible objection to Option II and also to Option III which focuses on community colleges is that expanding the training programs at four or five locations might change the intended nature of the schools from serving local, area, needs to serving regional needs. If a number of schools were to develop regional law enforcement programs with special facilities and dormitory space, other programs might expect similar treatment in the future.

Cost Reductions:

1. a reduced reimbursement program; or, if the two-year vo-tech program were required, no reimbursement program for basic training.

Discussion

Option II involves a number of advantages over Option I. The two-year vo-tech program ensures a longer course, smaller classes, and more instructors, which, under Option I would have to be increased to improve the BCA program. This option also frees BCA resources to be concentrated on in-service training. Since vo-tech facilities already exist, creation of peace officer training centers would necessitate marginal improvements in facilities, rather than creation of new metro facilities for BCA. This option carries the convenience of regional training locations, although even with more locations some students would need dormitory or other living accommodations away from home. Training of officers in this manner would help to ensure training prior to the exercise of authority and to relieve agencies of the difficulties of losing recruits for training during the first year, and hence reduces the need for a reimbursement program. Finally, the course content easily could contain electives and thus provide the advantages of the modular course proposed for BCA.

Option II entails some risk for the individual. It means that he/she is investing two years for the profession. Vo-tech financial costs generally are not high to the individual, however, unless it is decided that it would be desirable to have more costs of training borne privately. On the other hand, the individual investment carries benefits to society, since it is assumed that willingness to undergo the time and/or financial costs ensures commitment to the profession.

Several possible disadvantages are associated with this option. Provision of a shorter course for employed personnel would be more difficult and costly than under Option III and IV (which already include a short course),

although if the two-year program were mandatory there would be no problem.

Second, it is not clear whether two years of vo-tech training creates a better peace officer. It cannot be argued conclusively that it does not, but preliminary evidence reported in Appendix II raises doubts about the payoffs of a two-year skill development type of program. Few conclusions can be drawn from Appendix II regarding actual differences in training performance, but one should not presume that the longer and more intensive course produces a significantly superior product. Further analyses on this question are planned for the final report.

Third, Option II discourages college education, and preliminary evidence suggests that the college-educated person is one desirable to recruit. Chapter Seven included some of the arguments for college education. BCA trainers have mentioned the superior ability of college-educated students that they have noted, and preliminary analysis of BCA course test data in Appendix II indicates that they appear to do better than other students.⁸ Whether college education improves the recruit's performance, or whether more able recruits seek the college education is not clear. In either case, many would see it as a distinct disadvantage to discourage the recruitment of those who appear to perform most ably in training.

Option III--Community Colleges for Peace Officer Training

Assumptions

1. In the recruitment of peace officers, it is desirable to encourage college education;
2. Regional locations for training are preferable to a single central, metro-area location.

8. Higher test scores could mean only that college-educated recruits have more experience in testing. Observations of trainers, however, suggest more is involved. This question should be probed further in the final report.

Training Arrangements

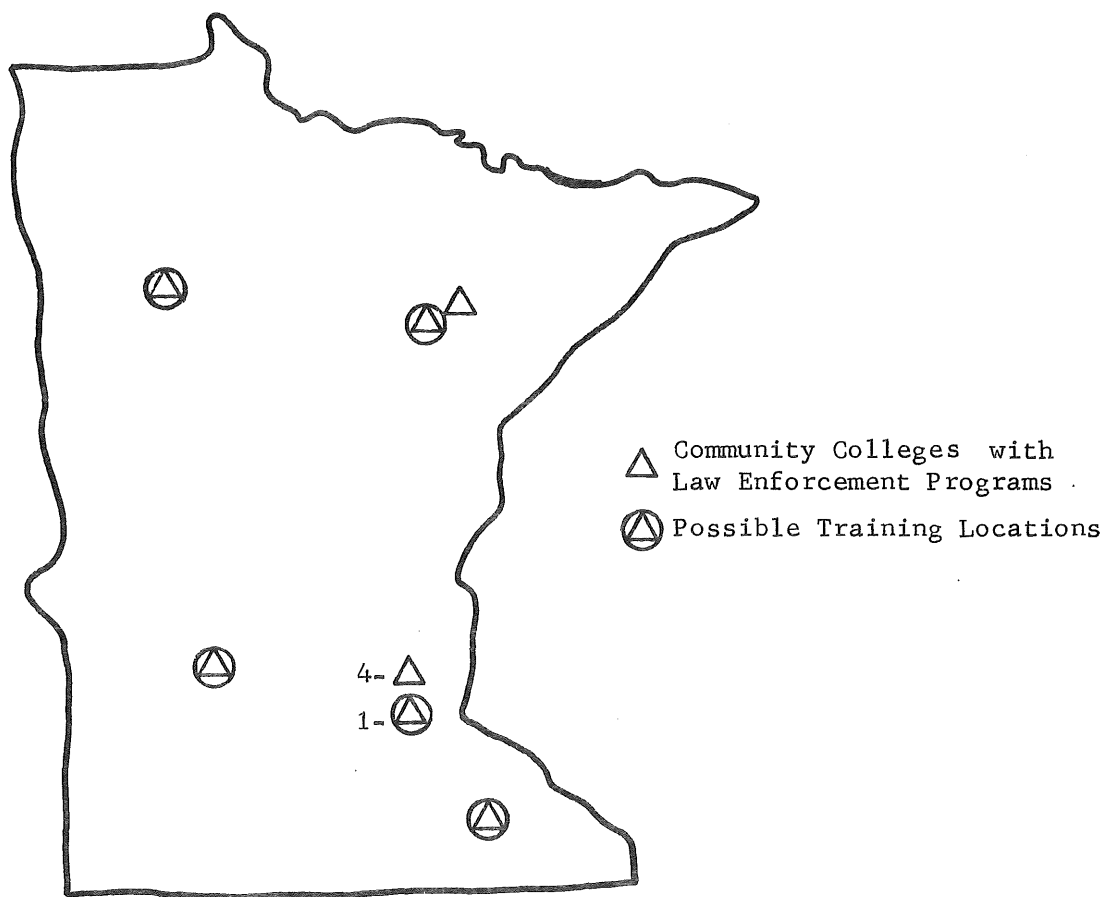
Training would be conducted at approximately five community college locations, distributed regionally as in Option II (see Figure 9.2). Any number of community colleges could offer law enforcement programs but a limited number would conduct training. Students at community colleges or four-year institutions would be eligible to attend the training course at one of the five locations, so long as they met all entrance requirements. The state could require college education of all peace officers, or it could permit officers hired by an agency but not yet trained to attend the ten-week training quarter.

Students would enroll in a regular two-year, six-quarter community college law enforcement program. The training course would constitute one ten-week quarter, and would be offered winter, and spring quarters, as well as a summer quarter. Students successfully completing four quarters, who pass an MPOTB-established screening process, could participate in the training quarter. Students who participate in an intern program might want to take the training in the winter and then participate in an internship in the spring. Students wanting the full six quarters of the college program could wait until the summer to take the training course. Persons with five quarters of the college curriculum and one quarter of the peace officer training would receive an A.S. degree; those with six quarters of the college curriculum and the one quarter of peace officer training would receive an AA degree. The various routes that the community college student could follow are depicted in Figure 9.3.

As with Option II, the Peace Officer Training Board would continue to fulfill its present functions. It could certify the center and/or the students (if the student successfully passed an end-of-training-class exam).⁹

9. See footnote six for discussion of possible certification procedures.

FIGURE 9.2



COMMUNITY COLLEGES

Possible Community College Locations for Peace Officer Training Programs

(OPTION III)

FIGURE 9.3

Alternative Routes Through the Community College Law Enforcement Programs ^a

1	2	3	4	5	6	7
QUARTER	QUARTER	QUARTER	QUARTER	QUARTER	QUARTER	QUARTER

_____ TRAINING _____ A.S.

_____ TRAINING _____ A.A.

_____ TRAINING A.S.

_____ TRAINING _____ A.A.

_____ TRAINING A.A.

_____ = Education

^a Students who want to include an internship in their law enforcement program could do so in the fifth, sixth, or seventh quarter. Internships generally earn a quarter's credit.

Minneapolis, St. Paul, and the State Patrol could offer their own programs, or they could recruit from the community college pool and offer shorter, agency courses for new employees. BCA no longer would offer a basic course and would divert current resources into in-service programs. On these issues, Options II and III are identical.

Educational Arrangements

Option III would expand the role of community colleges in peace officer training, probably at the expense of the Vo-Tech programs. Vo-Tech students could transfer to a community college. If some Vo-Tech credits could transfer to the community colleges, and if students could test out of modules of the ten-week training quarter, then the additional investment for the individual would not be as great as two years, perhaps only one. Such an arrangement would encourage Vo-Techs to offer quality training, so that their students would test out of the training quarter, and to offer some topics transferable to a community college curriculum. If these conditions held, then the existing Vo-Tech programs would continue to serve those who prefer more emphasis on skill acquisition. This orientation, however, would have to be supplemented with some additional education.

Cost Implications of Option III

Development Costs:

1. Expansion of facilities at five community colleges for peace officer training programs. As with Option II, classroom space is available, but some special facilities and dormitory space would be necessary. Facility costs would probably be less than Option II, since the training program would be less specialized. Also, if dormitory space were to be provided, fewer facilities would be necessary because students would need living accommodations for only one quarter rather than two years.

