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ABSTRACT

In response to a request by the United States Department of Justice, the Institutional Research and Development Unit, Training Division, of the Federal Bureau of Investigation, undertook a long-term comprehensive analysis of state and local law enforcement training needs throughout the United States. A study was developed to: (1) determine the type and extent of any state and local law enforcement training needs as perceived within the context of their individual organizational missions and environments; (2) identify any differences in the nature of the training needs at the various demographic levels of relevance; and (3) provide training needs information which would facilitate any Federal Law Enforcement Training programs developed to meet state and local law enforcement agencies' needs. Questionnaires were developed and mailed to all state and local law police problems and skill areas. Examination of data also reveals that (N=7,292). An analysis of the findings suggests that the majority of training needs given high priority by law enforcement agencies involve basic police problems and skill areas. Examination of data also reveals that a number of task activities not considered high priority by some sizes or types of agencies were given high priority ratings by others. This document, an executive summary, includes an introduction, review of the literature, discussion of methodology, findings, and conclusions as well as a list of references. (JMK)

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U.S. Department of Justice
Washington, D.C.

State and Local Law Enforcement Training Needs in the United States

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Volume I: Executive Report

SP 023 709

1983

STATE AND LOCAL LAW ENFORCEMENT TRAINING NEEDS IN THE UNITED STATES

VOLUME I: EXECUTIVE REPORT

A Research Study

Institutional Research and Development Unit

Training Division

Federal Bureau of Investigation

Quantico, Virginia

October, 1983

EXECUTIVE SUMMARY

In response to a request by the U.S. Department of Justice, the Institutional Research and Development Unit, Training Division, Federal Bureau of Investigation, undertook a long-term comprehensive analysis of state and local law enforcement training needs throughout the United States. Three objectives of this research were of relevance to this report:

1. To determine the type and extent of any state and local law enforcement training needs as perceived within the context of their individual organizational missions and environments,
2. to identify any differences in the nature of the training needs at the various demographic levels of relevance, and
3. to provide training needs information which would facilitate any Federal Law Enforcement Training programs developed to meet the needs of the state and local law enforcement agencies.

The initial phase of this project was begun in April 1982, and the data was entered for analysis in July 1983. The results of these analyses and the recommendations for continued research are contained herein.

A review of the relevant literature on the topics of training needs assessment and law enforcement training needs led to the adoption of the questionnaire method utilizing a Task oriented, Worker Ability/Characteristics approach. The questionnaires were mailed to all state and local law enforcement agencies in the United States with a request for information concerning their

training needs. On the return of this information all data were tabulated. Response booklets were returned by a total of 7,294 agencies representing 90.0% of all sworn law enforcement officers in the United States.

An analysis of the findings suggests that the majority of training needs given high priority by the law enforcement agencies involve basic police problems and skill areas. The following are the 15 most highly rated training needs set out in order of priority:

1. Handle Personal Stress
2. Conduct Interviews/Interrogations
3. Drive Vehicle in Emergency/Pursuit Situations
4. Maintain Appropriate Level of Physical Fitness
5. Promote Positive Public Image
6. Determine Probable Cause for Arrest
7. Write Crime/Incident Reports
8. Handle Domestic Disturbances
9. Collect, Maintain and Preserve Evidence
10. Respond to Crimes in Progress
11. Develop Sources of Information
12. Perform Patrol Activities
13. Search, Photograph and Diagram Crime Scenes
14. Carry Out First-Line Supervision of Sworn Personnel (Including Planning, Organizing, Scheduling, Appraising Performance, etc.)
15. Take Field Notes

In addition to identifying the specific types of training most needed by the various law enforcement agencies, two other major findings were also noted:

1. The training needs of law enforcement agencies do not vary greatly based on geographic location.

2. The great majority of all law enforcement agencies, regardless of type and size, have similar training needs in some 54 task/activity areas.

Examination of the data also revealed that a number of tasks/activities not considered high priority by some sizes or types of agencies were given high priority ratings by others. The five most important tasks/activities of this kind for each of four agency clusters are listed below:

A. Police agencies and sheriff's departments with 500 or more sworn personnel.

1. Counsel Juveniles
2. Provide Assistance in Potential Suicide Situations (Counsel, Comfort, Rescue, etc.)
3. Disseminate Information/Intelligence to Special Units (Intelligence, Detective, etc.)
4. Conduct Police Community Relations/Crime Prevention Programs
5. Handle Juvenile Matters

B. Police agenices with less than 500 sworn personnel, transit and port authorities, and others not otherwise specified.

1. Provide Assistance in Potential Suicide Situations (Counsel, Comfort, Rescue, etc.)
2. Counsel Juveniles
3. Investigate Possession with Intent to Distribute and/or Sale of Illegally Imported/Manufactured Controlled Substances
4. Develop and Maintain Control of Informants in Drug Investigations
5. Handle Juvenile Matters

C. Sheriff's departments with less than 500 sworn personnel.

1. Perform Entry/Exit Processing of Prisoners
2. Use Undercover Techniques in Drug Investigations
3. Investigate Possession with Intent to Distribute and/or Sale of Illegally Imported/Manufactured Controlled Substances

4. Develop and Maintain Control of Informants in Drug Investigations
5. Provide Assistance in Potential Suicide Situations (Counsel, Comfort, Rescue, etc.)

D. State police/highway patrol agencies.

1. Photograph and Diagram Accident Scene
2. Use SWAT Tactics
3. Extricate Trapped Persons from Buildings, Vehicles, etc.
4. Interview Drivers/Witnesses About Motor Vehicle Accidents
5. Provide Accident Scene Maintenance/ Security

Comment Forms were provided with each survey packet sent to the law enforcement agencies and they were invited to make any comments regarding the study. It is worthy to note that 534 agencies utilized the comment forms to provide a total of 1,127 comments of relevance to the study. The great majority of these comments referred to a serious inability of the agency to acquire and maintain needed levels of training and expertise even when such training was available. The reasons cited included:

1. the lack of funds or budgetary constraints,
2. the inability to release personnel for training purposes due to manpower shortages, and
3. the lack of necessary equipment to carry out effective and efficient operations.

Drugs and narcotics trafficking was specifically referred to by 11.4% of the agencies utilizing the comment form. These agencies indicated that although they have experienced some limited success in their pursuit of

street-level drug dealers, advanced training and sophisticated equipment would be needed in order to penetrate criminal enterprises dealing in narcotics.

The potential for high return on the investment in research of the type conducted by the Nationwide Law Enforcement Training Needs Assessment is noted and it is suggested, in conclusion, that the data base resulting from the survey represents an information source with useful applications beyond the scope of this study.

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INTRODUCTION

In response to a request by the U.S. Department of Justice, the Institutional Research and Development Unit, Training Division, Federal Bureau of Investigation, undertook a long-term comprehensive analysis of state and local law enforcement training needs throughout the United States. This study is entitled the "Nationwide Law Enforcement Training Needs Assessment."

