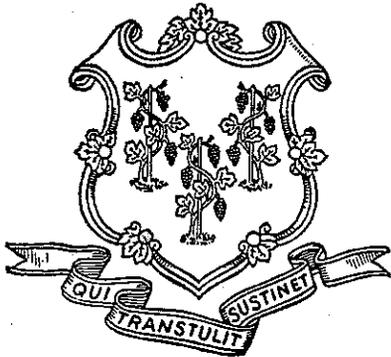


# MUNICIPAL POLICE TRAINING COUNCIL

Connecticut  
General Assembly



LEGISLATIVE  
PROGRAM REVIEW  
AND  
INVESTIGATIONS  
COMMITTEE

DECEMBER 1994

**CONNECTICUT GENERAL ASSEMBLY  
LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE**

The Legislative Program Review and Investigations Committee is a joint, bipartisan, statutory committee of the Connecticut General Assembly. It was established in 1972 to evaluate the efficiency, effectiveness, and statutory compliance of selected state agencies and programs, recommending remedies where needed. In 1975, the General Assembly expanded the committee's function to include investigations, and during the 1977 session added responsibility for "sunset" (automatic program termination) performance reviews. The committee was given authority to raise and report bills in 1985.

The program review committee is composed of 12 members. The president pro tempore of the senate, the senate minority leader, the speaker of the house, and the house minority leader each appoint three members.

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Bonnine T. Klare, Executive Secretary

*Staff for this Project*

*Renee La Mark Muir  
L. Spencer Cain*

**MUNICIPAL POLICE TRAINING COUNCIL**

**LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS  
COMMITTEE**

**DECEMBER 1994**



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## **EXECUTIVE SUMMARY**

The Legislative Program Review and Investigations Committee voted in February 1994 to study the Municipal Police Training Council (MPTC), its policies and procedures for setting training standards, and the council's role in providing training to local police. The program review committee found the MPTC has been adequately providing basic training to recruit officers from local departments and state agencies. However, the training offered for recertification, which is mandated by statute and council policy, was found to be limited and insufficient in meeting the needs of local communities. The primary impediment to the council in developing recertification training has been the statutorily mandated curriculum. It was further found that the council has taken a passive role in developing and up-dating the basic and review training programs.

The proposed recommendations will have a significant impact on the quality of training offered to Connecticut police officers, especially mid-management and executive level officers. Recommendations are made to improve the management and operation of the council and its staff, and to provide the council with expertise from professionals in the education and training fields. Additionally, a process to review the statutes granting police and law enforcement authority to state or municipal employees has been recommended. This review will further clarify the MPTC's scope of authority regarding the training of police personnel.

## **RECOMMENDATIONS**

1. **The Legislative Program Review and Investigations Committee recommends the Municipal Police Training Council membership shall be revised to include the following:**
  - **a member of the faculty in an education or training field of study from the University of Connecticut or Connecticut State University system; and**
  - **three of the five members of the public shall be currently working and experienced in the fields of adult learning, continuing education, training, or curriculum development.**

**A member of the Municipal Police Training Council shall not serve more than one four-year term as chairman and the chairman shall be appointed by the governor from among the membership.**

2. **The Municipal Police Training Council shall be exempt from the executive branch reorganization legislation (C.G.S. 4-9a) with regards to the appointment of the executive director. The council shall retain the statutory authority to employ an executive director and any other personnel deemed necessary.**

3. **The council shall develop guidelines and rules for matters requiring administrative decisions and delegate those functions to its professional staff. The council shall serve as a review board for those individuals or agencies choosing to appeal a staff decision.**
4. **The MPTC shall seek funding to establish an automated management information system sufficient to meet its needs. At a minimum the system shall include:**
  - **the production of police officer and instructor certification cards;**
  - **the development of a central registry of all certified and probationary recruit police officers;**
  - **the development of a central registry of all certified instructors;**
  - **the tracking of compliance with review training mandates; and**
  - **a system for auditing basic recruit training academies.**
5. **The terms *police officer* and *peace officer* shall be statutorily defined as follows:**

**a *police officer* is a sworn employee of a state or municipal agency that has policing as its central mission and performs general law enforcement duties, including (1) enforcement of criminal and/or traffic laws; (2) preservation of public order; (3) the protection of life or property; and (4) the prevention, detection, and/or investigation of crime. A police officer's primary jurisdiction is the same as that of the employing state or municipal agency and his secondary jurisdiction throughout the state; and**

**a *peace officer* is a sworn employee of a state or municipal agency or private entity that does not have policing as its central mission and who performs the duties of his office pursuant to the specialized nature of his particular employment, whereby he is statutorily required or authorized to enforce any state or local law or charter, rule, regulation, judgment, or order. A peace officer has jurisdiction limited to the statutory provisions for which he was hired and only during his assigned hours of employment.**

The definitions of police officer and peace officer shall not take effect until October 1, 1996.

A review of all statutes granting law enforcement or policing authority to any individual, state or municipal agency, or private entity shall be conducted by the Law Revision Commission to define powers, authority, and jurisdiction of those individuals or employees pursuant to the recommended police and peace officer definitions. The Law Revision Commission shall make its recommendations to the Legislative Program Review and Investigations Committee by February 2, 1996.

6. The Municipal Police Training Council shall then have the authority to impose mandatory training requirements and certify all persons authorized by statute to act in the capacity of police officer and peace officer.
7. A curriculum advisory committee of the Municipal Police Training Council shall be established. The curriculum advisory committee shall be a standing, working committee and shall report and make recommendations directly to the council on the review of the police officer basic training curriculum.

The MPTC curriculum advisory committee shall be comprised of experts working in the fields of adult learning and education, curriculum development, and training; a MPTC staff curriculum specialist; and a certified instructor. A Municipal Police Training Council member shall serve as chairman of the committee and the council shall appoint its members.

8. The MPTC, in consultation with the curriculum advisory committee, shall develop a process to review the basic training curriculum. The process shall address the need for an up-dated job task analysis on the functions of the patrol officer; an assessment of police department training needs; a review of subject areas and course content; development of lesson plans and testing methods; and an analysis of the educational levels of recruit officers.
9. The MPTC, in accordance with the recommended statutory definitions of police officer and peace officer, shall conduct a review to determine the training needs and requirements for each. If a need for different basic training is found, the council shall be required to develop standards and basic training requirements for police officers and peace officers as previously defined.
10. The Municipal Police Training Council shall seek funding to enter into a cooperative contractual agreement with an institution of higher education in the state of Connecticut to develop an advanced review training and in-service education program for mid-management and executive level police officers.

11. **The statutory curriculum provisions for review training shall be repealed for mid-management and executive level police officers. It shall be the responsibility of the Municipal Police Training Council, in consultation with the curriculum advisory committee, to set standards and identify the courses required to meet the 40 hour review training mandate.**

**The statutory curriculum provisions for review training shall be phased out for all other police officers by October 1, 1997 and the MPTC, in consultation with the curriculum advisory committee, shall set standards and develop a syllabus of review training during each recertification period for police officers and peace officers.**

12. **The Municipal Police Training Council shall establish an instructor development policy that will require certified instructors to receive at least 10 hours of training during each certification period. The training shall be in such areas as adult learning concepts, education principles and theory, public speaking, and testing methods.**

## INTRODUCTION

The purpose of the Municipal Police Training Council is to ensure state-wide law enforcement consistency among police departments so all citizens are treated fairly and protected competently. The council achieves consistency through its role in monitoring, regulating, evaluating, and providing law enforcement training to municipal police officers.

During the past five years, the Municipal Police Training Council has trained almost 800 police officers as well as monitored the training of 372 officers at satellite academies throughout the state. The council has certified 7,386 police officers state-wide.

**Scope of Review.** The Legislative Program Review and Investigations Committee voted in February 1994 to study the Municipal Police Training Council. The scope of the study included the council's policies and procedures for setting training standards and ensuring compliance and its role in providing training to local police. Additionally, the study included a review of the statutes granting police and law enforcement authority to individuals, municipal and state agencies, and private entities.

**Methodology.** A variety of sources and research methods were used in conducting the study of the Municipal Police Training Council. State statutes, council policies and procedures, reports, and statistics were reviewed. Training manuals and programs from local police departments and federal agencies were also reviewed. The standard-setting councils in other states' systems were analyzed for comparison to Connecticut. Committee staff also attended classes at the Municipal Police Training Council's basic training academy in Meriden and satellite academies operated by local police departments and toured the Federal Bureau of Investigation's National Academy in Virginia.

Structured interviews were held with the council's members as well as with local police chiefs, training instructors, police officers, and recruits. State and national experts from the police and criminal justice professions were also interviewed. The committee obtained input from the council at a public hearing held in September 1994.

**Report Format.** The report is organized into three chapters. Chapter I provides an overview of the Municipal Police Training Council including its responsibilities, organization and resources. A summary of policing in Connecticut is also provided. Chapter II details the council's role in providing basic police recruit training and the management of the academy. A description of the council's certification policy for officers, instructors, and academies is contained in Chapter III. The review training for police officers and advanced management training for law enforcement administrators is also detailed in Chapter III. Each chapter also contains a findings and recommendation section.

A complete analysis of the state-wide police standards and training commission in each state as well as a description of the various systems used in providing training is contained in

Appendix A. The results of the program review survey of police chiefs and resident state troopers is provided in Appendix B.

**Agency Comments.** It is the policy of the Legislative Program Review and Investigations Committee to provide state agencies subject to a study with the opportunity to review and comment on the recommendations prior to the publication of the final report. The response to the committee's report from the Municipal Police Training Council is contained in Appendix C.

## CHAPTER I

### THE MUNICIPAL POLICE TRAINING COUNCIL

The value of police training and education and the most effective way to provide both to officers has been one of the more persistent issues in policing. Efforts to professionalize the police began in the early 1900s as police departments focused for the first time on their training needs. However, as the role of the police became more complex and advances in technology and equipment were made, police training was unable to keep pace and ultimately fell behind.

In the 1960s, public attitude towards the police shifted. Police were criticized for failing to control crime, for brutality, corruption, racism, and failing to provide law enforcement within due process guidelines. During this time many studies and commissions reviewed ways to improve policing. Recommendations focused on the new skills needed by police officers, such as human relations and modern patrol techniques. One of the most common and favored recommendations was increased educational requirements for police officers at entry level and for promotion. The 1967 President's Commission of Law Enforcement and Administration of Justice supported this recommendation in stating that "the complexity of the police task is as great as that of any other profession and that higher educational requirements are necessary- if not sufficient- for improving the quality of police service".<sup>1</sup>

As the training needs of officers were being identified, many states adopted a proposed structure that created a board or commission to serve as the standard-setting and oversight authority for police training. The boards and commissions were mandated to research and study police training and education; develop curriculum for training programs; and set state-wide standards for the training and certification of officers. The most common name for these commissions is POST (Police Officer Standards and Training) however, in Connecticut it is called the Municipal Police Training Council (MPTC).

For the most part, the literature differentiates between training and education for police officers. The training aspect prepares officers to perform the practical skills needed to police their communities through instruction, exercise, and practice. Training is provided after an officer is hired and future employment is contingent upon achieving a minimum competency level. Whereas, an educational standard has predominately been used as a criteria for hiring and promotion. Education was found to provide skills in critical thinking, problem solving, and communication. The 1978 National Advisory Commission on Higher Education for Police

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<sup>1</sup>Sherman, Lawrence and the National Advisory Commission on Higher Education for Police Officers, *The Quality of Police Education*, (Jossey-Bass Publishers, 1978), p 34.

Officers found that "education emphasizes making the student acceptable to the employer"<sup>2</sup>, and a blend of education and training was recommended to produce the modern police officer.

**Standards and training councils.** Consistency in law enforcement is necessary to ensure that all constitutional and legal safeguards are met and that the penal code, which is the criminal laws of the state, are enforced fairly by police. One of the ways to achieve this consistency is to regulate the training of all police in these and other areas. To this end, all 50 states have adopted a free-standing agency with statewide authority to establish and enforce training standards for police officers. Most (46) of the states' commission or council members are appointed by the governor with some also serving by virtue of their positions, such as prosecutors, attorneys general, and representatives of federal law enforcement agencies or educational institutions.

The commissions all have jurisdiction over police officers and some also have oversight of correction officers, parole and probation officers, courtroom personnel, and private security guards. All derive their authority from legislative mandates and are charged with the training and certification of police officers, certification of instructors, scheduling instructors for courses, and other responsibilities to a lesser extent. A detailed analysis of the organizations and responsibilities of each commission and a comparison between the states' systems are contained in Appendix A of this report.

The Connecticut Municipal Police Training Council is structured and has authority that is commensurate with councils in other states.

### **Connecticut Municipal Police Training Council**

The Municipal Police Training council is mandated to monitor, regulate and evaluate municipal police training, operate a basic recruit training academy, and create and maintain a system whereby police officers are certified, after training, to perform law enforcement duties.

The Municipal Police Training Council was established through legislation in 1965 as a 12-member council to study methods of police training. It was mandated to approve all police basic recruit training schools conducted by municipalities; set minimum requirements for permanent appointment of full-time police officers; certify those officers eligible for permanent appointment; and recommend in-service training programs.

Beginning in the early 1980s, the scope of the MPTC's authority was broadened through several legislative changes. The most significant occurred in 1981, 1982, and 1987. Over the years the legislature has expanded the role and authority of the council over police training and employment standards.

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<sup>2</sup>ibid, p 48.

In 1981, the legislature gave the MPTC the authority to set minimum training requirements for all municipal police officers. The statute (P.A. 81-426) required a minimum of 480 hours of basic recruit training prior to an officer being certified by the council to perform law enforcement duties. The council was also mandated to set, rather than recommend, in-service training requirements as criteria for maintaining certification to work as a police officer.

Additionally, Public Act 81-426 created a process through which funds were to be collected and used for municipal and state police training. A fee was imposed on fines for certain motor vehicle violations and infractions and the proceeds were specifically designated for training.

The general assembly, through P.A. 82-357, further expanded the powers of the Municipal Police Training Council by specifying it require at least 40 hours of review, or in-service, training every three years for all police officers. Police officers who had completed basic training before July 1982 were given five years to comply with the requirement. The council was now authorized to set minimum educational and training standards for police officers and to conduct compliance reviews of police departments.

The MPTC was granted the authority to limit to one year the time a police officer could be employed by a local police department without being certified. The certification requirements were extended to all persons performing full-time (20 or more hours) police functions. Part-time officer (less than 20 hours per week) training and certification requirements were to be developed by the council. The council also was granted the authority to cancel or revoke any certificate that was issued by error; obtained by misrepresentation or fraud; or when it was found the holder was convicted of a felony.

Finally, P.A. 87-560 made a number of changes in the certification of police officers, instructors, and police training schools including: (1) establishing uniform training and educational standards for all types of police officers; (2) providing for certification renewal every three years after mandatory completion of 40 hours review training; and (3) requiring an instructor certification and renewal process.

The current mandate of the Municipal Police Training Council is to establish uniform minimum educational and training standards for all police officers and to develop a comprehensive municipal police recruit training program. The council meets this mandate through the operation of its basic recruit training academy and through oversight of academies sponsored by individual police departments. The MPTC must approve, license, and inspect any police training school.

The council further sets the minimum number of basic training hours to be completed within one year of appointment by a department. At the successful completion of the basic training program the MPTC certifies officers, which grants them the statutory authority to perform law enforcement duties. To maintain certification, police officers must complete at least 40 hours of review training every three years. The council is responsible for auditing police

officer training records for compliance with certification standards. It also sets the minimum qualifications and certifies law enforcement instructors.

### **Council Organization**

The purpose of the Municipal Police Training Council is to ensure state-wide law enforcement consistency among police departments so all citizens are treated fairly and protected competently. The council achieves consistency through the monitoring and evaluation of local police training and by certifying police officers to insure minimum standards are met for those individuals responsible for performing law enforcement duties.

**Composition of council.** The Municipal Police Training Council is located within the Department of Public Safety's Division of State Police for administrative purposes. The MPTC has 19 members, 15 of whom are appointed by the governor and four who serve by virtue of their office. The chairperson is designated by the governor, but the vice-chairman and secretary are elected from among the membership. Appointments are coterminous with the governor and members serve without compensation.

