

REVIEW OF BASIC LAW ENFORCEMENT TRAINING
IN THE STATE OF WASHINGTON

FINAL REPORT

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POLICE EXECUTIVE
RESEARCH FORUM

SUBMITTED BY
THE POLICE EXECUTIVE RESEARCH FORUM
1120 Connecticut Avenue, NW
Suite 930
Washington DC 20036

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EXECUTIVE SUMMARY

The State of Washington contracted the Police Executive Research Forum (PERF) to conduct a study of the current centralized system of training police recruits and compare with other models used in ten states throughout the nation. The Washington State Criminal Justice Training Center/Washington State Police Academy Study Steering Committee was initiated to consult and oversee the study. The Steering Committee was made up of the following appointees:

Washington State Senator Dale Brandland; Washington State Representative Hans Dunshee; Sheriff John Didion, President of the Washington Association of Sheriffs and Police Chiefs; John Lane, Governor's Executive Policy Office; Washington State Police Assistant Chief Jim Lever; and Dr. Michael Parsons, Executive Director of the Washington State Criminal Justice Training Center.

In order to seek the views of all chiefs and sheriffs in Washington, PERF developed a survey that was distributed to approximately 250 Washington law enforcement agencies with the assistance of the Washington Association of Sheriffs and Police Chiefs. Seventy-five questionnaires were completed for a return rate of 30 percent. The survey solicited information and opinions on a number of areas including: identifying and agency information; the number of cadets departments expect to send to Basic Law Enforcement Academy (BLEA) in the future; alternative training approaches; obstacles to basic training models; and the feasibility of self-funded law enforcement training.

In addition to the survey results, PERF collected comparative data on police academies from ten other states across the country from as far east as Florida and as near as the bordering state of Oregon. Information was also obtained from in a variety of other sources including elected officials, appointees, state police governing agencies, police executives, academy directors and trainers, along with our personal observations touring both the Washington State Patrol Academy campus in Shelton and Washington Criminal Justice Training Commission facility in Burien. PERF also considered the economic outlook of the State of Washington and its impact on state services.

Based upon the totality of information, PERF identified the following key findings for basic police training in Washington. It should be noted PERF makes these findings and recommendations keenly aware of the controversy of some and the substantial amount of resistance that may be expected in implementing change. These are the difficult decisions that legislatures and law enforcement leaders must make in these tough economic times to maintain quality police service for Washington's communities.

- Training of new deputies and officers should be maintained in a centralized approach. Continuing the centralized delivery of training offers consistent and quality instruction while allowing the state to refine its innovative approach of Problem Based Learning methods within a police academy environment.
- PERF identified four possible funding sources for supporting the centralized training of police cadets: legislate revenue to police training from an increase in fines resulting from convictions of infractions and criminal offenses; agencies providing financial support for their cadets attending the BLEA; allow student cadets who are financially responsible for the cost of training to attend BLEA representing themselves or an agency; as in the Oregon model, consolidate all training to a single location.
- Should the state choose to consolidate police basic training to a single state facility, there is a compelling argument for relocating WSP Trooper Basic Training (TBTC) to the Burien campus. There is enough classroom and dormitory space to conduct all classroom training, for both WSP cadets and in service troopers, at Burien. The Shelton facility does not have enough dormitory or classroom space to meet the needs of all projected BLEA classes. The classroom and dormitory space in Shelton could be "mothballed" although the WSP academy does have unique assets not available in Burien – the drive course, an outdoor range, a K-9 course, space for bomb squad training and a dive tank. A smaller administrative and training staff would need to remain in Shelton to facilitate the use of these facilities. Those being trained at these outdoor venues could be housed cost effectively in Shelton hotels.
- Significant saving may be achieved by the state needing to finance one Master Plan for facility improvements rather than both CJTC and WSPA improvement plans.
- PERF identified several basic BLEA or TBTC academy topics or curriculum that lend themselves to consolidation and may be taught to both academies' cadets in a unified class: 19 areas were identified that could be jointly taught (BLEA 185 hours / TBTC 161.5 hours); eight topics were identified that are adaptable to joint instruction (BLEA 306 hours / TBTC 465.5 hours); and six topics were identified as adaptable through a common PBL approach (BLEA 91 hours / TBTC 29.5 hours).
- The state should pursue an aggressive distance learning program for in-service training. This will allow the timely compliance with state mandated and other

specialized training; minimize officers' time away from regularly assigned duties; and provide significant cost saving for agencies and the state.

The components of each of the findings are discussed in greater detail within the narrative of this report.

INTRODUCTION

The Washington State Office of Financial Management (OFM) contracted with the Police Executive Research Forum (PERF) to conduct a study of basic law enforcement training in Washington State. Primarily this study includes both the Washington Criminal Justice Training Commission (CJTC) and the Washington State Patrol (WSP). PERF, now over 30 years old, is a private, nonprofit 501(c)(3) organization that exists to improve the delivery of police services and the effectiveness of crime control. This report describes PERF's findings from the completion of the following tasks:

- Review the current centralized system of training police recruits and compare this system to other “training delivery models” that are used in ten other states.
- Develop and administer a survey on recruit training that will seek the opinions of all Washington police chiefs and sheriffs.
- Develop a cost benefit analysis of the current system in Washington State compared to other models.
- Explore the impact and cost benefit of decentralizing the recruit training.
- Identify cost savings associated with a student pay system similar to that used in Minnesota and other states. Identify the pros and cons of such a system.
- Contrast and compare the curriculum of the current recruit training conducted by the Washington State Criminal Justice Training Commission (WSCJTC) with the curriculum of the recruit training of the Washington State Patrol (WSP).
- Identify any areas where economies could be realized through consolidation or cooperation between the two previously mentioned recruit training programs.
- Conduct a high level review of the current facilities and the facility needs of the two academies and identify potential any cost savings associated with future co-location.

An important element of this study is the need for basic training slots. OFM conducts a forecast of Basic Law Enforcement Academy (BLEA) training every two years. The latest forecast was completed in September 2008. The forecast takes into account retirements, non-retirement exits, officers needed to keep pace with population growth, annexation, and the wait list. These

forecasts are used to determine funding needs for the WSCJTC's basic law enforcement Academies. The 2008 forecast was for 886 training slots for FY 2010 and 879 for FY 2011. A revised forecast was issued in September 2009 which forecast 486 slots for 2010 and 597 for 2011.

In the Training Survey conducted by PERF respondents were asked about the number of hires they intended to send to the BLEA. PERF received responses from 74 law enforcement agencies that represent about 28% of the law enforcement agencies in the state. They represent about 48% of the state's 2008 projected population. The total number of recruits they state they intend to send to the BLEA in 2010 is 105; 113 in 2011; and 107 in 2012. Extrapolating these figures to the entire state would indicate that the state might expect the need for BLEA slots to be closer to 230 for the next two years as indicated in the below table. This reflects for many the current state of the economy and severely stressed government budgets.

Table 1: BLEA Training Projections

Source	FY 2010	FY2011	FY2012
Survey Respondents	105	113	107
Survey – extrapolation by population	219	236	223
Survey – extrapolation by number of departments	375	404	383
OFM	387 BLEA 99 Equiv 486 total	476 BLEA 121 Equiv 597 total	n/a

Interviews with the WSP training staff indicated a similar austerity. They project not more than one Trooper Basic Training Course through 2010, and perhaps no funding for that course.

It is important to recognize that the findings of this study should be considered in light of these reduced, short-term, training need.

TRAINING MODELS

PERF examined the basic recruit training process used in ten other states. They were chosen to represent western states and/or because they display a wide range of approaches to law enforcement basic training. The states examined were:

Arizona	California
Florida	Illinois
Massachusetts	Minnesota
Nevada	Oregon
Pennsylvania	Wisconsin

Entry-level training requirements of each of the states queried are established and regulated by state agencies established strictly for that purpose. These are most often known as a state POST (Peace/Police Officers Standards and Training Boards) or CJTC (Criminal Justice Training Council/Commission), though other states have given their regulatory board different names (though their role is the same). One of the core goals of these boards is to ensure that law enforcement officers are adequately prepared to perform their duties. These boards and commissions proscribe the minimum number of entry-level training hours that must be met, topics that must be covered, and proficiencies that must be attained.

The minimum number of training hours required at the recruit – or entry – level of the departments surveyed varied, ranging from a low of 480 hours in Illinois, to a high of 800 in Massachusetts. In Minnesota, standards do not specify a set number of hours of academy instruction; instead, there is minimum qualification that recruits must complete a two-year college curriculum with a strict criminal justice focus (specific courses are required). The average number of recruit academy hours required by the ten states surveyed specifying minimum hours is 658.

Typically, academy attendance is initiated by a law enforcement agency after an applicant is hired. This can be at a departmentally run academy (typically in larger departments), or at a regional academy shared by multiple agencies. In some states, prospective officers (referred to as pre-service, self-sponsored or self-funded recruits) may, upon their own initiative, enroll in a basic training academy in hopes of securing a job thereafter. These students have *not* been

accepted or hired by any agency. Most often, pre-service recruits participate in an academy affiliated with a community college. Among the states reviewed by PERF:

- Three do not accept self-sponsored applicants (Illinois, Massachusetts and Oregon);
- Six permit self-sponsored applicants, at least under certain circumstances (Arizona, California, Florida, Nevada, Pennsylvania and Wisconsin); and,
- One state (Minnesota) requires everyone to attend the required two-year college program on their own. Some agencies in the state run their own academies, but not for the purposes of basic law enforcement training (e.g., Minneapolis has their own academy for training recruits on issues and topics particular to Minneapolis, but the recruits received their basic training elsewhere).

A breakdown of academies, by affiliation, finds that the greatest numbers of academies are affiliated with colleges (including technical schools).

- College academies accounted for 58 percent of the total among the states reviewed;
- Regional academies accounted for 18 percent;
- Municipal (city and county) academies accounted for 16 percent of the total; and,
- State academies made up seven percent. These are usually dedicated academies for the state police or state patrol.

Oregon is similar to Washington in that all municipal and county law enforcement training is conducted at a single location. However, in Oregon that location also serves as the training facility for Oregon state police training.

Table 2: Summary of Surveyed States Basic Police Academy

State	Authority	Oversight agency	Minimum required training hours	Number of law enforcement academies	Types of academies (number)
Washington	Revised Code of Washington 43.101	Washington Criminal Justice Training Commission and the Washington State Patrol	CJTC – 720 WSP --1260	2	State: 2
Arizona	Arizona Administrative Code Title 13, Chapter 4	Arizona Peace Officers Standards and Training Board	585	13	State: 1 County: 1 Regional: 6 2-yr. college: 5
California	California Penal Code Section 836	CA Commission on Peace Officers Standards and Training	664	39	State: 2 Municipal: 6 Regional: 14 2-yr. college: 17
Florida	Florida Statue 943.09	Florida Criminal Justice Professionalism Program/Standards and Training Commission	770	34	State: 2 Regional: 5 2-yr. college: 20 4-yr. college: 1 Tech. school: 6
Illinois	Illinois Statute Chapter 50 and Illinois Administrative Code, Title 20	Illinois Law Enforcement Training and Standards Board	480	6	State: 1 Regional: 2 Municipal: 1 2-yr. college: 1 4-yr. college: 1
Massachusetts	General Laws of Massachusetts Chapter 196 of the Acts of 2002	Massachusetts Municipal Police Training Committee Board	800	7	State: 2 Municipal: 3 Regional: 2
Minnesota	Minnesota Administrative Rules, Chapter 6700	Minnesota Board of Peace Officers Standards and Training	Complete two years college curriculum	24	State: 1 Municipal: 2 2-yr. college: 9 4-yr. college: 10 Tech. school: 2
Nevada	Nevada Revised Statute, Chapter 289	Nevada Commission on Peace Officers Standards and Training	701.5	13	State: 1 Regional: 3 Municipal: 1 County: 5 2-yr. college: 3
Oregon	Oregon Revised Statute, Chapter 181	Department of Public Safety Standards and Training	640	1	State: 1
Pennsylvania	Pennsylvania Code Chapter 203	Municipal Police Officers' Education and Training Commission	758	21	State: 1 Regional: 3 Municipal: 6 County: 1 2-yr. college: 6 4-yr. college: 4
Wisconsin	Wisconsin Administrative Code Chapter LES 1-9 and Wisconsin Statue 165.85	Department of Justice, Law Enforcement Training and Standards Board	520	20	State: 1 Regional: 1 Municipal: 2 2-yr. college: 6 4-yr. college: 1 Tech. school: 9

PERF contacted each state to gain information regarding sources of basic academy funding and an estimate of cost per recruit. In some states both state level training bodies and individual training academies were contacted.