Operational Costs:

1. Additional instructors. The exact number of instructors is difficult to estimate for the various options, without agreement on course content and the nature of modular options. One can estimate, however, that Option II would require more instructors (it is the longest training program) than Option III,¹⁰ and Option III more than Option I. However, a central location versus five regional locations would not reduce the number of instructors as much as five times. For acceptable student/teacher ratios, the central location could not function with 1/5 the number of instructors involved in regional programs but would not need as many.

2. Costs of training, certifying, and supporting instructors would be less than Option II, but more than Option I.

3. Program evaluation and monitoring would be more than Option I (five programs versus one), but less than Option II (a longer program).

4. As with Option II, there are possible costs of training an individual and not being able to employ him. However, potential dropouts are likely to terminate the program by the fifth quarter, and with proper screening procedures, the training quarter should not be wasted.

Cost reductions:

1. a reduced reimbursement program; or, if college education were required, no reimbursement program.

10. These estimates consider only training costs, thus excluding costs of five or six quarters of education at the community colleges. .

Discussion

Many of the advantages that followed from Option II are entailed in this option as well. Again BCA would be able to divert resources to in-service programs. Facility expansion would be marginal, and this would be even more true than with Option II since fewer living accommodations would be required and facilities would be less specialized. On the other hand, two training programs exist at Vo-Techs, but none yet at community college locations. The community college option carries the convenience of regional facilities. Again, training in this manner would help to ensure training prior to the exercise of authority, and to relieve agencies of the difficulties of losing recruits for training during the first year, and hence would reduce the need for a reimbursement program. The course content could contain electives and exemption procedures as in Options I and II.

Although a shorter course than the Vo-Tech program, the community college option would ensure a longer course, smaller classes and more instructors than currently exist. The ten-week quarter is longer than the current course and topics already covered could be eliminated or reduced from the training course. Information in Chapter Seven, for example, indicates that courses in law, investigation, other criminal justice agencies, and police-community relations are common to community college curricula. A ten-week quarter, then, would provide much more time for topics currently slighted or omitted (see Chapter Five).

Another advantage of this option is that by offering the training program winter, spring, and summer, the facilities would be in operation nine months of the year. During the fall, the instructors could serve as field trainers (see general needs) for small agencies in the region. Since the community colleges would be located regionally, the instructors would often be able to commute for this purpose. Vo-Tech instructors also could serve this

purpose under Option II (in the summer rather than fall), but field training assistance from BCA instructors in the metro area (Option I) would be difficult given that the demand for them would be outstate.

Another possible advantage of the community college option is that college-educated persons appear to perform better in training. As discussed in Appendix III, the output of the two-year intensive skill development program is yet to be proven superior, and college students tend to perform better than most on BCA examinations. These data are preliminary and more analyses are planned for the final report.

Provision of training for employed personnel without college education could be handled relatively easily with a ten-week training quarter, should that arrangement be desired. Presumably agencies would want to hire personnel already trained (i.e. those who have gone through the two year college program), so one would anticipate that few training slots would be needed for employed, but untrained, personnel.

This option entails a two-year investment for the individual, and, at least with current financing, the student pays a higher proportion of tuition than the Vo-Tech student. Again, this investment helps to ensure commitment to the profession. Unlike the Vo-Tech student, however, the community college graduate has a broader education that might permit more employment options should law enforcement openings not be available. The Vo-Tech student with a more specialized training would have fewer options.

The major disadvantage that some might find with Option III is that it virtually requires college education. Some people believe that a college-educated person is neither necessary nor appropriate for their agency. The Minnesota Task Force recommended that each agency assess the level of education it deems desirable (see Chapter Three). The assumption was that peace officers should mirror the community, rather than have above

average qualifications. The position of the National Advisory Commission on Criminal Justice Standards and Goals and of persons involved in police reform is that the police profession is sufficiently complex to require personnel of above average aptitudes and achievements (see Chapter One, Chapter Three, Chapter Seven). If one adopts this latter position, encouraging college education is an advantage of this option, rather than a disadvantage.

OPTION IV -- PEACE OFFICER TRAINING THROUGH BOTH VO-TECH SCHOOLS AND COMMUNITY

COLLEGES

Assumptions

1. Both vo-tech education and community college education are desirable; both should be encouraged;

2. Regional locations for training are preferable to a central, metro-area location.

Training Arrangements

Training would be conducted at approximately four or five vocational-technical institutes, regionally distributed. Two types of programs would be conducted. One, for vo-tech students, would be a two-year program, similar to that proposed in Option II. The other would be a one-quarter ten-week course similar to that proposed in Option III (offered two or three quarters of the year). The latter program would be offered for community college or state university students attending nearby institutions. The state could require either vo-tech or college education of all peace officers, or it could permit officers hired by an agency but not yet trained to attend the ten-week training quarter.

Details of each training and education program would parallel details of Options II and III above. Also, the MPOTB would certify the centers and/or students (if they successfully passed an end-of-program examination). BCA no longer would offer a basic course and would concentrate on in-service programs. Minneapolis, St. Paul, and the State Patrol could recruit from the vo-tech and community college pool and offer shorter, specialized agency courses.

Educational Arrangements

Option IV would encourage both vo-tech and community college law enforcement programs. Students could enroll in a two-year vo-tech program and would have the opportunity to take some courses at nearby community colleges. With opportunities for the training of college-educated persons, community college or university programs would not be undermined (as in Option II). Programs nearest the vo-tech locations would benefit most, but most existing programs could continue to function so long as their students had access to the training course. Some dormitory facilities might be deemed necessary at Hibbing and Alexandria to accomodate college students from the northwest, not served by a vo-tech program.

Figure 9.4 indicates possible vo-tech locations and the college programs served by each.

Cost Implications of Option IV

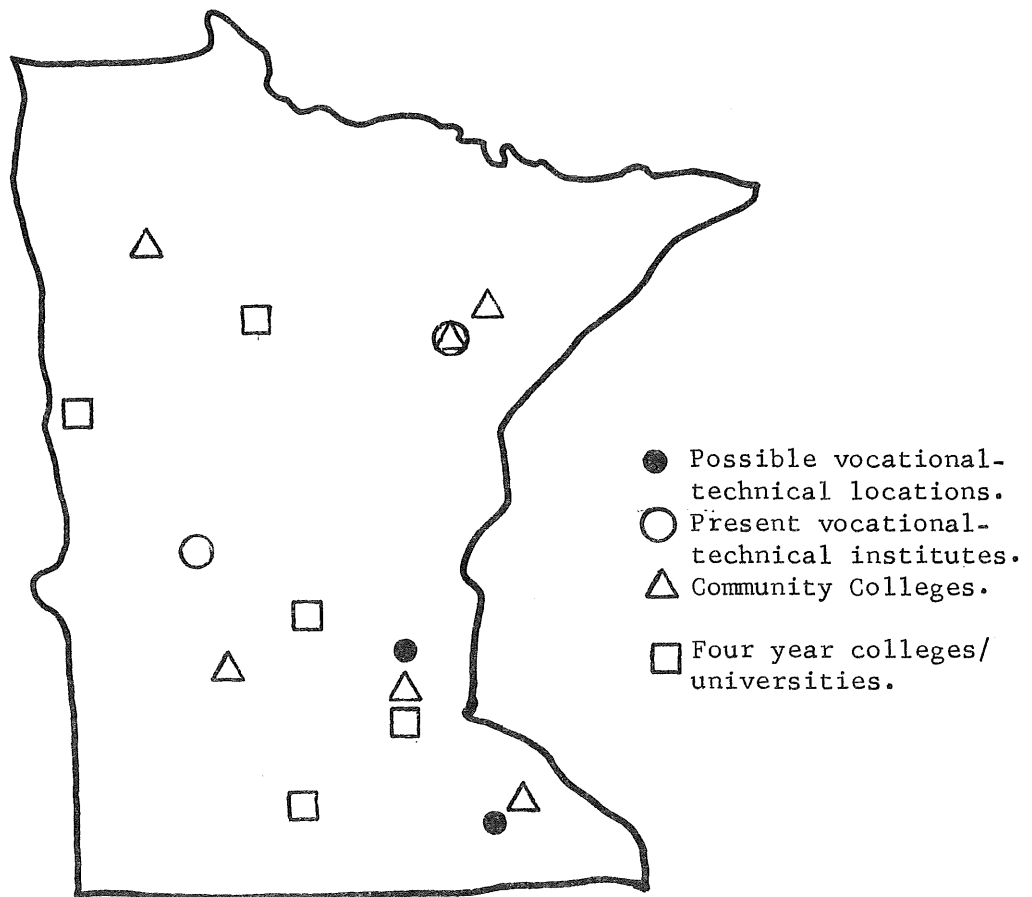
Development Costs:

1. Expansion of facilities at Alexandria and Hibbing; perhaps the addition of some dormitory space.
2. Creation of special facilities for peace officer training at two (possibly three) other vo-tech schools (the metro-area program would be largest to handle the largest demand).

Operational Costs:

1. Administration costs involved in coordinating the two types of programs.
2. Other costs would be similar to Option II. Since some of the students are being trained for only a quarter, rather than two years, costs should be somewhat less.