The U.S. Department of Justice presently offers several forms of financial assistance in support of the training of state and local law enforcement officers. However, since financial resources for this purpose have become increasingly limited, they must be allocated in the most efficient and effective manner possible. Department of Justice and Federal Bureau of Investigation staffs concurred that the utilization of a training needs assessment approach for determining the priority areas in law enforcement training offered several advantages. First, this procedure would facilitate the proper allocation of training resources. It would also provide information of value in the formulation of a Federal strategy for assisting state and local training efforts throughout the 1980's. Moreover, when combined with other information on current law enforcement training, needs assessment data could be used as a basis for the identification of strengths and weaknesses within existing programs. Finally, training needs assessment information would be in a form which could be readily utilized by state and local police training authorities for curricula planning and program design.

In order to best respond to the U.S. Department of Justice request that the training needs of state and

local law enforcement agencies be identified and prioritized, the following primary objectives were established:

1. To determine the type and extent of any state and local law enforcement training needs as perceived within the context of their individual organizational missions and environments,
2. to identify any differences in the nature of the training needs at the various demographic levels of relevance,
3. to provide training needs information which would facilitate any Federal Law Enforcement Training programs developed to meet the needs of the state and local law enforcement agencies,
4. to reassess training needs on a regular basis, and
5. to accommodate future survey and analysis efforts, such as:
   a. modifying the survey instrument in such a manner as to effectively monitor any changes which may occur in the tasks required to carry out law enforcement responsibilities,
   b. determining and comparing the different perceptions of training needs as viewed by the various institutions throughout the criminal justice field, and
   c. projecting future training needs.

Objectives 1, 2 and 3 are the immediate concern of this report. Objectives 4 and 5 are designed to assist the U.S. Department of Justice by producing information which will facilitate the continued development of a comprehensive training strategy for the 1980's and will be dealt with in subsequent reports.

For the purpose of this project, the term "training need" is defined as a gap between what law enforcement personnel perceive as the level of expertise needed to carry out law enforcement responsibilities in an optimum manner and what they perceive as the level of expertise currently possessed by law enforcement officers. A "training needs assessment," then, is a formal process which:

1. identifies the gaps,
2. prioritizes the gaps, and
3. selects the highest priority gaps for action.

After careful review of needs assessment and job analysis literature, the Institutional Research and Development project staff concluded that a needs assessment based solely on size of gap would provide insufficient information for prioritizing law enforcement training needs. As a result, data were collected on not only the size of the gap that existed for specific job tasks/activities, but also on the amount of time spent performing each task/activity and on the amount of harm which would most likely result from inadequate performance of the task/activity.

It is generally accepted that training programs can be most effectively designed and delivered when they group related job activities. Because of this, the specific job tasks, duties and characteristics appearing in the survey booklet have also been broken down into seven major job categories:

1. Common,
2. Detective/Juvenile/Vice,
3. Patrol,
4. Intelligence,

5. Drug Enforcement,
6. Traffic, and
7. Other.

This allows any training needs to be identified and prioritized at two levels:

1. individual job tasks or activities, and
2. major job categories.

By providing training needs information at both levels of specificity, the designers of any Federal Law Enforcement Training curricula have available a more comprehensive data base within which effective and efficient programs may be designed.

Finally, it is acknowledged that training needs do not exist in a vacuum. Therefore, this study also seeks to examine the correlations and relationships which may exist between personnel capabilities, organizational missions and geographic factors.

In this initial phase of the project, the needs assessment is restricted to those tasks/activities required to carry out field operations activities. Field operations was selected as a focus over other major categories such as administrative services and support/auxiliary services, because field operations commands a major proportion of agency human resources. In fact, the vast majority of the agencies responding to the survey indicated that between 80 and 100% of their sworn officers were engaged in field operations. Thus, field operations appears to provide the highest potential for effectively utilizing law enforcement training resources.

REVIEW OF LITERATURE

This section summarizes the review of the literature which was conducted as a part of the study. (A more detailed discussion can be found in Volume II: Technical Report.)

Earlier, a training need was defined as a gap between required expertise and existing expertise. Kaufman and English (1976, p.20) define a needs assessment as a "formal collection of the gaps, the placing of the gaps in priority order, and selecting the gaps of highest priority for action and resolution."

Although the literature describes a variety of methods for conducting training needs assessments, it provides little in the way of criteria to unify the field into a comprehensive whole. However, the literature does provide valuable information regarding which methods are most effective in providing relevant, quantifiable data (Newstrom and Lilyquist, 1979) and appropriate frames of reference around which to design training needs assessments (Sarthory, 1977, Mager, 1973, and Gilbert, 1967).

Numerous law enforcement job task analysis and training needs assessment studies have been conducted in recent years. The results of 12 studies of relevance to this project were reviewed. This review provided much of the foundation for the development of the task/activity list used in the study.

The approach to assessing training needs for the Nation's law enforcement officers utilized in this study has its foundation in the needs assessment and job analysis research reviewed. The study employs an inventory based, Job Task oriented, Worker Ability/Characteristic approach to training needs assessment. This approach was

selected because it has a job performance orientation to training needs assessment. Further, it collects data on worker inability to perform in a manner which avoids psychometric difficulties introduced by some training needs assessment approaches. Finally, it lends itself to the use of Likert-type response scales, making possible the statistical analysis of the data provided by thousands of responding agencies.

METHODOLOGY

This section summarizes the methodology and procedures employed in identifying and prioritizing state and local law enforcement training needs. (A more detailed description of the methodology employed can be found in Volume II: Technical Report.) The methodology followed in the Nationwide Law Enforcement Training Needs Assessment study is consistent with Isaac and Michael's (1974) five steps for conducting developmental research:

1. State objectives,
2. review literature,
3. design approach,
4. collect data, and
5. evaluate data and report results.

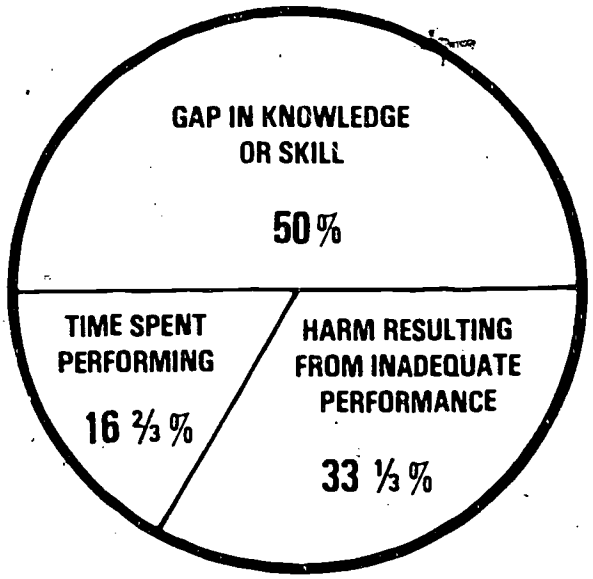
This procedure will facilitate the accomplishment of the project's five objectives which are concerned with describing current training needs and projecting future training trends.

The Inventory Booklet (see the Appendix section of Volume II: Technical Report) was designed to gather from state and local agencies the data necessary to identify and prioritize their training needs. It contains 13 questions intended to determine how training needs differ by agency type, size, and other demographic classifications. The actual training needs information was gathered using a list of 127 law enforcement job tasks, duties, and characteristics (activities). Three types of information were gathered regarding each activity:

1. the gap in knowledge/skill,
2. the harm which would result from inadequate performance, and
3. the time spent performing.