The council is comprised of the following members:

- a chief administrative officer of a town or city with a population greater than 12,000;
- a chief elected official or executive officer of a town or city with a population less than 12,000;
- a member of the faculty of the University of Connecticut;
- eight members of the Connecticut Police Chiefs Association who currently hold office as police chief of an organized police department;
- the chief state's attorney; and
- five members of the public.

There are also two voting ex officio members, the commissioner of the Department of Public Safety and the Federal Bureau of Investigation special agent-in-charge of Connecticut.

The current MPTC membership includes the chiefs of police of Bridgeport, Glastonbury, Hartford, Milford, New Canaan, Old Saybrook, Simsbury, and Wallingford; first selectmen of Greenwich and Washington; the dean of the University of Connecticut's Department of Education; and five public members with backgrounds ranging from education and training to

business, and representing the geographical areas of Higganum, New London, New Preston, Norwalk, and Simsbury.

Of the 19 members on the council, seven have served more than one four-year term. The chairman has served in that position for the past nine years and is a 14-year member of the council.

**Council meetings.** The Municipal Police Training Council meets every other month except during the summer. Meetings are held at the MPTC academy building in Meriden, and are, by council by-laws, limited to two hours long. The meeting is run by the chairman, but the agenda is set by the executive director.

The program review committee staff attended MPTC meetings during a 10-month period and reviewed the minutes of past meetings. Typically, the council's meetings involve up-dates from the professional staff in areas of basic recruit training, in-service training, certification, and inspection of police academies. The council appropriates much of its time for the review of requests for certification. Police officers from out-of-state, the Division of State Police, or those who have let their previous certification lapse request the council to waive the training requirements and approve certification to enable the officer to be employed. This certification process will be discussed in Chapter III of this report.

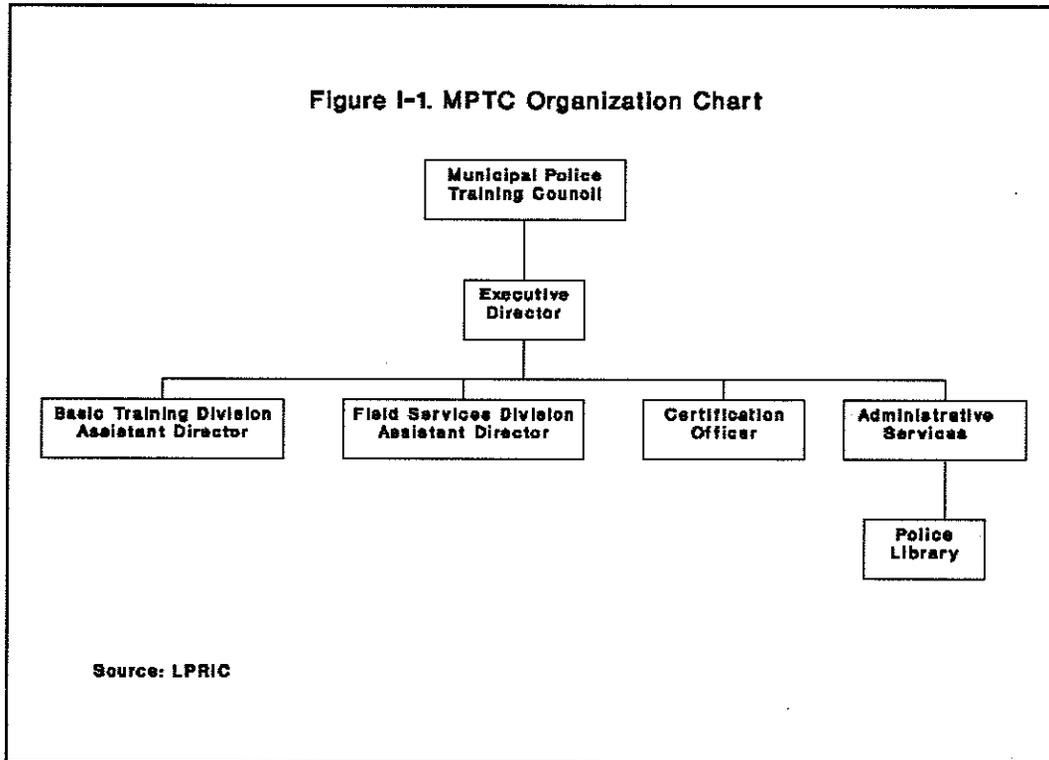
Another area the council addresses at its meetings is development of standards for the hiring and training of police officers. Recently, the MPTC professional staff and an action committee of council members developed minimum qualification standards for the hiring of municipal police officers. The standards were subsequently approved and adopted by the full council. The council has also adopted standards for the training and testing of physical agility and fitness of recruits.

**Organizational structure.** The MPTC professional staff offices are divided into three divisions: basic training; field services; and certification. Basic training and field services divisions are each headed by an assistant director. The certification function is performed by one senior staff member. Figure I-1 is an organizational chart of the Municipal Police Training Council and its staff offices.

The *basic training division* is responsible for the operation and scheduling of the basic recruit academy and the full-time and part-time training of all municipal police officers. The *field services division* develops and provides in-service training courses for certified police officers, offering courses in a variety of areas. The *certification unit* issues certification cards to police officers and instructors, monitors compliance with the review training requirement through an auditing process, and inspects basic police training schools throughout the state.

**Resources.** The Municipal Police Training Council has 25 staff, including an executive director, two assistant directors, and a certification officer. There are eight training officers,

Figure I-1. MPTC Organization Chart



one duty officer, a coordinator for part-time police training, a curriculum specialist, and two field program consultants. The remaining staff provide administrative, technical, and clerical functions. The executive director hires all MPTC staff.

There are two conflicting statutes regarding the appointment of the council's executive director. According to the statutes creating the MPTC (C.G.S. 7-294d), first adopted in 1965, the council has the authority to employ an executive director and any other personnel deemed necessary. However, the 1977 legislation (C.G.S. 4-9a) which reorganized the executive branch of state government authorized the governor to appoint the chairmen and executive directors of all boards and commissions, with the exception of those entities specifically exempted. Thus by virtue of the fact that the Municipal Police Training Council was not exempted, the executive director and his predecessor were appointed by the governor.

**Budget.** The following table illustrates the major budget categories for a three-year period showing decreases in personal and contractual services. Approximately 25 percent of the agency's budget is used to manage the council and 75 percent is for providing instructional services. However, their appropriation increased in the FY 94-95 biennium budget. The agency's budget declined steadily for three years from 1991 to 1993. The legislature appropriated \$1,720,050 for FY 94 and \$1,886,917 for FY 95. Overall there has been a 7 percent increase since 1993.

Table I-1. MPTC Audited Budget: Fiscal Years '91, '92, '93.			
Budget Category	1991	1992	1993
Personal Services	\$1,005,578	\$917,260	\$977,582
Contractual Services	373,196	349,636	346,084
Equipment & Operating Expenses	113,529	105,677	109,428
Federal Funds & State Grants	258,692	337,733	268,043
Total	\$1,749,995	\$1,710,306	\$1,701,137
Source: Auditors of Public Accounts			

### Policing In Connecticut

The Municipal Police Training Council has the authority to train all local police officers. The council has also accepted for training and subsequently certified law enforcement personnel from agencies or entities other than a municipal police department. However, recently there has been some question as to the council's statutory authority over those individuals with respect to training and certification.

The Connecticut statutes use the term police officer and peace officer interchangeably to define a state or municipal employee who is empowered to perform law enforcement or police duties. The law enforcement function or duty has not been specifically defined in statute. However, based on a legal opinion from the Office of the Attorney General, dated September 21, 1993, law enforcement duties are interpreted as including any one or more of the following: (1) enforcement of criminal or traffic laws; (2) preservation of public order; (3) the protection of life or property; and (4) the prevention, detection or investigation of crime.

A *police officer* is defined (C.G.S. 7-294a) as a sworn member of an organized police department, an appointed constable, a special policeman statutorily appointed, or any member of a law enforcement unit who performs police duties. Whereas the statutory definition of *peace officer* (C.G.S. 53a-3[9]) is specific in that it identifies those municipal and state job positions which are authorized to perform law enforcement duties. The positions include:

- members of the Department of Public Safety's Division of State Police or any organized local police department;
- the division of criminal justice chief inspector or inspector;
- sheriffs, deputy sheriffs, or special deputy sheriffs;
- conservation officers;

- constables who perform criminal law enforcement duties;
- special policemen for state property, investigation of public assistance fraud, or utility and transportation companies;
- adult probation officers;
- Department of Correction employees designated by the commissioner to make arrests at correctional facilities;
- state treasurer investigators; or
- special agents of the federal government.

**Police departments.** Municipal police departments are varied based on the number of sworn officers in the department and the characteristics of the towns served. For the purposes of this study, police departments and resident state trooper units have been divided into three categories based upon the number of employees: (1) small, with under 30 sworn officers; (2) medium, with 30 to 100 officers; and (3) large, more than 100 officers.

In Connecticut there are 91 municipal police departments headed by a police chief; 40 towns serviced by a resident state trooper; and two municipalities with a constabulary, which is a law enforcement unit whose local elected official serves as police chief and appoints the constables. There are seven police departments serving university systems with jurisdiction limited to the campuses of Central, Eastern, Southern, and Western Connecticut State Universities, University of Connecticut (UCONN), UCONN Health Center, and Yale University.

Additionally, there are 33 other law enforcement units that operate throughout the state in such agencies as Department of Environmental Protection and Department of Motor Vehicles, and many local agencies, such as park and public housing police, that work within the municipality. Finally, several private businesses in the state are authorized to maintain and operate a police unit for security purposes, such as Amtrak Railroad, Yale-New Haven Hospital, and armored car services.

The program review committee conducted a survey of all police chiefs and resident state troopers: 126 surveys were sent out and 98 responses were received, a 78 percent response rate. The survey requested the chiefs provide information on the organization of the department, personnel, and training policies. Additionally, the chiefs were asked to rate their level of satisfaction with the Municipal Police Training Council's policies and performance in specified areas. A complete tabulation of the survey results is contained in Appendix B of this report.

Based on the survey responses, Table I-2 shows the number of police departments in each of the size categories; large police departments represent a small percentage (14%) of all those in the state.

Table I-2. Categories of Police Departments. n=94		
Size Category	No. of Departments	Percentage of Total
Small	39	41.4%
Medium	42	44.6%
Large	13	13.8%
Total	94	
Source: LPRIC survey		

Specialization in law enforcement occurs when departmental resources, such as officers and equipment, are focused on a particular area of patrol, investigation, or administration. Typically, this type of specialization is in response to a particular problem of the municipality, including narcotics, motor vehicle accidents, violent crime, or gang control, or an administrative function of the department such as recordkeeping. Specialization of officers or divisions occurs mostly in larger police departments and in those departments serving urban areas. These units are staffed by officers with expertise, training, and experience in their assigned area and the staff have usually attained the rank above a patrol officer. These officers use the titles of detective, investigator, or inspector.

For the most part, the organization of small and medium police departments consists of a patrol division, administrative unit or division, and an investigation or detective unit or division. The patrol division is typically the largest section of these departments. More than two thirds of the responding police departments and resident state trooper units reported having a detective unit within their organizations.

Smaller and medium sized police departments rely on their officers to provide a wider range of duties. Smaller departments also use part-time police officers to provide patrol duties. Mostly, part-time officers are used in certain areas, like the shoreline, to provide coverage for special events, the summer, or specific functions, like traffic control. Half of the responding departments reported using part-time police officers and the majority (88%) of those officers have full police powers.

Additionally, the nature, size, and unique law enforcement needs of each community characterizes the way local departments operate. Typically, large police departments serve the urban areas and large cities. Suburban municipalities are served by medium sized police

departments, while small police departments can cover large geographical areas but have smaller populations. The needs of each can be quite different.

Police departments also have an organized system of ranks similar to the military. The most common ranks include patrol officer, sergeant, lieutenant, and captain. The positions of chief, deputy chief, and assistant chief are usually appointed positions whereas the others are achieved through a testing and promotion process.

The Municipal Police Training Council reports that as of August 1994 there were 7,386 identified police officers in the state, which includes those officers not employed by a traditional police department.<sup>3</sup> Based on the survey results, Table I-3 provides a breakdown by rank of the certified officers working for a police department or resident state trooper unit. The executive category includes police chief and deputy chief; management includes inspector, captain and lieutenant; and sergeant and senior patrol officer are within the supervisory group.

Table I-3. Connecticut Police Departments: Breakdown by Rank.		
Rank	Total No. of Officers	Percentage of Officers
Executive	124	2.4%
Management	406	7.9%
Supervisory	844	16.4%
Patrol	3,754	73.2%
<b>TOTAL</b>	<b>5,128</b>	
Source: LPRIC survey		

## Findings and Recommendations

**Definition of police officer.** The Municipal Police Training Council is mandated to set standards and provide basic training for any individual statutorily empowered and employed to perform law enforcement functions. All individuals who successfully complete the MPTC training requirements are certified as police officers. However, the extent of the council's authority to impose mandatory training requirements upon those persons is not clearly defined.

The program review committee found it is unclear as to who is statutorily empowered to perform police duties. The Connecticut statutes through its use of the terms police officer and

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<sup>3</sup>The MPTC reported that this total may not accurately reflect all certified police officers in the state due to the manual auditing system currently in place.

peace officer have made the two synonymous when identifying a state, municipal, or private business employee who is empowered to perform law enforcement duties. Neither statute clearly defines the scope of authority for police officer and peace officer, nor the training requirements for each.

As previously stated, law enforcement functions or duties have also not been specifically defined in statute. However, they have been interpreted by the attorney general's office as including the following: (1) enforcement of criminal or traffic laws; (2) preservation of public order; (3) the protection of life or property; and (4) the prevention, detection, or investigation of crime.

Last year, the attorney general's office found 33 statutory positions with police powers, but concluded that all persons exercising that authority are not required to receive the same training. Specific statutory training requirements apply only to police officers and probationary police candidates.

Further, the attorney general said "persons falling outside the statutory definition of police officer or probationary candidate, who nonetheless perform police functions, are not subject to those specific [training] requirements. Thus, the MPTC has the authority to formulate other appropriate training curricula for persons performing police functions as a prerequisite to their certification, depending on the statutory source of their appointment and the individual needs of their respective offices."<sup>4</sup> This interpretation expanded the responsibility of the Municipal Police Training Council to provide training to state and municipal law enforcement employees that were previously not trained.

**Police agencies and units.** A Legislative Program Review and Investigations Committee's report, State Protective Services (January 1992), found more than a dozen statutes that grant arrest powers to state employees who perform certain law enforcement jobs under specified conditions. However, the central role of the employing agencies in state government is not one of providing police services. Most of these positions obtain their statutory arrest authority as special police appointed by the commissioner of public safety. Examples of these are Department of Environmental Protection conservation officers, Department of Motor Vehicle inspectors, and Department of Public Works special policemen. Similarly there are statutes that provide municipal employees, other than police officers, with the authority to arrest and perform law enforcement functions.

The program review report further stated that while the primary functions of the protective services positions vary widely, the majority have the power to arrest. The primary functions were categorized as public safety or regulatory enforcement. Public safety requires the safety and security of people and property, with enforcement activities performed as needed,

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<sup>4</sup>Municipal Police Training Council, Op. Attorney General Office, (September 21, 1993)

whereas regulatory authority focuses on enforcement of government restrictions on particular subject areas.

Finally, the program review report found that "the use of on-site personnel with arrest powers evolved over time without any central planning and with only limited agency-specific planning. The lack of central planning in part reflects the dispersed nature of state facility control in general."<sup>5</sup> This is reflected in current statutes that generally fail to define the scope of law enforcement authority and do not address the primary responsibilities of the employing agencies when granting this power.

During the study of the Municipal Police Training Council, the program review committee found that to ensure all constitutional and legal safeguards are met, and that the penal code, which is the criminal laws of the state, is enforced fairly, the training of all persons with police powers must be regulated and standardized. The statutes must clearly define those individuals authorized to perform law enforcement duties. The Municipal Police Training Council is the appropriate agency for developing standards, providing training, and ensuring compliance.