Arizona - Peace Officers Standards and Training Board:

In Arizona, academies are generally regionally located except for community colleges. There are two regional academies (one in Tucson and one in Phoenix) that are supported directly through Arizona POST. The Phoenix-based academy, ALEA (Arizona Law Enforcement Academy) receives \$200,000 per year for equipment and supplies and another \$250,000 for operating expenses (which includes salaries for the academy commander and support staff). The academy in Tucson, Southern Arizona Law Enforcement Training Center (SALETC) receives \$50,000 per year for equipment and \$100,000 for operating expenses.

Other academies in the state run intermittently based on need. Arizona POST pays \$2,700 for each recruit that graduates. Of this, \$500 is allotted for supplies, and the rest is considered cost avoidance, where an agency did not have to send officers to other academies. Many academies in the state are not currently operating due to the current economic situation, and many of those are run by the agencies themselves.

At the community college level, financing is the individual school's responsibility. If a law enforcement agency chose to send someone to a community college for training, that agency would have to absorb the tuition. The Arizona POST will pay the college academies \$500 for supplies for those individuals that are put through by a law enforcement agency. A self-sponsored recruit would typically pay approximately \$3,500 to go through a college program as an open enrollment. Self-sponsored recruits are not certified when they complete academy training.

Arizona academies are inspected by the POST regularly to ensure they are meeting POST standards. One POST regulation states that that if an agency does not run an academy for one year, that academy loses its certification and must be re-inspected before the next class can be held.

Arizona - Arizona Law Enforcement Academy (ALEA):

The ALEA is a multi-agency law enforcement academy. The academy will train any recruit that an agency sends (some come as far away as Flagstaff), although individual agencies are not required to send their recruits to the ALEA. The Phoenix Police Department owns the building and grounds, and has their advanced training section in the facility. Funding for classrooms and materials that are specifically for recruits comes from the Arizona POST.

The POST does not pay trainee salaries directly. The ALEA brings in instructors from other agencies (they have an established pool of instructors). When sergeants begin to schedule classes, they can reach out to their respective agencies and bring trainers they know who are qualified to instruct a given course.

The POST provides funding for the ALEA operations and also provides the Phoenix Police Department with a lump sum which allows for the utilities and the maintenance of the facility, as well as related expenses such as grounds keeping and standard maintenance. The training commander of the Phoenix Police Department oversees this particular funding.

The vast majority of recruits at the academy are on the payroll for their respective agency. The ALEA does not pay recruit salaries. There have been several instances where a recruit was not employed an agency, but sponsored by one. The ALEA does not accept self-sponsored recruits: there must be an arrangement where the recruit has some connection with an agency. However there have been rare instances where an agency will sponsor the recruit, but the recruit is responsible for paying their own way.

California - Commission on Peace Officers Standards and Training:

POST (state level law enforcement training) in the state of California is funded entirely by the Police Officer Training Fund, which is funded from a surcharge on certain criminal events. POST is not taxpayer supported. When an academy is run by a college, those academies are supported by Full Time Equivalency funds (college tuition reimbursement). POST reimburses

colleges for tuition for EVOC training and provides materials to academies (typically notebook computers and study aids). These materials are paid for out of the penalty assessment fund.

At the city/municipal level, larger cities such as San Francisco and Los Angeles have their own academy classrooms and facilities, but they have an affiliation with a community college. The agency bears the cost of facilities and instructors but obtain some reimbursement based on FTEs through their affiliated college.

In California, other agencies run their academies with at least some measure of affiliation with a community college. The college campus is used as the primary place of learning, but the local large law enforcement agencies provide instructors. The role of the community college is seen as providing a vocational education which consequently fits the mission of the school.

At the regional level, California has regional training centers where POST provides additional resources, but they are also typically affiliated with community college. In these instances, POST may provide them with shooting simulators and driving simulators.

California - Rio Hondo College Regional Training Center:

The Rio Hondo College Regional Training Center provides training for approximately 82 different agencies in California. The main funding source at the college comes from an apportionment from the state, and is the same concept used for regular college students (FTE/Full Time Equivalent for a student). When a student attends college, the state reimburses FTE students. Reimbursement at the college is based on a formula and currently amounts to \$7,095 per officer at Rio Hondo.

The reimbursement by the state covers everything aside from ammunition and some equipment. The only costs to agencies are registration fees and equipment for their cadets. Students pay for registration fees, medical insurance, uniforms, guns, and associated equipment. The academy accepts both sponsored cadets as well as self-sponsored cadets. If a cadet is sponsored by an agency, that agency pays for all equipment and tuition and provides the recruit with a pre-service salary.

The largest cost that the state does not cover is the construction costs of the academy. Rio Hondo built their own academy and is currently breaking ground on a new academy which is being funded by a bond the citizens in the region supported. Facility upkeep costs come out of the revenue generated from the FTEs.

Florida - Florida Criminal Justice Standards & Training Commission:

For basic training academies, funding comes from either the individual recruit (in the form of tuition at the college level) or from a recruit's agency if that agency has the financial means to do so (agencies may hire recruits and pay their way through). Most academies in Florida are affiliated with a community college or vocational school. There are only several agency/employer academies in the state, such as the Florida Highway Patrol and the Florida Fish and Wildlife Commission, that run their own academies and only train their own employees (e.g., they will not take outside recruits from another agency). For basic training, there are generally no state dollars made available, aside from FTE money, which consists of training dollars made available for each recruit. Tuition pays for academy faculty. However, costs incurred for facility changes/upgrades would have to be funded legislatively or through the state's Department of Education.

Florida has a trust fund (funded from a portion of fines from moving violations and some felony offenses). Funding for the Florida Standards and Training Commission comes from these trust fund dollars. This money is used to oversee matters such as training and the state examination. This sum generally ranges from \$5.7-6.7 million. These funds can be used to help pay for advanced law enforcement training. The funds are divided up by the officer populations regionally. These funds *cannot* be used for basic recruit training.

Individual agencies determine if they will provide money for a recruit's tuition prior to the start of an academy or reimburse them after successful completion of the academy. If a recruit fails the academy, most agencies typically require the recruit to reimburse their agency if they paid up front.

Illinois:

The Illinois Law Enforcement Training and Standards Board set standards for basic training in the state and certifies schools to provide the training. The Board then approves the tuition for each school.

One example is Southwestern Illinois College. Southwestern Illinois College is a two-year college with its own academy. The academy falls underneath the Illinois Law Enforcement Training and Standards Board, and is regulated by the state, but the college operates the actual academy and holds classes.

Tuition covers their instruction costs, ammunition, fuel for vehicles, books, study materials, and other related costs. Individual agencies supply officer equipment. Because the academy is at a community college, they enroll recruits into the Administration of Justice (AOJ) program. In this manner, the college is able to obtain some funds via community college reimbursement from the state.

The college receives funding from both students (in the form of tuition) and the state. To attend an academy in Illinois a recruit must be hired first (with one exception below). An agency will hire officers and then send them to the academy. The academy at Southwestern Illinois College bills the police/sheriff's departments sending students, and these agencies in turn send the tuition bill to the state for reimbursement

The state of Illinois recently started an internship training program where trainees may sponsor themselves (tuition is paid for by the trainee), go through an academy and become certified. Southwestern Illinois College's academy is the only academy in the state currently utilizing this program. The current academy class is the second class with interns (only two interns in this session's class).

Massachusetts - Municipal Police Training Committee (MPTC) Board:

As an entity, the MPTC is funded legislatively. Since 2003, they have been permitted to hold a retained revenue account which allows them to charge \$2,500 per student officer in a basic recruit program at the regional level. This money covers a substantial portion of the academy

(though it does not entirely cover cost of academy). Instructors are hired and utilized on an as-needed basis, and the \$2,500 goes to offset trainer fees.

The MBTA Transit Police run a municipal program which charges approximately \$3,200 per student officer. They must use the state training program, but are not beholden to the same restrictions as the MPTC academies are (which are prohibited from charging more than \$2,500 per student).

The Massachusetts State Police is funded by the state and handles their own training (full-time staff and facilities).

Reimbursement for academy training is the decision of the individual law enforcement agency. Most departments pay the fee for the trainee. Some agencies require that if the officer does not stay with the agency for a year after graduation, that officer must reimburse their agency. Other departments have the officer pay training costs up front and reimburse them when they complete academy training. A small number of agencies require trainees to pay their own way through the academy with no reimbursement at all.

Minnesota - Board of Peace Officers Standards and Training:

Minnesota is unique in that basic law enforcement academy training is provided at the college and technical school level. While academies exist for post-basic training, all basic training is done at the individual's own expense by completing a degree program in law enforcement. These collegiate academies are funded primarily by student tuition. The clinical skills component of training (tactical training, self defense, etc.) is part of the college program. Some of this training is subsidized by state (partial, not total).

Nevada - Peace Officers Standards and Training Board:

Regional academies are funded by the municipalities making up that region. The state does not contribute at this or any other level. County-level training academies are funded by the county in question. At the city/municipality level, academies are funded by the agency in question. Cities such as Las Vegas and Reno have day academies (not residential) and they absorb the entire cost. At the two-year college level, academies are funded by tuition.

Oregon - Department of Public Safety Standards and Training:

Oregon is similar to Washington in that there is only one state academy. The state pays all training costs associated with the basic academy and individual agencies are responsible for their recruits' salaries. The dormitory is provided as a service to agencies that sponsor employees in need of lodging while attending training.

Pennsylvania - Municipal Police Officers' Education and Training Commission (MPOETC):

The MPOETC is organized differently than the POST's in other states, as they are actually part of the State Police. In terms of recruit training, the MPOETC currently provides to a municipality 60 percent of a recruit's salary and covers their tuition. This is the case for all levels of academy training (regional, city, college, etc.). Self-sponsored students have to pay their way directly.

At the college level, each school has academy staff (adjuncts) and generally a fulltime director and staff.

Other costs for staff, etc. are covered by that particular academy (e.g., Philadelphia's academy would have their own staff and facilities paid by the city. A regional academy would be funded by entities in that region, etc.).

Wisconsin:

The vast majority of academy training in Wisconsin is provided at the technical college level. When an individual has been hired by a local agency, they are sent to one of the training academies located throughout the state. The recruit's tuition and materials are paid for by the Wisconsin Department of Justice's Bureau of Training and Standards, which is billed directly by the schools. Generally the funding received by the state DOJ is enough to cover costs, but recently there have been shortfalls due to the current economic state.

In Wisconsin, police recruits must have 60 hours of college credits. As a result, most programs have developed several different options for training to meet recruit needs. There may be an

Associate degree program at the college with both a law enforcement track and a corrections track. Students obtain an AA while also undergoing the state-mandated 520 hours of academy training. Some recruits already have 60 or more credits, so they may go through the academy component only. Colleges also offer evening and weekend academy training for nontraditional students who want to become an officer, but must work during the day.

Self-sponsored recruits are increasingly popular in the state, as departments are able to obtain officers who have already paid their way through training without having incurred any cost to the agency.

The Milwaukee and Madison Police Departments run their own academies. Madison does not own the facility; they lease space at Madison Area Technical College. All academy expenditures are funded through the city’s general fund/budget. Academy staff/trainers are departmental employees paid for out of the agency’s budget. The academy has additional funds through the annual budget for guest lecturers if the lecturers charge fees, although the funding level is small. Therefore the academy prefers to use volunteer instructors whenever possible. Recruits are salaried, and consequently do not have to pay their way through the academy. Equipment is supplied to recruits as part of their initial issue through agency’s operating budget.

Table 3: Summary of Academy Cost per Recruit

State	Cost	Source / Details
Arizona	\$3,500	Based on cost of self-sponsored recruit
California	\$7,095	Based on state tuition reimbursement to Rio Hondo CC (without ammo and equipment)
Florida	\$3,326	Hillsborough Community College (program tuition only)
Florida	\$3,595	Hillsborough Community College (program tuition and equipment)
Illinois	\$2,805	Southwest IL Police Academy (without housing)
Illinois	\$4,396	Southwest IL Police Academy (with housing)
Massachusetts	\$2,500	Estimated cost for regional academies
Minnesota	\$10,629	Century College, AAS (without equipment)
Minnesota	\$11,329	Century College, AAS (with equipment)
Nevada	\$4,000	Western Nevada College (estimate for tuition only)
Oregon	\$12,850	All inclusive
Pennsylvania	\$3,871	Mansfield University (without housing)
Pennsylvania	\$3,830	Indiana University of PA (without housing)
Wisconsin	\$7,925	Fox Valley Technical College AAS (tuition only)
Washington	\$10,422	BLEA
Washington	\$15,500	WSP

SURVEY RESULTS

PERF developed a survey to gather the opinions of Washington sheriffs and chiefs of police about a variety of training issues. The survey was sent electronically with the help of the Washington Association of Sheriffs and Police Chiefs. Seventy-five responses were received. All but one (Skagit Valley College) send or plan to send recruits to be trained at the WSCJTC facility in Burien. The agencies that responded to the survey are list in Appendix 1. The full survey instrument is attached as Appendix 2 and the survey results are attached in Appendix 3.