FIGURE 9.4



LAW ENFORCEMENT OR CRIMINAL JUSTICE PROGRAMS THROUGHOUT THE STATE

(OPTION IV)

FIGURE 9.4
(continued)
OPTION IV

VO-TECH

COLLEGE

Hibbing

Hibbing Community College
Mesabi Community College
Bemidji State University
University of Minnesota-Duluth

Alexandria

Northland Community College
Willmar Community College
Moorhead State University
St. Cloud State University

Rochester

Rochester Community College
Mankato State University
St. Mary's College

Metropolitan Area

Inver Hills Community College
Lakewood Community College
Metropolitan Community College
North Hennepin Community College
Normandale Community College
University of Minnesota-Minneapolis
Antioch Community University
College of St. Thomas
Golden Valley Lutheran College

Cost Reductions:

1. A reduced reimbursement program; or if vo-tech or college education were required, no reimbursement program.

Discussion

The advantages of options II and III also hold for this option: BCA would be able to divert resources to in-service programs; facility expansion would be marginal; regional facilities would make training more convenient and more available; and, again, the responsibility for training would rest with the individual prior to employment, relieving agencies of the financial and manpower hardships they now face when a recruit is sent to training. As with Option III, provision of training for employed personnel without higher education could be handled relatively easily, although one would expect the demand for such recruits to be reduced significantly. In addition, students would have the advantage of being able to choose which type of institution and program they wish to attend, and law enforcement agencies would have the advantage of being able to hire recruits with the type of training that is preferred. (The assumption is that the two types of programs would produce somewhat different products.) Moreover, the overall level of education for peace officers would be upgraded. Preliminary analyses reported in Appendix II produced inconsistent results as to the superior training performance of vo-tech versus college-educated students, but the data did demonstrate that both types of students perform better than those with neither type of education. Again, more analysis on this question is planned for the final report.

The major disadvantage is the increased complexity due to offering two different types of programs. Curricula for both types of training courses would have to be made comparable by some standard. Devising an examination fair to both groups would be difficult but necessary to ensure

that the students from each type of program have attained a satisfactory level of knowledge and skill. Monitoring two types of programs would be more costly and also more involved. Fair standards for evaluating instructors and programs would also need to be devised for each program.

Coordinating these types of programs could also be a major stumbling block. Overall, administration of this option would be more complex and costly than for options II and III. Moreover, formal agreements of cooperation would be necessary. If, for instance, a vo-tech school that had the facilities and equipment in a particular region did not want to offer the shortened training course for college students, duplication of those resources at a college location would greatly add to the cost and greatly decrease the efficiency of delivery of training. If cooperation were lacking and if a college had to provide one or two of the training locations, the rationale of the option would be undermined. Assuming that more than four or five locations are not feasible, students would no longer have the intended choice of education since both the vo-tech and college training would no longer be regionally distributed. A vo-tech student would have two options for a location to attend and the college student would have two options--little improvement over a single, central training location, but a situation that would involve significant increases in cost. Cooperation would have to be assured to avoid such outcomes.

Conclusions

These options have been presented as sets of arrangements to meet some of the training needs identified for Minnesota. Each option is based on somewhat different assumptions, would have very different effects on training and education, and would involve different types of costs.

Several training needs identified in previous chapters could be met by any option (see beginning of this chapter). Also, certain cost factors would be involved with any option. In particular, projections of future numbers to be trained would affect all four options, and, in fact, preliminary manpower projections reported in Chapter Eight suggest a future decline in costs with fewer being trained. Moreover, decisions on the proportion of costs to be met with public or private funds are not dependent on the nature of the options. Any combination of funds could finance costs of any option.

On the other hand, very different situations would be created by the adoption of one or another of the options. The first option involves changes in the present system, establishing a single central location for training. It would enable the training of vo-tech and college students but otherwise would not especially encourage the pursuit of higher education. The second option would encourage vo-tech education and would provide regional locations for training. The third option would encourage college education (at least two years) and also would provide regional training locations. Finally, the fourth option encourages either college or vo-tech education, again with regional training facilities.

At this point, it is possible to choose among the options based on one's perception of the most desirable outcome. However, important information is lacking for rational policy decision-making. Before comparisons and rankings can be made among the options, a number of types of data should be considered. Some of these data have been provided in a preliminary way in this report, but more thorough information will be available in the final report (fall, 1977). In particular, the following information is necessary:

1. More thorough cost data. Cost items of options have been identified and some cost estimates are available. However, information in the preliminary report cannot permit the ranking of options for costliness.

2. Projections of manpower training needs. Preliminary projections indicate a decline in future numbers trained. Exact details of options, including costliness, require more precise projections, as well as contingencies for the training of Minneapolis, St. Paul and State Patrol personnel.

3. Additional analyses of the performance of vo-tech and college students. If the state were to encourage or require one or the other type of education, information on whether such education contributes to training and job performance would be vital.

4. Further content evaluations. Data collected thus far provide preliminary insight into content needs in the basic training course. Task analyses and assessments of the job relatedness of training are necessary before the nature of training programs under each option can be elaborated.

5. More information on in-service training needs. This evaluation emphasizes (though not exclusively) needs in basic training. Estimates of the capacity and use of facilities, on instructors, and so forth require estimates of the nature and number of future in-service training programs as well.

6. Legal problems involved in applicant screening processes at vo-tech or community college training programs. In Chapter Six it was noted that existing vo-tech programs attempt to use an applicant screening process similar to those used by law enforcement agencies for new recruits. However, there are restrictions on the background check, particularly for applicants who are juveniles. A complete understanding of legal issues involved is necessary before screening procedures, that would ensure the

recruitment of employable personnel into the peace officer training programs, can be proposed for options recommending training at vo-tech and/or community colleges.

All of these issues will be addressed in the remainder of this evaluation. Hence, the final report (fall, 1977) will contain much more thorough information that could be a better basis for informed judgement of the most desirable set of arrangements to meet the training needs of Minnesota.

If some were to choose to act now, however, the major recommendation here is to select from a logical set of alternatives (e.g., Option I through Option IV) rather than enact piecemeal legislation.¹ The result of the latter course of action is most likely to incur many unforeseen costs and is likely to reduce future freedom of action to enact potentially more efficient and less costly methods of delivering peace officer training and education. For example, if it were decided now to certify a vo-tech school and, later, to certify a community college, the likely result would be to incur the major costs of Options I, II, and III without producing their benefits. Instead, one should clarify the nature of education and training desired for peace officers, and pursue the set of arrangements most likely to attain that.

It is believed, however, that more information on which to base such decisions is desirable, and that major decisions on the education and training of peace officers should await that information.

¹This does not mean to imply that these are the only four options. Possibly others could be devised. The argument is to address the peace officer education and training system as a whole, not isolated aspects of it.

APPENDIX I

RESEARCH DESIGN
for
POLICE TRAINING EVALUATION

Prepared by the
Evaluation Unit
Governor's Commission on Crime
Prevention and Control

State of Minnesota

December 1976

POLICE TRAINING EVALUATION - PROJECT DESIGN

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Item 4

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8. Six-Month Follow-Up Survey

INTRODUCTION

Members of the Police Training Evaluation Project will investigate the comprehensive training needs of the state and will evaluate training programs currently offered. They will establish relationships among selection criteria, training content and testing, and job requirements.

The project team will obtain information on 1) major law enforcement training and education programs in the state, such as information on numbers of students, instructors, facilities, costs, and so forth; and, 2) training needs of the state, such as manpower needs, expanded curricula, and so forth. In light of these existing resources and requirements, evaluators will propose alternatives for organizing Minnesota peace officer training.

A detailed investigation of the content and emphases of current training programs (with an emphasis on BCA Basic Training) will be conducted. The purpose is to ensure that training and testing are job-related, and to ensure that selection criteria are relevant to this job-related training and testing. The project will evaluate training in terms of the existing nature of the role of peace officer. We are, in other words, begging the question of whether the role of peace officer could be changed or improved and, hence, whether training could contribute to that goal. This question is beyond the scope of the project, but should not be forgotten in explaining and interpreting results.