These types of information were combined as shown in Figure 1 to produce a composite priority score for each activity.

Figure 1.
COMPOSITION OF PRIORITY SCORE



The list of 127 activities was developed with the cooperation of the:

- Bureau of Education Research, University of Virginia*,
- International Association of Chiefs of Police,
- National Association of State Directors of Law Enforcement Training,
- National Sheriffs' Association,
- Police Executive Research Forum,
- U.S. Department of Justice, Drug Enforcement Administration, and
- U.S. Department of Justice, Justice Management Division.

Statistical analyses determined that the questionnaire's interrater reliability, test-retest reliability, and reliability measured in terms of the precision with which the instrument would predict the true scores for groups of law enforcement officers in the population were within acceptable limits. Care was taken during the development of the questionnaire to ensure that its content was representative of the universe of activities it was intended to measure. After development, it was submitted to the previously named law enforcement professional organizations, university consultant, and Federal Government agencies for review. It was found to be content valid.

Survey packets containing the questionnaire, response booklet, and related materials were mailed to 16,144 state and local law enforcement agencies across the

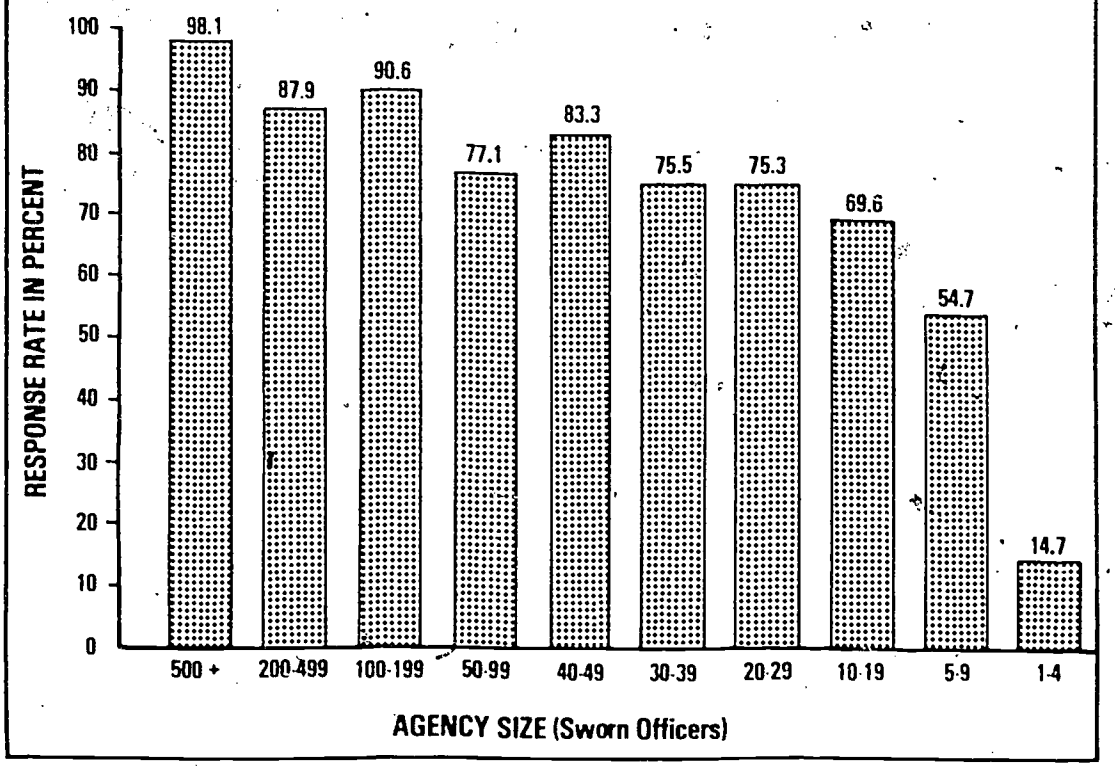
*The Bureau of Education Research, University of Virginia, acted as a consultant to Institutional Research and Development staff during the survey design, data collection, and data analysis phases of the study.

Nation. These organizations constituted all agencies in the data base of the Uniform Crime Reporting Section of the Federal Bureau of Investigation, with the exception of college and university police, which were not considered to be part of the population for this study (U.S. Department of Justice, Federal Bureau of Investigation, 1981). Agencies with fewer than 500 sworn officers were each sent one survey packet. A total of 103 agencies with 500 or more sworn personnel were contacted by telephone prior to the survey to determine the number of questionnaire packets required by each of these agencies in order to provide a representative picture of each organization. These larger agencies were provided with between five and 100 survey packets each.

In December of 1982, agencies were notified of the pending study. This was accomplished with the cooperation of the International Association of Chiefs of Police and the National Sheriffs' Association through the publication of announcements regarding the survey in their respective publications: The Police Chief and The National Sheriff.

The survey packets were mailed to 16,144 agencies during February, 1983. Of those, 7,294 (45.2%) provided 8,400 usable responses. This overall response rate was influenced by the very low rate of return of small agencies. Only 14.7% of the agencies with one to four sworn officers responded, while the response rate for agencies with five to nine sworn officers was 54.7%. The response rate for agencies with ten or more sworn officers averaged 75.3%. The highest rate of response (98.1%) came from agencies with 500 or more sworn personnel. (See Figure 2.) It is important to note that the 7,294 agencies responding represent 90.0% of all sworn state and local law enforcement officers in the Nation.

Figure 2.
RESPONSE RATE BY SIZE OF AGENCY



FINDINGS

In this study, data were gathered in a manner which allowed law enforcement training needs to be analyzed from the perspectives of agency type, size, and geographic location. Training needs of agencies in different geographic locations were found to be so similar as to make it unnecessary to report needs by geographic region. In fact, the training priorities of the two regions with the fewest similarities were still correlated at .94. This means that training needs in either region could be used to predict training needs in the other region with 88% accuracy.

Training Priorities

As would be expected, some training needs were given high priority by all agencies regardless of type or size, while other needs were rated high for some types or sizes of agencies but not others. In the paragraphs below, those training needs given average or higher training priorities regardless of agency type or size will be discussed first. These needs will be described on two levels of specificity:

1. Individual law enforcement activities, and
2. Major law enforcement job categories.

Of the total 127 activities, 54 (42.5%) were given average or higher training priority regardless of agency type or size. These 54 activities are listed in priority order in Table 1. The job category is shown in parenthesis following the activity statement.

