LAW ENFORCEMENT MANAGEMENT INSTITUTE

A COMPREHENSIVE STUDY OF POLICE FIELD TRAINING PROGRAMS

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INTRODUCTION

The police officers of today are required to accomplish a variety of tasks. They are entrusted with the responsibility for enforcing the law, solving crimes, keeping the peace, and protecting the citizens of their communities. As law enforcement has taken steps to professionalize itself and citizens have begun to demand more for their tax dollars, the public's expectations of the police have risen.

Similarly, police managers of today are responsible for providing cality police service within budgets that are, oftentimes, grossly inadequate. They are also entrusted with developing policies and procedures that will protect their agencies from civil liability.

Training is an important safeguard against many lawsuits, but is often shelved for higher priorities. This can be illustrated by the fact that training standards and formalized field training programs are relatively new.

Field training can be defined as the on-the-job training received by new officers following their formal education in he police academy. The training that recruits

receive should lay the foundation on which they build a law enforcement career. Used properly, this period can strengthen weak areas, provide valuable experience under intense supervision, and, in some unfortunate instances, provide the department with the necessary documentation to terminate employment.

This paper will examine the field training process beginning with a history of the development of field training programs in the United States and then examining the selection and training of field training officers.

Important aspects of field training programs will be explained, and the paper will conclude with a brief look at the legal aspects of termination and failure to train.

HISTORY

Policing in America began with the watchman who received no formal training and whose major responsibility was to keep the peace. There were no hiring or training standards and, therefore, many of theses early officers were incompetent. Law enforcement continued to use a haphazard selection process and provided no formal officer education or training for many years.

In the early 1900's, August Volmer, City Marshall in Berkeley, California, realized that officers would never be of high quality without special training. He knew that they must know the law, know when to use force, and be able to handle people in a variety of situations. As a result, he developed the first formal police training program in

1908. In 1916, college courses were offered in police-related subjects at the University of California at Berkeley.

Many police departments and colleges followed Volmer's lead and began to implement training programs and college courses. In 1909, the New York City Police Department created the first police "academy" when it expanded the curriculum of its School of Pistol Practice. 2 . Edgar Hoover formed the Federal Bureau of Investigation in the Department of Justice in 1924, and its academy has grown to be considered by many as the leader in law enforcement training and education. San Jose College implemented a two year Associate Degree in law enforcement in 1930. 3

States began to require a minimum level of basic training for new officers during the first year of employment. These standards have continued to increase and the trend toward educating recruits has extended to include almost every state in the United States. Texas, for example, requires all officers to complete a basic certification course of at least 400 hours covering specific topics and meeting certain standards of instruction. New recruits must also pass a written licensing examination refore they receive their commission.

while many educational standards have been developed and implemented, it remains the responsibility of the individual department to fill the gap between the theory of the academy classroom and the reality of the street. There

are no standards for field training programs, neither in quantity nor quality.

The California Highway Patrol (CHP) and the Wichita, Kansas, Police Department took steps to provide some form of field training in the 1950's. The CHP program involved the trainee riding with an experienced officer for a month. While this type of program resembles the programs of today, it does not involve the detail and standardization of those now in use. 5

In 1965, the President's Commission on Law Enforcement and Administration recommended that all police agencies implement supervised field training programs. Even with this directive, the value of such programs continued to be ignored. A survey conducted by the IACP in 1368 showed that 58% of all departments in cities over 10,000 population had no formal field training for recruits.

During the 1970's, positive endorsement for field training continued. Many criminal justice scholars, including noted author Herman Goldstein, suggested that field training programs are an important tool in the development of effective police officers. In 1973, the Mational Advisory Commission on Criminal Justice Standards and Goals recommended that recruits receive a minimum of four months field training. 8

Many historians attribute the first formal field training program to the San Jose, California Police Department. The San Jose program was implemented in 1972 in response to a need for training identified after a fatal

motor vehicle accident caused by the actions of a new officer. 9 San Jose's program lasts 14 weeks and follows sixteen weeks of academy training. Following their release from training, the recruits continue to be controlled through twenty-two weeks of monitoring and evaluation. The training is standardized to ensure that all recruits receive consistent information. 10

Field training received even more support in 1983 when the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA, the only police accrediting agency in the United States, required all agencies to conduct formal training for recruits as one of its many standards for accreditation. 11

Between September 1985 and August 1986, Michael S. McCampbell conducted a survey at the National Institute of Justice. 12 He sent questionnaires to 588 state and local agencies that were selected at random with the assistance National Criminal Justice Reference (NCJRS). Of the agencies that responded, 183 reported that they have a field training program, while 105 reported that they did not. Of the 183 agencies that had field training programs, 57% based their program on the San model. 13 These studies show that field training programs are deemed to be beneficial to law enforcement agencies; however, McCampbell's research proves that some departments do not give them the high priority that they warrant and, without state mandates, may never provide such programs with the administrative and budgetary support that they deserve.