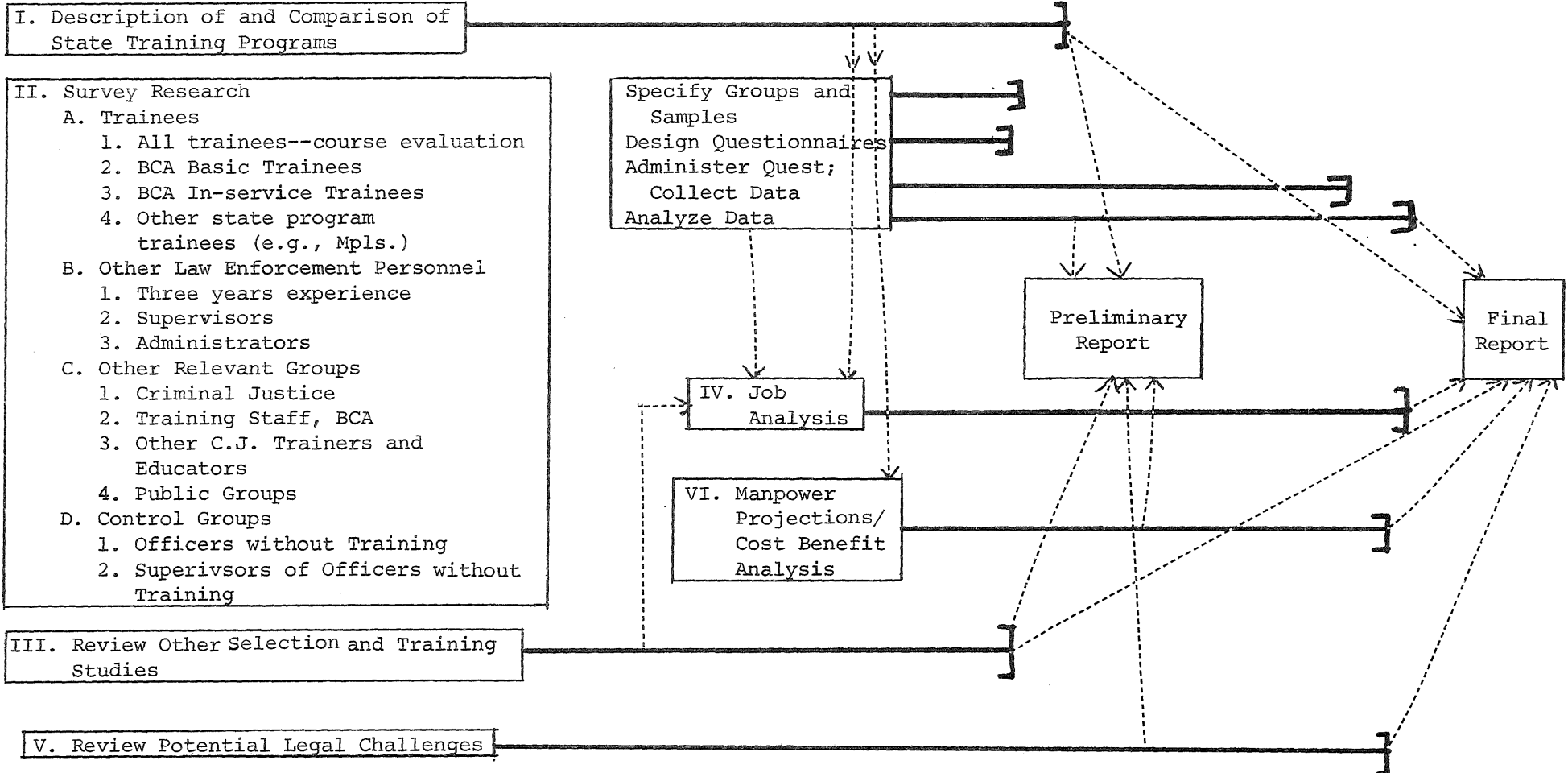
The achievement of these project goals necessitates the successful completion of six interrelated tasks. These tasks are listed on the following diagram (ITEM 1), which indicates their relationships to each other and their proposed dates of completion. ITEM 2 clarifies some points on anticipated completion dates. ITEM 3 elaborates each task. Finally, ITEM 4 contains samples of questionnaires administered to date.

ITEM 1
POLICE TRAINING EVALUATION PROJECT PLAN^a

Dec 1976

Jan 1977

Oct 1977



a) ————— Indicates time length of tasks
 Indicates relationships of tasks

ITEM 2

COMMENT ON TIMETABLE

The Police Training Evaluators intend to present two reports:
1) a Preliminary Report, containing recommendations for the Legislative Session, January, 1977; and 2) a Final Report, October 1, 1977.

Since the project was not funded until October 1, 1976, the evaluators are unable to develop and begin to execute the full project design until November. Although various tasks have been started, several well before the final design is formalized, the various aspects of the project will not fit together until the completion of the research, September, 1977.

As a result, the Preliminary Report can be based only on: 1) the completion of Tasks I (Description of Training Programs in Minnesota) and III (Review of Other Relevant Studies); 2) initial data analysis on less than one half of the survey data to be collected (Task II); and 3) preliminary manpower projections and cost benefit analysis (Task VI). Hence, the emphasis of the Preliminary Report will be on priorities for the general organization and orientation of peace officer training in Minnesota.

The Final Report might differ from our preliminary recommendations if 1) the larger data base and final survey analyses (Task II) alter results, and 2) if the completion of Tasks IV (Job Analysis), V (Legal Review), and VI (Manpower Projections and Cost Benefit Analysis) lead to revisions. The Final Report will be able to supplement the general recommendations of the Preliminary Report and will be able to address specific issues of training content more directly and thoroughly.

The following "ELABORATION OF TASKS" indicates which tasks will be incorporated into the Preliminary Report and which cannot be completed until the Final Report.

ITEM 3

ELABORATION OF TASKS

The "Elaboration of Tasks" includes three parts for each of the six project tasks:

- 1) A general overview of the task
- 2) A detailed chart which indicates the purpose (that is, what questions we intend to answer) and the types of data, samples and analyses that will be involved. The reader not concerned with methodological details might want to skip these charts, although perusal of the column on "purpose" would provide a better understanding of each task.
- 3) A discussion of methodological limitations involved with each task. Again, some readers may want to skip these technical discussions.

The two appendices at the end of this section contain charts for project designs. These are intended primarily for use by project personnel, although readers concerned with technical details might find them helpful.

TASK I

DESCRIPTION AND COMPARISON OF STATE TRAINING PROGRAMS

An evaluation of police training in Minnesota requires knowledge of the training and education that currently is provided. We will obtain information on major programs in the state (e.g. BCA basic and in-service courses, vo-tech schools, community colleges), such as the numbers of students, instructors, costs, facilities, and so forth. We also will investigate the curricula of various programs to obtain a sense of different emphases.

Training programs in Minnesota will be compared to each other. In addition, information on Minnesota peace officer training will be compared to National Standards and Goals, Minnesota Task Force Recommendations, and training programs offered in other states.

Information obtained in this task will enable us to formulate feasible alternatives for structuring police training in Minnesota.

TASK	PURPOSE	NATURE OF DATA, SAMPLE	NATURE OF ANALYSIS	PROJECTED TIMETABLE, ADDITIONAL COMMENTS
I. Description and Comparison of State Training Programs	<ol style="list-style-type: none">1. To describe all training in the state; compare to national and state standards; and to other states' programs; and to each other.2. To discover areas of differential training availability in Minnesota.3. To provide background for interpreting survey results (Task II).4. To provide inputs for Tasks IV (Job Analysis) and VI (Manpower Projections and Cost-Benefit Analysis).5. In conjunction with other tasks to arrive at broad recommendations for restructuring state training programs.	<ol style="list-style-type: none">1. Curricula of state training programs.2. National recommendations.3. Minnesota Task Force recommendations.4. Information on numbers being trained, costs, instructors, facilities, etc. derived from interviews with administrators of various state training and education programs.5. Information on training programs in other states.	<p>Systematically compare content and emphases of state programs (some form of content analysis)¹; numbers of students, instructors, adequacy of facilities, etc.</p> <p>Assess in light of national and state goals and in comparison to other states.</p>	<p>To be included in <u>Preliminary Report</u>, January 1977.</p>

TASK II
SURVEY RESEARCH
OVERVIEW

Survey research will constitute the bulk of project efforts. First, we will ask trainees in a number of programs to evaluate their courses, providing us their perceptions of course strengths and weaknesses.

The emphasis of the survey research will be on BCA basic trainees. In addition to the course evaluation they will answer questions on personal and department background, training needs of the state, attitudes, and perceptions of skills and abilities necessary for peace officer work. BCA trainees will answer these questions before training, after training, and after six-months post-training job experience. In the six-month follow-up questionnaire, trainees also will be asked their perceptions of the adequacy of their training for job preparation and performance.

Opinions on courses, training needs, and trainees' job preparation and performance obviously are biased. What a trainee thinks his training should be, for example, is not necessarily what training "should be." As a result, we will question other groups so that perceptions from a variety of perspectives will help us obtain a more objective evaluation of state training.

We will question other law enforcement personnel. One sample will consist of officers with 3-5 years of experience to provide perceptions of those with considerable experience, and, probably, with BCA basic training (The current BCA basic program was adopted in 1971). A second group will consist of supervisors of recent BCA trainees, and a third group will represent administrators in departments with recent trainees. We will be especially concerned in obtaining from these groups their perceptions of the strengths and weaknesses of recent trainees, and hence suggestions whether particular areas of training could be improved. We hope to obtain ratings on the preparation and performance of individual trainees in an interview situation, but we realize that supervisors and administrators might be reluctant to provide such information.

Other relevant groups to question will be other criminal justice personnel (e.g. court personnel), police science trainers and educators, and various public groups served by the police.

We also will question a group of officers without training, as well as their supervisors ("Control Groups"), to compare to the BCA trainees and their supervisors. This task will be problematic since officers without training will be located primarily in communities of less than 1,000 population (these communities are exempt from mandatory training), and these may be largely one-person departments.