- Responding jurisdictions ranged in size from 1,000 to 600,000.
- The number of sworn personnel ranged from two in Asotin to 1,310 in Seattle.
- Twenty-five of the 75 (33%) send corrections recruits to the WSCJTC
- Only one reported sending juvenile corrections to the WSCJTC
- Nineteen (25%) send Telecommunicator Program
- Fifteen (20%) supply instructors, 57% say that the location limits personnel from instructing
- Seven supply TAC Officers, 53% say that location limits sending

Respondents were asked a series of questions to solicit their input regarding regionalized, decentralized approaches to providing basic law enforcement academy training. These models are as follows:

- ***Individual law enforcement agencies:*** in this model, larger law enforcement agencies run their own academies. Smaller, nearby agencies send their recruits to be trained at the larger agency's academy. In some instances, a training fee paid by the agency that sponsors their recruit. In other cases, the academy is funded through a combination of state and local funds.
- ***State-sponsored regional academies:*** in this model, the state's POST or similar entity runs regional academies throughout the state. The state typically covers training costs.
- ***Regional academies (not state-sponsored):*** in this model, stand-alone regional training academies are funded through a consortium of local law enforcement agencies.
- ***Colleges (including community colleges and technical schools):*** in this model, states certify institutions of higher learning to offer basic law enforcement training academies. Local jurisdictions typically pay a fee to the institution for the recruits they send.
- ***Two-year academic course followed by concentrated perishable skills training:*** in this model, law enforcement candidates must complete a two-year academic law enforcement program at an institute of higher learning. This is followed by a concentrated course in

perishable skills (e.g., pursuit driving, firearms, defensive tactics). Those that successfully complete this program may take a state examination. Law enforcement agencies hire from the pool of those that pass this examination.

As there is only one basic law enforcement training academy in the state of Washington, PERF determined it was necessary to gauge the level of support and the level of practicality of different academy options.

Respondents were first asked to indicate their levels of support for the five basic academy training models above. Results are shown below.

Table 4: Support for the five different models of basic academy training

Model	Individual LE agencies	State-sponsored regional academies	Regional academies (not state-sponsored)	Colleges	2-yr. academic course
No	66.7%	21.3%	85.3%	68.0%	74.3%
Yes	33.3%	78.7%	14.7%	32.0%	25.7%

The only decentralized alternative supported by a majority of respondents (79%) was the model of state-sponsored regional academies. The second most preferred option, individual law enforcement agencies, was chosen by only a third (33%) of respondents.

The concept of regional academies that were *not* state sponsored was with clearly opposed by the majority of survey takers, with 85 percent indicating they would *not* be in favor of this model.

Respondents were then asked how they thought each of the five academy options would result in the delivery of a high quality basic training program that consistently meets statewide standards. Responses are shown below.

Table 5: Will the models meet statewide standards

Model	Individual LE agencies	State-sponsored regional academies	Regional academies (not state-sponsored)	Colleges	2-yr. academic course
Very likely	16.0%	45.3%	9.7%	14.9%	9.7%
Somewhat likely	34.7%	33.3%	18.1%	21.6%	31.9%
Total	50.7%	78.7%	27.8%	36.5%	41.6%
Somewhat unlikely	29.3%	10.7%	34.7%	36.5%	20.8%
Very unlikely	20.0%	10.7%	37.5%	27.0%	37.5%
Total	49.3%	21.4%	72.2%	63.5%	58.3%

As evidenced above, a clear majority (respondents who indicated such a model would be *very likely* or *somewhat likely* to be effective) chose the state-sponsored regional academy model at almost 80 percent (78.7%). This is not surprising given the clear preference for state-sponsored regional academies expressed by respondents above (also at a 78.7% level of support).

Similarly, respondents indicated a clear dislike for the concept of regional academies that are not sponsored by the state, with 72.2 percent indicating this model was either *somewhat unlikely* or *very unlikely* to deliver high quality training.

Respondents were then presented with a series of factors critical to the successful operation of an academy. They were asked to indicate how much of an obstacle each of these factors would be in light of the five basic academy options.

Respondents were first asked to indicate how much of an obstacle obtaining sufficient instructors would be under each of the five models.

Table 6: Sufficient instructors

Model	Individual LE agencies	State-sponsored regional academies	Regional academies (not state-sponsored)	Colleges	2-yr. academic course
Substantial obstacle	29.3%	16.2%	43.7%	29.6%	28.6%
Somewhat of an obstacle	40.0%	48.6%	42.3%	28.2%	32.9%
Total	69.3%	64.8%	86.0%	57.8%	61.5%
Little or no obstacle	30.7%	35.1%	14.1%	42.3%	38.6%

A clear majority (86%) indicated that it would be a *substantial obstacle* or *somewhat of an obstacle* to secure sufficient instructors for regional academies that were not sponsored by the state, with individual law enforcement agencies being the next model where this would be an issue (69.3%). The most frequently cited option where securing sufficient instructors would *not* be problematic is at the collegiate level, with 42.3 percent of respondents indicating it would be little or no obstacle. It should be noted that no option was cited by the majority as posing little or no obstacle.

Respondents were next asked to indicate how much of an obstacle securing sufficient facilities would be under each of the five models.

Table 7: Sufficient facilities

Model	Individual LE agencies	State-sponsored regional academies	Regional academies (not state-sponsored)	Colleges	2-yr. academic course
Substantial obstacle	41.3%	21.6%	50.7%	29.6%	27.1%
Somewhat of an obstacle	33.3%	47.3%	32.4%	28.2%	25.7%
Total	74.6%	68.9%	83.1%	57.8%	52.8%
Little or no obstacle	25.3%	31.1%	16.9%	42.3%	47.1%

Non-state-sponsored regional academies were indicated as the model that would pose considerable (substantial or somewhat) obstacles to securing sufficient facilities (83.1%). The two-year academic course option was selected by almost half of respondents (47.1%) as the option where sufficient facilities would be little or no obstacle in obtaining. Perhaps this is because the burden of securing adequate facilities would be borne by institutions of higher learning, which would already have sufficient classroom space. No option was cited by the majority of respondents as posing little or no obstacle.

Next, respondents were asked how much of an obstacle obtaining sufficient training staff would be.

Table 8: Sufficient training staff

Model	Individual LE agencies	State-sponsored regional academies	Regional academies (not state-sponsored)	Colleges	2-yr. academic course
Substantial obstacle	32.0%	21.6%	45.1%	32.4%	30.0%
Somewhat of an obstacle	44.0%	43.2%	42.3%	25.4%	37.1%
Total	76.0%	64.8%	87.4%	57.8%	67.1%
Little or no obstacle	24.0%	35.1%	12.7%	42.3%	32.9%

The vast majority of respondents (87.4%) indicated that regional academies not sponsored by the state would have some measure of difficulty in this regard. The collegiate option was selected as the model most likely (42.3%) to ensure sufficient training staff. This is no doubt due to the fact that colleges, by their very mission, would likely have sufficient training staff on hand (or would have little difficulty in attracting new staff for courses where appropriate staff was lacking). No option was cited by the majority of respondents as posing little or no obstacle.

Respondents were then asked how much of an obstacle maintaining the BLEA Problem-Based Learning approach would be for each academy option.

Table 9: Maintaining the BLEA Problem-Based Learning approach

Model	Individual LE agencies	State-sponsored regional academies	Regional academies (not state-sponsored)	Colleges	2-yr. academic course
Substantial obstacle	50.7%	20.3%	46.5%	36.6%	43.5%
Somewhat of an obstacle	29.3%	32.4%	33.8%	32.4%	37.7%
Total	80.0%	52.7%	80.3%	69.0%	81.2%
Little or no obstacle	20.0%	47.3%	19.7%	31.0%	18.8%

Respondents overwhelmingly indicated that there would be considerable obstacles (substantial or somewhat) to maintaining the BLEA approach in three of the following models: two-year academic course (81.2%); regional academies not state-sponsored (80.3%); and individual law enforcement agencies (80%). The option selected as most likely to result in few to no obstacles was the state-sponsored regional academy approach, with nearly half of the respondents (47.3%) indicating as such. However, none of the options were cited by the majority as posing little or no obstacle.

Respondents were next asked how much of an obstacle costs to local agencies would be for each of the five models.

Table 10: Cost to local agencies

Model	Individual LE agencies	State-sponsored regional academies	Regional academies (not state-sponsored)	Colleges	2-yr. academic course
Substantial obstacle	66.7%	21.6%	76.1%	63.4%	45.7%
Somewhat of an obstacle	24.0%	27.0%	16.9%	25.4%	20.0%
Total	90.7%	48.6%	93.0%	88.8%	65.7%
Little or no obstacle	9.3%	51.4%	7.0%	11.3%	34.3%

Several options were cited overwhelmingly by respondents where cost would prove to be an obstacle: regional academies not sponsored by the state (93%); individual law enforcement

agencies (90.7%); and colleges (88.8%). In the case of regional academies not sponsored by the state, it can be presumed that such academies would require an influx of new funding sources, which may prove difficult to obtain. Academies at the individual agency level and at the college level might run into problems attempting to use existing funding to create new academies.

The option (cited by the majority at 51.4 percent) with the least obstacles was the state-sponsored academy option. This is presumably the case because such academies would most likely be funded by a mix of state and regional funding, therefore ensuring that no one entity would bear the burden of funding.

Respondents were then asked how much of an obstacle maintaining consistent academic instruction would be for each of the five models.

Table 11: Maintaining consistent academic instruction

Model	Individual LE agencies	State-sponsored regional academies	Regional academies (not state-sponsored)	Colleges	2-yr. academic course
Substantial obstacle	54.7%	23.0%	49.3%	43.7%	52.9%
Somewhat of an obstacle	29.3%	37.8%	39.4%	29.6%	31.4%
Total	84.0%	60.8%	88.7%	73.3%	84.3%
Little or no obstacle	16.0%	39.2%	11.3%	26.8%	15.7%

Respondents overwhelmingly indicated in the 80th percentile that three of the five options (individual law enforcement agencies, regional academies not sponsored by the state, and the two-year academic course) would have problems maintaining consistent academic instruction. The option deemed to be the one posing the least amount of obstacles was the state-sponsored regional academy approach, with almost forty percent (39.2%) of respondents indicating this to be the case. No option was cited by the majority of respondents as posing little or no obstacle.

Respondents were then asked how much of an obstacle maintaining consistent perishable skills instruction would be for each of the five models.

Table 12: Maintaining consistent perishable skills instruction

Model	Individual LE agencies	State-sponsored regional academies	Regional academies (not state-sponsored)	Colleges	2-yr. academic course
Substantial obstacle	42.7%	18.9%	40.8%	45.1%	48.6%
Somewhat of an obstacle	38.7%	41.9%	43.7%	32.4%	30.0%
Total	81.4%	60.8%	84.5%	77.5%	78.6%
Little or no obstacle	18.7%	39.2%	15.5%	22.5%	21.4%

As shown above, all of the models (with the exception of state-sponsored regional academies) were seen by at least three-quarters of respondents as posing some measure of hindrance to the quality of instruction. Even the state-sponsored regional academy concept was seen by over 60 percent of respondents as having problems maintaining consistent perishable skills instruction. It is evident that respondents do not have confidence in *any* of these models to ensure that perishable skills are taught consistently to recruits.

Respondents were then asked how easy it would be for the WSCJTC staff to monitor the quality of instruction for the different academy types.

Table 13: Ease of WSCJTC staff monitoring instructional quality

Model	Individual LE agencies	State-sponsored regional academies	Regional academies (not state-sponsored)	Colleges	2-yr. academic course
Substantial obstacle	41.3%	18.9%	47.9%	50.7%	58.6%
Somewhat of an obstacle	41.3%	37.8%	40.8%	28.2%	30.0%
Total	82.6%	56.7%	88.7%	78.9%	88.6%
Little or no obstacle	17.3%	43.2%	11.3%	21.1%	11.4%

For each case, a majority of respondents believed there would be substantial or some measure of obstacles, with a high of almost 90 percent for the non-state-sponsored academies and the two-

year academic course option, to a low of almost 57 percent for the state-sponsored regional academy approach. Indeed, the option most likely to encounter little or no obstacles was the state-sponsored regional model, but less than half of respondents indicated this to be the case. Clearly, there is a lack of confidence that any of these options would be capable of ensuring adequate quality control by WSCJTC staff.

Respondents were then which model would best enable close monitoring of trainee progress.

Table 14: Close monitoring of trainee progress

Model	Individual LE agencies	State-sponsored regional academies	Regional academies (not state-sponsored)	Colleges	2-yr. academic course
Substantial obstacle	32.0%	14.9%	36.6%	45.1%	64.3%
Somewhat of an obstacle	36.0%	32.4%	43.7%	35.2%	22.9%
Total	68.0%	47.3%	80.3%	80.3%	87.2%
Little or no obstacle	32.0%	52.7%	19.7%	19.7%	12.9%

The state-sponsored regional academy model was the only option cited by the majority of respondents (52.7%) as being capable of providing such monitoring. Consequently, a majority of respondents indicated the other four models would encounter obstacles in promoting adequate monitoring of trainees. The two-year academic course was seen by the vast majority of respondents (almost 90 percent) as the model most prone to obstacles in monitoring trainee progress.