Secondly, the committee found that officers employed by a police department or agency that has law enforcement as its central mission need a more encompassing scope of authority. Whereas, persons performing some police functions for an agency or business that does not have policing as its principle responsibility, require a more limited scope of authority and training.

Therefore, the Legislative Program Review and Investigations Committee recommends that the terms *police officer* and *peace officer* be statutorily defined as follows:

**a *police officer* is a sworn employee of a state or municipal agency that has policing as its central mission and performs general law enforcement duties, including (1) enforcement of criminal and/or traffic laws; (2) preservation of public order; (3) the protection of life or property; and (4) the prevention, detection and/or investigation of crime. A police officer's primary jurisdiction is the same as that of the employing state or municipal agency and his secondary jurisdiction throughout the state; and**

**a *peace officer* is a sworn employee of a state or municipal agency or private entity that does not have policing as its central mission and who performs the duties of his office**

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<sup>5</sup>State Protective Services, (Legislative Program Review and Investigations Committee, 1992), p 27.

**pursuant to the specialized nature of his particular employment, whereby he is statutorily required or authorized to enforce any state or local law or charter, rule, regulation, judgment, or order. A peace officer has jurisdiction limited to the statutory provisions for which he was hired and only during his assigned hours of employment.**

**The definitions of police officer and peace officer shall not take effect until October 1, 1996.**

**A review of all statutes granting law enforcement or policing authority to any individual, state or municipal agency, or private entity shall be conducted by the Law Revision Commission to define the powers, authority, and jurisdiction of those individuals or employees pursuant to the recommended police officer and peace officer definitions. The Law Revision Commission shall make its recommendations to the Legislative Program Review and Investigations Committee by February 2, 1996.**

**The Municipal Police Training Council shall have, beginning on October 1, 1996, the authority to impose mandatory training requirements and certify all persons authorized by statute to act in the capacity of police officer and peace officer.**

The authority and jurisdiction of a police officer and a peace officer differ. The recommendation relies on two concepts to define the difference between a police officer and peace officer: (1) the central mission of the employing agency; and (2) the jurisdiction of that agency. A police officer is an employee of an agency that is primarily responsible for providing law enforcement services. A peace officer is an employee of an agency or business that does not have policing as its central mission but performs law enforcement duties as part of the regulatory or security endeavors of that agency or business.

The different powers of the police and peace officer will affect the type of training for each. However, based on the opinion of the attorney general, each group must receive training and the Municipal Police Training Council is ultimately responsible for setting standards and requirements, and providing the training.

**Council membership.** The program review committee concluded the Municipal Police Training Council does rely on the extensive law enforcement experience and knowledge of its membership but does not have a sufficient source of education and training expertise. In developing police training programs, the council must also utilize the principles and theories of adult education and learning concepts. The committee found that the membership should represent the interests of the educational fields and well as law enforcement.

**Therefore, the program review committee recommends the Municipal Police Training Council membership be revised to include the following:**

- a member of the faculty in an education or training field of study from the University of Connecticut or Connecticut State University system; and
- three of the five members of the public shall be currently working and experienced in the fields of adult learning, continuing education, training, or curriculum development.

**The program review committee also recommends that a member of the Municipal Police Training Council shall not serve more than one four-year term as chairman and that the chairman be appointed by the governor from among the membership.**

In restructuring the Municipal Police Training Council, program review staff reviewed the membership of similar agencies with standard-setting and oversight authority of police training in seven states: Maine, Massachusetts, New Hampshire, New Jersey, New York, Rhode Island, and Vermont. The average number of council members among these states was 11, with the five-member Rhode Island council the smallest, and Maine the largest with 17. For the most part, the councils are comprised of local law enforcement representatives and civilians. There are representatives from the educational system as well as local elected officials serving in some states.

A term limit for the chairman will ease some of the burden on the individual serving in that capacity, and at the same time periodically renew the council's leadership.

**Appointment of Executive Director.** As previously stated, the statutes creating the Municipal Police Training Council (C.G.S. 7-294d) and the 1977 legislation (C.G.S. 4-9a) which reorganized the executive branch of state government conflict with regards to the appointing authority for the executive director. The program review committee found the contradiction in the statutes creates confusion in the administration of the council. To effectively perform its function, the council must have management and policy oversight of its staff, particularly the executive director. Since the council members are appointed by and serve at the pleasure of the governor, the interests and concerns of that office are represented by the membership.

**The Legislative Program Review and Investigations Committee therefore recommends the Municipal Police Training Council be exempt from the executive branch reorganization legislation (C.G.S. 4-9a) with regards to the appointment of the executive director. The council shall retain the statutory authority to employ an executive director and any other personnel deemed necessary.**

Adoption of this recommendation would bring the MPTC into line with a similar standard-setting entity for local governments, such as the Commission on Fire Prevention and Control. The commission is exempt from the 1977 reorganization legislation and is specifically authorized to hire its executive director and staff. The commission is comprised of 12 members

appointed by the governor and has responsibility state-wide to set standards for fire fighter training.

Further support for this recommendation can also be found in the standards of the International Association of Directors of Law Enforcement Training and Standards (IADLEST), a national police training association, which recommends the executive head of state training councils be appointed by a majority vote of the council members and the day-to-day operations of the council be under the control of the executive director. IADLEST contends the executive director should be a competent professional whose selection is removed from the political process. This would enable the director to implement the goals and objectives of the council and enforce compliance with its mandates with minimal interference.

IADLEST further advocates that minimum qualifications for the position of executive director include a baccalaureate or graduate degree, considerable experience in the field of law enforcement, and familiarity with the development and management of training programs.

**Administrative responsibilities.** The program review committee staff attended and observed the council's meetings over a 10-month period, interviewed the council members, and analyzed the minutes from council meetings. The committee found that the council spent a great deal of meeting time on discussion and debate of issues unrelated to training.

For the most part, the items attended to by the council are professional staff functions. For example, the council spends a great deal of time reviewing the professional staff's recommendations on comparative certification. Comparative certification allows officers to meet the council's standards without going through the basic training academy. It is frequently used to exempt officers from the council's training requirements when transferring from another state, seeking law enforcement employment after a two-year lapse in service, or for a state trooper pursuing employment with a municipal police department. This process involves a review of training records and credentials by the professional staff who make a recommendation to grant or deny certification. Typically, the council concurs with the staff's decision but often engages in lengthy debate on the details of each case.

The council spends less time on substantive issues and policy development. The executive director or a council subcommittee was typically assigned to projects that reviewed and made recommendations regarding specific topics, such as hiring standards and physical agility testing procedures. Although debate on these issues did occur during council meetings, much of the work was done without input from the entire membership.

However, the program review committee did find that members were committed to their responsibilities on the council. The meetings were generally well attended and members participated in the discussions. The difficulty is the council spends too much of its time and energy on administrative and managerial issues that should be delegated to the executive director and his staff.

**The Legislative Program Review and Investigations Committee recommends the council develop guidelines and rules for matters requiring administrative decisions and delegate those functions to its professional staff. The council shall serve as a review board for those individuals or agencies choosing to appeal a staff decision.**

**Management information systems.** Council staff perform a number of administrative responsibilities including: issuing new and renewed certification cards to officers; performing audits for compliance with review training requirements; and inspecting satellite training academies. The data and information collected are not presently retained in a computerized system sufficient to meet the council's needs. Many of the record-keeping and data collection functions are done manually.

There is a need for the council to begin to analyze data on the probationary recruit officers and certified police officers to identify training trends and needs. The council should also expand enforcement of standards and compliance. A comprehensive management information system would allow for such improvements.

**The program review committee recommends the Municipal Police Training Council seek funding to establish an automated management information system sufficient to meet its needs. At a minimum the system shall include:**

- **the production of police officer and instructor certification cards;**
- **the development of a central registry of all certified and probationary recruit police officers;**
- **the development of a central registry of all certified instructors;**
- **the tracking of compliance with review training mandates; and**
- **a system for auditing basic recruit training academies.**

## CHAPTER II

### BASIC TRAINING FOR POLICE OFFICER RECRUIT

The police recruit training academy is responsible for the basic training of municipal police officers. Currently, the academy's training program is 568 classroom hours, which is approximately 15 weeks. The original 1982 statute mandated 480 hours of training, however legislation now requires the Municipal Police Training Council to set the number of hours. The current 568 hours has been constant over the past two years. Recruit training academies are operated by the council at its headquarters in Meriden and by five of the larger local police departments at satellite locations.

**Communities served.** The academy is mandated to train police recruits from all municipal police departments, personnel from state or local agencies, and private businesses that perform a police function. These recruits are also certified as police officers even though they are not employed by a traditional police department. Table II-1 provides a five-year breakdown of groups sending recruits to the academy for police training. They include 98 local towns and cities; the state university system and private universities, such as Yale; state agencies, including the departments of environmental protection, motor vehicles and special revenue; municipal agencies, such as Bridgeport Mental Health Department and New Haven Parks Department; and private businesses, such as Amtrak. Since 1990, the basic training academy has trained 817 police recruits.

Department	Total
Municipal Police Department/Constabulary	116
Public and Private College/University	8
State Agencies	28
Municipal Agencies	6
Private Businesses	7
<b>TOTAL</b> Number of Departments	<b>165</b>
Source: MPTC	

**Training costs.** Private businesses that send employees for police training are charged a fee for the services provided by the MPTC academy. The Municipal Police Training Council has estimated the cost of training a recruit at the basic training academy to be \$4,171 per student. This figure was calculated using the total personnel costs for the assistant director and

staff instructors for a year added to the annual cost for other expenses, such as materials, equipment, books, contracted services, some administrative services and food. That amount was then divided by the total number of students for that year to derive a cost-per-student.

The MPTC academy accepts recruits from private businesses such as Amtrak, Yale-New Haven Hospital, and Yale University. These businesses are charged a fee based on a three-part formula which includes a fixed cost for two parts of the training and a variable rate based on the size of the recruit class. The fixed costs per recruit are \$370 for food reimbursement payable to the Division of State Police and \$363 for miscellaneous costs to operate the building paid to the MPTC. The variable rate is dependant on the number of recruits in the class. For example, a class of 20 officers would result in an instruction fee of \$550 per student while a class of 30 officers would reduce the fee to \$367. This instruction fee calculates the salaries of the staff instructors, not including benefits, and is divided by the number of students per year, typically between \$300 to \$500. Adding the three rates results in the total cost charged to the private businesses at approximately \$1,100. The MPTC usually accepts less than 5 private business recruits each year.

The council staff stated that the only true costs to the academy in accepting private business recruits is for the \$370 for food. The academy and recruit classes are operated with or without these recruits.

**Academy staff.** The basic recruit training academy is headed by an assistant director, and staffed by eight training officers, a duty officer, and a part-time police coordinator. The duty officer is responsible for staying in the recruit's dormitory during the evening to handle medical or personal emergencies and to ensure that the rules are followed. The part-time police coordinator handles the scheduling of the training blocks for the part-time police officers which will be discussed later in the report.

The training officers are responsible for the majority of training and interaction with the class of recruits. Most of the current staff are also certified as police officers. However, there is one civilian training officer on staff.

The main function of the training officers is classroom and practical skill instruction in their area of expertise. On occasion, experts or other instructors are scheduled to teach a specific topic area to the recruits but the majority of training is done by staff. Based on the total 568 hour program, each of the training officers is responsible for approximately 15 percent of instruction hours. One training officer teaches 19 percent of the hours while one teaches only 9 percent.

Other duties performed by the training officers include administrative functions such as: scheduling; assignments of recruit barracks; classrooms and seating plans; researching and updating areas of expertise; and providing information to law enforcement or criminal justice agencies. As police officers, the training officers have the authority to make arrests and conduct investigations on the grounds of the academy. However, traditional policing responsibilities are

not normally performed by the staff but review training in this area is needed to retain their police officer certification.

Training officers must be trained in a methods of instruction course to obtain certification as an instructor and receive 40 hours of review training every three years to maintain police officer certification. The training officers use the 40 hours of review training to stay current in their areas of expertise. However, there is no specific training requirement aimed at education principles or adult learning concepts.

The program review committee found the council has had difficulty in defining the primary responsibility of its full-time academy instructors and has over-emphasized the importance of the instructors maintaining their police officer certification. The committee recognizes the importance of utilizing instructors with a solid background in law enforcement, however, their primary responsibility to the council is as an instructor and not to provide policing services. The program review committee believes the council should begin to invest in educational resources that provide high quality instruction expected by local police departments sending their recruit officers for basic training. This can be achieved by requiring staff instructors to participate in a training and development program aimed at improving teaching skills rather than the review training reserved for all other police officers.

## **Police Academy**

**Entry-level standards.** In August 1994, the Legislative Regulations Review Committee approved the MPTC entry-level standards for the hiring of all police recruits state-wide. These standards were drafted by the council and public hearings held at the academy in Meriden. For the most part, police chiefs agreed with the standards and had been enforcing them to some extent in their departments. However, there was some resistance from police chiefs, especially from smaller towns which rely heavily on part-time officers. Their argument against the entry-level standards revolved around the costs associated with conducting the required tests, such as a polygraph examination, blood analysis, and background investigation.

However, prior to the approval of the standards, the MPTC surveyed all police departments on current local practices and procedures involving officer hiring standards. The council received 108 responses. An analysis revealed that more than 90 percent of all respondents had been using each of the proposed standards in the screening process of new officers. Thus, it can be concluded that the mandatory hiring standards imposed by the council will have little real effect on the screening and hiring practices.

The entry-level standards took effect on January 1, 1995, and all newly hired recruits must be tested by the required processes and meet the mandatory standards. Recruits of police departments not adhering to the entry-level testing and standards will not be admitted to the MPTC academy, or any MPTC certified academy, and therefore will be ineligible for police officer certification.

The Municipal Police Training Council entry-level testing procedures include: a written test; an oral interview by a panel that includes at least one police officer; a background investigation; a review of previous law enforcement employment; a check of motor vehicle records; fingerprinting for review by the Federal Bureau of Investigation; and a polygraph examination. The applicant must also submit to a psychological examination and a controlled substance screen (drug test).

Additionally, all newly hired police recruits must be a United States citizen; at least 21 years of age; and have a high school or general education (GED) diploma; and have a valid driver's license. Applicants with a criminal felony or Class A or B misdemeanor conviction are ineligible for appointment without a waiver from the council.

**Recruit class.** The MPTC academy normally operates with two separate classes of recruits in training simultaneously; one class begins its training program at the half way mark of the first class. Class size is restricted by council policy to 40 recruits for a total of 80 recruits at any one time. The program is residential with the recruits living in a dormitory setting in the academy building. The program is full-time and recruits are allowed to leave the academy grounds on Friday evenings and return in time for Monday morning class.

The MPTC has a written set of rules and regulations for police recruits. The rules and regulations address improper conduct, recruit disciplinary procedures, and criteria and requirements for successfully completing the academy.

**Training curriculum.** The current curriculum was developed based on a police officer task analysis performed by a consultant in 1981. The study's purpose was "to establish the relationship between the job tasks of the basic police officer and the curriculum and certification process of the Municipal Police Training Council."<sup>6</sup>

The study required that topic areas be developed and the courses within those areas be defined. Lesson plans for each course were then generated based on the standards identified by the task analysis and adopted by the MPTC. During the past 12 years, the lesson plans have been updated based on changes in the laws, court decisions, and new police techniques. Additionally, the number of hours set for each topic area may change to allow for more or less instruction in other areas. However, the council has not substantially studied, reviewed or altered the standards set for topic areas, courses, or lesson plans since the early 1980s. No further task analysis studies have been done.

Table II-2 shows the 14 basic training academic areas and the number of hours required for each area. There are specific courses within each area. As shown, over half (53%) of the

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<sup>6</sup>Carkhuff Institute of Human Technology, *A Study of the Relationship Between the Municipal Police Training Council's Recruit Curriculum/Certification Process and the Actual Tasks of the Basic Police Officer* (1981), p 2.