TABLE 1

TRAINING PRIORITIES FOR ALL AGENCIES (n = 8,400)

Activity	Activity Rank
Handle Personal Stress (Common)	1
Conduct Interviews/Interrogations (Detective/ Juvenile/Vice)	2
Drive Vehicle in Emergency/Pursuit Situations (Common)	3
Maintain Appropriate Level of Physical Fitness (Common)	4
Promote Positive Publ[illegible]nage (Common)	5
Determine Probable Ca[illegible]or Arrest (Common)	6
Write Crime/Incident Reports (Common)	7
Handle Domestic Disturbances (Patrol)	8
Collect, Maintain, and Preserve Evidence (Common)	9
Respond to Crimes in Progress (Patrol)	10
Develop Sources of Information (Common)	11
Perform Patrol Activities (Common)	12
Search, Photograph, and Diagram Crime Scenes (Detective/Juvenile/Vice)	13
Carry Out First-Line Supervision of Sworn Personnel (Including Planning, Organizing, Scheduling, Appraising Performance, etc.) (Common)	14
Take Field Notes (Detective/Juvenile/Vice)	15
Testify in Criminal, Civil, and Administrative Cases (Common)	16
Conduct Follow-Up on Investigations (Detective/ Juvenile/Vice)	17
Make Arrest With/Without Warrants (Common)	18
Provide On-The-Job Training (Common)	19
Identify and Develop Probable Cause for Obtaining Warrants (Common)	20
Conduct On-Scene Suspect Identification (Patrol)	21
Identify Crimes/Laws Being Violated (Common)	22
Protect Crime Scene (Common)	23
Conduct Frisk/Pat Down Searches (Common)	24
Fire Weapons for Practice/Qualification (Common)	25
Prepare Supplemental Reports (Common)	26
Coordinate Major Case Investigations (Detective/ Juvenile/Vice)	27
Investigate Citizen Complaints (Intelligence)	28
Control Individuals Placed Under Arrest (Common)	29
Identify and Resolve Legal Issues in Obtaining Search Warrants (Common)	30

TABLE 1 (Continued)

TRAINING PRIORITIES FOR ALL AGENCIES (n = 8,400)

Activity	Activity Rank
Detect, Gather, Record, and Maintain Intelligence Information (Detective/Juvenile/Vice)	31
Conduct Detail Search of Suspects/Prisoners (Common)	32
Act as Hostage Negotiator (Other)	33
Maintain Confidentiality and Security of Cases/Information (Common)	34
Drive Vehicle in Routine Situations (Common)	35
Execute Search Warrants (Common)	36
Develop and Maintain Control of Informants in Other Than Drug Investigations (Detective/Juvenile/Vice)	37
Use Tape Recorders/Handwritten Notes When Conducting Interviews or Interrogations (Common)	38
Supervise the Placement and Utilization of Sworn Personnel and Equipment (Common)	39
Conduct Stationary/Mobile Surveillance of Drug Suspects (to include Cover Surveillance on Undercover Buys) (Drug)	40
Administer First Aid (Common)	41
Search Persons, Dwellings, and Transportation Conveyances for Illegal Drugs (Drug)	42
Use Two-Way Radio in Police Communications (Common)	43
Search Persons, Dwellings, and Transportation Conveyances for Other Than Illegal Drugs (Common)	44
Write Affidavits for Search Warrants (Common)	45
Transport Suspects/Prisoners (Common)	46
Investigate Conspiracy to Illegally Import, Manufacture, Distribute Controlled Substances (Drug)	47
Plan Strategy for Conducting Searches (Common)	48
Provide Assistance to Citizens (Common)	49
Coordinate Investigation with Law Enforcement Officials from Other Agencies (Common)	50
Conduct Stationary/Mobile Surveillance of Other Than Drug Suspects (Common)	51
Provide Crowd/Riot Control (Patrol)	52
Use Undercover Techniques in Other Than Drug Investigations (Common)	53
Conduct Tactical Operations (Raids, Large Scale Searches, etc.) (Common)	54

Figure 3 illustrates the training priority for each of the seven job categories when all 127 activities are taken into account.

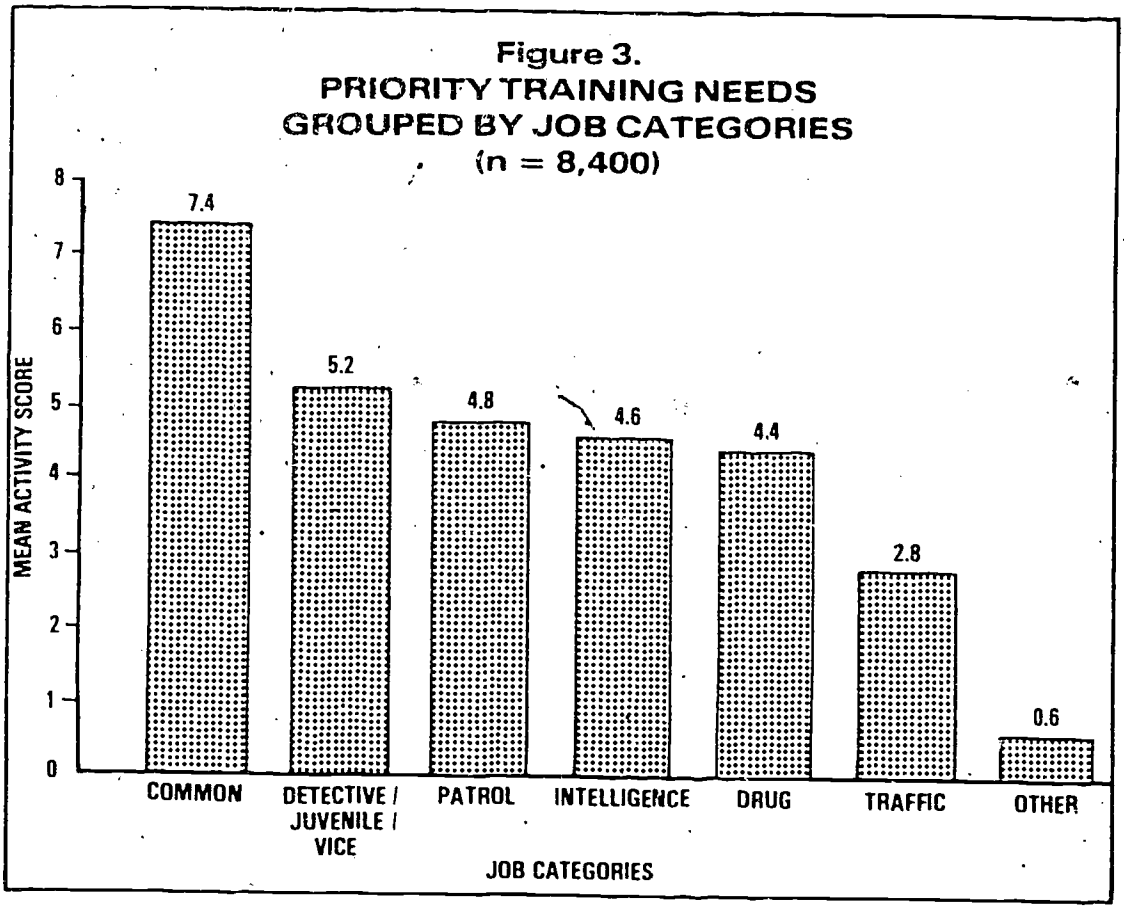


Table 2 lists the 54 highly rated activities in priority order within each job category.