TASK	PURPOSE	NATURE OF DATA, SAMPLE	NATURE OF ANALYSIS	PROJECTED TIMETABLE, ADDITIONAL COMMENTS
II. Survey Research A. Trainees 1. All trainees surveyed a. Course evaluation	To discover if existing training courses could be improved; and if so, how.	Course evaluations rate course topics for: 1. Importance 2. Time 3. Instruction 4. Materials 5. Methods Administered to all trainees below	Describe responses; emphasize areas where strong agreement that topic rates high or low.	See Pat Knack's "Preliminary Course Evaluation Results" as an example. Evaluations on 4 BCA basic classes will be available for <u>Preliminary</u> Report, January 1977; 6 more classes will be included in final report; 7 in-service classes available for <u>Preliminary</u> Report.
2. BCA Basic trainees	To obtain BCA Basic Trainees evaluations of training and training needs; To discover how these evaluations are affected by training and by job experience; and by personal and department background characteristics.	Core Questionnaire taps 4 areas: 1. Personal and department background 2. Views on training needs of state 3. Attitudes (general and toward criminal justice system) 4. Assessment of necessary skills and abilities for police work Administered to 10 BCA basic training classes Spring 1976-Spring 1977. N = c.400 (see Attachment 3B#1). Administered 3 times Pre-training Post-training six-month follow-up	Describe distribution of responses. Emphasize change after training and after job experience on: 1) perception of training needs, 2) perception of skills and abilities necessary for police work. Questions on background and attitudes will be of interest largely as control variables unless we discover unexpected attitudinal change. Two forms of analysis possible to assess change after training and after job experience 1) Group level 2) Individual level (feasible only on 4 BCA classes, given our 1-year limit and changes in original questionnaire)	By <u>Preliminary</u> Report January 1977, we can report responses on: 1) Pre-test (4 classes) 2) Post-test (4 classes) 3) Follow-up (2 classes) No analysis of change at the individual level can be conducted until the <u>Final</u> report when more classes will have received comparable post-tests and follow-ups (See Attachment 3B#1).

TASK	PURPOSE	NATURE OF DATA, SAMPLE	NATURE OF ANALYSIS	PROJECTED TIMETABLE, ADDITIONAL COMMENTS
II. A (contd) 3. BCA In-service and 4. Other training programs	<p>To discover how trainees in other programs evaluate state training needs and particular aspects of their programs;</p> <p>To discover if this information could help to improve any training program in the state.</p>	<p>Descriptions from Task I (differences in offerings and orientation of programs)</p> <p>Core questionnaire</p> <p>Questions on specific aspects of particular programs.</p> <p>Administered to:</p> <ol style="list-style-type: none"> 1) BCA In-service classes 2) Mpls., October 1976 3) Others will be included later if time permits. 	<p>Describe responses to particular aspects of each program (e.g., Mpls. opinions on field training)</p> <p>Cross-sectional analyses - compare responses on core questionnaire to other groups' responses.</p> <p>Interpret results in light of differences in programs, from Task I.</p>	<p>See Appendix 3B#2 for areas of comparison.</p> <p>Responses for Mpls. and 7 in-service classes available for <u>Preliminary Report</u> January 1977.</p>
II. B. Other Law Enforcement Personnel	<p>To obtain additional perspectives on state training needs.</p> <p>To obtain more in-depth evaluation of training strengths and weaknesses based on impressions of recent trainees.</p> <p>To obtain ratings on job preparation and performance of individual trainees.</p>	<p>Core questionnaire</p> <p>Questions specific to position.</p> <p>Ratings of recent trainees in general.</p> <p>Ratings of individual trainees.</p> <p>Administered to:</p> <ol style="list-style-type: none"> 1) Law enforcement personnel with 3-5 yrs. experience 2) Supervisors 3) Administrators <p>From departments with recent BCA trainees.</p>	<p>Describe responses of each sample.</p> <p>Compare to each other and to response of other groups answering similar questions (II A, C, D).</p> <p>Ratings of trainees will be input into Task IV (Job Analysis)</p>	<p>See Appendix 3B#2 for areas of comparison.</p> <p>Results not available until <u>Final Report</u>, October 1977.</p>

TASK

PURPOSE

NATURE OF DATA, SAMPLE

NATURE OF ANALYSIS

PROJECTED TIMETABLE,
ADDITIONAL COMMENTS

<p>I. (contd)</p> <p>C. Other relevant groups</p>	<p>To obtain additional perspectives on state's training needs.</p> <p>To obtain evaluations of police performance (hence adequacy of training) from perspective of those who interact with or are served by police in certain tasks.</p>	<p>Core questionnaire.</p> <p>Questions specific to the position.</p> <p>Assessment of police performance in certain task areas (e.g., First Aid, court procedures).</p> <p>Administered to:</p> <ol style="list-style-type: none"> 1) Other criminal justice personnel (e.g., court personnel) 2) BCA trainers 3) Other trainers and educators. 4) Public groups (e.g., referral agencies, community groups, emergency room personnel.) 	<p>Describe responses of each group.</p> <p>Compare to each other and to responses of other groups answering similar questions (II A, B, D).</p> <p>Performance ratings will be input into Task IV (Job Analysis)</p>	<p>See Appendix 3B#2 for areas of comparison.</p> <p>Results not available until <u>Final</u> Report, October 1977.</p> <p>Final specifications of groups and samples yet to be determined.</p>
<p>II. D. "Control Group"</p>	<p>To provide comparison groups for</p> <ol style="list-style-type: none"> 1) Trainee responses (core questionnaire and self-evaluations) 2) Supervisory ratings of trainees <p>in order to assess actual impact of training.</p>	<p>Core questionnaire.</p> <p>Evaluations of preparation and performance.</p> <p>Administered to:</p> <ol style="list-style-type: none"> 1) Sample of officers without training 2) Supervisors of officers without training. 	<p>Describe responses and compare to other groups.</p> <p>Emphasize</p> <ol style="list-style-type: none"> 1) Comparison of BCA trainee responses (core questionnaire) and self-evaluations of preparation and performance in follow-up (IIA) to those officers with experience but without training. 2) Supervisory evaluations of preparation and performance of trainees to those of officers without training. 	<p>Results not available until <u>Final</u> Report, October 1977.</p>

TASK II
SURVEY RESEARCH
LIMITATIONS

1) Group vs. Individual level of analysis

This distinction is important in the longitudinal analysis of BCA trainees, which is based on questionnaires administered before training, after training and after six months' post-training job experience. The major purpose of this analysis is to probe the extent of change in trainee perceptions (especially of training needs) after training and after job experience and, hence, to infer the extent of impact of training and job experience on trainee perceptions.

By "group level analysis", we mean a comparison of response distributions of the sample of pre-training officers, to those of the sample of post-training officers and to those of the sample of officers with six months' additional job experience. For example, we might report that, before training, 10% of officers believe training should be longer than the current 280 hours; that, after training, 25% believe it should be longer and, after six months' job experience, 50% believe it should be longer. One might infer, from these results, that training and job experience contribute to the perceived value of more basic training. We cannot infer anything, however, about who is changing in what direction. All we know is that more officers desire more training after training and job experience than before.

"Individual level analysis", on the other hand, assesses change on each respondent. We would have, then, not only pre-training, post-training and six months' job experience scores for each respondent but also scores representing the direction and extent of change between the three periods. Analysis of these scores enables us to discern what type of officer (e.g., more or less educated, from urban or rural department, from large or small department, etc.) is changing his perceptions in what way. One can, then, gain additional information at this individual level.

The individual level analysis is constrained due to a limited sample. As appendix #3B1 demonstrates, 1) the questionnaire administered to the first two classes was changed significantly, and 2) the one year limit means that the last four or five classes will not have six months' experience for a follow-up. As a result, only four classes (nos. 56, 57, 58 and 59) will receive comparable

pre-tests, post-tests and follow-ups to enable assessment of individual change. We will want to determine if these four classes appear to be representative of the full ten classes.

The individual level analysis is further constrained by practical problems. Because of confidentiality, we cannot match performance (training test) scores and job performance ratings to questionnaire responses. These would have been interesting variables to relate to direction and extent of change.

Attempts at individual level analysis seem worthwhile, however, for several reasons: 1) problems of inference from group-level, 2) we can obtain more information at the individual level, 3) should future resources be available, someone could continue our basic design by completing the follow-ups and, perhaps, including other follow-ups.

2) Control Groups

To speak of "control groups" in the Survey Research (Task II) Designs is to use the term very loosely.

Since the untrained officers will be questioned after some period of experience (i.e., probably one-five years), they receive no pre-test. As a result, the "control group" can be incorporated only in the cross-sectional design (see appendix 3B#2) and not in the longitudinal design of the BCA Basic Trainees (see appendix 3B#1). When assessing change in the BCA trainees after training and after job experience, we can employ no control group without training; and, hence, the various factors which remain uncontrolled* must be considered in analyses and interpretation.

In the cross-sectional design, the "control groups" will serve as comparison groups in the following manner:

A. Group 1, six months' follow-up	T	O ₁
Group 2, sample of officers with three-five years' experience	T	O ₂
Group 3, "control group," experienced officers with no training		O ₃
B. Group 1, supervisors' ratings of officers with recent training	T	O ₁
Group 2, "control group" supervisors' ratings of officers with no training		O ₂

T = Training

O = Observation

The utility of these 'control groups' is limited because 1) the groups are not randomly selected*; and 2) there is no pre-test* (i.e., we do not know if differences in the groups are the result of training or whether differences existed prior to training).