Table II-2. Basic Recruit Training Academic Areas and Hours	
Course Area	Hours
Introduction to Criminal Justice System	25
Police Liability	6
Laws of Arrest	18
Search and Seizure	26
Laws of Evidence	7
Penal Code	40
Motor Vehicle Law	35
Emergency Medical Services	50
Human Relations	27
Criminal Investigations	57
Narcotics	13
Patrol Techniques	70
Accident Investigation	24
Report Writing	8
<b>TOTAL</b>	<b>406</b>
Source: MPTC	

training hours are in the area of patrol and investigation, including emergency medical services; criminal and accident investigations; patrol techniques; and narcotics. Training in law, police liability, laws of arrest, motor vehicle, laws of evidence, search and seizure, and penal code account for one-third of the program. These course areas total 406 of the mandated 568 training hours, with the remaining 162 hours reserved for practical skills training.

**Practical skill training.** During the 15 week academy, two practical skills days are scheduled in which the recruits perform a variety of tasks related to their job as patrol officers. Mock situations are created by the training officers for the recruits to respond to as if they were actually on patrol. The recruits use their duty equipment and practice in police vehicles. The first practical skill day is held at the half-way point of the program and the second right before graduation. Not included in the two practical skill days are training on driving skills, use of non-lethal weapons, and physical skills, such as handcuffing. These take place throughout the program.

The academy also requires the recruits to be assessed on physical fitness four times throughout the program: upon admission and three scheduled tests prior to graduation.

Table II-3 shows the areas addressed during practical skills days. The recruits perform tasks they will routinely be required to do once on patrol, such as roll fingerprints and make various types of motor vehicle stops. Situations are created using the rooms in a trailer to simulate domestic and other disturbances which require crisis intervention. The recruits are also shown drugs and narcotics to familiarize them with the objects they will see on patrol. A "Shoot/Don't Shoot" film which allows the recruits to place themselves in situations which may or may not require them to draw their firearm is also used. The MPTC also has a stretch of road for motor vehicle training that is used to simulate vehicle and police activity.

Table II-3. MPTC Practical Skills Days for Recruit Training.	
Day 1	Day 2
Fingerprinting (rolling) Photography COLLECT System Suspicious Persons Crisis Intervention Low Risk Motor Vehicle Stops	Fingerprinting (lifting) Shoot/Don't Shoot Narcotics Driving While Intoxicated MV Stops Crisis Intervention High Risk Motor Vehicle Stops
Source: MPTC	

**Part-time training.** In an effort to accommodate those police departments that rely on part-time police officers, the council developed a basic training academy that is attended on a part-time basis. This program is offered at the MPTC academy in Meriden and at satellite locations throughout the state. Typically, several departments will co-sponsor a program when hiring part-time officers.

The curriculum is the same program as the full-time program in course content, hours, and testing. However, there is no firearms training or physical assessment and training provided in the part-time program. Firearms training is the responsibility of the hiring police departments. Part-time recruits must provide a medical clearance from a medical doctor, as do the full-time students.

The part-time academy is provided in three training blocks over a maximum of a three-year period. This program is usually scheduled to accommodate the recruits schedules in that it may be completed in less than the three years. The recruits attend three to four evenings per week plus Saturday. Block I and II are each 175 hours and Block III is 163 for a total of 513 hours. As previously discussed, the 55-hour difference is due to the waiver of firearms and physical training and also administrative time that is necessary to operate the academy, such as room assignment and graduation practice.

Since 1989, 19 part-time basic training academies have been completed. A total of 523 recruits were trained for 74 local police departments and 11 municipal agencies and private businesses. Of those, 515 successfully completed the program and received certification.

**Testing and grading.** Upon entrance to the basic recruit training academy, all new recruits take the California Achievement Test for spelling and reading. The MPTC passing standard is the grade 12 level and those recruits who do not attain that score receive tutoring one night per week for the 15 weeks of the academy. The tutoring is offered at no cost to the recruit. Prior to graduation, these recruits are retested in spelling and reading. Failure to obtain a grade 12 score does not result in failure of the academy. MPTC staff have indicated that approximately five recruits per class are required to attend tutoring and, to some extent, all improve on the second testing.

Throughout the academy, recruits are tested in the 14 course areas and must achieve a grade of 70 percent in each area. The tests are administered at the end of the required number course hours for each area. There are five areas that are graded as pass/fail based on the instructors evaluation of the recruit's performance during practical skills. These include: firearms; defensive tactics; driver training; physical wellness; and emergency medical skill practicum. The firearms training does require that the recruit score a specific percentage based on the number of shots fired. The recruits are scored based on four timed rounds with the lowest score dropped and the remaining three scores averaged.

The MPTC testing policy, which took effect in 1993, allows recruits failing to achieve the 70 percent passing score to repeat the testing in the failed area. Recruits must attend the courses in that area, for a second time, and are retested according to the schedule of the next academy class. Those recruits who receive a deficient grade on the second test fail the basic training academy and can not advance to the second field training phase that is conducted by the hiring police department. The council's policy allows the failing recruits to return and repeat the entire training academy as long as the hiring department retains the recruit as an appointed probationary police officer. However, some police departments, like Bloomfield and Guilford, maintain that the first failure in any area is grounds for dismissal and do not allow the recruit to re-test a second time.

The council policy prior to 1993 allowed recruits deficient in a topic area to repeat the class and testing as many times as needed to obtain a passing grade. The recruits only needed the endorsement of their hiring police department to continue re-testing.

A comprehensive final examination covering all 14 topic areas is given to the candidates at the end of the basic training academy. This 100 question exam is given to all recruits whether attending the MPTC academy, a satellite academy, or a part-time training academy. The standardized comprehensive exam was developed by and is proctored at all academy classes by the assistant director for basic training. This final testing policy was implemented by the MPTC in January 1994. Prior to this policy, there was no standardized final testing of police recruits,

and the exams developed by course instructors, for each of the 14 topic areas were the only testing done.

**Police recruits.** Police recruits are required to wear khaki colored uniforms and black shoes with the police patch of their hiring department. Each recruit is issued by their hiring department, a full set of duty equipment that includes a firearm, handcuffs, a baton, duty belt and holster, and a chemical weapon (mace). The firearm is always maintained unloaded and is continuously checked for safety by the recruits and staff when it is handled. The hiring department is responsible for providing the recruit with ammunition for firearms training. The duty equipment is worn only for practical skill training and not during classroom hours.

The academy does rely on quasi-military principals for training and maintaining order at the facility, rather than an open-campus approach. The quasi-military approach is used to instill discipline and an acceptance of a chain of command that the recruits will be subjected to at their hiring police departments. For example, at the academy the recruits are required to use the greeting "sir/ma'am" when addressing a staff member or any other police officer; maintain living quarters according to rules; follow uniform and grooming standards; submit to inspections; and adhere to conduct standards while in the academy. The daily schedule is regimented from 5:00 a.m. through 11:00 p.m.. Classes are held from 8:00 a.m. to 4:45 p.m. and an additional hour for physical training.

Each class is headed by a class sergeant and two class corporals. A class is divided into 6 squads each with a leader. The class coordinator, which is one of the training officers, interviews those recruits interested in becoming a class officer and assigns the positions. The class officers are responsible for maintaining order within the ranks.

**Recruit statistics.** The MPTC basic training academy has held 23 recruit classes, approximately 5 classes per year, since 1990. Table II-4 shows the number of recruits enrolled per class averages 36 with 41 being the largest class and 18 the smallest. From January 1990 through August 1994, the MPTC accepted for training a total of 817 recruit police officers. During the five years under analysis, only 10 recruits voluntarily withdrew and 15 failed to pass the testing standards and did not graduate. A total of 792 recruits successfully completed the basic training program.

Also as shown in Table II-4, each class had more than one recruit fail to achieve a passing grade in a topic area. Of the completed recruit classes, 29 percent (237) received deficient scores in an academic area after the first testing. However, of those, only 6 percent (15) did not achieve a passing grade after a second testing thereby failing the basic recruit training academy.

Table II-4. Recruit Training Class Completion Statistics, 1990-1994.

Class #	Completion Date	# of Recruits Enrolled	# of Recruits Withdrawn	# of Recruits Repeat Area	# of Recruits Fail
222	APR90	41	0	4	0
223	JUNE90	41	0	4	0
224	JULY90	40	4	10	0
225	SEPT90	35	0	5	1
226	NOV90	40	0	7	0
227	JAN91	30	0	7	0
228	FEB91	27	0	4	0
229	APR91	30	2	6	0
230	JUNE91	18	2	3	0
231	SEPT91	26	0	2	0
232	JAN92	40	0	13	2
233	MAR92	40	0	25	4
234	MAY92	32	0	17	4
235	JUNE92	39	0	15	0
236	OCT92	39	0	11	0
237	FEB93	37	0	20	1
238	JUNE93	40	0	11	0
239	SEPT93	38	0	14	0
240	JAN94	37	0	14	1
241	MAR94	35	0	18	2
242	MAY94	41	0	14	0
243	JULY94	31	0	7	0
244	OCT94	40	2	6	0
TOTAL	23 classes	817	10	237	15

Source: MPTC

As previously stated, the MPTC minimum hiring standards require that a police recruit candidate have a high school or general education (GED) diploma. Table II-5 shows a breakdown of the education levels of recruits by the year in which they graduated from the academy. Since 1990, the percentage of police officer recruits who have some college credits has slightly decreased from 43 percent in 1990 to 36 percent in 1994. However, the percentage of recruits with a college degree has increased from 27 percent in 1990 to almost 50 percent in 1994.

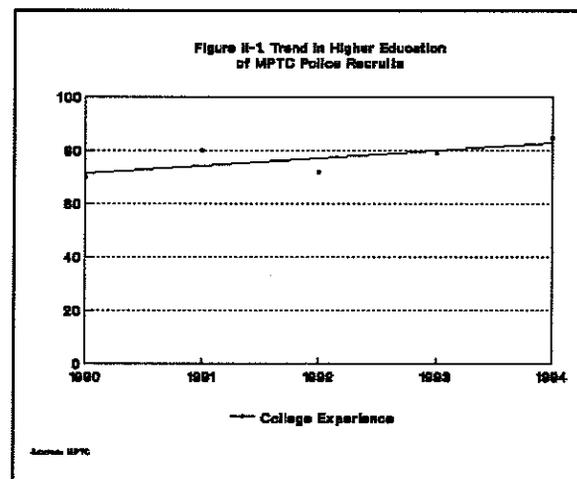
Table II-5. Education Level of Police Recruits. 1990-1994.					
YEAR	Total Recruits	High School	G.E.D.	College Credits	College Graduate
1990	197	94.4%	5.5%	42.6%	27.4%
1991	131	95.4%	4.5%	47.3%	32.8%
1992	190	95.7%	4.2%	42.6%	29.4%
1993	115	98.2%	1.7%	34.7%	44.3%
1994	184	94.0%	3.2%	35.8%	48.9%
TOTAL	817	95.9%	4.0%	40.7%	35.9%

Source: MPTC

When the statistics for college credits and degrees are combined, as shown in Figure II-1, a trend analysis indicates that the percentage of recruits with college experience is encouragingly high. Since 1990, 77 percent of all recruits trained at the academy had either college credits or degrees upon admission.

### Field Training

After successful completion and graduation from the basic training academy, the recruits report to their hiring police department to begin the final phase of the mandatory training program. The recruits must complete at least 80 hours of field training, which includes actual experience and training of police patrol and administrative procedures. Many police departments require more than the mandated 80 hours. Recruits are typically assigned to an experienced training officer for patrol supervision. After successful completion of the field training phase, recruits are eligible for certification as police



officers. The certification card is issued by the Municipal Police Training Council and is valid for a three-year period.

The goal of field training is to make the generic and broad-based academy training relevant to each department's policy and procedure. Recruit officers must participate in or complete specified tasks in several areas:

- using equipment and police vehicles;
- using the communications systems;
- using force in performance of duties;
- identifying geography and local trouble spots;
- directing traffic;
- investigating accident scenes;
- responding to and investigating specific calls and crime scenes;
- handling and transport of prisoners;
- stopping and searching vehicles and persons;
- interviewing;
- confiscating property; and
- writing and submitting reports.

Field training also involves an orientation to the department and local government structure and a review of the penal code.

The Municipal Police Training Council has identified specific jobs within each of the above areas. For example, within accident investigation, a recruit must respond to and protect the scene, aid injured parties, and remove the vehicles. This list is designed by the council to ensure that the necessary information, procedures, policies, and expectations are conveyed to the recruit by the hiring police department.

It is the responsibility of the hiring police department to log and report the field training hours of the recruits. The department may provide the training in the two methods: the classroom when there is no opportunity to expose the recruit to hands-on training; and actual

participation in patrol activities. The council requires that recruits achieve a level of competency, to be determined by the hiring department, in field training that allows for completion of the specific tasks.

The Municipal Police Training Council academy takes no active role in the field training process. Its role is limited to standard-setting and oversight. The detailed field training record is maintained at the police department and is subject to review by the MPTC during scheduled audits. This review is to ensure that the minimum number of hours have been met and the specific topic areas covered. There is no field training testing on the part of the council for competency.

The program review committee found the limited role of the MPTC in field training has resulted in a distinct split between the academy's classroom work and field training. While the focus of the academy and the field training phases are different, the goals of the training are the same. Field training should be enhanced by the classroom instruction, which should provide an opportunity to examine the different aspects and situations of actual patrol work. A link between classroom instruction and field training should be continually maintained throughout the training process. This would ensure that the information and skills learned were relevant and timely to the actual job of a patrol officer.

Training that is meaningful must address specific operational aspects of the job. As noted in a The Journal of Criminal Justice article on police training, "for generations, police patrol officers have suggested that the academy is a waste of time, that a police officer learns real police work on the street."<sup>7</sup> The program review committee staff interviewed police chiefs and field training officers about their level of satisfaction with the training received by recruit officers. Many indicated that, in the absence of any real skills training, there is a greater burden on the police departments to train after graduation from the academy.

The program review committee survey of police chiefs and resident state troopers found 56 percent of the respondents considered the mandated 80 hours of field training to be sufficient. However, a significant percentage (44%) responded it was insufficient and of those, 89 percent were of the opinion that the number of field training hours should be increased. Also, 32 percent of the respondents agreed that classroom instruction and field training should be a more integrated program to allow the recruits' work experiences to be reviewed and tested in the classroom.

The program review committee believes the Municipal Police Training Council should consider other alternatives to providing field training. For example, the council could offer a basic recruit training program that integrates the academy and field training phases through an initial period of classroom training at the academy followed by a period of field training conducted at the hiring police department, and at the end of which the recruits will return to the

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<sup>7</sup>ibid, p 191.

academy for further training. The number of mandated training hours and number of rotations to field training within the program would be determined by the MPTC.

## **Findings and Recommendations**

**Basic Training curriculum.** The program review committee found the Municipal Police Training Council's basic training program is adequately training police recruits. However, the program is static and the council has taken a passive role in reviewing and updating the curriculum and topic areas. Although the council does update lesson plans and adjusts required classroom hours to allow more or less time in a particular topic, the council has not kept the curriculum current with new trends and practices. For example, there is no training in the use of computer equipment or education on the current trend toward community policing skills.

During the past 13 years, lesson plans have been updated based on changes in the laws, court decisions, and new police techniques. Additionally, the number of hours set for each topic area may change to allow for more or less instruction in other areas. However, the MPTC has not substantially studied, reviewed, or altered the standards set for topic areas, courses, or lesson plans since the early 1980s. No further task analysis studies have been done.

Also, the council has not taken into account in the development of its curriculum the increased educational level of the new recruit officer. As stated previously in this report, more than 75 percent of recruits are entering the basic academy with a college degree or some college credits. The classroom portions of the academy should be taught on a level that is commensurate with the students' present level.

**Survey results.** The program review committee survey of all police chiefs and resident state troopers indicated 95 percent of the respondents send their recruits to the MPTC academy in Meriden and 5 percent operate their own police training academy.

The majority of chiefs (65%) considered the 568 hours of basic recruit training to be sufficient to train police officers. Thirty-two percent rated it as insufficient, and of those 85 percent thought the number of hours should be increased. Only 3 percent of the respondents considered the number of training hours to be excessive.