TABLE 2

TRAINING PRIORITIES FOR ALL AGENCIES
BY JOB CATEGORY (n = 8,400)

Common Category Activities	Category Rank	Overall Rank
Handle Personal Stress	1	1
Drive Vehicle in Emergency/Pursuit Situations	2	3
Maintain Appropriate Level of Physical Fitness	3	4
Promote Positive Public Image	4	5
Determine Probable Cause for Arrest	5	6
Write Crime/Incident Reports	6	7
Collect, Maintain, and Preserve Evidence	7	9
Develop Sources of Information	8	11
Perform Patrol Activities	9	12
Carry Out First-Line Supervision of Sworn Personnel (Including Planning, Organizing, Scheduling, Appraising Performance, etc.)	10	14
Testify in Criminal, Civil, and Administrative Cases	11	16
Make Arrest With/Without Warrants	12	18
Provide On-The-Job Training	13	19
Identify and Develop Probable Cause for Obtaining Warrants	14	20
Identify Crimes/Laws Being Violated	15	22
Protect Crime Scene	16	23
Conduct Frisk/Pat Down Searches	17	24
Fire Weapons for Practice/Qualification	18	25
Prepare Supplemental Reports	19	26
Control Individuals Placed Under Arrest	20	29
Identify and Resolve Legal Issues in Obtaining Search Warrants	21	30
Conduct Detail Search of Suspects/ Prisoners	22	32
Maintain Confidentiality and Security of Cases/Information	23	34
Drive Vehicle in Routine Situations	24	35
Execute Search Warrants	25	
Use Tape Recorders/Handwritten Notes when Conducting Interviews or Interrogations	26	38
Supervise the Placement and Utilization of Sworn Personnel and Equipment	27	39
Administer First Aid	28	41

TABLE 2 (Continued)

TRAINING PRIORITIES FOR ALL AGENCIES
BY JOB CATEGORY (n = 8,400)

Common Category (Continued)	Category Rank	Overall Rank
Activities		
Use Two-Way Radio in Police Communications	29	43
Search Persons, Dwellings, and Transportation Conveyances for Other Than Illegal Drugs	30	44
Write Affidavits for Search Warrants	31	45
Transport Suspects/Prisoners	32	46
Plan Strategy for Conducting Searches	33	48
Provide Assistance to Citizens	34	49
Coordinate Investigation with Law Enforcement Officials from Other Agencies	35	50
Conduct Stationary/Mobile Surveillance of Other Than Drug Suspects	36	51
Use Undercover Techniques in Other Than Drug Investigations	37	53
Conduct Tactical Operations (Raids, Large Scale Searches, etc.)	38	54
Detective/Juvenile/Vice Category		
Activities		
Conduct Interviews/Interrogations	1	2
Search, Photograph, and Diagram Crime Scenes	2	13
Take Field Notes	3	15
Conduct Follow-Up on Investigations	4	17
Coordinate Major Case Investigations	5	27
Detect, Gather, Record, and Maintain Intelligence Information	6	31
Develop and Maintain Control of Informants in Other Than Drug Investigations	7	37

TABLE 2 (Continued)

TRAINING PRIORITIES FOR ALL AGENCIES
BY JOB CATEGORY (n = 8,400)

Patrol Category	Category Rank	Overall Rank
Activities		
Handle Domestic Disturbances	1	8
Respond to Crimes in Progress	2	10
Conduct On-Scene Suspect Identification	3	21
Provide Crowd/Riot Control	4	52
Intelligence Category		
Activity		
Investigate Citizen Complaints	1	28
Drug Category		
Activities		
Conduct Stationary/Mobile Surveillance of Drug Suspects (to Include Cover Surveillance on Undercover Buys)	1	40
Search Persons, Dwellings, and Transportation Conveyances for Illegal Drugs	2	42
Investigate Conspiracy to Illegally Import, Manufacture, Distribute Controlled Substances	3	47
Traffic Category		
Activity		
None		
Other Category		
Activity		
Act as Hostage Negotiator	1	33

In addition to the 54 activities which were given high priority ratings by all types and sizes of agencies, a number of activities were found to be of high priority for some agencies but not others. Four groups or clusters of agencies were identified as having distinct sets of training needs. These were:

1. a. Municipal police departments with 500 or more sworn personnel,
   b. Sheriff's departments with 500 or more sworn personnel,
   c. County police departments with 500 or more sworn personnel.
2. a. Municipal police departments with fewer than 500 sworn personnel,
   b. County police departments with fewer than 500 sworn personnel,
   c. City transit authorities, city port authorities, and other agencies not elsewhere specified.
3. Sheriff's departments with fewer than 500 sworn personnel.
4. State police/highway patrol agencies.

Differences in training needs among agency clusters are illustrated by Figures 4 - 7 in which job categories are prioritized for each cluster. Most notable among the differences are:

1. the high rating for the Drug category for sheriff's departments with fewer than 500 sworn personnel,
2. the high rating for the Intelligence and Traffic categories for state police/highway patrol agencies, and
3. the low rating for the Detective/Juvenile/Vice category for state police/highway patrol agencies.

Figure 4.
PRIORITY TRAINING NEEDS FOR MUNICIPAL AND COUNTY POLICE AGENCIES AND SHERIFF'S DEPARTMENTS WITH 500 OR MORE SWORN PERSONNEL
(n = 869)

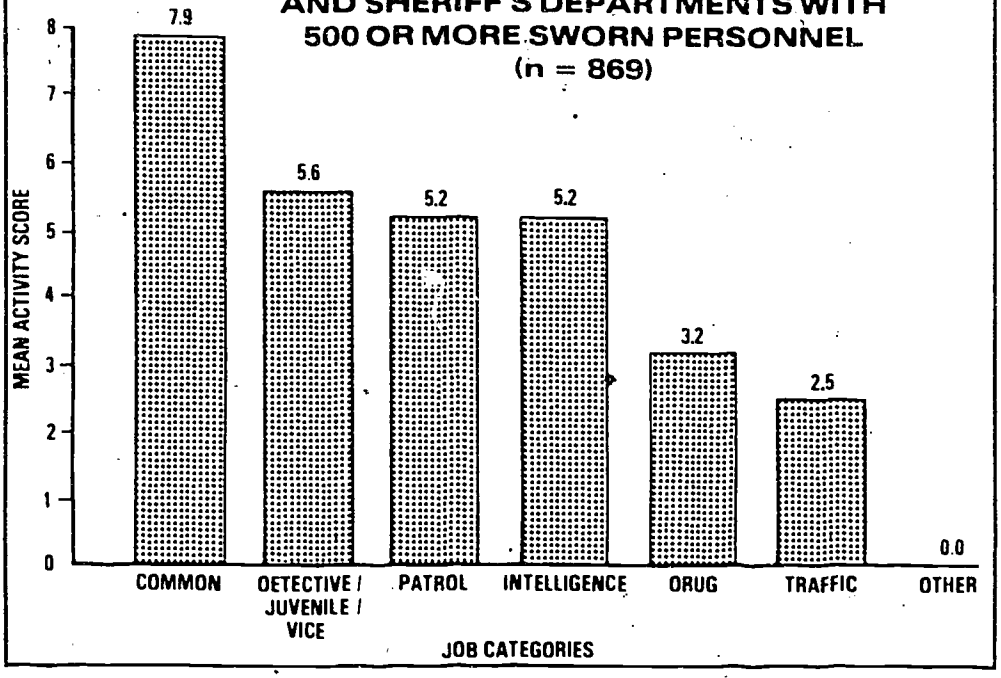


Figure 5.
PRIORITY TRAINING NEEDS FOR MUNICIPAL AND COUNTY POLICE AGENCIES WITH FEWER THAN 500 SWORN PERSONNEL, CITY TRANSIT AND CITY PORT AUTHORITIES AND OTHER AGENCIES NOT ELSEWHERE SPECIFIED
(n = 5,851)