Lastly, respondents were asked about obstacles to academy frequency for each of the five models.

Table 15: Frequency of academies offered

Model	Individual LE agencies	State-sponsored regional academies	Regional academies (not state-sponsored)	Colleges	2-yr. academic course
Substantial obstacle	43.2%	23.6%	43.7%	17.1%	30.0%
Somewhat of an obstacle	37.8%	47.2%	43.7%	32.9%	28.6%
Total	81.0%	70.8%	87.4%	50.0%	58.6%
Little or no obstacle	18.9%	29.2%	12.7%	50.0%	41.4%

As evidenced above, colleges were seen as the option most likely to face few obstacles in maintaining academy frequency (50%). Slightly over 40 percent of respondents believed the two-year academic course model would pose few obstacles. Respondents believed there would be a substantial obstacle or somewhat of an obstacle with academy frequency utilizing the other three models, with almost 90 percent believing that regional academies not sponsored by the state would face obstacles.

It can be presumed that respondents believed academy frequency would face fewer obstacles in the college and two-year course models since these institutions undoubtedly offer regular Fall, Spring, and Summer semesters, and thus it would be easier to guarantee the frequency of trainings using a college’s existing scheduling framework.

Conclusion:

Of the choices presented, the majority of respondents (78.7%) indicated their support for a state-sponsored regional academy model of basic law enforcement training. This support was so marked that no other option even came close in its level of support (the next most popular choice, individual law enforcement academies, met with only 33 percent approval). Similarly, the majority of respondents (almost 80 percent) believed that the state-sponsored regional approach would be, of the presented models, the best meet statewide standards.

While support for the state-sponsored regional academy model was the strongest among respondents, it is important to note that this choice will not be without some difficulty, at least as perceived by the survey-takers. Indeed, for several of the questions concerning obstacles, there was no majority consensus (over 50 percent of respondents) that *any* of the options would present few or no obstacles.

The report addresses the ability to recruit and retain qualified instructors as an obstacle under several options. (Refer to Tables 5 and 7). It is unlikely that the Puget Sound area police and sheriff departments who now loan officers to the WSCJTC as BLEA Instructors and TACs would do so if academies were presented at a location other than Burien, or in a reasonable community distance for their personnel.

While not cited by the respondents, it can be reasonably inferred that a state-sponsored network of regional academies is appealing due to cost-sharing (at least some, if not all costs, will be borne by the state) and the uniformity of training delivery (due to all academies being overseen by the state).

Respondent were asked about distance learning. Distance learning has begun to be increasingly adopted as a cost-effective way to expose officers to training material without incurring travel costs to training facilities. Such training can often be done in a roll-call setting or individually at work locations in order to minimize interferences to scheduling or falling below minimum street strength requirements. Several states compared by PERF indicated they either utilize distance learning already or are in the process of using it for in-service or specialized training. However none indicated it was currently utilized as part of a basic academy. A variety of media are employed to deliver distance learning, such as DVDs, web-based training and “webinars.” Massachusetts plans to incorporate the classroom portions of CPR and defense tactics into their distance learning package, with the practical component to be conducted in-class. Minnesota, with its two-year college requirement, permits distance learning for some of the required courses in its program.

The WSCJTC uses three different platforms and strategies to deliver to distance learning. The WSCJTC uses CD-Rom based short courses, refresher short courses accessed through an

external platform that is password protected and ‘full’ online courses facilitated by an instructor. Distance learning has attracted close to 2,500 criminal justice personnel state wide.

The WSP utilizes distant learning for legal updates and training such as hazardous material updates, sexual harassment, and other training where hands on instruction is not necessary. This is done through streaming video or power point presentations that can be viewed anywhere across the state in the eight districts. All 2,200 WSP employees can be reached via this technology. Distance learning is not used for new cadets or as part of basic training.

Despite these in-roads survey respondents were generally not in support of distance learning as part of basic training.

Table 16: Distance Learning Approach

Distance Learning Approach	Percent Opposed
Computer based training	57.3%
Self-paced internet based	65.3%
Interactive live internet	48.0%
Mail/Correspondence	81.3%
Teleconferencing	68.0%

Of those that indicated favorable response to some form of distance learning, the average amount of the course they thought could be delivered in this manner averaged 21% of the instruction.

Those responding listed 106 possible distance learning topics. The most frequent mentioned was criminal law and procedure at 36 followed by traffic at 13.

COST BENEFIT

Individual law enforcement agencies –In this model larger law enforcement agencies run basic academies. Smaller agencies send their recruits to be trained by these agencies along with recruits from the large agencies. In some states a training fee is paid by the agency sponsoring the recruit. Other states fund these academies through a combination of state and local monies.

Table 17: Cost Benefit Information

Individual Law Enforcement Agencies	Costs	Benefits
Sufficient instructors	In single agency run academies most instructors will be from the parent agency. From time to time on-duty issues may take precedence over academy instruction and an instructor may not be available. A class may need to be rescheduled which will have a ripple effect in the curriculum.	A large agency will usually have a sufficient pool of trained and certified instructors to draw on for most topics. They will be supplemented by outside subject matter experts who are usually dependable and consistent in their offerings.
Sufficient facilities	In Washington, if this option were pursued some suitable facilities would almost certainly need to be built or converted, depending on which agencies became training centers	
Sufficient training staff	Training division/academy staff may rotate through the academy too quickly to gain complete competency in their roles. How assignment to a training function is viewed will have an impact on the quality of the training staff. Those who stay too long may become stale and out of touch with what is happening in the field.	In many departments, assignment to the training academy is seen as a prestigious and sought-after assignment that is a key career development step. A planned rotation with a time limit ensures that the training staff maintains fresh perspectives that are rooted in current field problems.
Maintaining the BLEA Problem-Based Learning approach	It would be difficult to ensure buy-in from the entire instructional staff and training staff on the PBL approach without direct control. Requiring approval by CJTC of each instructor could create	

	<p>conflict with the single agency. Adherence to the PBL model and that PBL learning objectives are consistently observed would be difficult to retain as instructors are change to meet the operational needs of the parent agency.</p>	
<p>Cost to local agencies</p>	<p>Much of the cost in single agency model is borne by the parent agency. Outside agencies are usually assessed a fee to cover the cost of instruction. Single agency academies seldom have residential facilities so that attendees from outside agencies that are unable to commute may need to reimburse for lodging and meals. The WSCJTC will need to have support personnel that will monitor and inspect single agency programs.</p>	
<p>Maintaining consistent academic instruction</p>	<p>Much of the instruction will focus on the needs of the parent agency. Issues of importance to small agencies may not be addressed or sufficiently covered.</p> <p>It may be difficult to train all of the instructors used by a single agency to ensure that they train to the most current standards</p>	
<p>Maintaining consistent perishable skills instruction</p>	<p>This will depend on the parent agency maintains consistent firearms, defensive tactics and driving experts who have been trained in line with state wide standards.</p>	
<p>Ease of WSCJTC staff monitoring instructional quality</p>	<p>WSCJTC staff would need to consistently travel to each single agency and monitor instruction. Conflict may occur if the WSCJTC monitors recommend that an instructor be replaced.</p>	
<p>Close monitoring of trainee progress</p>	<p>Agencies sending their recruits to a single agency</p>	<p>The staff of a single agency academy is usually</p>

	academy may need to create lines of communication to ensure that those they are sponsoring are performing at an acceptable level. They need some mechanism to monitor the progress of their own students.	very aware of the progress of each recruit, especially those from their own agency.
Frequency of academies offered	Often this will be dependant on the needs of the “parent” agency.	
Two-thirds of survey respondents would not support this training model		

State sponsored regional academies – Some states sponsor regional academies that are part of the state’s law enforcement officer training and standards commission. Most are non-residential with all training costs paid for by the state.

Table 18: State Sponsored Regional Academies

State Sponsored Regional Academies	Costs	Benefits
Sufficient instructors	The pool of instructors would need to be increased with regional pools established to reduce travel times and ensure availability.	Regional academies run by the state would be able to select instructors. Those that do not perform well could be let go more easily than in the other models.
Sufficient facilities	New funds could be required to create/upgrade ranges, driving courses and practical exercise facilities (“Hogan’s Alley’s”) If a region could not provide sufficient numbers of students in commutable distances, residential facilities may be required with attendant support including cafeteria, etc.	Suitable facilities for classroom training purposes probably are located through out the state.
Sufficient training staff	A regional approach could result in each academy having a small number of BLEA sessions per year with times of low workload for staff. This might be ameliorated by adding in-service and specialize training to the regional academies.	With state funding, a sufficient training staff can be assigned to each regional academy. Under WSCJTC control staff quality could be maintained through rigorous selection and performance evaluation processes.
Maintaining the BLEA Problem-Based	Even with state control	Because the state would

Learning approach	WSCJTC would need to carefully monitor the program to ensure that it complies with PBL standards	run these regional academies, it would be able to ensure that the PBL approach is maintained.
Cost to local agencies	Depending on the location of regional academies, and assuming no residential facilities, some students may need lodging and per diem support from their sponsoring agency. Such costs might be paid for by the state.	If the state pays for these regional agencies, there would be no training costs for local agencies.
Maintaining consistent academic instruction	As with maintaining the PBL approach, decentralization would necessitate monitoring to ensure high quality.	With state control of the regional academies, and with appropriate monitoring consistency can be maintained with this model.
Maintaining consistent perishable skills instruction	On-going monitoring would be required to ensure that state standards are met. The increased number of instructors will require more frequent refreshers and retraining.	Again, with state control, and consistent monitoring, high caliber perishable skills training can be consistent across all academies.
Ease of WSCJTC staff monitoring instructional quality	A requirement would be for frequent and on-going staff development and training sessions to ensure that a common perspective is maintained. A key aspect would be to ensure that the central training model is maintained and that inappropriate regional differences do not diminish the central approach.	With state control and with staff employed by the WSCJTC at each regional academy this could be performed regularly. Regionalization could allow, after careful considerations, some customization to meet the needs of different regions, i.e., those with a more rural and small agency base vs. those with a more urban and large agency base.
Close monitoring of trainee progress	Care would be needed to make sure that regional differences do not creep in that have an impact on acceptable trainee performance	Each regional academy would have WSCJTC staff that with appropriate centralized guidance could provide close trainee monitoring.
Frequency of academies offered	Depending on the size of the region, and the critical mass of trainees needed to run a cost effective program, some delays could result in creating academies. Some agencies might have to send their recruits to another region	

	to comply with the time requirement from hiring until academy initiation.	
Of those responding to the training survey, 79% supported this model.		

Regional academies (not state sponsored) – Some states have standalone regional law enforcement training academies which are funded through a consortium of local departments. Various cost sharing formulas are used to fund these academies. Most are non-residential.

Table 19: Non-State Regional Academies

Regional Academies (Not State Sponsored)	Costs	Benefits
Sufficient instructors	The pool of instructors would need to be increased with regional pools established to reduce travel times and ensure availability. Although the WSCJTC could establish standards for instructors, the actual selection would probably be made by each regional academy. Quality control may be difficult.	
Sufficient facilities	Facilities may be a significant issue without state support. Specialized facilities such as ranges, driving tracks and practical exercise facilities would depend on the funding stream from regional agencies. Long term capital obligation might be difficult to acquire.	Class room space would probably be available regionally.
Sufficient training staff	Training staff availability will depend on how these regional academies are funded. There may be some reluctance to fund full time staff if the number of academy offerings annually is not sufficient to keep staff downtime at a minimum.	
Maintaining the BLEA Problem-Based Learning approach	As with the single agency academy model it would be difficult to ensure buy-in from all instructors and training staff on the PBL	

	<p>approach without direct control. Requiring approval by WSCJTC of each instructor could create conflict with the regional models. If instructors were frequently changed, maintaining a consistent PBL approach could prove to be difficult.</p>	
<p>Cost to local agencies</p>	<p>This model would transfer almost all training costs to the local agencies. Formulas would have to be developed for cost sharing to maintain the academy base and costs scales would need to be developed to pay for each attendee.</p>	
<p>Maintaining consistent academic instruction</p>	<p>Under this model, without state control, maintaining consistent high quality academic instruction would be somewhat difficult. Conflict might develop between WSCJTC standards and the perspectives of the local agencies that make up a regional consortium</p>	
<p>Maintaining consistent perishable skills instruction</p>	<p>Maintaining consistent, statewide standards for perishable skill instruction would confront the same difficulties as with consistent academic instruction. Instructor training, certification and monitoring would be especially important in this area. Again conflict might arise between the WSCJTC and a regional consortium over best approaches.</p>	
<p>Ease of CJTC staff monitoring instructional quality</p>	<p>As with a series of single agency academies WSCJTC staff would need to consistently travel to the regional agencies and monitor instruction. Conflict may occur if the WSCJTC monitors recommend that an instructor be replaced.</p>	
<p>Close monitoring of trainee progress</p>	<p>Monitoring of trainee</p>	

	progress would depend on the quality of the regional academy staff.	
Frequency of academies offered	As with state run regional academies, depending on the size of the region, and the critical mass of trainees needed to run a cost effective program, some delays could result in offering academies. Some agencies might have to send their recruits to another region to comply with the time requirement from hiring until academy initiation.	
Other	Creating a governance structure for non-state sponsored regional academies would be difficult. Determining who has authority to hire and fire academy staff, and what role the governing body would have regarding academy operations would require much consultation and negotiation.	
Of those responding to the Training Survey, only 15% supported this option.		