Seventy-one percent of the respondents indicated their basic police recruits were adequately trained at the MPTC academy and 23 percent considered them well trained. Only 5 percent of the respondents rated the training as poor.

For the purposes of the survey, the program review committee merged the required 14 basic training subject areas into five categories: law; patrol technique; investigation technique; human relations; and firearms and weapons. The survey then asked the chiefs and resident state troopers to rate their level of satisfaction with the training provided in each area. As shown in Table II-6, the majority rated the MPTC as adequately training recruits in all areas. The highest rated area was firearms and weapons, with a combined response of adequate and well trained

of 96.8 percent. Respondents generally rated the MPTC as weak in providing human relations and communications training, nearly a quarter of the respondents indicated the recruits were poorly trained. Comments provided by survey respondents indicated that human relations and communications skills were considered to be important training areas, especially in community policing.

Table II-6. Level of Satisfaction with Basic Training in Program Areas. (N=95)			
Area	Well Trained	Adequately Trained	Poorly Trained
Law (constitutional, state, penal code)	26.3%	70.5%	3.2%
Patrol Technique (including EMS)	22.1%	71.6%	6.3%
Investigation Technique	13.7%	69.5%	16.8%
Human Relations	21.1%	55.8%	23.2%
Firearm/Weapon	34.7%	62.1%	3.2%

Source: LPRIC survey, 1994.

Therefore, the Legislative Program Review and Investigations Committee recommends a curriculum advisory committee of the Municipal Police Training Council be established. The curriculum advisory committee shall be a standing, working committee and shall report and make recommendations directly to the council on the review of the police officer basic training curriculum.

The MPTC curriculum advisory committee shall be comprised of experts working in the fields of adult learning and education, curriculum development, and training; a MPTC staff curriculum specialist; and a certified instructor. A Municipal Police Training Council member shall serve as chairman of the committee and the council shall appoint its members.

The MPTC, in consultation with the curriculum advisory committee, shall develop a process to review the basic training curriculum. The process shall address the need for an up-dated job task analysis on the functions of the patrol officer; an assessment of police department training needs; a review of subject areas and course content; development of lesson plans and testing methods; and an analysis of the educational levels of recruit officers.

In accordance with the recommended statutory definitions of police officer and peace officer, the MPTC shall conduct a review to determine the training needs and requirements for each. If a need for different basic training is found, the council shall then be required

**to develop standards and basic training requirements for police officers and peace officers as previously defined.**

**Curriculum review.** The primary goal of basic police training is to prepare the recruit to perform the patrol officer function competently. A recent article in The Journal of Criminal Justice found that "nothing has a greater impact on the police recruit than the content and manner of basic law enforcement training. [It has been]...suggested that basic law enforcement training should provide the new recruit with information and experience needed to perform in a competent manner and that the training should present a frame of reference for the philosophy and working structure of the police."<sup>8</sup>

Generally, curriculum development of basic police training has not kept pace with the demands and needs of the patrol officer job. Criminal justice research found that evaluations and revisions of law enforcement training curriculum were usually based on subjective judgments rather than empirical studies. It was further noted in the article that "[one] reason for making very subjective curriculum changes in a piecemeal fashion has been the apparent absence of comprehensive systematic curriculum evaluation instruments and techniques".<sup>9</sup>

The International Association of Director of Law Enforcement Standards and Training recommends that a basic training curriculum should be based on a valid and reliable job task analysis that is updated at least every five years. IADLEST further suggests a curriculum advisory committee, composed of personnel in the criminal justice and education professions, assist the oversight agency with the development of the curriculum using the results of the job task analysis. Additionally, The Commission on Accreditation for Law Enforcement Agencies (COALEA) supports this process and advocates a commitment on the part of a state council to address curriculum review.

The academic profession also relies on a scheduled curriculum review process to determine if the material presented and the manner in which it is taught is current and effective. A task analysis is generally the basis for the review process and allows for an understanding of the knowledge and skills needed to perform a specific job.

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<sup>8</sup>*The Relevance of Basic Law Enforcement Training- Does The Curriculum Prepare Recruits For Police Work*, James J. Ness (Journal of Criminal Justice, vol. 19, 1991) p. 182.

<sup>9</sup>ibid, p 182.



## CHAPTER III

### ADVANCED MANAGEMENT AND REVIEW TRAINING

One of the primary responsibilities of the Municipal Police Training Council is the certification of police officers, academies, and instructors. Police officers, academies and instructors can not operate without certification. However, the certificate also ensures that certain standards and qualifications have been met and a minimum level of competence attained. Continued compliance is assured through on-going recertification.

Another function of the council is the delivery of in-service training classes for police officers and instructors. Through the field services division, MPTC develops, organizes, and sponsors in-service training. It is important to note that the council differentiates between in-service and review training. Review training is mandated by statute and required to maintain police officer certification. In-service training is voluntary and offered to promote advancement, specialization, and technical skills among police officers. The field services division does not provide review training courses. However, with approval of the council, in-service courses may be used as credit toward recertification requirements.

#### Certification

**Police officers.** To receive initial certification, all police officers, except state troopers, sheriffs, military police, and specified judicial department personnel, must successfully complete basic academy training and a minimum of 80 hours of field training. Full-time officers must complete the training requirements within one year of hiring by their department, while part-time officers have three years to comply. Since 1982, the police officer certification is valid for a period of three years. During each three year certification period, every officer must complete at least 40 hours of review training for recertification.

The 40 hours of review training consists of 27 hours of mandated subjects and at least 14 hours of elective topic areas. The mandated subjects include: firearms, 8 hours; rape crisis, 2 hours; domestic violence, 2 hours; human relations, 3 hours; handling juveniles, 1 hour; police and the law, 7 hours; gang violence, 1 hour; and patrol procedures, 3 hours. The curriculum areas for the elective training hours include: (1) criminal justice systems; (2) police and the law; (3) practical skills; (4) human relations; (5) criminal investigations; (6) patrol procedures; (7) supervision; (8) management; and (9) executive. Each of these areas has several courses to choose from that satisfy the requirement for that topic. MPTC policy requires that not more than eight hours of training be credited in any one topic area.

Statutorily, it is the responsibility of each police officer to provide proof of review training in order to be recertified. However, police departments have assumed the responsibility of documenting the mandatory and elective training hours that each officer completes. This information is maintained by the police department and audited by MPTC staff prior to

recertification every three years. The MPTC reviews for: (1) completion of the required number of review training hours and (2) compliance with mandated and elective topic areas. There is no testing or competency process to ensure that officers have attained a specified level of proficiency in training, nor are the contents of each training curriculum reviewed by the council. The only other requirement is that all review training be provided by a MPTC certified instructor.

If an audit identifies an officer deficient in review training, the MPTC grants a 90-day extension of certification. Within that period, the officer must update all review training requirements. However, there is no other penalty imposed by the council for failing to obtain training within the specified time period. If the officer fails to meet the mandates, the council does not renew certification and the officer is legally unable to perform the duties associated with the job.

The MPTC staff is currently developing a computerized system to track the review training received by police officers statewide. This system would eliminate the need for the current auditing system where the staff manually reviews a police department's paper files and documentation. Additionally, the system would allow for an accounting of all certified police officers and their employing department, which the council is currently unable to accurately provide. The previous program review recommendation, contained in Chapter I, to establish an automated management information system would assist the council in completing this project.

**Comparative certification.** The Municipal Police Training Council also grants comparative certification to police officers transferring from another state; to officers who have more than a two-year lapse in employment with a law enforcement unit or certification; or to state police troopers accepting employment with a law enforcement unit (i.e. municipal police department). Comparative certification is approved for those officers who can show proof of training commensurate and comparable to that required by the council. When granting comparative certification, the council may vote to waive any or all basic training requirements or may mandate that specified basic or review training requirements be fulfilled.

To apply for comparative certification, a police officer must first be hired by a law enforcement unit or department. The hiring authority requests in writing a waiver of basic training from the Municipal Police Training Council based on the officers past training and experience. The MPTC staff reviews the training record based on (1) the course areas, content, and hours and (2) proof that the officer has an understanding of the training areas, usually through experience. The MPTC staff then makes a favorable or unfavorable recommendation to the council for a vote. Typically the council concurs with the staff's decision. The program review committee recommended, in Chapter I, that the council turn over this function to its professional staff since it is primarily an administrative process.

**Instructors.** All training instructors must be certified in an area of expertise by the MPTC to teach police officers. For the most part, police departments rely on certified

instructors to provide the mandatory review training. The council offers instructor certification in four categories as follows:

- *general certification* is issued to civilian instructors invited by a police department to teach in a limited, specialized area. The certificate is valid for a period of one year;
- *firearms certification* is only issued to police officers who have successfully completed a firearms instructor course and have demonstrated successful completion of a firearms training practical skills course;
- *provisional certificate* is issued to police officers who are experts or specialists in their respective field but have not completed an instructor training or methods of instruction course. This certificate is valid for three years during which time the instructor must take the course to maintain certification; and
- *standard certification* is issued to police officers who meet the following criteria: (1) at least three years experience in a subject area; (2) recommendation for certification by their chief executive officer; (3) training in the subject area or a concentration of course work in the discipline to be taught; and (4) successful completion of an instructor development or methods of instruction course. This certificate is renewable every three years as long as the instructor teaches the course at least once during the preceding three year period.

Instructors are certified to teach in specific and narrowly defined course areas. There are 84 course areas designated by the MPTC divided between basic and advanced instruction. Basic law enforcement instruction courses are further identified by topic headings, such as: introduction to the criminal justice system; police and the law; practical police skills; police-human relations; criminal investigation; and patrol procedures and traffic services. The advanced instruction categories include supervision; mid-management; and executive management.

The Municipal Police Training Council has specific criteria to identify expertise or specialization in each of the 84 course areas. Basically, instructors may use their academic achievement, professional in-service training, or experience to qualify for certification. For example, to obtain instructor certification for interview and interrogation an officer may: (1) successfully complete an appropriate one-semester course of study in a criminal justice, law

enforcement or other related discipline; (2) successfully complete a 40-hour professional course of study in interview and interrogation; or (3) document other specific training and experience within the subject area and submit a course lesson plan.

**Revocation process.** The Municipal Police Training Council is statutorily authorized to revoke police officer or instructor certification if:

- the certificate was obtained through misrepresentation, fraud, or administrative error;
- the officer or instructor falsified any document to obtain or renew certification;
- the officer or instructor has been convicted of a felony, possession of illegal narcotics, or bribery;
- the officer or instructor has been found not guilty of a felony by reason of mental disease or defect;
- the officer or instructor has been refused issuance or has had certification canceled or revoked in another jurisdiction; or
- the officer or instructor has been found by their police department to have improperly used a firearm which resulted in death or serious physical harm.

The MPTC must have a reasonable basis to begin the revocation process that must present charges and hold a hearing prior to the cancellation of the certificate. Any officer or instructor subject to revocation of a certification may reapply to the council two years after the date of cancellation.

**Training academies.** The Municipal Police Training Council also certifies all basic training academies. The council must visit and inspect each at least once per year. The MPTC also provides the final examination for recruits to ensure standardized testing.

In addition to the basic training academy run by the MPTC in Meriden, training academies have routinely been sponsored by police departments in Bridgeport, Hartford, Milford, New Haven and Stamford. The MPTC basic training curriculum is the minimum standard for satellite academies. The satellite curriculum may provide additional training hours, course work, and practical skills to its recruits. The primary difference in the curriculum between the MPTC and satellite academies is that the satellites can provide training which is more specific to the police department's policy and procedure because, for the most part, the recruits are hired by that department. The MPTC academy does not address policy and

procedure specific to a department but rather provides a more generic approach to law enforcement training.

The training at satellite academies may be made available to other police departments or state and private police agencies if there is space. As shown in Table III-1, since 1990, 13 basic

Table III-1. Certified Satellite Training Academies. 1990-1994.		
Sponsor Police Department	Ending Date	No. of Recruits
Bridgeport	Jun90	30
Bridgeport	Apr92	27
Bridgeport	July93	30
Bridgeport	Oct93	33
Bridgeport	Apr94	28
<b>Total</b>	<b>5</b>	<b>148</b>
Hartford	Jul90	50
Hartford	Aug94	51
<b>Total</b>	<b>2</b>	<b>101</b>
Milford	Jun91	18
Milford	Aug93	13
Milford	on-going	25
<b>Total</b>	<b>3</b>	<b>56</b>
New Haven	Oct92	21
<b>Total</b>	<b>1</b>	<b>21</b>
Stamford	July90	26
Stamford	Apr91	20
<b>Total</b>	<b>2</b>	<b>46</b>
<b>GRAND TOTAL</b>	<b>13</b>	<b>372</b>
Source: MPTC		

training classes were held at five satellite academy locations. A total of 372 police recruits were trained.

**Audits.** The MPTC staff fulfill the mandate to visit and inspect academies through an audit process that is conducted annually at each operating academy. The audit rates the academies for compliance, weaknesses, or deficiencies with council policy. The review areas include administration; personnel; facilities; instruction; and practical skills and simulations. Within these areas, an auditor checks to ensure that there are policies or procedures for certain responsibilities and duties.

### **Field Services Division**

The Field Services Division is responsible for providing in-service training in specific topic areas in response to the needs of departments and trends in policing. The division conducts annual needs assessment of all police departments and, based on the results, identifies the priority training needs for the year. In-service training is specialized, technical and advanced, and is geared toward police managers, training instructors, or officers with a specialization or expertise in an area of law enforcement. As previously stated, review training is mandated to maintain certification while in-service training is voluntary. The requirements for review training are fixed and narrowly defined. However, in-service training allows for more creativity in course selection and content, thus allowing it to meet different needs of law enforcement.

Many of the officers attending in-service training do so to keep current in an area and to further their field of expertise. These officers frequently train other officers in their department. It is an efficient and cost effective way to provide information and training to a wider audience of officers, especially since many departments do not have the resources to send officers to outside training programs. For example, during 1994, the field services division offered courses in auto theft, street gangs, community policing, internal affairs, and civil liability for police. Courses for mid-management level officers were also offered, including supervisor liability, administrative hearings, cultural diversity and harassment, discrimination and liability.

Table III-2 shows the number of courses offered in each fiscal year under analysis. A single course may be offered more than once per year, usually at different locations throughout the state. Also, the number of attendees and the total expenditures for each fiscal year are shown. The total number of courses offered by field service has declined over the past four years although the expenditures have increased. The number of attendees has remained fairly consistent.

Table III-2. In-Service Training Courses and Attendees. FY91-FY94.			
Fiscal Year	No. of Courses	No. of Attendees	FY Expenditure
FY91	141	4,798	\$280,000
FY92	146	7,166	\$273,371
FY93	124	5,137	\$273,400
FY94	116	4,117	\$310,178
<b>TOTAL</b>	<b>527</b>	<b>21,218</b>	<b>\$1,136,944</b>
Source: MPTC			

### Findings and Recommendations

**Management training.** Police departments are organized based on a hierarchy of authority and responsibility and the positions are designated by rank and job function. The basic training and review training requirements for the largest group of police employees, patrol officers, were previously described in this report and the in-service training offered by the council is directed toward this group. However, this section focuses on police managers and executives and their training needs.

The mid-management level in law enforcement agencies generally includes the ranks of lieutenant, captain and inspector, while chiefs and deputy chiefs are considered executive positions and are responsible for administrating the departments. Although upper-level officers represent a small percentage of police personnel (the program review survey results found it to be 10 percent of all sworn personnel), their performance is critical to the overall success of a police agency.

Law enforcement administrators must be trained in topics that reflect the need for professional management skills, such as budgeting, theories of management, labor relations, news media relations, planning and manpower allocation, law and police policy, and ethics. The fiscal and legal ramifications of not providing effective training to law enforcement managers and administrators can be staggering to a community. A lack of management training affects not only the day-to-day operations of police departments but also the long-term crime control planning.

Currently, police administrators receive the same review training as their patrol officers. The statutorily mandated curriculum for review training was found by the program review committee to be insufficient for police administrators and has impeded the MPTC in developing more appropriate and specific training curriculum.