THE FIELD TRAINING OFFICER

The field training officer is the most important component of any field training program. The most well-planned program will be worthless without competent, well-trained officers to implement it.

The primary mission of the field trainer is to teach new recruits to function smoothly under stress and provide them with sufficient knowledge to serve the capably. 14 The best choice for this task is necessarily the most experienced or most productive officer in the department. Departments that have spent the time to develop a successful training program should also spend the time develop a successful field training officer selection process. This will ensure that only the best qualified personnel perform this important function. process should require voluntary application for position. This shows interest on the part of the applicant and guards against the selection of officers who may not want to train. 15

While the most experienced patrolman may not be the best choice, a trainer needs some experience in order to prepare others for patrol. Therefore, a minimum service requirement should be included in the criteria for selection. 16

It is essential that trainers be respected in the department. Sustained major complaints, pending complaints, driving record, and supervisory recommendation should all be considered when a selection is made. The officer's personnel files should be examined 17, and past evaluations should be checked for high efficiency ratings. The field training officer should be a model officer who understands and demonstrates high efficiency. 18

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The field training officers must possess certain qualities. They must be able to communicate with trainees, to criticize tactfully and praise openly. They must have the patience and motivation to teach. 19 They should also present an acceptable appearance and demeaner to the public and set a good example for trainees. 20 The Field Training Officer Curriculum Development Committee in Texas suggests that applicants for the position of trainer successfully complete a reading and writing comprehension exam and an oral interview. If chosen, trainers should be prepared to commit themselves to the field training program for one year. 21

Following selection, the new trainer must be trained. In 1973, the National Advisory Commission on Criminal Justice Standards and Goals recommended that field training officers receive forty hours of specialized training. McCampbell's survey showed that, of the 133 agencies with formal training programs, 82% provided their field training officers with special training prior to assuming their duties. Some agencies will not allow an officer to

train new recruits without such training.

Because the job of the trainer is different from the job of the patrolman, new field training officers should be instructed in their new role and the civil liability that they could face. They should also receive training in communication, teaching methods and training skills to assist them in instructing trainees. Field training officers must be educated for the paperwork involved in the program which may include task checklists, evaluation forms and evaluation guidelines. Common evaluation errors should be discussed so that they can be avoided. Field training officers must know how to document trainee performance and when and how to utilize remedial training. Trainers must also be knowledgeable about the termination process.²³

Field training officers should be routinely evaluated by both trainees and supervisors. This will ensure that the trainers are following the standardized program and are providing new officers with the best possible field training.

Many agencies compensate field training officers for their extra duties and responsibilities. McCampbell suggests that compensation will assist the department in attracting and retaining the most qualified personnel. He also advises that paying trainers only while they are actively training can help reduce the cost of the field training program. While 82% of the agencies he surveyed train their field training officers, only 40% provided special compensation for them.²⁴

David W. MacKenna contends that it is very important that field training officers be monetarily rewarded. He recommends that all field training officers receive a monetary incentive whether they are actually training or not. This enables the department to have field training officers attend meetings and training sessions, enhances the status of the position and increases interest in the position. He suggests that pay be increased when the officer is actually training. 25

Every effort should be made to select the most qualified officers to train recruits. It is imperative that these officers be trained in order to enhance their opportunities for success in their new role. The responsibilities of this role are too important to leave to chance, and officers willing to accept the challenge of building police officers from raw recruits should be justly compensated for it.

THE FIELD TRAINING PROGRAM

The most important asset to any organization is its human resources. It is the responsibility of each agency to develop its employees' abilities so that they can reach their fullest potential. This is especially true with the new employee.

New officers embark on their law enforcement careers with a sense of excitement and a feeling that they are going to be doing something important. It is the duty of the department to harness this enthusiasm and provide them

with the necessary training to perform their joo. The chief executive of the department must realize that recruit training is a necessary part of the selection process and, if done haphazardly or ineffectively, could lead to the failure of the employee and possible harm to the department. Managers must be willing to allocate the necessary resources to ensure the success of the new employee and the training program. 26

Since most, if not all, field training is conducted in the patrol division, it is imperative that the commander of that division, as well as its supervisors and senior officers, support the training program. It is even suggested that field training should be assigned and administered by the patrol division. This avoids conflicts that can occur when two divisions are involved in policy-making, decision-making, and personnel supervision. 27

Important Aspects Of Field Training Programs

Once selected, new officers enter the training stage of their career. Recruits are placed in a police academy where they receive classroom and practical instruction on a wide variety of subjects including the law, firearms, defense tactics, and human relations. After graduation, recruits enter a planned, scheduled training program aimed at teaching them how to perform specific tasks. 28

In some cases, new employees of a police department may have already attended an academy and may have prior law

enforcement experience. In many instances, these officers must concentrate on re-learning tasks in order to follow departmental policies and become familiar with paperwork and other minor differences that exist between their new departments and their former departments.