The former problem exists because one can locate untrained officers in Minnesota only a) if they became officers prior to 1968 (when training was made mandatory), or b) if they are in communities of less than 1,000 (which are exempt from mandatory training). Using the former confounds the effects of tenure; using the latter confounds the effects of community characteristics (e.g., small, rural departments).

(*The factors uncontrolled with the omission of control groups, pre-tests and random selection from a design are illustrated and explained in Campbell and Stanley, Experimental and Quasi-Experimental Designs for Research, Rand McNally, 1963.)

We expect to use a sampling procedure that will involve the latter problem; and, therefore, we will need to be aware of the potential effects of these community characteristics, as well as of training, in interpreting results. Since our core questionnaire contains some of these community variables, an analysis of various samples (e.g., pre-test trainees, three-five year sample, supervisors) can indicate if they seem to be associated with differences in response and, hence, are likely to create problems for interpretation.

TASK III

REVIEW OTHER SELECTION AND TRAINING STUDIES

OVERVIEW

A number of selection and training studies have been conducted both within and without Minnesota. Knowledge of these studies has helped and will continue to help us formulate our research plans.

We will coordinate our efforts with other Minnesota studies (e.g., Metro Council, Minnesota Valley, Minneapolis Police Performance, Minnesota Department of Personnel). These projects provide, among other things, examples of task lists, performance ratings and selection standards' validations; and, thus, they will contribute heavily to our job analysis. Moreover, since some of these studies address selection but not training, we can focus on training and use other selection study findings to supplement our own. The selection projects will not be completed in 1976; and, therefore, we cannot coordinate results until our final report (fall, 1977).

TASK	PURPOSE	NATURE OF DATA, SAMPLE	NATURE OF ANALYSIS	PROJECTED TIMETABLE, ADDITIONAL COMMENTS
III. Review Other Selection and Train- ing Studies	<p>To discover performance ratings, task lists, etc. that can be used in Job Analysis (Task IV).</p> <p>To avoid needless repetition.</p> <p>To discover supplementary materials to help fill our gaps.</p>	<p>Reports and proposals of other related studies</p>	<p>Present a summary pointing to studies that are similar, supplementary, etc.</p>	<p>Available for <u>Preliminary Report</u>; January 1977.</p>

TASK IV
JOB ANALYSIS
OVERVIEW

The job analysis portion of the evaluation study is focused on the relationships of the BCA basic training course and the entry-level patrol jobs in the State. The initial portion of the job analysis involves the development of a task list for the entry-level patrolman. This task list should include essentially all tasks assigned to recent graduates of the BCA basic course whether the trainee is a part of an urban, suburban or rural police (sheriff's) department. Ratings of the importance, time spent and difficulty of these tasks by both patrolmen and supervisors will be obtained primarily from various concurrent studies of Minnesota peace officers; e.g., the Metro Council study of suburban police departments, the Minnesota Valley study of rural police and sheriff's officers, the Minnesota Highway Patrol study, etc. These ratings of the task list provide one basis for evaluating the BCA basic course in terms of content, emphasis and opportunity for the practice of specific skills.

A second portion of the job analysis will be derived from the survey research effort. The surveys will provide perceptions of the training course from a number of perspectives -- e.g., graduates after six months on the job, supervisors of recently certified officers, trainers in the basic course, trainees at the completion of the course, etc. Our focus will be to determine the extent of convergence of survey results with the course evaluation based on the task list outlined above.

Third, we will investigate BCA tests, which assess trainee progress in the basic course. We will collect test scores and demographic information on trainees to discover whether any of these background variables appear to predict performance on tests. A content analysis of the tests could reveal the extent to which they reflect course content and also job requirements (through a comparison to the task list). Finally, success on the job, as assessed by supervisors, will be compared to BCA test scores.

Overall, the job analysis will provide a listing of critical tasks; the course materials will provide a direct comparison of training content and tasks to be performed; the surveys and interviews will provide perceptions of job preparation of the certified officers as viewed from various perspectives.

TASK	PURPOSE	NATURE OF DATA, SAMPLE	NATURE OF ANALYSIS	PROJECTED TIMETABLE, ADDITIONAL COMMENTS
IV. Job Analysis	To ascertain the extent to which BCA Basic Training provides adequate preparation for tasks of entry level patrolman in terms of:	A ₁ Task Analysis	Compare task list to	Results available for
A. Trainee Preparation	<ul style="list-style-type: none"> a) substantive information presented (course content and emphases), and b) skill practice in applying information to actual situations 	<ul style="list-style-type: none"> 1) From Task I <ul style="list-style-type: none"> a) Presentation of course content and emphases and extent of skill practice b) Background information on other states' training programs 2) Task list of entry-level patrolmen derived from literature searches (e.g., Metro Council, Mpls., Minnesota Valley, Highway Patrol) and our own verification. <p>Tasks rated for: importance, time, difficulty and separately for: urban, rural, metro, suburban</p>	<ul style="list-style-type: none"> a) Substantive information and b) Areas of skill practice of BCA Basic Training Course. <p>Interpret results in light of other states' programs; national and Minnesota standards and goals; and project teams' observations.</p>	<p><u>Final</u> Report, October, 1977.</p>

TASK

PURPOSE

NATURE OF DATA, SAMPLE

NATURE OF ANALYSIS

PROJECTED TIMETABLE,
ADDITIONAL COMMENTS

IV. A. (cont'd)

A₂ Survey ResultsIIA₁ Trainee Course Evaluation

Compare results of course evaluations to results of of task analysis.

See Appendix 3B#2 for areas of comparison.

IIC Trainers

Compare trainers' course evaluations to task analysis results.

IIA₂ BCA Trainee Follow-Up

Describe follow-up responses- self perceptions of areas of adequate and inadequate preparation. Compare to task analysis.

IIB Other Law Enforcement Personnel

Describe perceptions of adequacies and inadequacies of recent trainees. Compare to task analysis.

IIC Other Groups

Describe perceptions of adequacies and inadequacies in task areas in which each group interacts with police. Compare to task analysis.

IID "Control Groups"

To what degree do self-evaluations of officers without training differ from those with training (IIA follow-up).

To what degree do supervisory evaluations of officers without training differ from those of officers with training (IIB).

Summ: What corroboration is there on adequacy of training for patrolman tasks based on 1) Task analysis and 2) various survey results?

TASK

PURPOSE

NATURE OF DATA, SAMPLE

NATURE OF ANALYSIS

PROJECTED TIMETABLE,
ADDITIONAL COMMENTS

IV. B.

On-the-job
Performance

To ascertain the extent to which training contributes to the performance (skill level) of entry-level patrolmen.

From survey results
IIA Course evaluations
IIC Trainers' course evaluations

IIA Follow-up
IIB Other law enforcement personnel
IIC Other groups
IID Control groups

As with perceptions of preparation,
Describe evaluations of performance

Compare to each other and to results of task analysis

See Appendix 3B#2 for areas of comparison

IV. C

Test
Validation

To discover who performs well in training and discuss implications for selection standards, training and testing procedures.

Data from BCA files, especially test scores and background. (Because of confidentiality of surveys, BCA file information cannot be matched to survey responses).

Describe distribution of test scores and discover what background variables relate to performance in training.

Some analysis of test scores possible by Preliminary Report, January, 1977, but validation not possible until Final Report, October, 1977.

To ascertain the adequacy of tests in measuring information acquisition and skill development.

Examination of BCA tests.
Course Content Analysis
Rated task list

Analyze tests to assess substantive information stressed and extent to which questions tap information acquisition and/or skill development.

See California selection study as possible model for validation.

Compare test emphases to course content and to task list to assess "Job-Relatedness" of tests.

To ascertain whether training performance (test scores) predicts job performance.

Trainee test scores.

Ratings of individual trainees by law enforcement personnel (from Survey Research)

Compare training performance (test) scores to on-the-job performance ratings and interpret results in light of other analyses of tests.

TASK IV
JOB ANALYSIS
LIMITATIONS

Most of the Job Analysis is dependent upon results of other tasks, especially survey analyses (Task II). Given time and resource constraints, it was decided that, beyond arriving at the course content and task lists (see IVA, Task Analysis), the best manner in which to assess the adequacy of training for job requirements and performance would be through surveys and supervisors' evaluations.

The problems of supervisors' evaluations as criteria to validate training are recognized. These problems involve legal ones (e.g., supervisors' biases are likely to be the same as test biases--see legal summary for MAMA) and methodological problems (e.g., halo effect, etc.). With a recognition of the pitfalls, however, many can be minimized or controlled.

We expect to be able to obtain perceptions of general trainee strengths and weaknesses without much difficulty. As indicated in the overview, these perceptions will constitute useful information to compare to the task analysis. The validation of testing procedures, however, requires ratings of individual patrolmen. We recognize that we may have difficulty obtaining accurate ratings on individuals but hope to overcome some reluctance of supervisors to cooperate by interviewing them in person rather than mailing questionnaires. The importance of validation warrants an attempt to obtain these ratings although we recognize the objective may not be fulfilled.