Since the Municipal Police Training Council does not provide on-going professional development training to police managers and executives, local police departments and professional police organizations have pooled resources to offer more appropriate training. However, in the absence of any standards or central administration the training is fractured and insufficient in meeting the needs and demands of administrators. The program review committee believes there is a need for professional development standards and for a centralized service provider for the training of mid-management and executive level police officers.

**Therefore, the Legislative Program Review and Investigations Committee recommends the Municipal Police Training Council seek funding to enter into a cooperative contractual agreement with an institution of higher education in the state of Connecticut to develop an advanced review training and in-service education program for mid-management and executive level police officers.**

This recommendation will require the Municipal Police Training Council to develop a program for mid-management and executive level training in an academic setting rather than a police academy. The program review committee has not detailed the administration of the training and education program because it is important the council have the flexibility to design a program targeted to prevailing training needs.

The committee advocates a program in a single location with the council maintaining oversight and control over provider sites and curriculum. The college or university should be accredited offering four-year and advanced degrees, and have experience in continuing education.

**FBI-University of Virginia model.** The program review committee recommendation is based on a training program offered to municipal police executives through a cooperative effort between the Federal Bureau of Investigation and the University of Virginia's (UV) Division of Continuing Education. This program, developed in 1972 and targeted to medium and large communities, combined the university's academic expertise with the FBI's law enforcement specialization and capabilities to provide accredited education and training to mid-management and executive level municipal police officers.

The FBI and the University of Virginia developed three separate programs for police administrators: (1) a National Academy for mid-level and junior police executives; (2) a National Executive Institute for police chiefs from the nation's largest cities (population of more than 200,000); and (3) a Law Enforcement Executive Development seminar for police chiefs of medium sized municipalities defined as a town with a minimum of 50 sworn officers.

The university oversees the academic quality of the program through approval of course curriculum and faculty. An assistant dean serves as a full-time, on-site program coordinator and provides academic and technical assistance. The Federal Bureau of Investigation is responsible for operation of the training programs, including the facility, student selection process, and instructional staff. The bureau's expertise in the area of law enforcement is the

basis for curriculum development. The FBI/UV arrangement also resulted in the university offering credits for the FBI training programs giving participants an opportunity to earn a college or graduate degree. This has become an incentive for police managers and executives to participate in the training.

The program review committee believes the MPTC could offer a system of certification based on rank, training, and level of education that would provide an incentive for police administrators to participate in the advanced training program previously recommended. The certification levels would recognize professional and academic achievement but would not be mandatory for employment. Increasing requirements for each level would promote on-going education and training. For example, the council could develop and offer a system of certification as follows:

- *police officer certification*: offered to an officer of any rank who has met all the basic and review training mandates specific to their position;
- *mid-management officer certification*: offered to an officer of the ranks specified by the MPTC who has completed all the basic and review training mandates specific to their position, as well as an advanced course of study for police managers, and has completed a specific number of college credits as determined by the council; and
- *executive officer certification*: offered to an officer who is serving as a police chief or deputy police chief and who has completed all the basic and review training mandates specific to their position, as well as an advanced course of study for police executives, and has received a baccalaureate degree from an accredited college or university.

The review training mandates for each level would be determined by the council and the curriculum advisory committee during each three-year certification period.

**Review training.** After basic training, all police officers must complete 40 hours of training every three years to maintain certification. The review training includes 27 hours of curriculum mandated by statute and the remaining 13 hours are specified by MPTC policy. The Municipal Police Training Council has no involvement in providing review training and its role is limited to ensuring compliance with training requirements and issuing certification cards.

The program review committee found the statutory 40-hour training requirement effective in ensuring on-going training for the state's police officers. However, the curriculum set out in statute is too narrowly defined and inflexible, resulting in ineffective and out-dated training.

The curriculum mandates severely restrict the council's ability to address prevailing law enforcement training needs.

**Therefore, the Legislative Program Review and Investigations Committee recommends the statutory curriculum provisions for review training be repealed for mid-management and executive level police officers. It shall be the responsibility of the Municipal Police Training Council, in consultation with the curriculum advisory committee, to set standards and identify the courses required to meet the 40 hour review training mandate.**

**It is further recommended the statutory curriculum provisions for review training be eliminated for all other police officers by October 1, 1997, and that the MPTC, in consultation with the curriculum advisory committee, set standards and develop a syllabus of review training during each recertification period for police officers and peace officers.**

The purpose of review training is to provide police officers with instruction that is relevant to their duties and responsive to current situations and trends. Since each police department is comprised of different ranks of officers, each with separate responsibilities, it is logical to require that the training curriculum be specific to the ranks and job functions. This recommendation will allow the MPTC and the recommended curriculum advisory committee to meet the training needs of all police officers with courses that are current and adaptable. Although police officers benefit from refresher courses on fundamental job functions, requiring the same training every three years virtually freezes the training curriculum in time, rendering it unresponsive to changing community needs.

Finally, flexibility is needed to develop an advanced management training program. The current curriculum set out in statute will obstruct the council and higher education institution from developing courses in response to the training needs of police administrators.

**Instructor development.** The program review committee evaluated the qualifications of certified instructors providing training programs for police officers. The MPTC requires that all instructors be certified to provide basic and review training. To be certified, an instructor must show expertise or specialization through in-service training, work experience, or academic credentials in a particular area and successfully complete a course on teaching techniques. The council advocates participation in a "methods of instruction" course provided by the academy.

The only requirement for instructors to qualify for recertification is to teach in their area of expertise once during the three-year certification period. The MPTC does not require any additional training for recertification.

The program review committee collected and analyzed information on a randomly selected group of certified instructors. The data were obtained from the MPTC's automated records and information was collected through a review of the instructor certification files. The data include the type of training received during the most recent certification period which the

program review committee divided into two categories: (1) skills training that focused on the specialization or expertise of the instructor; and (2) training on instructional techniques or learning concepts. The committee did not consider the required methods of instruction course to be an on-going staff development program since all certified instructors attend 40 hours of instructional training only once prior to initial certification.

Data collected in a random sample of certified instructors show less than 1 percent of the instructors received training on instructional techniques or learning concepts during their current certification period. Moreover, 66 percent received some type of skills training related to their areas of expertise. A third (110) of the instructors received no training during the period under analysis.

The program review committee found the council's instructor certification policy deficient in training requirements. The criteria for certification should confirm competency in an area of expertise or specialization as well as a proficiency in teaching skills. The committee's previous recommendations aimed at raising the standards for training the state's police officers needs to be extended to the qualifications of instructors providing that training.

**The program review committee recommends that the Municipal Police Training Council establish an instructor development policy that requires certified instructors to receive at least 10 hours of training during each certification period. The training shall be in the such areas as adult learning concepts, education principles and theory, public speaking, and testing methods.**

Most instructors are employed as full-time police officers and serve only part-time as instructors. Their police officer certification is contingent upon completing the required review training but there is no such requirement for their instructor certification. The recommendation to require mandatory instructor training will allow for the quality of the instructional staff to keep pace with the higher standards for training.

The program review committee concluded that the MPTC can provide the instructor development training in conjunction with the advanced management training. The cooperative agreement between the council and an institution of higher education should require the institution to provide the expertise in developing and providing an on-going program for instructor training.



**APPENDIX A**

**OVERVIEW OF POLICE STANDARDS AND TRAINING SYSTEMS IN 50 STATES**



## POLICE TRAINING: A COMPARISON OF 50 STATES

The program review committee analyzed information on police training standards and programs in all 50 states. The information was obtained from the International Association of Directors of Law Enforcement Standards and Training's Sourcebook for 1993. This is the most current source of information on all state systems. Four charts have been provided and each presents a different aspect of police standards and training and compares Connecticut with the other states.

Table A-1 provides an overview of the composition of the free-standing agency with statewide authority to establish and enforce training and standards for police officers. This table includes information on the type of agency, the year in which it was created, and the appointing authority for its members and executive director. The functions and responsibilities of the council are also described.

As shown, the Connecticut Municipal Police Training Council is structured and has authority commensurate with councils in all other states. The majority of states (48) use a council, commission, or board system. Council members in 49 states are appointed by the governor or serve by virtue of their position, and 6 states also have members appointed by the legislature, attorney general, or other sources.

Table A-2 compares the minimum hiring standards imposed by the states. The entry level standards in 33 states are mandated by legislation while in 8 states, including Connecticut, the council sets them. Typically, the standards require United States citizenship, a high school or GED diploma, a background check through investigation and fingerprint, and physical and psychological exams. Only eight states disqualify a candidate based on misdemeanor convictions. Connecticut is one such state. The others use felony convictions as their standard.

The basic training curriculum used by the states is compared in Table A-3. Forty-five states have a uniform statewide curriculum that has typically been developed through a task analysis of the functions and role of the police officer. The minimum number of training hours required varies from 120 hours in Missouri to 600 in Rhode Island. Connecticut has the second longest program with 568 required hours. Hawaii, Minnesota, and New Jersey do not have a mandated minimum standard. Generally, the majority programs run approximately 420 hours. Council certified instructors are used in 45 states. The minimum passing grade for recruits is typically set at 70 percent.

The program review committee has identified three delivery system models for the training of basic police officer recruits: traditional training academy; alternative training academy; and college model. The descriptive names of these models were developed by program review staff.

The **traditional police training academy model** requires that a recruit, or student, be probationally hired by a law enforcement unit (usually a police department) prior to receiving training. That unit is responsible for all pre-employment screening and hiring of the applicant.

The academy is run for police and other law enforcement recruits in several ways: statewide by a standards and training council, regional or central locations also administered by the council, or by the police department. The training is provided by a state or department sponsored training academies and is funded by the state. There is no involvement by universities, community colleges, or technical schools. With successful completion of the academy, recruits receive a diploma and are eligible for certification. The traditional police academy model is used in 35 states, including Connecticut.

The second model, **alternative training academy**, allows basic police recruit training programs to be operated at approved college or technical school campuses. However, the academy is separate from the academic degree programs, and the instructors are certified by the standards and training council and not part of the college faculty. The completion of the academy may be applied as credits toward a degree at participating college or technical schools. Open enrollment of students is typical in this model. However, some states require that a student be sponsored or recommended to a program by a police department but this is not construed as a promise of employment by the student, academy, or department. Training may be received prior to employment as well as after a probationary employment. Open enrollment students are charged a tuition fee for the training. States using this model also allow police departments to operate an academy, like that described as a traditional model. Usually it is the larger police departments that do so, and they train recruits from smaller departments. Typically, state funds are used to reimburse the departments for training.

Basically, the alternative training model is much like the traditional academy except that departments and students are offered a choice. Police departments may choose to send their employed recruits to either model of academy. Students not probationally employed by a department may choose to enroll and pay tuition for the training. Alabama, Arizona, California, Colorado, Florida, Illinois, Louisiana, New Mexico, North Carolina, Ohio, Pennsylvania, and Texas use this model.

The third system is the **college model** whereby basic recruit training is part of a two or four year degree academic program. The training and skills sections of the program are conducted as part of an academic college curriculum or as independent, short term courses. However it is done, upon completion the student has a two- or four-year degree and a certificate of completion for training. Students pay tuition. The standards and training council in these states set the minimum curriculum requirements for the training portion only, not for the academic degree. Police departments in this model do not provide any basic training. Only two states, Michigan and Minnesota, use this system. Ohio does offer this system as a choice of training but it is not the primary model.

Lastly, Table A-4 provides information on the in-service or review training requirements to maintain police officer certification in each state. Connecticut is one of 30 states that mandate review training for police officers. The training may be obtained from a variety of sources, such as through the police department, academy, college or technical school system, or through contracted services.

The number of hours required for review training is mandated in 32 states, with Hawaii requiring 80 hours every other year to 8 hours every year in Arizona, Louisiana, New Hampshire, North Carolina, Oklahoma and West Virginia. Connecticut and 10 other states mandate at least 40 hours of review training to be completed within various timeframes from one to three years.

Only nine states, including Connecticut, have a uniform statewide curriculum for review training. Twenty-six states require that review training be provided by council certified instructors.

Table A-1. Comparison of States: Police Training and Standard Setting Agencies, Membership, and Authority								
STATE	TYPE OF STANDARD SETTING BODY (YEAR ESTABLISHED)	APPOINTING AUTHORITY FOR MEMBERS	MINIMUM STANDARDS ESTABLISHED BY:	HIRING AUTHORITY FOR EXECUTIVE DIRECTOR	FUNCTIONS AND RESPONSIBILITIES OF COUNCIL			
					CERTIFICATION & TRAINING	INSTRUCTOR CERTIFICATION	INSTRUCTOR SCHEDULING	OTHER
Alabama	council* (1971)	governor & other	legislation	council	yes	yes	no	yes
Alaska	council (1972)	governor & virtue of position	legislation	council	yes	yes	no	no
Arizona	council (1968)	governor & virtue of position	legislation & rules	council	yes	yes	no	yes
Arkansas	council (1981)	governor	legislation & rules	governor	yes	yes	no	no
California	council (1959)	governor	rules	council	yes	no	no	no
Colorado	council (1973)	governor & virtue of position	legislation & rules	other	yes	yes	no	yes
Connecticut	council (1965)	governor & virtue of position	legislation & rules	governor	yes	yes	no	yes
Delaware	council (1969)	governor	legislation & rules	governor	yes	yes	no	no
Florida	council (1967)	governor & virtue of position	legislation & rules	governor & council	yes	yes	no	no
Georgia	council (1970)	governor & virtue of position	legislation & rules	council	yes	yes	no	yes
Hawaii	academy	by virtue of position		other	yes	yes	yes	no
Idaho	academy (1970)	governor	legislation & rules	other	yes	yes	yes	no
Illinois	council (1965)	governor & virtue of position	legislation & rules	council	yes	yes	no	no
Indiana	council (1967)	governor	rules	council	yes	yes	no	yes
Iowa	council (1967)	governor	rules	council	yes	yes	yes	no
Kansas	council (1982)	governor	legislation	other	yes	no	no	no
Kentucky	council (1972)	governor & virtue of position	legislation & rules	governor	yes	yes	yes	yes
Louisiana	council (1976)	governor	rules	other	yes	yes	no	no
Maine	council (1971)	governor & virtue of position	legislation & rules	council	yes	yes	no	no
Maryland	council (1966)	governor & virtue of position	legislation & rules	other	yes	yes	no	no
Massachusetts	council (1964)	governor & virtue of position	legislation & rules	council	yes	yes	no	yes

Table A-1. Comparison of States: Police Training and Standard Setting Agencies, Membership, and Authority								
STATE	TYPE OF STANDARD SETTING BODY (YEAR ESTABLISHED)	APPOINTING AUTHORITY FOR MEMBERS	MINIMUM STANDARDS ESTABLISHED BY	HIRING AUTHORITY FOR EXECUTIVE DIRECTOR	FUNCTIONS AND RESPONSIBILITIES OF COUNCIL			
					CERTIFICATION & TRAINING	INSTRUCTOR CERTIFICATION	INSTRUCTOR SCHEDULING	OTHER
Michigan	council (1965)	governor	legislation & rules	council	yes	yes	yes	no
Minnesota	council (1967)	governor	legislation	council	yes	no	no	no
Mississippi	council (1981)	governor & virtue of position	legislation & rules	governor	yes	yes	no	yes
Missouri	state-level CRI (1978)	governor	legislation	other	yes	yes	yes	no
Montana	council (1967)	governor	legislation	council	yes	yes	yes	no
Nebraska	council (1969)	governor	legislation	governor	yes	yes	no	no
Nevada	council (1967)	governor	legislation & rules	other	yes	yes	yes	yes
New Hampshire	council (1971)	governor & virtue of position	legislation & rules	other	yes	yes	yes	no
New Jersey	council (1961)	governor & virtue of position	legislation & rules & other	attorney general	yes	yes	no	yes
New Mexico	council (1969)	governor & virtue of position	legislation & rules	governor, council & other	yes	yes	yes	no
New York	council (1959)	governor	rules	governor	yes	yes	no	yes
North Carolina	council (1972)	governor, legislature, attorney general, virtue of position & other	rules	other	yes	yes	no	yes
North Dakota	council (1976)	attorney general & virtue of position	legislation & rules	council	yes	yes	no	yes
Ohio	council (1965)	governor	legislation & rules	council	yes	yes	no	no
Oklahoma	council (1963)	governor & virtue of position	legislation	council	yes	yes	yes	yes
Oregon	council (1968)	governor	legislation, rules, executive order	council	yes	yes	yes	yes
Pennsylvania	council (1974)	governor, legislature, attorney general, & virtue of position	legislation & rules	council	yes	yes	no	no
Rhode Island	council (1969)	governor	legislation & rules	governor & council	yes	no	no	no
South Carolina	council (1970)	governor & virtue of position	legislation & rules	council	yes	yes	yes	yes

Table A-1. Comparison of States: Police Training and Standard Setting Agencies, Membership, and Authority								
STATE	TYPE OF STANDARD SETTING BODY (YEAR ESTABLISHED)	APPOINTING AUTHORITY FOR MEMBERS	MINIMUM STANDARDS ESTABLISHED BY	HIRING AUTHORITY FOR EXECUTIVE DIRECTOR	FUNCTIONS AND RESPONSIBILITIES OF COUNCIL			
					CERTIFICATION & TRAINING	INSTRUCTOR CERTIFICATION	INSTRUCTOR SCHEDULING	OTHER
South Dakota	council (1970)	attorney general	rules	attorney general	yes	yes	yes	no
Tennessee	council (1981)	governor, legislature, attorney general, & virtue of position	legislation & rules	governor	yes	yes	yes	no
Texas	council (1965)	governor	legislation & rules	council	yes	yes	no	no
Utah	council (1967)	governor & virtue of position	legislation	council	yes	yes	no	no
Vermont	council (1967)	governor	rules	council	yes	yes	no	no
Virginia	council (1968)	governor, legislature, & virtue of position	legislation & rules	governor	yes	yes	no	yes
Washington	council (1974)	governor & virtue of position	rules	council	yes	yes	yes	yes
West Virginia	council (1981)	governor	rules	governor	yes	yes	no	yes
Wisconsin	council & governor (1970)	governor & other		attorney general	yes	yes	no	yes
Wyoming	council (1976)	governor	legislation & rules	council	yes	yes	no	yes

\* The term council is used to include commissions, boards and councils.