Some police agencies are able to operate their own academies. In these situations, the recruits can be taught specific policies and methods instead of the generic instruction given by regional academies. Recently, some of these departments have implemented a new approach referred to as an "integrated model." Boston, Massachusetts and Madison, Wisconsin, for example, place recruits on the street at various intervals during the academy period. This enables trainees to practice what they have learned and also aids in identifying what they need to know. 29

Field training programs vary in length from 10 to over 15 weeks. 36 As stated earlier, it has been recommended that the program last at least four months. Some departments will shorten the training period for those officers with prior experience. Most agencies with formal training programs also include the opportunity for several weeks of remedial training which will be discussed later.

Regardless of the length of the training program, clearly written policies should govern the program, and the program should be administered in a planned, organized sequence. This will ensure that each trainee receives the same quality and quantity of training. 31

During the development of the training program, a task

analysis for the job of patrol officer should be performed. In this analysis, each task a patrol officer is required to perform should be listed. This analysis should be used to ensure that the evaluation criteria are valid and job-related. 32

The task analysis can also be used as a checklist to document the training of individual recruits. As a recruit is exposed to a task, either by instruction or performance, it is checked off, dated, and initialed by both the training officer and the trainee. This will ensure that no areas of the patrol officer's job have been overlooked and provide a defense against a future claim that, "My training officer never told me that!"

Phase Training

Many training programs assign each recruit to several different training officers during the course of the program. Even with strict policies and standards, personality and methods will differ from office to officer. Exposing trainees to different field training officers will give them a broader view of law enforcement. It will also provide the opportunity for new officers to be observed and evaluated by several training officers which acts as a safeguard against personal bias and personality conflicts. 33

It is also important that recruits receive the experience of working all shifts. It would be unfair, for example, to train officers on one shift for sixteen weeks

when they may be assigned to another shift upon release from training.

For these reasons, many training programs are divided into phases. As with the overall program length, the phases may vary from department to department and may involve the trainees returning to their original training officer for the final phase. An example of phase scheduling is:

- Phase I (five weeks) First week orientation. No evaluation.
- Phase II (five weeks) Different field training officer.
- Phase III (five weeks) Different field training officer. Must receive rating of 4 or better to go Phase IV. Remedial training if necessary.
- Phase IV (one week) Assigned to original field training officer. Evaluation phase. Trainee performs on his own. 34

At the end of each phase, an end-of-phase report is completed and a meeting is held to discuss a trainee's progress and problems that may have been experienced. These meetings may be attended by the field training officer, field training coordinator, and the trainee.

Evaluation System

The most popular form of trainee evaluation is the daily observation report. The daily report ensures that each recruit receives immediate feedback and, therefore,

will learn quickly. It also requires the field training officer to document daily, rather than weekly, and should provide more accurate evaluation of a recruit's performance in a specific situation.

Daily evaluations are generally set up on a numerical scale, usually 1-5 or 1-7, with "1" being the lowest rating. Recruits must achieve a "3" on the 5-point scale or a "4" on the 7-point scale to be considered performing up to standard. They must achieve a rating that is at least up to standard in all rating categories in order to be released from training.

The daily evaluation report will also include an area for the training officer to comment on each trainee's performance in further detail. Most forms ask for a trainee's best performance or identified strengths, and the trainee's worst performance or identified weaknesses, as well as any additional comments that the trainer needs to make.

The report is signed by the trainee, the field training officer, and the training coordinator, and may also be signed by the field training officer's supervisors and the patrol division commander. This provides everyone the opportunity to follow the recruit's progress.

The key to a fair, impartial evaluation is a standardized set of evaluation guidelines. These guidelines should clearly define the acceptable and unacceptable performance. This will ensure that all field

training officers use the same criteria to evaluate every trainee. 35

Some examples of evaluation categories and their guidelines:

- I. Driving Skills Normal Conditions
 - 1. Unacceptable: continually violates Traffic Code (speed, traffic signals, etc.); involved in chargeable accident; lacks dexterity and coordination during vehicle operation
 - 4. Acceptable: ability to maintain control of vehicle while being alert to activity outside of vehicle; practices good defensive driving techniques
 - 7. Superior: sets good example of lawful, courteous driving while exhibiting good manipulative skill required of patrolman (i.e., operate radio, utilize hot sheet, etc.,

II. Self-Initiated Field Activity

- 1. Unacceptable: does not see, or avoids activity; does not follow up on situations; rationalizes suspicious circumstances and does not investigate
- 4. Acceptable: recognizes and identifies suspected criminal activity; makes cases from routine activity
- 7. Superior: catalogs, maintains and uses information given during briefings and from watch bulletins for reasonable cause to stop vehicles and persons, and makes subsequent good quality arrests. 36

If used properly, daily evaluation reports can be a useful tool that can provide the training officer with a written record of a recruit's progress as well as providing support for remedial training and termination. However, if completed with little thought to the accompanying guidelines, they become nothing more than additional paper work.