Colleges and universities, community colleges, and/or technical school academies – States that use this option certify institutions of higher learning to offer law enforcement basic training academies. The curriculum is mandated by the state and the length of these academies is comparable to a state run or regional academy. Local jurisdictions usually pay a fee to the institution for the recruits they send. Most are non-residential.

Table 20: School Sponsored Non-State Regional Academies

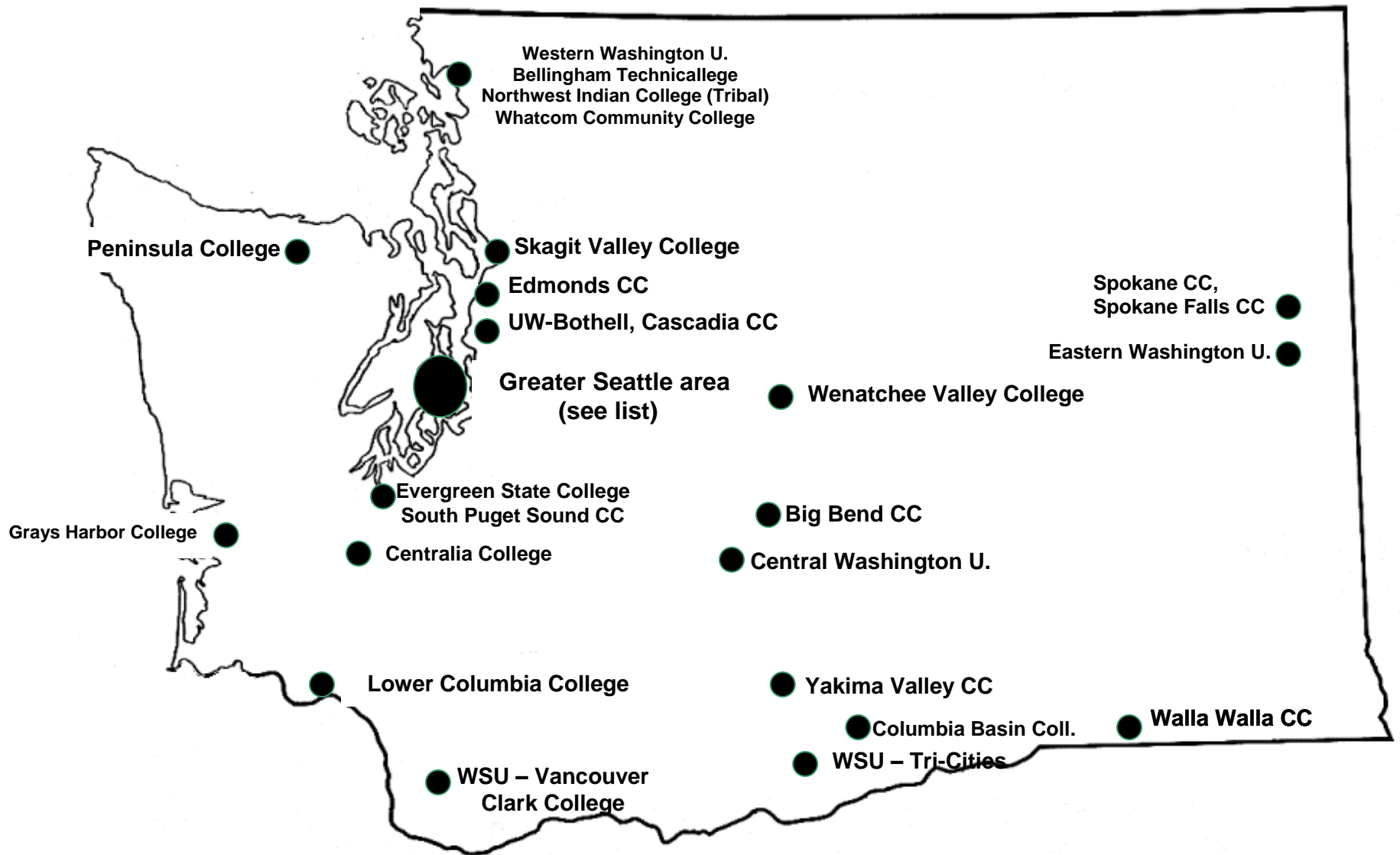
Colleges and Universities, Community Colleges, and/or Technical School Academies	Costs	Benefits
Sufficient instructors	Each institution would have to establish a pool of instructors. The WSCJTC would need to establish standards but it would	Instructors could become part-time or adjunct faculty. Institutions with criminal justice programs may have a cadre of

	probably fall to each institution to determine how well their instructors meet the standards.	already available instructors.
Sufficient facilities	Specialized facilities needed for firearms and drivers training and for practical exercises would be a concern with this model.	Class room facilities should be readily available.
Sufficient training staff	Training staff availability will depend on the approach each institution takes and the frequency with which they offer academies. As with non-state regional academies, there may be some reluctance to fund full time staff if the number of academy offerings annually is not sufficient to keep staff downtime at a minimum.	
Maintaining the BLEA Problem-Based Learning approach	The WSCJTC would need to establish standards and a monitoring process to ensure adherence by both academy staff and instructors to the PBL approach. The potential for conflict would exist between CJTC and institutions that are also in the business of education and training about the best approach.	Many institutions of higher learning subscribe to Problem-Based learning in their regular academic offerings. They may readily support this approach to basic police training.
Cost to local agencies	Unless the state agreed to pay the tuition and fees of each police recruit, this expense could fall on local agencies. Additional costs may fall to local agencies if lodging and per diem is necessary because no participating institution is within commuting distance.	It could be expected that participating institutions would fund most costs through tuition.
Maintaining consistent academic instruction	Under this model, without state control, maintaining consistent high quality academic instruction would be somewhat difficult. Conflict might develop between WSCJTC standards and the	Most institutions of higher learning have long term views. They may be more likely to long for instructors willing to maintain long term relationships with their academy and thus be able

	<p>perspectives of participating institutions. A close monitoring process would be especially important in this area.</p>	<p>to promote consistent high quality instruction.</p>
<p>Maintaining consistent perishable skills instruction</p>	<p>Maintaining consistent, statewide standards for perishable skill instruction would confront the same difficulties as with consistent academic instruction and with other decentralized approaches. Instructor training, certification and monitoring would be especially important in this area. Again conflict might arise between the CJTC and participating institutions over best approaches.</p>	
<p>Ease of CJTC staff monitoring instructional quality</p>	<p>As with other models, WSCJTC staff would need to consistently travel to the participating institutions and monitor instruction. Conflict may occur if the WSCJTC monitors recommend that an instructor be replaced.</p>	
<p>Close monitoring of trainee progress</p>		<p>Most institutions of higher learning are concerned about student progress and quality in comparable certification programs. This would seem to indicate that trainee progress would be closely monitored so that a program graduates an acceptable number of trainees</p>
<p>Frequency of academies offered</p>	<p>As with regional academies, a critical mass of trainees needed to run a cost effective program might not be available on a timely basis at an institution close enough to some agencies. Some recruits might have to attend a distant program to comply with the time requirement from hiring until academy initiation.</p>	

Other	If an academy program were offered at public institutions it may need to be open to self-funded students.	
Other	It may be difficult to establish academies at the most appropriate locations so that most recruits can commute.	
Of those responding to the Training Survey, 32% supported this option.		

The following map shows Washington colleges and universities, community colleges, and technical school distributed across the state. If a decision were made to use colleges as a location for basic police training, there is enough of a geographic distribution that most trainees would be able to attend as a commuter.



Institutions of higher education in the Seattle area include the following

Bates Technical College	Bellevue College	Clover Park Tech. College
Everett CC	Green River Community College	Highline Community College
Tacoma CC	North Seattle CC	UW-Tacoma
Olympic College	Pierce College-Puyallup	Pierce College-Ft.
Steilacoom (Lakewood)	Renton Technical College	Seattle Central CC
Shoreline Community College		South Seattle CC
Lake Washington Technical College		

Currently Skagit Valley College offers a specialized law enforcement academy, the Parks Law Enforcement Academy (PLEA). The curriculum totals 720-hours. According to the academy director, instructors include police officers, lawyers, park rangers and others who are either subject matter experts or certified under the Washington State Criminal Justice Training Commission in their respective skills areas. It is paramilitary in its oversight and atmosphere, and incorporates the problem-based learning modalities that are blended with competency-based assessments to industry standards—both the Federal Law Enforcement Training, and WSCJTC’s standards.

The academy, taught on a community college campus, is one of nine in the U.S. that is geared to train entry level park protection rangers for Level II federal law enforcement service. Other Federal land management agencies (BLM, BOR, USFS, BIA, and USF&W) have had graduates from PLEA. The Washington State Parks and Recreation Commission is on public record as declaring SVC PLEA as their academy of choice for their permanent park ranger staff. Additionally, this academy is an entry-level hiring requirement for Snohomish and Skagit County parks systems, and the City of Everett Parks.

The program is in its 20th year at Skagit Valley College. A Skagit Valley College PLEA graduate was recently (at the WSCJTC Commission meeting on September 9, 2009) accorded equivalency by the WSCJTC for his position as a police officer for the City of Twisp, WA. The Commission stated they will consider PLEA graduates for equivalency in the future on a “case-by-case basis”.

Two year academic course followed by concentrated perishable skills training – At least one state requires that law enforcement candidates complete a two year academic law enforcement program from any of a number of higher education institutions followed by a concentrated course to teach perishable skills. Those that successfully complete this program are eligible to take a state examination. Law enforcement agencies hire from the pool of those that pass the examination.

Table 21: Two Year Academics Courses

Two Year Academic	Costs	Benefits
Sufficient instructors	Certified instructors would need to be hired for the concentrated perishable skills portion of the training. Maintaining a consistent pool from year to year could prove difficult.	Since this police recruit training approach is based on academic course completion faculty members should be readily available.
Sufficient facilities	Facilities would need to be located or developed for firearms and driving instruction and for practical exercises.	Class room facilities should be available sine this would be an academic course of instruction. Appropriate facilities for control/defensive tactics training should be available on a college campus.
Sufficient training staff	Training academy staff would need to be hired for the perishable skills portion of the training. This portion of the training would be delivered in a condensed format and staff would be needed for scheduling, logistics and oversight purposes.	During the academic portion, no training staff would be needed other than someone with student progress monitoring and advising which could be collateral duties.
Maintaining the BLEA Problem-Based Learning approach	Unless the college had integrated PBL across its curriculum it would be difficult to ensure that PBL was maintained consistently through the course of instruction.	
Cost to local agencies	If the diversity of program graduates was limited, agencies could decide to provide scholarships or other stipends to candidates in whom they had a special interest. Such people could be hired	In this model, students fund themselves so agencies would only have background and testing expenses. There would normally be no training or salary expenses.

	<p>by the department for non-sworn part-time work. These costs could be significant. Costs could also be incurred in order to attract the best graduates.</p>	
Maintaining consistent academic instruction	<p>Given the dispersed nature of the academic instruction it would be difficult to maintain consistent instruction. The WSCJTC would have to set standards, examine course syllabi, and occasionally monitor classes in an effort maintain consistency.</p>	
Maintaining consistent perishable skills instruction	<p>Consistent perishable skills instruction would require instructors in these areas to be trained and certified by the WSCJTC. The WSCJTC would also to require that any of the perishable skills course offered by approved prior to being offered in order to maintain standards</p>	
Ease of WSCJTC staff monitoring instructional quality	<p>This module would be difficult for WSCJTC staff to monitor.</p>	
Close monitoring of trainee progress	<p>Unless the institution supported an adviser/program manager this would prove difficult to perform</p>	
Frequency of academies offered	<p>Since the normal sequence in this model would be two years of academic training followed by a summer session of concentrated perishable skills training, graduates would be available only in the fall. Departments with more immediate needs would be required to wait until this time. A department could consider hiring those not given positions during the fall period but those not hired then might not be the best candidates</p>	
Other	<p>It may be difficult to have such programs developed</p>	

	at appropriately geographically dispersed institutions to provide state wide coverage.	
Of those responding to the survey, 74% did not support this option.		