Source: International Association of Directors of Law Enforcement Standards and Training Sourcebook, 1993

Table A-2. Comparison of States' Minimum Hiring Standards For Police Officer Recruits									
STATE	Standards Established By	U.S. Citizen	Education Requirement	Fingerprint Check	Background Investigation	Physical Standards	Psychological Examination	Criminal Record Disqualification Level	
Alabama	legislation & other	no	HS or GED	yes	yes	no	yes	felony	
Alaska	legislation & council*	no	HS or GED	yes	yes	no	no	felony	
Arizona	legislation & council	yes	HS or GED	yes	yes	yes	no	felony	
Arkansas	legislation & council	yes	HS or GED	yes	yes	no	yes	felony	
California	legislation & council	yes	HS or GED	yes	yes	yes	yes	felony	
Colorado	legislation	no	HS or GED	yes	yes	n/a	yes	felony	
Connecticut	council	yes	HS or GED	yes	yes	yes	yes	misdemeanors**	
Delaware	legislation & council	yes	HS or GED	yes	yes	no	yes	felony	
Florida	legislation & council	yes	HS or GED	yes	yes	no	no	felony	
Georgia	legislation	yes	HS or GED	yes	yes	yes	no	felony	
Hawaii	other	no	HS or GED	yes	yes	yes	yes	felony	
Idaho	council	yes	HS or GED	yes	yes	yes	no	felony	
Illinois	other	yes	HS or GED	yes	yes	no	yes	felony	
Indiana	no standards								
Iowa	legislation & council	yes	HS or GED	yes	yes	yes	yes	felony	
Kansas	legislation	yes	HS or GED	yes	no	n/a	yes	felony	
Kentucky	legislation & council	yes	HS or GED	yes	no	no	no	felony	
Louisiana	no standards	yes	HS or GED	yes	no	no	no	felony	
Maine	no standards	no	HS or GED	yes	yes	no	no	felony	
Maryland	council	yes	HS or GED	yes	yes	no	no	misdemeanors	
Massachusetts	legislation	no	none	no	no	no	no	felony	
Michigan	legislation	yes	HS or GED	yes	yes	yes	no	felony	
Minnesota	legislation & council	yes	Associate	yes	yes	yes	yes	felony	
Mississippi	legislation & council	yes	HS or GED	yes	yes	yes	no	misdemeanors	

Table A-2. Comparison of States: Minimum Hiring Standards For Police Officer Recruits.

STATE	Standards Established By	U.S. Citizen	Education Requirement	Fingerprint Check	Background Investigation	Physical Standards	Psychological Examination	Criminal Record Disqualification Level
Missouri	council & other	yes	HS or GED	yes	no	n/a	no	other
Montana	legislation	yes	HS or GED	yes	yes	yes	yes	felony
Nebraska	legislation & other	yes	HS or GED	yes	yes	no	no	felony
Nevada	legislation & council	yes	HS or GED	yes	yes	yes	no	felony
New Hampshire	council	yes	HS or GED	yes	yes	yes	no	felony
New Jersey	legislation	yes	none	yes	yes	no	no	other
New Mexico	legislation & council	yes	HS or GED	yes	yes	no	yes	misdemeanor
New York	legislation & council	yes	HS or GED	yes	yes	yes	no	felony
North Carolina	council	yes	HS or GED	yes	yes	no	no	misdemeanors
North Dakota	legislation & council	yes	HS or GED	no	yes	no	yes	felony
Ohio	other	no	none	no	no	yes	no	felony
Oklahoma	legislation	yes	HS or GED	no	no	n/a	no	other
Oregon	legislation	yes	HS or GED	yes	yes	yes	no	misdemeanors
Pennsylvania	legislation	no	none	yes	yes	no	yes	misdemeanors
Rhode Island	legislation & council	yes	HS or GED	yes	yes	no	yes	felony
South Carolina	legislation	yes	HS or GED	yes	yes	no	no	felony
South Dakota	council	yes	HS or GED	yes	yes	no	no	misdemeanors
Tennessee	legislation & council	yes	HS or GED	yes	yes	yes	yes	felony
Texas	legislation	no	HS or GED	yes	yes	yes	yes	felony
Utah	legislation	yes	HS or GED	yes	yes	yes	no	felony
Vermont	no standards	no	HS or GED	yes	yes	no	yes	felony
Virginia	legislation	yes	HS or GED	yes	yes	n/a	no	other
Washington	legislation	yes	HS or GED	no	no	no	no	felony
West Virginia	no standards	yes	none	yes	yes	no	no	felony

Table A-2. Comparison of States: Minimum Hiring Standards For Police Officer Recruits.

STATE	Standards Established By	U.S. Citizen	Education Requirement	Fingerprint Check	Background Investigation	Physical Standards	Psychological Examination	Criminal Record Disqualification Level
Wisconsin	council	yes	HS or GED	yes	yes	yes	no	felony
Wyoming	legislation	yes	HS or GED	yes	yes	yes	yes	felony

\* The term council is used to include commissions, boards and councils.  
 \*\* Connecticut Penal Code defines misdemeanor as an offense for which a person may be sentenced to a term of imprisonment of not more than one year. Class A and B misdemeanors include offenses such as failure to appear, criminally negligent homicide, sexual assault in the fourth degree, threatening, and reckless endangerment

Source: International Association of Directors of Law Enforcement Standards and Training Sourcebook, 1993

Table A-3. Comparison of States' Basic Training Academy for Police Officers Recruits							
STATE	Uniform Statewide Curriculum	Minimum No. of Hours	Curriculum Developed By:	Certified Instructors Used	Training Completed Within Starting from Employment Date - in months	Minimum Academic Passing Grade	Delivery System for Providing Basic Training
Alabama	yes	480	task analysis, council* & experts**	yes	7 - 12	70	academy^
Alaska	yes	400	task analysis, council & experts	yes	other	70	academy
Arizona	yes	440	task analysis, council & experts	yes	prior	P/F	college/technical schools or academy
Arkansas	yes	280	task analysis, experts	yes	7-12	P/F	academy
California	yes	560	experts	no	prior	P/F	academy
Colorado	yes	353	task analysis, council & experts	yes	7 - 12	other	college/technical schools or academy
Connecticut	yes	568	task analysis & council	yes	7 - 12	70	academy
Delaware	yes	502	task analysis, council	yes	7 - 12	70	academy
Florida	yes	520	task analysis, council & experts	yes	prior	P/F	college/technical schools or academy
Georgia	yes	280	task analysis, council & experts	yes	7-12	70	academy
Hawaii	no		experts	yes	7-12	70	academy
Idaho	yes	390	task analysis, council, & experts	yes	7 - 12	75	college/technical schools
Illinois	yes	400	task analysis, experts	yes	6	70	college/technical schools or academy
Indiana	yes	480	task analysis, council & experts	yes	7 - 12	70	academy
Iowa	yes	400	task analysis, experts	yes	7 - 12	70	academy
Kansas	yes	320	council	no	7 - 12	70	academy
Kentucky	yes	400	task analysis	yes	other	70	academy
Louisiana	yes	240	council, experts	yes	7 - 12	70	college/technical schools or academy

Table A-3. Comparison of States' Basic Training Academy for Police Officer Recruits.

STATE	Uniform Statewide Curriculum	Minimum No. of Hours	Curriculum Developed By:	Certified Instructors Used	Training Completed Within Starting from Employment Date - in months	Minimum Academic Passing Grade	Delivery System for Providing Basic Training
Maine	yes	320	task analysis	yes	prior	P/F	academy
Maryland	no	400	task analysis	yes	7 - 12	70	academy
Massachusetts	yes	480	task analysis	yes	prior	70	academy
Michigan	yes	450	task analysis	yes	prior	70	college/technical schools or academy
Minnesota	no		task analysis, council & experts	no	no specific time	70	college/technical schools
Mississippi	yes	400	council, experts	yes	7 - 12	70	academy
Missouri	yes	120	council	yes	7-12	70	academy
Montana	yes	540	task analysis	yes	7 - 12	70	academy
Nebraska	yes	500	task analysis	yes	7 - 12	70	academy
Nevada	yes	480	task analysis, council & experts	yes	other	70	academy
New Hampshire	yes	510	task analysis, council & experts	yes	6	70	academy
New Jersey	yes		task analysis, council & experts	yes	other	70	academy
New Mexico	yes	504	task analysis, council & experts	yes	7 - 12	70	college/technical schools or academy
New York	yes	445	task analysis	yes	7 - 12	other	academy
North Carolina	yes	432	task analysis	yes	prior	70	college/technical schools
North Dakota	no	360	task analysis, council	yes	7 - 12	70	college/technical schools or academy
Ohio	yes	444	task analysis, council & experts	yes	prior	70	college/technical schools or academy
Oklahoma	yes	300	task analysis, experts	yes	7 - 12	P/F	academy
Oregon	yes	370	task analysis	yes	7 - 12	75	academy

Table A-3. Comparison of States' Basic Training Academy for Police Officer Recruits									
STATE	Uniform Statewide Curriculum	Minimum No. of Hours	Curriculum Developed By:	Certified Instructors Used	Training Completed Within Starting from Employment Date in months	Minimum Academic Passing Grade	Delivery System for Providing Basic Training		
Pennsylvania	yes	520	task analysis, experts	yes	prior	75	college/technical schools or academy		
Rhode Island	no	600	task analysis & council	no	other	70	academy		
South Carolina	yes	380	task analysis, experts	yes	7 - 12	P/F	academy		
South Dakota	yes	240	experts	yes	7 - 12	70	academy		
Tennessee	yes	320	task analysis, experts		7 - 12	70	academy		
Texas	yes	400	task analysis, council & experts	yes	prior	70	college/technical schools or academy		
Utah	yes	440	task analysis	yes	prior	other	academy		
Vermont	yes	550	task analysis	yes	6	70	academy		
Virginia	yes	375	task analysis, council & experts	yes	7 - 12	P/F	academy		
Washington	yes	440	task analysis & experts	yes	7 - 12	70	academy		
West Virginia	yes	498	council, experts	yes	other	70	academy		
Wisconsin	yes	400	task analysis	yes	other	75	college/technical schools		
Wyoming	yes	425	task analysis, council & experts	yes	7 - 12	70	academy		

\* The term council is used to include commissions, boards and councils.

\*\* The term expert refers to police subject matter experts.

^ The police academy system varies among the states in the geographic areas served, such as statewide, regional, local or county. Some states have only one central academy.

Source: International Association of Directors of Law Enforcement Standards and Training Sourcebook, 1993

Table A-4. Comparison of States: In-service or Review Training for Police Officers.							
STATE	Mandated In-service Training	No. of Mandated Hours	Training Completed Within (months)	Training Delivery System	Uniform Statewide Curriculum	Certified Instructors Used	College Courses Used for Training
Alabama	no						
Alaska	no			academy, police department, college/technical school & other	no	yes	
Arizona	yes	8	12	police department	no	yes	yes
Arkansas	no	40					
California	yes	24	24	college/technical school	no	no	no
Colorado	no						
Connecticut	yes	40	36	police department	yes	yes	no
Delaware	yes	16	12	academy	no	yes	no
Florida	yes	40	other	academy, police department, college/technical school	no	no	yes
Georgia	yes	20	12	academy, police department	no	yes	no
Hawaii	no	80	other	police department	no		no
Idaho	no						
Illinois	no			other	no	yes	
Indiana	yes	16	12	academy, police department, college/technical school	no	yes	yes
Iowa	yes	36	36	academy, police department, college/technical school	no	no	yes
Kansas	yes	40	12	police department	no	yes	yes
Kentucky	yes	40	12	academy	yes	yes	no
Louisiana	yes	8	12	academy, police department	yes	yes	no
Maine	no			academy		no	
Maryland	yes	18	12	academy, police department, college/technical school	no	yes	
Massachusetts	yes	40	12	academy, police department	yes	yes	yes

Table A-4. Comparison of States; In-service or Review Training For Police Officers.