Remedial Training

Remedial training is that training which specifically addresses an identified area of deficiency in a trainee's performance. This period may be an additional one to two weeks of intensive training in a specific area such as report writing. However, it may consist simply of further instruction in a particular task that is done in the course of a normal training phase. Such training would then be documented on the daily evaluation report for future reference.

Termination

There are times when the termination of a recruit becomes necessary, and while it may be difficult to take such action after much time and money has been invested in the trainee, termination must be approached from the view of what is best for the community and the department as well as the trainee. It serves no benefit to the community to place officers on the street who are unable to serve in a competent manner. The department will ultimately suffer from mistakes and could leave itself open for civil lawstits. It is also unfair, and could be considered cruel, to allow recruits to flounder in a situation that they are ill-prepared to face.

When trainees complete the prescribed training period and have been given the opportunity to engage in remedial training, they should be terminated if they are not

performing up to minimum departmental standards. The field training program coordinator and the field training officer should meet and compile the necessary documentation to support their recommendation in a report to the chief. The chief should review the documentation to ensure that grounds for termination exist.

At times, it will become evident during the training period that the trainee should be terminated. This should be based on two specific circumstances:

- 1. When the entry level officer has engaged in any conduct that would normally result in a termination for any employee of the department.
- When the entry level officer has been declared a Manifest Safety Hazard. 38

The failure to perceive an apparent danger and an inappropriate response once the danger is realized are the two major criteria for declaring an officer a Manifest Safety Hazard. The omission, of a desirable response in a given situation, or the commission of an undesirable response, must be highly visible, and the response must be clearly dangerous to whomever may observe the action in the situation. The circumstance, the frequency of response and the situation must be considered before the declaration can be made. Allowances must be made for mistakes that may be considered learning mistakes made in the normal course of training. 39

Technical Skills Vs. Human Skills

It is obvious that one of the major objectives of any

field training program is teaching recruits the technical skills of the job. Trainees must be instructed in the proper use of the radio, the baton, and the completion of a myriad of forms. They must also learn departmental policies and the mountain of laws that they are responsible for enforcing.

However, common sense, maturity, good judgment, wisdom, intelligence, communication ability and command of emotions are as important as raw technical skills. Recruits must be taught when and how to use laws and procedures, when and how not to use them, and how to use force when force is appropriate. 40

These skills cannot be taught completely and effectively inside a classroom. It is very important that the field training program addresses the need for such training. Field training officers must be able to instruct recruits in these areas and provide a good example for them. The trainees' exhibited behavior of these skills must be observed, corrected when necessary and always documented.

Legal Aspects

There are numerous ways to incur civil liability in police work. Many veterans will testify that a person who stays in law enforcement for any length of time will eventually be named in a lawsuit. Formal, standardized training programs can assist law enforcement agencies in protecting themselves against civil suits.

First of all, field craining programs can provide the necessary documentation to support termination decisions. McCampbell's survey showed that 21% of the departments who reported having such a program observed a decrease in EEO complaints since implementing their programs.

Negligent appointment and lack of training are two of the seven liability areas that most commonly affect police adequate training program will provide officers. An observation and documentation of performance to show that the recruit displayed the necessary ability to do the job required which will help protect departments against allegations of negligent appointment. Good documentation the areas covered in training will help accusations of lack of training. 42 McCampsell's survey reported that 30% of the departments with training programs observed a decrease in civil liability complaints as a result of their programs. 43

CONCLUSION

Formal field training programs are a valiable tool in preparing new officers for their law enforcement careers. While such programs have been in existence only a short time, research documents their value to an organization. The benefits of formal field training programs cannot be ignored since they provide standardized training and better documentation which enables a department to make more valid decisions about recruit retention. 44

Most training programs are divided into phases, and evaluation occurs daily. The evaluation system is validated through job task analysis, and guidelines are provided to eliminate bias and personalities. The field training officers are selected carefully and are specially trained for their outies. 45

While training programs require the allocation or reallocation of resources, their overall cost is relatively inexpensive, especially when compared with EEO and civil lawsuits. Properly developed and implemented programs should result in better trained and qualified officers. These officers will be prepared to contribute to the overall effectiveness of the department. The end result will be a department that is capable of meeting the needs of the community in an effective and efficient manner. 46

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