The California (Selection Consulting Center) Study has used this method for validating selection tests and can be a useful model. The authors of that study argue, "Lacking meaningful objective measures of success in law enforcement positions the choice was made to use performance evaluations as criteria with full recognition of the possible problems which might ensue." (p. 10)

TASK V

LEGAL REVIEW

OVERVIEW

State selection criteria and training requirements can be open to legal challenges, particularly, though not exclusively, in relation to Equal Employment Opportunity Commission Guidelines. The literature reviews conducted for the Suburban Police Selection Standards Study, (MAMA), contain helpful summaries of relevant laws and court decisions. In addition, we will continue to obtain information on more recent laws or decisions that might affect the legality of recommendations.

Legal problems are more likely to be involved in the Final Report, which will contain recommendations on training content, requirements, testing, etc. than in the Preliminary Report. To ensure their legality, we will submit our final recommendations for a legal review.

TASK	PURPOSE	NATURE OF DATA, SAMPLE	NATURE OF ANALYSIS	PROJECTED TIMETABLE, ADDITIONAL COMMENTS
V. Review of Legal Challenges	To be certain that recommendations are not open to legal challenge.	MAMA literature review ³ . Check for more recent decisions.	Submit recommendations for legal review.	<u>Preliminary Report</u> , January, 1977 will not include a review of legal points but recommendations will be made with knowledge of relevant recent legal decisions.

TASK VI

MANPOWER PROJECTIONS AND COST-BENEFIT ANALYSIS

OVERVIEW

One aspect of this study is an investigation of the demand for and supply of law enforcement personnel. Ideally, adequate information regarding both sides of this particular labor market will enable policy-makers to forecast necessary capacity for training and optional allocation of resources among training alternatives.

Supply is primarily determined by costs of "production." A cost-effectiveness analysis of selected training alternatives will be conducted in order to direct public investment funds to their best use.

Analysis of the current demand for personnel will yield an understanding of relationships among variables, so that demand can be forecasted for future periods. The approach used is the construction and estimation of a small, two-equation model, using two-stage least squares.

TASK	PURPOSE	NATURE OF DATA, SAMPLE	NATURE OF ANALYSIS	PROJECTED TIMETABLE, ADDITIONAL COMMENTS
VI. A. Law En- forcement Personnel Projection	Ascertain demand for per- sonnel and necessary training capacity for the period from the present to 2,000 A.D.	<u>Published Data</u> Demographic Factors Crime Rates Public Financing	Simultaneous equation, estimation and projection	Initial results avail- able for <u>Preliminary</u> <u>Report</u> .
B. Benefit- cost of Train- ing Altern- atives	Ascertain optional resource allocation in police training.	Institutional cost data; student records; surveys	Enumeration, measurement and comparison of costs and benefits	Results available for <u>Final Report</u> .

ITEM 3A

FOOTNOTES

1. Ralph A. Olmos - "Program Descriptions of Criminal Justice and Police Science Programs in Minnesota," an Evaluation Unit Report (Spring, 1976) provides a major step in this direction.
2. Selection Consulting Center, California State Personnel Board - The Validation of Entry-Level Law Enforcement Examinations in the States of California and Nevada, January, 1974.
3. Metro Council - "Report of the Legal Consultants," Police Officer Selection Standards Study, 1976.

DESIGN FOR LONGITUDINAL ANALYSIS OF BCA BASIC TRAINEES

BCA TRAINEE GROUP	Pre-test	Post-test	6-month follow-up	1-year follow-up
March 15-May 7, 1976 #54	T	A* (43)	E	B ₂ * (Nov. 5)
March 22-May 14, 1976 #55	T	A* (40)	E	B ₂ * (Nov. 12)
Sept. 13-Nov. 5, 1976 #56	B ₁ * (40)	T	B ₂ * (May 6)	E
Sept. 27-Nov. 19, 1976 #57	B ₁ * (32)	T	B ₂ * (May 20)	E
Nov. 8-Jan. 21, 1977 #58	B ₂ * (32)	T	B ₂ (July 22)	E
Nov. 29-Feb. 4, 1977 #59	B ₂ * (32)	T	B ₂ (Aug. 5)	E
Jan. 24-March 18, 1977 #60	B ₂ (32)	T	B ₂ (Sept. 16)	E
Feb. 7-April 1, 1977 #61	B ₂ (32)	T	B ₂ (Sept. 30)	E
March 21-May 13, 1977 #62	B ₂ (32)	T	B ₂ (Nov. 11)	E
April 21-May 27, 1977 #63	B ₂ (32)	T	B ₂ (Nov. 23)	E
Sample Officers 3-5 years experience	Analysis Group I N=C.320	Analysis Group II N=c.400	Analysis Group III N=C.240	Analysis Group IV

T = Training

E = Job Experience

A = First questionnaire

B₁ = Second questionnaireB₂ = Final, core questionnaire, essentially same as B₁* = Survey results to be included in Preliminary report

AREAS OF COMPARISON FOR CROSS-SECTIONAL SURVEY DATA ANALYSIS, INDICATING AREAS OF OVERLAP WITH OTHER TASKS
(Task II)

	Trainees (IIA)						Other Law Enforcement (IIB)			Other Groups (IIC)				Control Group	
	BCA Basic (pre, post, BCA In- follow-up)	service	MPLS	St. Paul	VO HWAY	Comm Tech Coll	3-5 yrs exp	Super- visors	Adminis- trators	Other C.J.	Training Staff	Police Scholars	Public Groups	No training	Super- visors
Core questions															
1. Personal & Dept. data	X	X	X				X	X	X	▲	▲	▲	▲	X	Y
2. Views on training	X	X	X				X	X	X	X	X	X	X	X	X
3. Attitudes	X		X				X	X	X	X	X	X	X	X	X
4. Skills & abilities	X		X				X	X	X	X	X	X	X	X	X
Course evaluations	X	▲									X				
Unique fea- tures of program			(field trng.)												
Performance scores (tests)	X ^b	←													
Evaluation rating	X ^b														
Prep. & Pref. ratings of individual								X	X						
General evaluation of recent trainees															
preparation performance (follow-ups)	X X						X X	X X	X X	▲ ▲	▲ ▲	▲ ▲	▲ ▲	X X	X X
Perspectives on training specific to group (follow-ups)	X						X	▲	▲	▲	▲	▲	▲	X	▲

X = Questions comparable across groups

▲ = Questions not entirely comparable across groups

▨ Overlaps with longitudinal analysis

▤ Validation portion of job analysis

▦ Included in job analysis, Task IV

a) Excludes interviews with Administrators of training programs to obtain description of state training programs, Task I.

b) Because of promised confidentiality of questionnaire responses, this information cannot be matched to survey results.

ITEM 4

QUESTIONNAIRES

QUESTIONNAIRES ARE NOT INCLUDED IN
THIS COPY. QUESTIONNAIRES WILL BE
FURNISHED UPON REQUEST.

APPENDIX II

PRELIMINARY ANALYSIS OF TRAINING PERFORMANCE--
ALEXANDRIA VO-TECH GRADUATES AND COLLEGE-EDUCATED RECRUITS

Alexandria Vo-Tech Graduates

Comparisons of test scores from groups of trainees who have attended Alexandria vocational-technical school's law enforcement program with those of groups who have not lead to conflicting interpretations. Data from the 1974-75 school year on BCA basic training test scores indicate no significant differences between trainees who have attended Alexandria vo-tech and those who have not. (Those who have not include those who may have attended college or other post-secondary educational programs, as well as those who have not) Table II.1 presents data from those who attended BCA basic training during the 1974-75 school year. During this year space was available for some Alexandria students. The figure of 54 also includes those who attended Alexandria and were subsequently employed and sent to BCA training. If one can consider these groups to be representative of the populations of Alexandria trainees and non-Alexandria trainees, there are no significant differences in pre-test, first-aid, firearms, and final exam scores. The average score for the six quizzes, which the trainees took during the course of the training program, was slightly higher for the non-Alexandria group ($p \approx .07$). The non-Alexandria group, however, was about six years older on the average and had about a year more education than the Alexandria group, which may partially explain these results since correlations for test scores with year of birth were around .20 to .25 and with years of education were around .40.

Data from some basic training classes held during the 1975-76 school year are also available. (Since the BCA revises its tests from year to year, scores from different years were not combined.) Test scores from classes #54 and #55 held in the spring of 1976 were compared to scores of the trainees in the special training class held at Alexandria by BCA (class #68).