Based upon available information, the per cadet cost to train a cadet attending a basic police academy was compared among WSCJTC, WSPA and the Oregon Department of Public Safety Standards and Training. The value ranged from a low of \$10,422 for WSCJTC to a high of \$15,500 for the Washington State Patrol. However, as the table below shows, when standardized by the hours of instruction, Oregon has the highest hourly cost,

Table 22: Training Costs Per Cadet Per Academy

	BLEA	TBTC	Oregon
TOTAL COST*	\$10,422	\$15,500	\$12,843
TOTAL HOURS	720	951	640
COST PER HOUR	\$14.48	\$16.30	\$20.07

*Assumes trainee in residence at academy.

IMPACT AND COST OF DECENTRALIZING

Of the decentralized models that might be used to deliver basic law enforcement training the only one that received majority support from PERF Training Survey respondents was the model which would establish state-supported regional academies. Almost 80% of the survey respondents indicated that they support this option. No other option got more than 33% support. In the cost benefit analysis above the state-supported regional model has the fewest negatives of the models considered.

Washington has experience in offering regional basic law enforcement academies. WSCJTC's BLEA courses are held almost annually in Spokane. Two BLEA classes were held at the Spokane Police Training Center in 2008 and two were scheduled for 2009. Additionally, because of capacity issues, the BLEA classes were conducted in Snohomish County in 2008.

Regional academies run by the state could be standalone, located with a law enforcement agency or put on a college campus. A major benefit of commutable regional academies is the convenience they could afford to law enforcement agencies across the state. By decreasing the distance between the academy and recruits' homes, recruits can more easily maintain their roots with their families and community. Their sponsoring departments can maintain closer contact and can from time to time go to the academy location to meet with them and monitor their progress.

Residential academies can foster enhanced professionalism, improved teamwork, and camaraderie. Residential students may be able to maintain a greater focus on their academy work and be subject to fewer distractions than those commuting.

Regional academies can offer a residential option either through providing funding for local hotel stays or through building dormitories. Building dormitories at regional academies can be cost inefficient if they do not achieve a high rate of occupancy. Residential support logistics such as meal service can also be costly if the need for meals varies significantly.

A key factor in decentralizing basic training is the extent to which the agencies in a region would have sufficient need for basic training slots to keep an academy in continuous operation. The current 18-week BLEA would need to be offered at least twice annually with in-service and specialized training offered during times when a BLEA is not in session. Otherwise staff would have too much down time. Staff at a regional academy should be assigned on a professional full time basis and not assembled on an ad hoc basis when agencies have enough vacancies to need an academy. The larger the pool of agencies, the more likely it is that courses can be consistently offered on a predictable basis.

A review of the proximity of cadets attending the last two academy sessions of the Washington State Patrol Academy as well as the location of the police agencies using the services of the WSCJTC for BLEA training in 2009 was conducted. This information was plotted on a county map of Washington identifying the numbers of cadets or agencies in each county. Appendix 4 depicts the number of cadets attending the Basic Law Enforcement Academy in 2009 by the county in which their agency is located. Appendix 5 illustrates the number of cadets by county, attending Classes 95 and 96 of the Washington State Patrol Academy. Five cadets were not included on the map in Appendix 5 as their origins are outside of Washington: California, Colorado, Idaho, Oregon and Texas.

Regional academies may have some latitude to customize some elements of the curriculum for the agencies they serve. However any deviation from the standard curriculum has to be carefully assessed to ensure it does not create multiple versions of the course of instruction.

An increase in the number of training sites, staff and instructors not only increases costs but also makes quality control more difficult. A larger pool of instructors and staff members will increase the need for monitoring, re-training and refresher training. Achieving the full benefits of the Problem-Based learning approach requires time and attention until it is fully institutionalized. The WSCJTC recognized this issue when they helped staff and instructors at the Spokane Police Training Center with their PBL transition.

As was described above, regional academies would need to have access to firing ranges, driving tracks and facilities for practical exercises. If such facilities need to be constructed substantial capital expenditures would be required.

On balance, state sponsored regional academies would have to overcome a number of obstacles to be efficient and effective. Classes need to be offered frequently enough to justify professional staffs. There may be substantial capital costs to retrofit or build new facilities. Operational costs would increase. And quality control issues would need to be overcome. These are represent substantial barriers to expanding the BLEA network beyond Burien and Spokane.

STUDENT PAY SYSTEM

Some states allow those who wish to become a law enforcement officer to attend an academy or complete a two year program at their own expense. California and Florida are among the states that allow people to choose to attend a police academy by paying their own way. In Minnesota where potential law enforcement officers must attend a two year community college course, almost all police recruit are self funded. When self funded students successfully complete all the academy requirements they are eligible to be hired, pending background, medical, psychological and polygraph examinations whatever agency wishes to hire them.

The primary benefit of self paid students is that agencies that hire them do not pay them a salary during the time they are in training. In addition, the agency saves any costs that might be assessed for their training. Another benefit is that an agency has access to a candidate's training records. A candidate's academy performance can be used to assess a recruit's potential for a successful law enforcement career.

The limitation of self funding is that it may produce a more limited pool of candidates. The pool is composed those who on their own decided that they wanted to become a law enforcement officer. In most states this pool is predominately made up of white males. Consequently, it is often difficult to find in this pool the diversity that many communities desire in their public safety workforce.

Another detriment to this approach is that there may be competition for the top academy performers. Small agencies may find it difficult to match the salary and benefits and the variety of jobs that larger agencies may be able to offer.

In systems where agencies recruit and sponsor their own candidates they can focus on local men and women who have community roots. Such candidates may be willing to accept less financial and mobility prospects in order to remain close to family and a location in which they are comfortable.

The PERF Training Survey asked respondents: “Would you support self-funding of law enforcement officer candidates in Washington?” Of those answering, 63% were opposed to allowing self funding.

CURRICULA COMPARISON

The two recruit training academies have different stakeholders with somewhat different missions. The Washington State Patrol presents the following as a trooper's mission and responsibilities:

- Provide a safe environment for all citizens in Washington State.
- Assist in the prevention of traffic accidents.
- Expedite the safe and efficient flow of traffic.
- Support other law enforcement agencies in combating crime.
- Provide service and assistance wherever and whenever necessary.

Basic training for the single agency, the WSP, includes a substantial amount of training critical to a trooper's mission of traffic related duties. The WSP also teaches basic law enforcement responsibilities so cadets who graduate from the WSP Academy can be hired by any law enforcement agency in the state. Conversely, the WSP does not accept officers from outside agencies and requires completion of the WSP academy prior to becoming a Trooper. The WSP training is significantly more detailed instruction in subject areas such as traffic, CED (Taser) training, firearms and driving.

The audience for the WSCJTC's BLEA is broader and much more varied. The BLEA is designed to train virtually all mandated state county and local law enforcement officers in the state excluding the WSP. The mission and responsibilities set out for deputies and police officers will vary from agency to agency. All deputy and officer recruits from the state's sheriff's offices and municipal police departments attend training at the WSCJTC facility in Burien. Although there are substantial similarities in the work of deputies and police officer across the state, there are also significant differences accruing to agency type, location and size -- sheriff's offices versus municipal police departments, urban policing versus rural, an agency with two officers versus one with over 1300.

The BLEA must ensure that the core knowledge, skill and abilities required of all law enforcement agencies in the state are transmitted to its students while also ensuring that the basic

curriculum is as relevant to a Seattle recruit as it is to a recruit from Asotin or Wahkiakum County.

Some agencies provide additional department specific training, prior to field training, after their recruits complete the BLEA. About 25% of the 75 agencies responding to the Training Survey indicated they provided post academy instruction before field training.

Another difference between the TBTC and the BLEA is the approach to training each uses. The WSP basic course is described as utilizing a “Para-Military” model during training. Core features are discipline, attention to detail, training under a stressful environment and learning through hands on training. The training course outlines show use of a combination practical exercises, lecture and problem solving. The WSP instructors use facilitation techniques, small group exercises, and problem-solving challenges. The model is designed to set the stage with basics then to explore possible solutions rather than a one-size-fits-all approach. Substantial time is spent, following practicals and other exercises, debriefing trainees to enable higher-level learning.

The WSCJTC basic course has been recently redesigned its curriculum to fully integrate Problem-Based Learning (PBL). According to the materials developed by the WSCJTC;

So... what is PBL? The Problem-Based Learning is an approach to training and learning. The main idea is simple. Let the students decide what is important. Let them take ownership of their own learning. Students will have real motivation to learn the new information or skill. They're motivated because they are facing a problem that's "over their head." This complicated (ill-structured) problem requires the acquisition of new information and skills to solve. This process of facing the problem BEFORE coming to a solution is more realistic. Real life presents the problems first – not the solutions. Real life is “over our heads.” When we want to learn something new, we have to figure it out for ourselves. We have to take ownership of how we want to proceed.

A PBL curriculum teaches students how to solve problems. It provides a system for working through problems. Students learn how to learn. And students take that problem-solving system with

them into the work force. In its pure form, PBL seems quite unstructured. However, with well-designed ill-structured problems driving the learning, and a well-trained cadre of instructors, the learning goes where it's supposed to.

The WSCJTC contrasts Problem-Based Learning with traditional teaching:

In a traditional method of teaching, students learn the information and skills, then practice with the information and skills, and finally apply the information and skills to the “problem.” That “problem” most often takes the form of a written exam or final mock scene test. The curriculum and instructors tell the students exactly what to learn. The students just have to trust that the information is valuable to them. They don't necessarily understand or believe why they are hearing it. ...lecture is the most prominent delivery method involved in a traditional curriculum.

According to the WSCJTC, the adoption of PBL approach and adult learning methods for the BLEA doesn't discard teaching the traditions and customs of police work. The aim is “to strike a reasonable balance between a ‘military’ style and a ‘college’ style environment” For example, “areas of the campus outside the classroom will be run with more paramilitary discipline with specific explanations for customs, courtesy and behavior.” Examples include:

- A reasonable amount of physical punishment, such as push-ups, is a necessary part of the academy atmosphere because it acts as a deterrent to unacceptable behavior or performance and because it builds strength and fitness.
- Group punishment is also used at times in the academy because it reinforces the lesson that law enforcement is a team sport and because it creates peer pressure which motivates recruits to behave and perform at acceptable levels.

PERF compared the topics covered through a review of all the instructional outlines for both the WSP, “Arming” course and the TBTC, to the list of PBL modules and their learning objectives. This information is included in Appendices 6, 7, and 8.

This comparison confirmed the findings in a memo titled “Academy Comparison” compiled by the WSP dated June 30, 2009 (Attached as Appendix 9).

Trooper recruits begin their training with a seven week “Arming” course. The Arming course places a heavy emphasis on control/defensive tactics and on firearms training. Communications,

report writing and some traffic-related topics are included. This course is followed by the additional 16 weeks of instruction in Trooper Basic Training Course with a combined total of about 23 weeks. (The control/defensive tactics taught in the Arming course are considered basic. The tactics taught in the TBTC Basic are enhanced and more intensive. Troopers also attend a one week Felony Investigation Course and a two week Advanced Collision course. According to the memo troopers generally attend these courses after they complete their probationary year.

The BLEA is composed of 720 hours of instruction delivered over about 18 weeks to account for holidays. Each BLEA module has a set of Problem-Based learning objectives whereas the objectives for each TBTC module are stated in more traditional terms.

Both courses begin with introductory and orientation topics. Much of which is covered in the BLEA's orientation includes discussion of the Problem-Based learning process and how it will be used during the recruits' training. The TBTC introduction covers a history of the state patrol, its core values, and agency specific policies. Both academies cover leadership, diversity, unbiased policing, professional image, and ethics.

As stated in the comparison memo, both academies cover similar topics in suspect control and defensive tactics. Each trains in use of force, handcuffing, weapon retention, ground tactics, aerosol spray, expandable baton tactics and excited delirium awareness. Generally, the TPTC devotes more hours to these topics than the BLEA. This appears to be due primarily to the repeats/refreshers on control/defensive tactics offered in the both the Arming course and the 16 week portion of the TBTC.

The primary firearm training offered by the two academies is comparable although the WSP uses the outdoor range for driving and traffic stop shooting scenarios, and simunitions (paintball scenarios). The TBTC adds instruction on shotguns, patrol rifles and conducted energy devices (Tasers). The BLEA does not offer this instruction because additional weapons are not universally issued by Washington law enforcement agencies. An agency that does provide its officers with any of these weapons would have to provide its own training.

As the comparison memo indicates, the curricula on legal issues such as civil rights, search and seizure, warrants, rules of evidence and courtroom testimony are quite similar. The TBTC teaches criminal law and procedure in a large block of instruction whereas the BLEA presents criminal law and procedure in a more integrated fashion. Such BLEA modules as Property Crime, Computer Crime, Firearms and Dangerous Weapons, and Assault Investigations (among other) each include the relevant aspect of law and procedure.