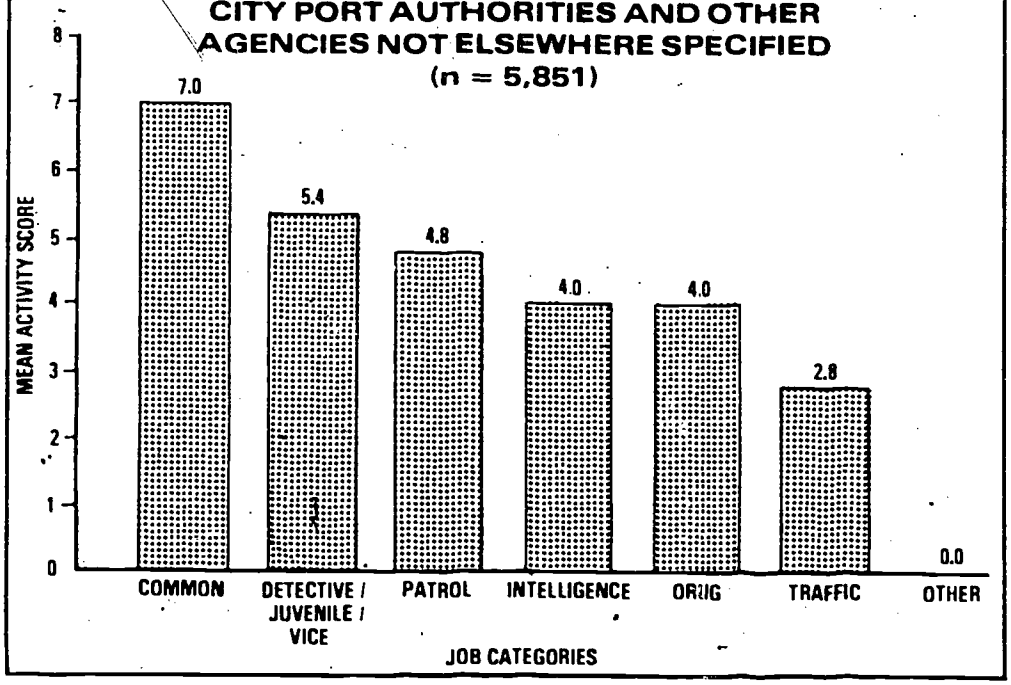


Figure 6.
PRIORITY TRAINING NEEDS FOR
SHERIFF'S DEPARTMENTS WITH FEWER THAN
500 SWORN PERSONNEL
(n = 1,315)

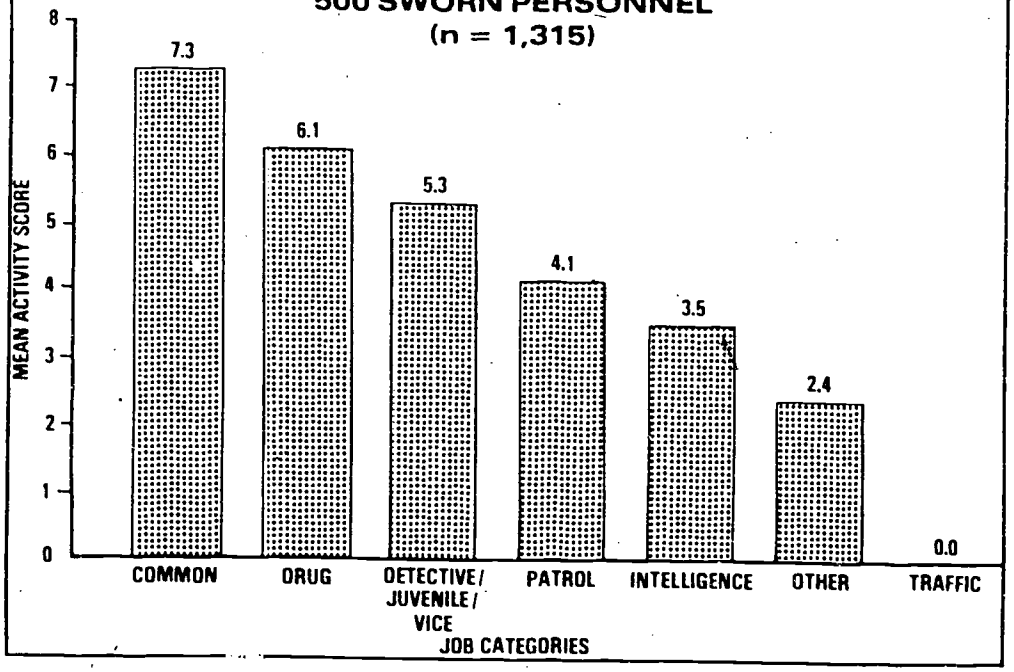
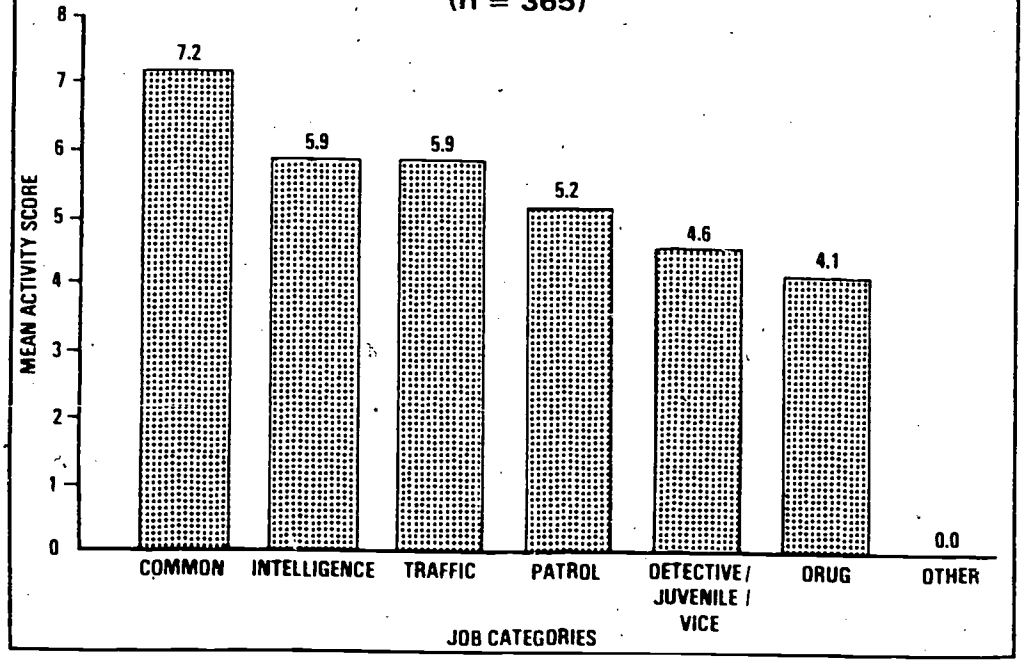


Figure 7.
PRIORITY TRAINING NEEDS FOR
STATE POLICE / HIGHWAY PATROL AGENCIES
(n = 365)



The specific activities given high ratings by some agencies but not others are listed in Tables 3 - 6. Eleven additional activities were given ratings of average or higher training priority by the large (500 or more sworn officers) municipal and county police and sheriff's departments.