TABLE II-1
BCA TEST SCORES -- 1974-1975 SCHOOL YEAR

	All Students	Non-Alexandria Students	Alexandria Students
n	373	318	54
Pre-Test	$\bar{X} = 58.7$ (S = 7.9)	$\bar{X} = 58.7$ (S = 8.1)	$\bar{X} = 58.8$ (S = 6.9)
First Aid	$\bar{X} = 88.1$ (S = 3.9)	$\bar{X} = 88.1$ (S = 4.0)	$\bar{X} = 88.1$ (X = 3.4)
Firearms	$\bar{X} = 88.7$ (S = 7.6)	$\bar{X} = 88.8$ (S = 7.7)	$\bar{X} = 88.3$ (S = 7.7)
Quiz 2	$\bar{X} = 88.0$ (S = 6.5)	$\bar{X} = 88.1$ (S = 6.6)	$\bar{X} = 87.1$ (S = 5.4)
Quiz 3	$\bar{X} = 93.2$ (S = 5.5)	$\bar{X} = 93.2$ (S = 5.6)	$\bar{X} = 93.2$ (S = 5.0)
Quiz 4	$\bar{X} = 86.6$ (S = 8.0)	$\bar{X} = 86.6$ (S = 8.1)	$\bar{X} = 87.0$ (S = 7.7)
Quiz 5	$\bar{X} = 88.6$ (S = 5.9)	$\bar{X} = 88.8$ (S = 5.8)	$\bar{X} = 87.2$ (S = 6.0)
Quiz 6	$\bar{X} = 81.0$ (S = 6.7)	$\bar{X} = 81.3$ (S = 6.7)	$\bar{X} = 79.1$ (S = 6.3)
Quiz 7	$\bar{X} = 88.4$ (S = 5.1)	$\bar{X} = 88.8$ (S = 4.9)	$\bar{X} = 86.4$ (S = 5.6)
Quiz Average	$\bar{X} = 87.6$	$\bar{X} = 87.8$ (S = 4.4)	$\bar{X} = 86.7$ (S = 3.9)
Final Exam	$\bar{X} = 85.9$ (S = 5.3)	$\bar{X} = 86.0$ (S = 5.4)	$\bar{X} = 85.1$ (S = 4.4)
Age	$\bar{X} = 27.3$ (n = 372) (S = 5.9)	$\bar{X} = 28.1$ (n = 318) (S = 6.0)	$\bar{X} = 22.3$ (n = 54) (S = 1.6)
Years of Education	$\bar{X} = 13.3$ (n = 368) (S = 1.7)	$\bar{X} = 13.4$ (n = 316) (S = 1.8)	$\bar{X} = 12.3$ (n = 52) (S = .8)

Results reported in Table II-2 conflict with those of the previous year, however. These data show the Alexandria group possessing significantly higher scores on the average with regard to the pre-test, first aid test, and average quiz score. Again, one assumes these groups to be representative samples of the two populations of trainees.

Differences between the two sets of data may be due to the way training was offered. In the 1975-76 school year, Alexandria trainees received training immediately following their vo-tech program. Perhaps the material was fresher in their minds than for those trainees who attended the basic course in the 1974-75 school year. These trainees waited either until space was available for them or until they were hired and sent to training, which may have caused them to retain less of the material they received through their vo-tech program. Also, it is not clear whether Alexandria's program and BCA's basic program focus on the same aspects of law enforcement training. If this were the case, one would expect those students who did well in the Alexandria program to do well in BCA's program. Correlations of vo-tech school grade-point averages for Alexandria (class #68) students with their respective BCA scores were .31 for G.P.A. and pre-test score and .32 for G.P.A. and final exam score. While these figures indicate a moderate, positive relationship one would expect these values to be larger if both the BCA tests and Alexandria grades reflect acquisition of basic knowledge and skills necessary for effective law enforcement.

In summary, data from two different school years conflict. One year's data show no significant differences in scores on tests in BCA's basic training program between trainees who have attended the law enforcement training program offered by Alexandria vo-tech and those who have not. These results may be due to differences in age and educational level of the two groups. A

TABLE II-2
BCA TEST SCORES -- 1975-1976 SCHOOL YEAR
(CLASSES 54, 55, 68 ONLY)

	Class 54	Class 55	Class 54 & 55 Combined	Class 68 (Alexandria)
n	43	39	82	42
Pre-Test	$\bar{X} = 49.2$ (S = 11.8)	$\bar{X} = 49.7$ (S = 10.3)	$\bar{X} = 49.5$ (S = 11.1)	$\bar{X} = 65.4$ (S = 8.3)
First Aid	$\bar{X} = 89.5$ (S = 4.2)	$\bar{X} = 90.3$ (S = 3.8)	$\bar{X} = 89.9$ (S = 4.0)	$\bar{X} = 93.7$ (S = 1.8)
Firearms	$\bar{X} = 89.0$ (S = 8.7)	$\bar{X} = 90.2$ (S = 7.5)	$\bar{X} = 89.6$ (S = 8.1)	$\bar{X} = 91.5$ (S = 6.0)
Quiz 2	$\bar{X} = 90.7$ (S = 6.5)	$\bar{X} = 89.8$ (S = 5.3)	$\bar{X} = 90.3$ (S = 5.9)	$\bar{X} = 87.8$ (S = 4.2)
Quiz 3	$\bar{X} = 95.0$ (S = 4.1)	$\bar{X} = 95.3$ (S = 4.1)	$\bar{X} = 95.1$ (S = 4.1)	$\bar{X} = 97.0$ (S = 4.0)
Quiz 4	$\bar{X} = 84.1$ (S = 5.4)	$\bar{X} = 86.2$ (S = 5.5)	$\bar{X} = 85.1$ (S = 5.5)	$\bar{X} = 87.4$ (S = 4.5)
Quiz 5	$\bar{X} = 89.0$ (S = 5.5)	$\bar{X} = 87.8$ (S = 5.5)	$\bar{X} = 88.4$ (S = 5.5)	$\bar{X} = 89.6$ (S = 4.9)
Quiz 7	$\bar{X} = 86.2$ (S = 6.5)	$\bar{X} = 87.7$ (S = 5.0)	$\bar{X} = 86.9$ (S = 5.8)	$\bar{X} = 97.8$ (S = 2.5)
Quiz Average	$\bar{X} = 89.0$ --	$\bar{X} = 89.4$ --	$\bar{X} = 89.2$ (S = 4.0)	$\bar{X} = 91.9$ (S = 2.5)
Final Exam	$\bar{X} = 83.7$ (S = 6.0)	$\bar{X} = 82.6$ (S = 4.6)	$\bar{X} = 83.1$ (S = 5.4)	$\bar{X} = 83.0$ (S = 3.3)
Age	$\bar{X} = 27.4$ (S = 4.3)	$\bar{X} = 26.7$ (S = 4.2)	$\bar{X} = 27.0$ (S = 4.2)	$\bar{X} = 21.0$ (S = 1.3)
Years of Education	$\bar{X} = 13.6$ (S = 1.4)	$\bar{X} = 13.7$ (S = 1.7)	$\bar{X} = 13.6$ (S = 1.5)	$\bar{X} = 12.2$ (S = .6)

smaller sample of data from the following year shows that significant differences do exist between the two groups. This result may be due to the fact that the training offered was tailored to complement Alexandria's program.

College-Educated Recruits

Data from BCA basic training courses held during the 1974-75 school year and the 1975-76 school year support the hypothesis that college-educated recruits perform better in training. Table II.3 shows average scores increasing as educational level increases. In fact, there is a highly significant linear trend within each category of scores with the exception of firearms.

On the pre-test, those with more than two years of college performed significantly better than other groups.¹ While the average score for those with one to two years of college was higher than that for the vo-tech group, this difference was not significant. Both of these groups, however, did significantly better, on the average, than those with a high school education or less. This same pattern also held for first-aid scores. While scores on firearms increased somewhat with educational level, differences between groups were not large enough to be significant. Average quiz score also increased with educational level, with those who had attended college doing significantly better than the vo-tech or high school groups. Final exam scores again showed that those with more education obtained higher scores, on the average. For the 1974-75 data, the group with more than two years of college scored significantly higher than other groups, and the group with one to two years of college scored significantly higher than the high school or less group.

1. Differences between groups were tested using the "Tukey Honestly Significant Difference" method at the .05 level.

TABLE II-3
BCA TEST SCORES VS. EDUCATIONAL LEVEL

	School Year: 1974-1975				School Year: 1975-1976	
	Pre-Test	First-Aid	Firearms	Quiz Average	Final Exam	Final Exam
High School Graduate or Less	X = 54.9 S = 8.0 n = 125	X = 85.9 S = 3.9 n = 125	X = 87.4 S = 8.2 n = 125	X = 85.4 S = 4.8 n = 125	X = 83.4 S = 5.8 n = 125	X = 81.1 S = 5.6 n = 98
Alexandria Vo-Tech	X = 58.8 S = 6.9 n = 54	X = 88.1 S = 3.4 n = 54	X = 88.3 S = 7.7 n = 54	X = 86.7 S = 3.9 n = 54	X = 85.1 S = 4.4 n = 54	X = 83.0 S = 3.3 n = 42
1-2 Years College	X = 59.6 S = 6.9 n = 105	X = 89.0 S = 3.4 n = 105	X = 89.8 S = 6.7 n = 105	X = 88.7 S = 3.1 n = 105	X = 86.7 S = 4.4 n = 105	X = 84.6 S = 4.9 n = 74
More Than 2 Years College	X = 62.8 S = 7.1 n = 89	X = 90.3 S = 3.1 n = 89	X = 89.3 S = 7.7 n = 89	X = 90.1 S = 3.6 n = 89	X = 88.9 S = 4.3 n = 89	X = 85.4 S = 4.1 n = 96

While the vo-tech group obtained a higher average score than the high school group, this difference was not significant, nor was the difference between the vo-tech group and those with one to two years of college. For 1975-76, those with some college did significantly better on the final exam than those with a high education or less. Those with more than two years of college scored significantly higher than the vo-tech group. The differences between the vo-tech group and the one to two years of college group was not significant; neither was the difference between the high school or less group and the vo-tech group.

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