The BLEA spends significant time on the type of investigations that a deputy or officer is likely to encounter including Noise Complaints, Landlord Disputes, Fight Calls, Fire Investigations, Gambling Investigations, Crimes Against Elderly, Robbery Investigations, Death Investigations, Computer Crimes and Sex Crimes. Additional topics that appear to be exclusive to the BLEA include crime scene management including photography and diagrams. Identification Processes are also included in the BLEA. Because such topics are not considered to be core part of a trooper's job they are not included in the TBTC. Such investigation would be handled by WSP detectives rather than by road troopers.

Both curricula cover patrol procedures, domestic violence, crisis response, building searches, narcotics, K-9 procedures and tactical communications, although the approaches to some topics will vary. Each academy provides instruction on unusual occurrences, mental illness issues, hazardous materials, first aid and critical incidents.

Although both academies cover the basics of traffic enforcement – including standardized field sobriety testing, blood alcohol content testing and driving under the influence of drugs – the TBTC offers substantially more instruction on traffic issues. Expanded instruction is provided to trooper recruits on the Motor Code, Collision Investigation, Commercial Vehicle Enforcement, and Speed Monitoring Devices.

Both academies use simulations and scenarios, mock exercises and practical demonstrations as part of the curriculum. The BLEA uses such training through out the curriculum as the core of Problem-Based learning. TBTC also uses practical exercises throughout the entire academy including when teaching cadets how to confront violent subjects, deal suicidal subjects, make

traffic stops, use defensive tactics, and engage in pursuits. The TBTC also has a Water Survival practical not offered in the BLEA.

The two curricula are similar in core content. They both provide training in the skills, knowledge and abilities needed to be a law enforcement officer in the state of Washington. The BLEA, however, is designed for the generalist that a new deputy or new police officer almost always is. They respond to calls for service, make vehicle stops and check on suspicious persons and circumstances. Typically, traffic enforcement is a relatively small part of their job.

Most of a new trooper’s job will be traffic related work. They are specialists with core portions of their responsibilities to “assist in the prevention of traffic accidents” and “expedite the safe and efficient flow of traffic.” The TBTC reflects this heavy emphasis.

A comparison was performed to match topics and hours in detail. These full results of this effort are displayed in Appendix 10. A summary is presented below.

Table 23: Summary of Possible BLEA – TBTC Joint Instruction Hours

	BLEA	TBTC
Joint Instruction	185	161.5
Adaptable for Joint Instruction	306	465.5
Adaptable through PBL	91	29.5
TOTAL Capable of Integration	582	656.5
Common Topic But Unique	49	173.5
Topic Found Only in BLEA	90	
Topic Found Only in TBTC+A25		122
TOTAL Not Capable of Integration	139	295.5

With adaptation and restructuring a substantial amount of the BLEA and TBTC curricula could be merged. However, there would still be a need to provide instruction that is unique to the job of a state trooper and to that of a county deputy or city officer.

ECONOMIES THROUGH CONSOLIDATION OR COOPERATION

One possible approach to achieve economy in training new Washington law enforcement officers would be to combine the two academies. A question was posed on the Training Survey regarding support for the WSP and WSCJTC conducting separate classes but using a common facility, similar to the Oregon model. Fifty-six percent of the respondents supported the idea if the Burien campus were used. Support dropped to 45% in the Shelton campus was the common location. Only 33% supported separate classes at a common location if a new facility was the locale.

Another question was asked to gauge reaction to having deputy/officer recruits and trooper recruits intermingled attending the same classes. Support for this possibility dropped to 46% if the classes were held in Burien, to 34% if the classes were held in Shelton and to 30% if the classes were at a new facility.

Some survey respondents added comments about the possibility of combining WSP and WSCJTC training. A sampling of their comments follows.

- I believe the Washington State Patrol academy should be closed and the troopers should be required to complete the BLEA in order to be certified. If required troopers can complete additional training specific to WSP such as we all do in our agencies.
- The concept of a shared academy makes sense. I can see no reason to continue the operation of separate academies when the instructional material should be virtually identical.
- The separation of the academies is a critical necessity. The two functions (county and city law enforcement vs. State patrol traffic enforcement) are on two completely different scales. Too much time, energy and resources have been allocated to the separate academies.
- The state patrol is very different in mission and function than local police and sheriff departments.
- The mission of the WSP differs significantly from that of local law enforcement. Consolidating the academies would muddy the water of both programs.

- It has never made sense to me that the WSP has a separate academy. We all enforce the same laws, are subject to the same case law, and should be using the same basic police procedures.
- WSP troopers and general officers/deputies are two separate entities with completely different responsibilities. Troopers are very specialized in traffic related enforcement where law enforcement officers cover a much broader spectrum of criminal, civil, and social problems.
- Any opportunity for WSP/local law enforcement to train together is a benefit. WSP troopers do not appear to be as well versed in non-traffic issues as their counterparts from the CJTC academies.
- I will absolutely oppose combining law enforcement and WSP academies.
- I do not support combining training with the state patrol. I truly believe they job duties are much different than other Washington law enforcement agencies in the state, therefore there are dissimilar training needs, etc.
- The WSP academy and BLEA have very different core missions and focus
- The type of instruction seems to reflect significant differences between WSP and local agencies, I am not sure that combined classes would meet the requirements or desires of either side.
- I am strongly opposed to any merging of the Washington State Patrol and CJTC academies. The WSP academy is stricter and more controlled. The cadets (recruits) undergo longer and more focused training than do the recruits at CJTC.
- I see the potential for conflict if police/sheriff recruits academies are shifted to WSP academy in Shelton, or vice-versa. There appears to be distrust and a power struggle that exists in the field where I've worked, with some degree of mutual distrust.
- There isn't enough room at Burien to support both WSP and BLEA training. Moving BLEA to Shelton has a disadvantage in that most of the BLEA students come from the King County Sheriff's Office or the Seattle Police Department and would not be able to commute; hence costs would increase.
- I think it may be possible, with a new facility, to combine the WSP academy and the WSCJTC academies so long as the differences are recognized and catered too.
- The WSP academy covers all aspects of the mandated peace officer requirements and enhances the requirements with the specialized training required for troopers. The WSP academy is a different training environment that should not be combined with CJTC.

The state’s current financial climate presents an opportunity for consolidating the two training facilities. In determining which academy facility would best be able to support training for all the state’s law enforcement officers, PERF conducted an analysis of the Washington State Patrol Training facility in Shelton and the Washington State Criminal Justice Training Commission facility in Burien. Moving WSP classroom training to the Burien campus has substantial advantages over moving CJTC training to Shelton:

- Over the next several years sufficient classroom and dormitory facilities are available at the Burien site to accomplish all of the WSP classroom training now conducted at Shelton. This is due, in part, to revised OFM BLEA projections which show a decrease in 2010 BLEA classes from 18 to 13 and in 2011 from 19 to 16. Additionally, indications are that due to the state’s financial issues TBTC classes may be severely restricted for several years.
- The WSP Training Division Facility has three classrooms and three other rooms that are used for training (the Administrative Classroom, the Conference Room and the Computer Lab. The table below shows the number of days each space was used in 2008 by either the TBTC or by other training.

WSP Training Facility Classroom Utilization 2008, by Days

	TBTC	Other	Total	% of Avail. Days Used
Classroom 1	1	192.5	193.5	77.4%
Classroom 2	3	123.5	126.5	50.6%
Classroom 3	129	81.5	210.5	84.2%
Sub total	133	397.5	530.5	70.7%
	TBTC	Other	Total	% of Avail. Days Used
Administrative Classroom	0	94	94	37.6%
Conference Room	0.5	45.5	46	18.4%
Sub total	0.5	139.5	140	28.0%
Total Days Used			670.5	53.6%

The Computer Lab was used on 58.5 days for a use rate of 23.6%.

Days Available =250 per room (52 weeks times 5 days minus 10 state holidays)

The WSP academy used its classroom space for a total of 670.5 days in 2008. If the WSP were allocated exclusive use of three classrooms at Burien (for a total of 750 available days) all of their classroom training could be accommodated. They also would need some 60 days for computer lab access. The WSP staff would need to work with CJTC staff to devise a schedule to ensure that their space use can be accommodated.

- There is not sufficient classroom or dormitory space in Shelton to sustain projected BLEA classes and all of the other training that the CJTC conducts such as training for corrections officers, community corrections officers, misdemeanant probation/classification counselors, juvenile services personnel, juvenile residential counselors, and juvenile corrections officers.
- To help maintain aspects of its unique culture, the WSP could segregate trooper cadets at Burien, by using dedicated sections of the dormitory facilities and separate classrooms. In-service WSP personnel could be similarly provided dedicated space.
- Instructors for a number of topics could be shared. PERF identified 33 areas or topics of training that currently cover 582 hours of BLEA training and 656.5 hours of TBTC training that could be taught by the same instructor or jointly in a combined class of troopers and officers.
- Moving WSP training to Burien would create less staff dislocation than moving CJTC operations to Shelton.
 - Twenty nine permanent state employees work at Burien: 19 Washington General Service and 10 Washington Management Service. All but three live within a 55-minute drive of the Burien campus. Only three current Burien employees are Olympia-area residents and live within a 55-minute drive of the Shelton academy
 - Puget Sound area law enforcement agencies supply 18 training officers under contract for the BLEA. Most live within reasonable commute distance of Burien. (Appendix 11 lists the BLEA contract staff by responsibility and department affiliation.)
 - If the Legislature moved either WSCJTC to Shelton or WSP Academy to Burien, employees could be reassigned to the new location. If the reassignment was beyond a reasonable commute distance, the employee could choose to exercise layoff options, but nothing would prohibit an employee from choosing to either move with the job or continue with their current residence and drive the longer commute.
 - Some WSP commissioned officers might have to relocate if the academy moved to Burien, as they are required by regulation and contract to reside within so many miles of their assigned work location. There are currently 22 WSP commissioned officers assigned to the WSP Academy in Shelton. In addition there are 16 civilian positions at Shelton.
- Although all WSP classroom training could be shifted to Burien there are certain Shelton training facilities that can not be readily replicated at Burien. The drive track, the outdoor firing range, the K-9 training course and the dive tank are unique to the

Shelton site. Additionally, the Shelton site is sufficiently remote that it is used for bomb squad training.

- Most of the Shelton facility could be “mothballed” except for the drive track, the K-9 training course and firing range. A small set of administrative offices could be maintained to support driving, firearms and K-9 training. Those attending training in Shelton could be lodged at local hotels with lunch catered on-site through a local vendor when necessary.
 - The WSP reports that the total number of training days in Shelton in 2008 was 1,155. Of these 176 were for the TBTC course and additional 595 were for classroom or computer lab training. The remaining 384 days (33% of the total) were spent outside the classroom at the firing range, the drive track, the K-9 training course and other non-classroom venues for non-cadet trainees.
 - The WSP also reports that in 2008 13,027 overnight stays were recorded. Of these approximately 8,448 were attribute to TBTC cadets. Of the remaining 4,579 overnight stays, it can estimated that approximately 33% -- 1,522 -- (based on the rate of training days spent in non-classroom venues by non-cadets) would be required for the non-classroom training that might remain at Shelton. This is a reduction of 88% from 13,027 overnight stays required in 2008. These figures lend support to the feasibility of “mothballing” most of the Shelton facility.¹
- The dive tank is used only in the WSP basic training. To determine whether it should remain open, or be mothballed, the WSP should examine operational data over the last three to five years to determine the frequency of water rescues by troopers and the frequency of physical altercations in water.
- The state could continue the practice of charging agencies other than the WSP for use of the remaining Shelton facilities.

¹ It is recognized that there will still be a significant expenditure for overnight stays. The WSP 2010 Training Academy User Rate Study shows a \$38 per night cost per person for a dormitory stay. The figure is meant to reflect actual cost since the WSP is not permitted to recover more than its cost. Given the 13,027 overnight stays in 2008 stated in the WSP Academy – Improvement Plan 2009-2019 the total cost of dormitory accommodation is \$495,026 (13,027 x \$38). The Improvement Plan indicates that an overnight stay in Shelton is \$32 above the dormitory rate for a total of \$70. If hotel space were used for the estimated 1,522 overnight stays require by those using the Shelton outdoor venues the total cost would be \$106,566 for a net savings of \$388,460.

Some portion of this saving may be lessened by increases in costs in Burien. However, given the OFM projections of reduced BLEA classes in 2010 and 2011, the CJTC budget may be sufficient to absorb these rooming costs with no increase in needed funding. Also based on the decreased expectations for BLEA attendees, the CJTC budget may be able to absorb the increased housing costs for both BLEA and TBTC students using the Shelton outdoor facilities for driving and/or firearms instruction.