TABLE 3

ADDITIONAL TRAINING PRIORITIES FOR MUNICIPAL AND COUNTY POLICE AGENCIES AND SHERIFF'S DEPARTMENTS WITH 500 OR MORE SWORN PERSONNEL* (n = 869)

Activity (Category)	Agency Rank	Overall Rank
Counsel Juveniles (Detective/Juvenile/ Vice)	45	38
Provide Assistance in Potential Suicide Situations (Counsel, Comfort, Rescue, etc.) (Common)	50	33
Disseminate Information/Intelligence to Special Units (Intelligence, Detective, etc.) (Intelligence)	53	78
Conduct Police Community Relations/Crime Prevention Programs (Other)	55	55
Handle Juvenile Matters (Detective/ Juvenile/Vice)	56	47
Extricate Trapped Persons from Buildings, Vehicles, etc. (Patrol)	58	70
Use Analytical Investigative Methods (Link Analysis, Path Analysis, VIA, etc.) (Common)	59	76
Determine whether Incidents are Criminal or Civil (Common)	60	65
Identify High Crime Area (Other)	62	81
Develop and Maintain Control of Informants in Drug Investigations (Drug)	63	44
Use SWAT Tactics (Common)	65	77

*These training priorities are in addition to those in Table 2.

Fifteen additional activities were given average or higher training priority ratings by municipal and county police departments with fewer than 500 sworn personnel, city transit or port authorities and other agencies not elsewhere specified.

TABLE 4

ADDITIONAL TRAINING PRIORITIES FOR MUNICIPAL AND COUNTY POLICE AGENCIES WITH FEWER THAN 500 SWORN PERSONNEL, CITY TRANSIT AND CITY PORT AUTHORITIES AND OTHER AGENCIES NOT ELSEWHERE SPECIFIED* (n = 5,851)

Activity (Category)	Agency Rank	Overall Rank
Provide Assistance in Potential Suicide Situations (Counsel, Comfort, Rescue, etc.) (Common)	33	33
Counsel Juveniles (Detective/Juvenile/Vice)	38	38
Investigate Possession with Intent to Distribute and/or Sale of Illegally Imported/Manufactured Controlled Substances (Drug)	39	39
Develop and Maintain Control of Informants in Drug Investigations (Drug)	44	44
Handle Juvenile Matters (Detective/Juvenile/Vice)	47	47
Use Undercover Techniques in Drug Investigations (Drug)	52	52
Conduct Police Community Relations/Crime Prevention Programs (Other)	57	57
Photograph and Diagram Accident Scene (Traffic)	58	58
Provide Public Assistance in Drug Abuse Education and Prevention (Drug)	60	60
Issue Traffic Citations/Warnings (Traffic)	61	61

*These training priorities are in addition to those shown in Table 2.

TABLE 4 (Continued)

ADDITIONAL TRAINING PRIORITIES FOR MUNICIPAL AND COUNTY POLICE AGENCIES WITH FEWER THAN 500 SWORN PERSONNEL, CITY TRANSIT AND CITY PORT AUTHORITIES AND OTHER AGENCIES NOT ELSEWHERE SPECIFIED* (n = 5,851)

Activity (Category) (Continued)	Agency Rank	Overall Rank
Check Security of Businesses and Residences (Common)	63	63
Determine whether Incidents are Criminal or Civil (Common)	65	65
Prepare Complaints (Common)	66	66
Interview Drivers/Witnesses About Motor Vehicle Accidents (Traffic)	68	68
Provide Accident Scene Maintenance/ Security (Traffic)	69	69

Fourteen additional activities were given average or higher training priority ratings by sheriff's departments with fewer than 500 sworn personnel.

TABLE 5

ADDITIONAL TRAINING PRIORITIES FOR SHERIFF'S DEPARTMENTS WITH FEWER THAN 500 SWORN PERSONNEL* (n = 1,315)

Activity (Category)	Agency Rank	Overall Rank
Perform Entry/Exit Processing of Prisoners (Common)	26	91
Use Undercover Techniques in Drug Investigations (Drug)	27	52

*These training priorities are in addition to those shown in Table 2.

TABLE 5 (Continued)

ADDITIONAL TRAINING PRIORITIES FOR SHERIFF'S DEPARTMENTS WITH FEWER THAN 500 SWORN PERSONNEL* (n = 1,315)

Activity (Category) (Continued)	Agency Rank	Overall Rank
Investigate Possession with Intent to Distribute and/or Sale of Illegally Imported/Manufactured Controlled Substances (Drug)	28	39
Develop and Maintain Control of Informants in Drug Investigations (Drug)	34	44
Provide Assistance in Potential Suicide Situations (Counsel, Comfort, Rescue, etc.) (Common)	36	33
Serve Civil Court Papers (Other)	46	126
Quell Jail Disturbances/Riots (Common)	51	117
Investigate Financial Aspects of Illegal Drug Trafficking in Order to Identify and Seize Assets (Vehicles, Funds, Real Estate, etc.) Acquired as a Result of Drug Trafficking (Drug)	60	90
Provide Public Assistance in Drug Abuse Education and Prevention (Drug)	61	60
Investigate Drug Smuggling by Aircraft, Vessels, Mail, etc. (Drug)	62	84
Handle Juvenile Matters (Detective/Juvenile/Vice)	63	47
Use Reverse Undercover Techniques in Drug Investigations (Drug)	64	83
Use SWAT Tactics (Common)	66	77
Investigate Illegal Marijuana Cultivation and Develop Eradication Programs (Drug)	67	108

Nineteen additional activities were given average or higher training priority ratings by state police/highway patrol agencies.

*These training priorities are in addition to those shown in Table 2.

TABLE 6

ADDITIONAL TRAINING PRIORITIES FOR
STATE POLICE/HIGHWAY PATROL
AGENCIES* (n = 365)

Activity (Category)	Agency Rank	Overall Rank
Photograph and Diagram Accident Scene (Traffic)	33	58
Use SWAT Tactics (Common)	34	77
Extricate Trapped Persons from Buildings, Vehicles, etc. (Patrol)	37	70
Interview Drivers/Witnesses About Motor Vehicle Accidents (Traffic)	38	68
Provide Accident Scene Maintenance/ Security (Traffic)	43	69
Conduct Background/Applicant Investigations (Intelligence)	44	79
Issue Traffic Citations/Warnings (Traffic)	45	61
Investigate Drug Smuggling by Aircraft, Vessels, Mail, etc. (Drug)	53	84
Check for Proper Registration, Drivers License, Vehicle Weights, etc. (Patrol)	54	74
Conduct Internal Affairs Investigations (Intelligence)	55	86
Conduct Police Community Relations/Crime Prevention Programs (Other)	58	57
Provide Executive/Dignitary Security/ Protection (Detective/Juvenile/Vice)	59	110
Control Traffic at Scene of Accident, Busy Intersection, Special Events, etc. (Traffic)	60	71
Quell Jail Disturbances/Riots (Common)	64	117
Inspect for Vehicle Identification Number (VIN) (Common)	65	109
Operate Radar/VASCAR, etc. Equipment (Traffic)	67	89
Investigate Possession with Intent to Distribute and/or Sale of Illegally Imported/Manufactured Controlled Substances (Drug)	70	39
Administer Roadside Sobriety Tests (Traffic)	71	94
Perform General Office Functions (Other)	72	73

*These training priorities are in addition to those shown in Table 2.