STATE	Mandated In-service Training	No. of Mandated Hours	Training Completed Within (months)	Training Delivery System	Uniform/Statewide Curriculum	Certified Instructors Used	College Courses Used for Training
Michigan	no			college/technical school	no	no	
Minnesota	yes	48	36	police department, college/technical school	no	no	yes
Mississippi	no						
Missouri	no						
Montana	no				no	yes	yes
Nebraska	no			other	no	yes	no
Nevada	yes	24	12	police department	no	no	yes
New Hampshire	yes	8	12	police department	no	no	no
New Jersey	no				no		
New Mexico	yes	40	24	academy	yes	yes	yes
New York	no						
North Carolina	yes	8	12	police department	yes	yes	no
North Dakota	yes	48	36	academy, police department, college/technical school, other	no	yes	yes
Ohio	no		12	academy, police department, college/technical school	no	yes	yes
Oklahoma	yes	8	12	academy, police department, other	no	no	yes
Oregon	no				no		
Pennsylvania	yes	12	12	academy	yes	yes	no
Rhode Island	no					no	
South Carolina	yes	40	12	academy	yes	yes	yes
South Dakota	yes						
Tennessee		40	12	academy, police department, college/technical school	no	yes	yes

Table A-4. Comparison of States: In-service or Review Training For Police Officers.							
STATE	Mandated In-service Training	No. of Mandated Hours	Training Completed Within (months)	Training Delivery System	Uniform Statewide Curriculum	Certified Instructors Used	College Courses Used for Training
Texas	yes	40	24	academy, college/technical school	yes	yes	yes
Utah	yes	40	12	academy, police department, college/technical school	no	no	yes
Vermont	yes	25	12	police department		no	yes
Virginia	yes	40	24	academy	no	yes	no
Washington	no			other	no		
West Virginia	yes	8	12	other	no	yes	yes
Wisconsin	yes	29	12	other	no	yes	yes
Wyoming	yes	40	24	academy, police department	no	yes	yes

Source: International Association of Directors of Law Enforcement Standards and Training Sourcebook, 1993



**APPENDIX B**

**POLICE CHIEF AND RESIDENT STATE TROOPER SURVEY RESULTS**



**Legislative Program Review and Investigations Committee  
Study of Municipal Police Training Council and Academy**

**SURVEY RESPONSES**

1. Are police services in your municipality provided by: (N=98)

	Number	Percent
Police Department	77	78.6%
Resident State Trooper	21	21.4%
Other	0	0

2. Please circle the number corresponding to the highest level of education that you have completed: (N=95)

	Number	Percent
High School	10	10.5%
2-Year College	28	29.5%
4-Year College	32	33.7%
Graduate School	25	26.3%

*1. The following questions are aimed at gathering information on the organization and structure of your police department. If possible please attach a copy of your department's organization chart to the survey.*

3. Please provide the number of personnel in your department:

	Under 30		30 to 100		Over 100	
	No.	Perct.	No.	Perct.	No.	Perct.
Sworn Personnel (N=94)	39	41.4%	42	44.6%	13	13.8%
Civilian Personnel (N=79)	70	88.6%	8	10.1%	1	1.2%
Other (N=42)	35	83.3%	7	16.6%	0	0

4. Please provide the number of the sworn personnel in your department based on the following categories:

	Number	Percent
Executive (chief, deputy chief) (N=81)	124	2.3%
Management (captain, lieutenant) (N=71)	406	7.9%
Supervisory (sergeant, sr. patrol) (N=84)	844	16.4%
Patrol/Police Officer (N=95)	3,754	73.1%

5. Does your department maintain a detective/investigator unit or division separate from the patrol functions? (N=98)

	Number	Percent
YES	68	69.4%
NO	30	30.6%

6. Does your department employ part-time police officers? (N=98)

	Number	Percent
YES	50	51.0%
NO	48	49.0%

- 6a. If yes, do they have full police powers as defined by C.G.S. 7-294a as the "primary functions include the enforcement of criminal or traffic laws, the preservation of public order, the protection of life and property, and the prevention, detection or investigation of crime.", and including the carrying of weapons? (N=56)

	Number	Percent
YES	49	87.5%
NO	7	12.5%

*II. The following questions concern protective service or other groups within your municipality which may perform limited police functions.*

7. Are there other municipal or private employees performing police (as defined in question 6a) or limited police functions in your town (i.e.: constables)? (N=95)

	Number	Percent
YES	24	25.3%
NO	71	74.7%

- 7b. If yes, do they carry weapons, including firearms? (N=30)

	Number	Percent
YES	16	53.3%
NO	14	46.7%

8. If you answered yes to question 7b, as the police chief or top law enforcement official, do you have any oversight or control over the issuance, training, or use of the weapons by those units or groups? (N=18)

	Number	Percent
YES	12	66.7%
NO	6	33.3%

*III. The third section of this survey deals with the basic recruit, review and management training of municipal police officers. Some of the questions are aimed at soliciting your opinions of the existing system and others are aimed at issue areas raised by this study.*

**Basic Recruit Training**

9. How many recruit officers has your department sent to the academy during the past 5 years? (N=96)

Total Number of Recruits Sent	Number of Departments	Percentage of All Departments
0 to 10	71	73.9%
11 to 25	17	17.7%
Over 25	8	8.3%

10. Does your department run its own basic recruit police academy? (N=97)

	Number	Percent
YES	5	5.2%
NO	92	94.8%

11. The current number of MPTC mandated training hours for basic recruit training is 568. In your opinion, is it sufficient? (N=97)

Insufficient	Sufficient	Excessive
32.0%	64.9%	3.1%

11a. If you answered insufficient, should it be: (N=34)

	Number	Percent
Increased	29	85.3%
Decreased	2	5.9%
Remain the same	3	8.8%

12. Please rate your overall level of satisfaction with the training received by your recruits at the police academy. (N=94)

Well Trained	Adequately Trained	Poorly Trained
23.4%	71.3%	5.3%

13. Please rate your overall level of satisfaction in each of the areas of training received by basic police recruits at the academy. (For the purposes of this survey, the 14 MPTC subject areas have been merged into 5 areas). (N=95)

	Well Trained	Adequately Trained	Poorly Trained
Law (Constitutional, state, penal code)	26.3%	70.5%	3.2%
Patrol Technique (including EMS)	22.1%	71.6%	6.3%
Investigation Technique	13.7%	69.5%	16.8%
Human Relations	21.1%	55.8%	23.2%
Firearm/Weapons	34.7%	62.1%	3.2%

15. The current MPTC basic recruit training program includes a minimum of 80 hours of field training provided by the hiring department. Is this training sufficient to prepare a police recruit for patrol duties? (N=97)

Insufficient	Sufficient	Excessive
44.3%	55.7%	0

- 15a. If you answered insufficient, should it be: (N=46)

	Number	Percent
Increased	41	89.1%
Decreased	0	0
Remain the same	5	10.9%

16. The current process in training police recruits is to provide and complete a required number of classroom hours (academy) and then to participate and complete a minimum number of field training hours at the hiring police department. At the successful completion of the academy and then field training, the officers receive certification. In your opinion, should this process continue or should there be more integration between the academy and field training. That is a rotation back and forth between the classroom (academy) and field training? (N=93)

	Number	Percent
Remain As Is	57	61.3%
More Integration	30	32.3%
Total Separation	6	6.5%

### Review Training

17. Currently, the law requires police officers to receive 40 hours of review training every 3 years to maintain certification. In your opinion, is this sufficient? (N=96)

Insufficient	Sufficient	Excessive
32.2%	61.5%	6.2%

17a. If you answered insufficient, should it be: (N=32)

	Number	Percent
Increased	28	87.5%
Decreased	2	6.2%
Remain the Same	2	6.2%

18. Please rate using a scale of 1 through 5, the listed review training providers based on how frequently your department uses the following resources: (On the scale of 1 being the most frequently used to 4 as the least used, and 5 as never used).

	1 Most Frequently	2 Often	3 Sometimes	4 Least Frequently	5 Never Used
Departmental/In-house (N=93)	39.5%	19.4%	16.1%	14.0%	15.1%
MPTC Sponsored (N=91)	26.4%	30.8%	27.5%	9.9%	5.5%
Regional Chief Association (N=92)	37.0%	22.8%	18.5%	14.1%	7.6%
Private Vendors (N=89)	12.4%	7.9%	20.2%	46.1%	13.5%
Other (N=32)	9.4%	3.1%	18.8%	3.1%	62.5%

19. If your department has used the MPTC academy as a provider of review training, please rate your overall level of satisfaction of the training received. (N=64)

Well Trained	Adequately Trained	Poorly Trained
35.9%	59.4%	4.7%

### Management Training

20. Does your department require any specific management or supervisory training or course as a condition of promotion? (N=93)

	Number	Percent
YES	30	32.3%
NO	63	67.7%

- 20a. If yes, please rate on a scale of 1 through 5, the following training providers based on how frequently your department uses the following resources: (On the scale of 1 being the most frequently used to 4 as the least used, and 5 as never used).

	1 Most Frequently	2 Often	3 Sometimes	4 Least Frequently	5 Never Used
Departmental/In-house (N=32)	18.8%	15.6%	25.0%	21.9%	18.8%
MPTC Sponsored (N=38)	63.2%	13.2%	10.5%	10.5%	2.6%
Regional Chief Association (N=34)	17.6%	29.4%	29.4%	11.8%	11.8%
Private Vendors (N=30)	10.0%	13.3%	23.3%	33.3%	20.0%
College/University (N=29)	3.4%	10.3%	27.6%	20.7%	37.9%
Other (N=7)	28.6%	0	14.3%	28.6%	28.6%

21. If your department has used the MPTC academy as a provider of management or supervisory training, please rate your overall level of satisfaction with the training received. (N=75)

Well Trained	Adequately Trained	Poorly Trained
36.0%	57.3%	6.7%

**IV. The final section of this opinion survey deals with the Municipal Police Training Council and its performance.**

22. As a police chief or top law enforcement official, please rate your overall level of satisfaction with the flow of information from the Municipal Police Training Council to the police departments? (N=94)

Very Satisfied	Satisfied	Unsatisfied
33.0%	52.1%	14.9%

23. Has it been your experience that the council's decisions and policies reflect the training needs of local police departments? (N=96)

Always	Usually	Sometimes	Never
13.5%	49.0%	36.5%	1.0%

24. Do you think that the Municipal Police Training Council is the most appropriate agency to set statewide police training standards? (N=93)

	Number	Percent
YES	77	82.8%
NO	16	17.2%

**APPENDIX C**

**AGENCY RESPONSE**





# State of Connecticut

## Municipal Police Training Council Connecticut Police Academy



January 18, 1995

Michael L. Nauer, Director  
Legislative Program Review and Investigations Committee  
State Capitol - Room 206  
Hartford, CT 06106

Dear Mr. Nauer:

This letter constitutes the Council's response to the Legislative Program Review and Investigations Committee report, *Staff Findings and Recommendations: Municipal Police Training Council*, dated January 3, 1995.

Before responding to the individual recommendations, the Council would like to summarize the information contained within the appendix of the report. By any standard, the Council takes pride in pointing out that the data indicates that Connecticut's existing police training model ranks, as currently constructed, amongst the more advanced models in the country.

1) Connecticut's police training is organized similar to that of 47 other states;

2) Connecticut's qualifications for police officer certification are among the eight most demanding in the nation;

3) Connecticut has the second highest number of mandated training hours for police officers;

4) Connecticut, like 35 other states, uses a traditional academy model;

5) Connecticut is among only 30 states with continuing education requirements;

6) Connecticut is among eleven states requiring 40 hours of continuing education; only three states mandate a greater number of hours.

As it begins to respond to the individual recommendations, the Council points out that there are, within the text of the report, statements with which it disagrees. Comments on them will be made only to the most significant.

Within the Executive Summary is an erroneous statement: "However, the training offered for recertification, which is mandated by statute and Council policy, was found to be limited and insufficient in meeting the needs of the local communities." The Council has never been mandated, nor funded, despite over a decade of actively seeking such funding, to provide that training. For that reason, and in recognition of that limitation, the Council policy has been to set the broad parameters within which the local

community may meet the legislative mandate of triennial recertification training. That policy allows the local community to analyze its own needs and provide for its own individual training within those broad parameters. If that local training is in fact, "limited [or] insufficient," that local community is free to expand it at its own discretion without requesting Council input.

The Executive Summary's first paragraph mistakenly concludes that "It was further found that the Council has taken a passive role in developing and updating the basic and review training programs." The Council disagrees with the conclusion that they have taken their role "passively":

a) The basic training program - has been constantly updated and increased, since the 1982 job task analysis, from 400 hours to over 560 hours today. An updated job task analysis is needed and the project was under way before the Program Review Committee voted to examine the Council's programs. The funds to continue that project have been requested and the Council strongly urges appropriation of those monies. The fact that Council's budget to perform its statutory obligations has been significantly cut over recent years, does not equate to a "passive response" by the Council.

b) The review training program - Since it was legislated in 1982, and never funded as designed (i.e. by the surcharge on motor vehicle fines), the Council has adopted a policy of setting the broad parameters within which the local communities must meet the legislative mandates and then allowing them the flexibility to analyze their own needs within those parameters. That was not passive; it was intentional. Should the committee's recommendations be adopted, and appropriately funded, the Council will be enabled to change that policy and direction to that which was originally envisioned.

With respect to any additional response to comments within the text of the staff report, the Council will state only that it disagrees with some of staff's findings but will limit its responses to the recommendations themselves.

#### Recommendation #1

The Municipal Police Training Council does not support this recommendation as written. The proposed limits and qualifications place unnecessary constraints on the discretion of the Governor at whose pleasure Council members serve. Council staff attempted to duplicate Program Review Staff's survey of other states although time constraints limited that effort to New England and New York.

a) Not one other state in Council's survey limited the term of their councilors or their council chairman.

b) Council does not support requiring three of those who would be appointed public members, to be "...currently working and' experienced in the fields of adult learning, continuing education, training, or curriculum development." To do so ignores the fact

that Council has missions in areas other than training and unnecessarily excludes persons who might otherwise be willing to serve who might be, by virtue of their background and experience, extremely qualified to contribute to Council's efforts to meet its mission(s). Until recently, for example, the Director of Educational Services, of a major Hartford-based division of a Fortune 500 corporation, willingly and enthusiastically served on Council while actively employed; his retirement, which did not lessen his expertise, should not preclude the Governor from retaining that contribution to Council.

Over the immediate past nine years at least three public members of Council have been qualified as is recommended. The Council opposes purposeless statutory restrictions on the Governor's discretion.

**Recommendation #2**

The Council has long recognized the disagreement between the two statutes and supports this recommendation.

**Recommendation #3**

The Council supports this recommendation and staff has already begun gathering data for Council consideration prior to adopting policy to implement it.

**Recommendation #4**

The Council has long recognized the desirability of, has attempted to acquire, and actively supports this recommendation to obtain, such a system. The Council encourages the General Assembly to appropriate the funds necessary to establish, and maintain on an ongoing basis, at least the recommended systems and registries.

**Recommendation #5**

The Council began the effort to achieve clarification of the statutory problems in this area four years ago. The Council supports this recommendation with particular emphasis on the second paragraph's recommended total review of all police empowerment statutes and recommends that the legal review also include an examination of the validity of the proposed definitions.

**Recommendation #6**

The Council supports this recommendation as long overdue and as a necessary progression from the completion of the study in Recommendation #5.

**Recommendation #7**

The Council opposes legislation to mandate the implementation of such a committee. The Council accepts the concept of the committee as recommended recognizing that the personnel, described in the recommendation, will be found already on Council or available to it from existing staff. Constructed thusly it will operate as a subcommittee of the Council as a whole and will require no new funding.

**Recommendation #8**

The Council accepts this recommendation as it flows from the previous recommendation. With respect to the Job Task Analysis however, Council has had this project under way for over two years and it should be funded for updating every five years. Council's acceptance of this recommendation should not be interpreted as its acceptance of a further delay in the funding of this most important project. The legal update of the formal job task analysis and the resulting documentation of a correlation between it and the Council's curriculum and testing examinations should not be delayed any further.

**Recommendation #9**

The Council supports this recommendation and notes that it has an intertwining relationship with Recommendation #5. The study recommended would need to be fully funded to comply with all relevant law in this area and that study should be completed prior to the effective dates of the adoption of the statutory definitions.

**Recommendation #10**

The Council does not support this recommendation as is. The Council would recommend the wording of this recommendation be changed to read as follows. "The Municipal Police Training Council shall seek funding to enter into cooperative agreements with institutions of higher education to develop an advanced review training and in-service education program for mid-management and executive-level police officers." Council strenuously objects to a legislative mandate that police officer training is acceptable only if conducted at any place other than the Police Academy. Council should be empowered to select the best site rather than mandated to select any site but that one. The recommendation as is unnecessarily limits Council's prerogatives and options.

**Recommendation #11**

The Council has been working consistently to repeal all hour and subject matter specific legislative mandates, and, consequently, supports this recommendation.

**Recommendation #12**

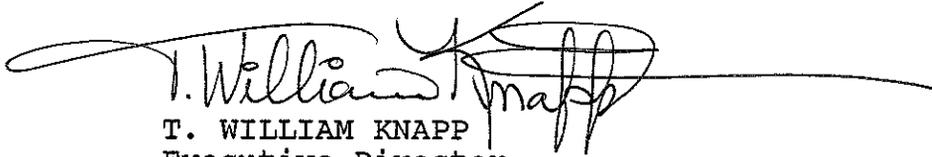
The Council supports the spirit of this recommendation and enthusiastically supports the appropriation of the funds necessary to implement it. The Council does not support, however, inclusion of an arbitrary and specific number of hours (i.e. 10) into the final legislation as specific hour and subject matter mandates tend to become burdensome as illustrated by Recommendation #11. The Council should be empowered, as in all other areas, to periodically determine the number of hours after the curriculum is developed.

Council appreciates the opportunity to comment on the report and looks forward to working diligently with committee staff and the various legislative committees who will have input into the

proposed legislation that will surely come from the recommendations that are finally adopted.

On behalf of the Municipal Police Training Council, I remain

Very truly yours,

A handwritten signature in cursive script, reading "T. William Knapp". The signature is written in black ink and is positioned above the typed name. A horizontal line extends from the end of the signature across the page.

T. WILLIAM KNAPP  
Executive Director