- The WSP’s current practice of regionalizing in-service training is a cost effective approach that does not rely on the Shelton facility for advanced and legislative mandated training of all members of the department. Five troopers and a supervisor are assigned as regional academy instructors to provide much of the training needs of the WSP. The curriculum includes mandated annual topics and subjects identified through training needs assessments. For WSP training purposes the state is divided into three regions:
 - West Region (Districts 1, 5, 8, part of District 2 and HQ);
 - Central Region (District 7 and part of District 2); and
 - East Region (Districts 3, 4, and 6).

- The WSP brings employees to Shelton for training that requires the specialized features of that site. Examples of this training are:
 - Mandated driving certification on the drive course for all commissioned personnel (required every two years);
 - Driver re-certification on the drive course where deemed necessary;
 - Bomb squad training;
 - Mandated firearms training;
 - K-9 team training.

- The cost of the WSP training division for 2009 is \$1.87 million. A portion of this expense could be eliminated if WSP training were moved to Burien. Given that a WSP recruit academy is likely to be severely restricted due to fiscal constraints over the next several years some of the 22 commissioned academy positions could be redeployed to field duties. In addition, the mothballing of most of the Shelton facility would result in a reduced need for civilian staffing. (Appendix 12 illustrates the current organizational chart of the WSPA staff by responsibility and rank.)

- Any closing or consolidation may have labor relations impacts which might require bargaining or “meet and confer” with the unions representing the state employees at Burien and the four unions represented at the WSP academy. It may be that labor contracts need unit clarification actions before the Public Employment Relations Commission.

Currently, resource sharing occurs between Shelton and Burien in several areas. The driving track at Shelton is used for training BLEA recruits in driving. The WSP provides an instructor in traffic related topics to the WSCJTC. Additionally WSCJTC provides training for WSP staff in the following areas:

- LPO/Mid-manager/First line Supervision and Leadership courses;
- According to the LMS, between July 2006 and June 2007, WSP students made up 2.9% (191/6,648) of the Professional Development post academy training load;

- WSP instructors provided 50 shifts on A-19's for DUI/SFST training (including night mock exercises);
- Mandated child abuse interview/investigations course for WSP personnel.
- WSP defensive tactics master instructors are trained by CJTC's subject matter expert;
- CJTC Range staff trains WSP Snipers and SWAT classes; and
- Some WSP Tele-communicators attend classes at CJTC although they may begin training at the WSP academy: this represent an opportunity to train all WSP Tele-communicators in Burien if system customization and procedures can be accomplished.

WSP provides training for BLEA students and advanced courses in the following areas:

- WSP Crime Lab provides training and support for BLEA and advanced class students;
- EVOC for BLEA;
- Some Collision Investigations courses from Basic to Reconstruction (although CJTC will provide Basic, Advanced and Technical Collision courses around the state separate from WSP);
- ACCESS training for BLEA students;
- Commercial Vehicle Officer Course.

Combined training includes:

- SECTOR (automated traffic citation and traffic collision reports) and
- Some EVOC courses run by CJTC's Development, Training and Standards Division at Shelton.

FACILITY REVIEW

For the next phase of the study, PERF examined the facilities at both the Washington State Patrol Academy and the WSCJTC Basic Law Enforcement Academy. Through a review of materials provided by the state, future infrastructure needs were identified. The end goal of this phase was to determine if cost-savings could be achieved by co-locating the two academies.

Washington State Patrol Academy

The Washington State Patrol Academy's current training facility in Shelton was built in 1969. Initially built on 196 acres, the academy recently acquired an additional 178 acres for future expansion.

The WSP Academy facility currently consists of an administration building, education building (classrooms and a computer lab), student dormitories, the dining hall, a multipurpose building (housing additional staff offices, a water training tank and the gym), the firearms range, an auto shop, the academy's drive course, and maintenance and canine facilities.

Due to concerns about potential residential development around the academy that would hinder its operations (e.g., noise complaints, firearms safety issues), the academy has acquired additional land adjacent to the current facility in order to utilize it before it is transformed into a residential neighborhood. To this end, the academy has identified a number of improvements to their existing facility as part of a 10-year (2009-2019) Improvement Plan.

The Washington State Patrol's priority list of improvements (in order) consists of:

- Increased capacity of the kitchen and dining facilities
- Increased number of dormitories and parking
- Expanded firearms range
- Additional classroom capacity
- An auditorium
- Additional administrative offices
- Creating a city environment on the drive course
- A weight room
- Athletic fields

WSCJTC Basic Law Enforcement Academy

The Washington State Criminal Justice Training Commission's Basic Law Enforcement Academy, located in Burien, provides training for all other law enforcement officers in the state. The BLEA facility currently consists of several mixed-use (classrooms and offices) buildings, student dormitories, a maintenance building, a training building, and the firing range. The academy's Master Plan has identified future needs and development which are to be completed in six phases, which are (in order):

- Dormitory replacement and an additional parking lot
- Firing range expansion
- Mock City (urban training facility) and a defensive tactics training center
- A new administration building and IT relocation
- Remodeling of two existing classroom buildings
- An additional parking lot

The final phase of this multi-year project is scheduled to be completed by 2021.

The table below provides a detailed comparison of the two campuses.

Table 24: Comparison of WSCJTC & WSPA Academy Facilities

Facility	WSCJTC *		WSPA**	
	Number	Capacity	Number	Capacity
Classrooms	20	790	* 4	155
Dormitories	3	156	3	96
Administrative Offices	Yes		Yes	7,400 sq ft
Range	* 15 lanes	30	**24 lanes	20
Live fire house	No		Yes	
Gymnasium	* Yes		**Yes	
EVOG Track	No		**Yes	2.7 miles
Running Track	* Yes		No	
Auditorium	Yes	1500	No	
Cafeteria	1	295	1	100
Computer Labs	1	30	1	15
Dive Tank	No		Yes	20'x60'

WSCJTC *

- * Mock City - Crime Scene, Jail, Blood Alcohol Content
Fingerprint Lab for 25 students
FATS/Prism
Indoor Range - 25 yards - when training, can double up each lane
Range Classroom has a student capacity of 40
Gym may be divided into two instructional areas
Running Track available to public

WSPA**

- ** Dispatch Training Center
Outdoor range: 20 - 25 yard lanes & 4 - 50 yard lanes
K-9 Training Facility for 20 students & kennels
Four classrooms include one at range
Auto & maintenance shop (1,400 sq ft)
EVOG: Technical Skills Course (1.1 miles)
Advanced Curve Negotiation (1.6 miles)
Pursuit Driving (2.7 miles)
Skid Pan (80'x400')
Gym used for defense tactics and weight room

Another alternative for co-locating the academies would be the creation of a new academy specifically designed and built to accommodate both the state police and city/county law enforcement. While a new, joint facility might be practical in the logistical sense, it would not be practical as a matter of cost. Not only would there be significant construction costs, the state would also lose money as a result of sunk costs due to the commencement of new construction at the existing academies.

CONCLUSION AND RECOMMENDATIONS

The State of Washington should strive to maintain a centralized approach to training new deputies and police officers. This method best facilitates offering a single, standardized curriculum with consistent high caliber instruction. It allows the state to continue the development and on-going refinement of the Problem-Based Learning methodology. It minimizes any disruption to the current delivery system. Within this centralized framework there are a number of options that should be examined that may generate cost savings.

One option that ought to be considered is to increase the funding stream to the CJTC that is dedicated exclusively to the BLEA through a surcharge on infractions and criminal convictions. The state has a recent history of such an approach since the former Public Safety and Education Account (PSEA) was funded by deposits of half the revenue from all infractions. In the 2009 legislative session, the PSEA was rolled into the general fund. Agencies, like the CJTC, that formerly received PSEA appropriations now receive general fund appropriations which may or may not be used for BLEA funding. Implementing this strategy would provide additional funds necessary for police training without negatively impacting financing for other state needs.

Under this alternative, a fine surcharge would be dedicated for the restricted purpose of supplement BLEA funds. The proposed amount would be determined by the OFM depending on the funds needed to continue to have the state pay the same BLEA costs it does now. Some other states, Florida and Texas for example, have dedicated sources of criminal justice training through such surcharges.

Another option would be to have the agencies that send recruits to the BLEA cover some portion of the costs – i.e., room and board costs. This shifting of costs would help the state but add further financial stress to local governments currently facing their own financial challenges. One saving cost strategy for local agencies is eliminating the option for the cadet to live on the academy grounds while attending training. Cadets from outside the area may be responsible for their own living conditions.

A third option would be to implement a form of student pay. The current cost per BLEA student, without room and meals is \$8,354. Qualifying students could be required to personally fund their own training. Some might be self-selected, hoping to be hired by an agency upon completion of academy training. Others may be sponsored by an agency with a conditional employment offer based on successful graduation from the academy.

States that allow self-selection basic academy training usually require that such applicants undergo a background check and are assessed a fee to pay for the investigation. Other requirements include a physical fitness test, drug testing and obtaining a medical clearance. These requirements are usually in locations when there is some direct state funding of the program. Those programs that are administered by community colleges often have to be open to any enrolled student that meets basic standards. This does not mean all students must be admitted. As an example, a student that has a felony conviction cannot be in possession of a handgun and therefore does not meet the standards and is not able to enroll in academy training.

Under a self-pay system, training costs are shifted from a unit of government to the trainee. Under such an arrangement the state, or a local sponsoring agency, could establish a loan program through which the training fee is paid up-front by the agency. Repayment is made through payroll deduction upon completion of the academy. Through a contract system academy drop-outs might be required to pay back costs incurred for the amount of training they received.

An example of a system whereby training is exclusively paid by the students is currently operating in Minnesota. There, in order to apply for a police position, candidates must have completed the equivalence of two years college of specific studies. The course of studies includes criminal law, evidence, investigation, etc. This significantly decreases the cost and amount of time necessary for department's to train officers to be deployed in the field. An issue identified in this type of a system is the potential to disadvantage low income and minority members of the community that may not be able to afford the personal expense of training. Providing financial alternatives described above may eliminate this concern.

A fourth option for consideration is consolidating basic police training to a single site, similar to the Oregon model. In determining which academy facility would best be able to support training for all the state's law enforcement officers, PERF conducted an analysis of the Washington State Patrol Training facility in Shelton and the Washington State Criminal Justice Training Commission facility in Burien. Moving WSP classroom training to the Burien campus has substantial advantages over moving CJTC training to Shelton. Details of this analysis are presented above.

Another option that should be considered is an expansion in distance learning. Digital distance learning is becoming more widely used for law enforcement training throughout the United States. The survey information collected by PERF showed some support for distance learning for basic academy training by the state's sheriffs and chiefs. Only 41% of respondents felt no academy curriculum could be taught in this manner.

The state should consider requiring that potential cadets successfully complete some topics covered in the current basic curricula prior to beginning an academy. Courses that might be provided through distance learning might include classroom portions of topics such as criminal law, first aid, and evidence. Recruits arriving with a foundation in such topics may be better equipped to grapple with the application of these concepts through instructor interaction, problem based learning and mock scenes. If the amount of time required in on-site instruction were realized through distance learning cost saving might result.

Finally, PERF examined three regional approaches for delivering basic police academy training. State sponsorship of such a decentralized system is expensive due to the duplication of resource and facility costs at every site and the need for a larger pool of instructors. Based upon Washington's current financial outlook, this does not appear to be a realistic alternative.

A non-state sponsored regional approach would shift the cost to local counties and municipalities also facing financial hardship unless the state was able to supplement costs in some fashion. The PERF survey revealed 85 percent of respondents do not support a non-state sponsored academy. Due to the same financial constraints of cities and counties as the state, this does is not a viable solution.

A model used in other states is for community colleges and trade schools to offer basic police academies. Some of the institution's expenses are recovered through FTE reimbursement and tuition or fees paid by either the sponsoring agency or student. This strategy was supported by only 32 percent of respondents to PERF's survey. This option would require the WSCJTC to establish state-wide standards and assume responsibility for oversight of the standards.

Washington, like other states, is facing tough economic challenges that require balancing budgets while still maintaining an acceptable level of support and services throughout the state. Public safety is a core function of any government. The State of Washington has provided financial support to train all state, county and local law enforcement officers as well as correction and juvenile justice officers and communication's dispatchers. As revenues decrease, the state must look for alternative ways to continue supporting public safety while remaining economically solvent.

Basic police academy training is now provided by two entities: the Washington State Patrol provides this training for all its troopers and the Washington State Criminal Justice Training Commission provides similar BLEA training for all other county and local law enforcement officers in the state. Both the WSPA and WSCJTC have their own training academies with plans to expand and modernize their campuses. With limited funds the state ought to consider consolidate training to one facility. Based upon a study of both campuses, PERF finds the WSCJTC facility in Burien as the preferred site to meet the needs for basic recruit classroom training for all law enforcement officers in the state.