Comment Form Content Analysis

The preceding pages have summarized the findings resulting from an analysis of the data provided by agency responses to the Nationwide Law Enforcement Training Needs Assessment Inventory Booklet. A second source of data regarding agency perceptions of law enforcement training related issues was the Comment Form which was included in each of the survey packets. These forms were to be completed and returned by agencies wishing to provide narrative comments on training related issues.

Of the 7,294 agencies responding, 534 (7.3%) provided a total of 1,127 comments of relevance to this study.

Since use of the Comment Form was voluntary, a random sample was not obtained. This fact, in combination with the 7.3% response rate for Comment Forms, indicates that the comments submitted must not be considered statistically representative of the opinions of state and local law enforcement personnel across the Nation. However, the comments are of relevance to this study in that they represent the opinions of those law enforcement personnel who took the additional time necessary to provide narrative input regarding training issues of the law enforcement community.

A great number of the 1,127 comments (487 or 43.2%) referred to a lack of resources within agencies. In all cases it appeared, as one would expect, that acquisition of resources is more of a problem for agencies with fewer than 500 sworn personnel than it is for larger agencies. The most frequently cited comment (158 or 29.6% of the agencies returning Comment Forms) was that agencies

did not have sufficient funds to conduct necessary training. A related comment cited by 94 (17.6%) of the agencies responding concerned a lack of time for training.

Other comments dealing with resource related problems included: the lack of necessary equipment to carry out effective and efficient operations (77 agencies or 14.4%); the need to educate public officials regarding law enforcement agency needs for monies (40 agencies or 7.5%); and the desire on the part of 46 agencies (8.6%) to see the re-establishment of the Law Enforcement Assistance Administration. Programs and equipment funded by the Law Enforcement Assistance Administration a decade ago are now outdated due to the lack of resources following the agency's demise.

With regard to drug and narcotics trafficking, 61 (11.4%) of the agencies responded that they were in need of assistance to effectively suppress this organized criminal activity within their respective jurisdictions. These agencies indicated that, while they have experienced some limited success in their pursuit of street-level drug dealers, advanced training and sophisticated equipment and resources would be needed in order to penetrate criminal enterprises.

Comments from 153 agencies (28.7%) indicated that the Nationwide Law Enforcement Training Needs Assessment Inventory Booklet appeared to be intended primarily for large agencies. Nearly three-fourths (74.5%) of the 153 agencies providing this comment employed fewer than 20 sworn officers. Although the list of 127 activities used in the Inventory Booklet was intended to describe field operations activities in law enforcement agencies of all types and sizes, it was necessary to include activities that deal with highly specialized techniques or the use of sophisticated equipment most often found in the

larger agencies. Further research would be required to determine whether there is any connection between the perceptions of smaller agencies regarding this issue and the low rate of return for small agencies. (See Methodology section.)

CONCLUSIONS

Extensive analyses by demographic subgroup revealed strong similarities among agency types and sizes regarding activities of high training priority. The 54 activities listed represent 59.3% of all activities given average or higher training priority ratings. Moreover, the remaining 37 (40.7%) activities of average or higher training priority allocated among the four agency clusters included some overlap. These 91 activities, therefore, represent an appropriate focal point for Federal support of state and local law enforcement training.

Three high priority activities warrant comment at this point. Item 85, "Handle Personal Stress", was consistently rated as the number one priority by all four agency clusters. Stress, and the job burnout syndrome which is often associated, are factors affecting performance in all types of human service organizations. The feelings of emotional exhaustion which result, and which sometimes lead to cynicism toward the job and the citizens served, negatively impact organizational effectiveness. Training in stress management is widely available. It is possible that the high priority rating here is due more to the way the topic has been popularized than to the actual need for additional training on the topic; however, it may also be due to the inability to pay for this type of training. Therefore, decisions regarding training in how to handle stress should be subject to additional information and research.

Item 24, "Carry Out First-Line Supervision of Sworn Personnel (Including Planning, Organizing, Scheduling, Appraising Performance, etc.)", represents a particularly broad duty area. The high priority of this item for all

agencies (14th out of 127 items), along with the breadth of the item and the potential impact of supervision on agency efficiency and effectiveness, suggests that supervision must be covered in considerably more detail in subsequent surveys.

Item 118, "Perform Patrol Activities", like Item 24 above, represents a broad duty area. Item 118 ranks 12th out of 127 items. However, more specific information on patrol activities is available in this report in the form of the eight tasks and two duties included in the "Patrol" category.

The content analysis of the returned Comment Forms indicates that budgetary constraints provide an underlying obstacle to the provision of adequate training for sworn officers in many agencies. Even in cases where training is provided at "no cost" to agencies, some of the smallest agencies are unable to participate because of the negative implications of having a critically needed officer away from the job for extended periods of time. Mounting pressures to reduce public spending make it necessary to develop a more efficient means of providing training.

The results of this study suggest areas for which additional emphasis in existing training programs would be appropriate. Should particular high priority training activities continue to rate high in future surveys, allocation of Federal resources to support research into the most efficient and effective ways to enhance the performance of sworn law enforcement personnel in these areas could be warranted. Even small refinements in training content and delivery in such widely utilized law enforcement activities could result in tremendous return on research investment. The resultant improvement in law enforcement would be applicable to virtually all state

and local law enforcement agencies and would result in improved services to tens of millions of American citizens.

The feasibility of providing on-site training for agencies through the use of conventional technology, such as correspondence courses, could be explored as a means of providing more cost-effective training. In addition, newer technologies such as videotape and satellite broadcasts provide considerable potential for delivering training on many types of topics for which correspondence courses may not be effective.

Finally, the results of the study suggest the modularization of curricula as a possible means of efficiently utilizing resources earmarked for law enforcement training. Additional research regarding feasibility and implementation should precede any decisions regarding on-site training and modularization.

The information provided in this report constitutes a synthesis of state and local law enforcement training needs information resulting from this project on a level appropriate for National policy development. It should be noted that, in addition to such macro-level information, the study generated detailed training needs information for 65 specific agency subgroups by agency type, size, size of population served, location, etc. Furthermore, the electronic data base from which these results were drawn is designed to allow the extraction of more specific and detailed information regarding state and local law enforcement training needs of relevance to specific interest groups within the Federal Government, and where appropriate, from outside the Federal Government. Resource implications regarding the use of this information source must await the outcome of decisions regarding acceptable data base utilization.

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