

**REPORT
ON
LAW ENFORCEMENT TRAINING
TO
THE GOVERNOR
AND
THE GENERAL ASSEMBLY OF VIRGINIA**



Senate Document No. 7

**COMMONWEALTH OF VIRGINIA
Richmond, Virginia
1980**

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Chief of Police, Newport News



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COMMONWEALTH of VIRGINIA

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December 5, 1979

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and

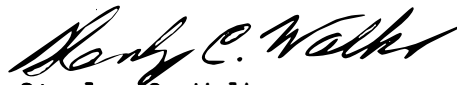
The General Assembly of Virginia

The training of criminal justice personnel throughout the Commonwealth has long been of concern to the Virginia State Crime Commission. Senate Joint Resolution No. 52, of the 1978 General Assembly, aptly provided the impetus for the Commission together with the Joint Legislative Audit and Review Commission and the Secretary of Public Safety to conduct a meaningful review of the manner in which training is being delivered in the various parts of the state. Recommendations and observations are being submitted herewith in an overall effort to advance the training of our officers and thereby increase the effectiveness and service to the localities.

The members of the legislature and the executive branches have been ever mindful of the necessity to afford professional and competent training to those who enforce the laws of the Commonwealth. Conversely, funding and staffing of the facilities were of prime consideration of the Commission.

This document is hereby being submitted for executive and legislative guidance.

Respectfully submitted,


Stanley C. Walker
Chairman

1 **SENATE JOINT RESOLUTION NO. 52**
2 Offered February 1, 1978
3 *Requesting the Virginia State Crime Commission, in conjunction*
4 *with the Secretary of Public Safety and the Joint Legislative*
5 *Audit and Review Commission, to conduct a study of various*
6 *aspects of law-enforcement training programs.*

7
8 Patrons—Michael and Walker

9
10 Referred to the Committee on Rules

11
12 WHEREAS, the success of efforts to reduce crime in the
13 Commonwealth inevitably involves improvement of the training and
14 skills of law-enforcement personnel; and

15 WHEREAS, considerable funds have been made available by the
16 federal government to assist in the upgrading of the training and
17 skills of law-enforcement, but will no longer be available after
18 nineteen hundred eighty; and

19 WHEREAS, prudence urges that the Commonwealth prepare in
20 advance to continue to support training of such personnel beyond
21 the termination of federal funding; now, therefore, be it

22 RESOLVED by the Senate of Virginia, the House of Delegates
23 concurring, That the Virginia State Crime Commission, in conjunction
24 with the Secretary of Public Safety and the Joint Legislative Audit
25 and Review Commission, is hereby requested to conduct a study of
26 the costs of programs for the training of law-enforcement officers in
27 Virginia. Such study shall be broad-based, and shall not be limited
28 to financial considerations alone, but shall include the relative
29 cost-benefit advantages and disadvantages of many possible
30 programs, including, but not confined to the following: (i) the
31 creation of either a central, State financed police training academy
32 or several such regional academies, and community colleges, (ii) the
33 fixing of statutory minimum training requirements to be met by all
34 law-enforcement officers, (iii) the development of a program of the
35 training and certification of professional police instructors, (iv) the
36 providing of financial incentives to encourage police officers to seek
37 additional training, and (v) the providing of assistance in finding

1 proper employment to those completing law-enforcement training
2 programs.

3 The Commission is requested to complete its work and report its
4 finding, together with legislative and other recommendations to the
5 Governor and General Assembly on or before November one,
6 nineteen hundred seventy-nine.

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Official Use By Clerks

Agreed to By The Senate

- without amendment
- with amendment
- substitute
- substitute w/amdt

Agreed to By
The House of Delegates

- without amendment
- with amendment
- substitute
- substitute w/amdt

35 Date: _____

37 Clerk of the Senate

Clerk of the House of Delegates

INTRODUCTION

This report is being submitted to the Governor and the General Assembly, Commonwealth of Virginia, in accordance with the provisions of Senate Joint Resolution 52, of the 1978 General Assembly. It is aimed primarily at the training of law enforcement personnel within the Commonwealth and within the strictures of geographical limitations, facilities, funds, manpower, equipment and local participation.

Consideration was given to the job to be performed in the field of criminal justice and how this segment of government can better provide a service to all citizens of the Commonwealth. Participants of the study included the Virginia State Crime Commission, the Joint Legislative Audit and Review Commission, the Secretary of Public Safety, state, county, and local representatives from both criminal justice and non-criminal justice areas, regional academies, Criminal Justice Services Commission, Division of Justice and Crime Prevention, Association of Chiefs of Police, Virginia State Sheriff's Association, and the Commonwealth's Attorneys Association. It was a joint effort of many factions addressing a community of interests.

BACKGROUND

For the past several years indications have been that federal funding for criminal justice programs may be reduced or eliminated entirely. Such funds originate from the Law Enforcement Assistance Administration channeled through the Council on Criminal Justice, and delivered through the Division of Justice and Crime Prevention. Should these possibilities become a reality, some planning is required to off set such a loss, whether it be gradual or immediate.

Of particular concern is the cost assumption policy of Council on Criminal Justice. As a means of clarification, the Council's assumption of cost policy for training took effect July 1, 1977, which required funded programs to absorb program administrative costs, as distinguished from operating costs, after three years of full funding and one year of 50% funding. This policy would cut the administrative support of the presently operating academies by 50% July 1, 1980, and a second 50% July 1, 1981. In essence, all administrative support from LEAA funds will be discontinued July 1, 1981. Direct training costs, although not affected by this assumption of cost policy, are in jeopardy due to the uncertainty as to availability of continued LEAA funds for law enforcement training. Thus, a foreseeable cutback is in fact a reality today.

Concerned state and local officials as well as the General Assembly have through the past year and a half pursued an in-depth study, seeking ways and means of financing and enhancing the entire criminal justice training structure.

THE STUDY

In response to the resolution and through a competitive process, the Executive Steering Committee selected and engaged the Diversified Management Research, Inc., P. O. Box 17089, Dulles International Airport, to conduct the study commencing in June, 1978.

The following areas of study were addressed in accordance with the resolution:

- (1) Facilities for the delivery of law enforcement training
- (2) Minimum training requirements
- (3) Instructor certification
- (4) Financial incentives for additional training and education
- (5) Statewide employment assistance.

The research resulted in the submission by DMR of the below listed reports:

| | |
|-----------------------------------|-----------------|
| DMR Interim Report #1 | August, 1978 |
| DMR Interim Report #2 | September, 1978 |
| DMR Interim Report #3 | November, 1978 |
| DMR Summary Report | December, 1978 |
| DMR Certification Report | February, 1979 |
| DMR Evaluation Report | February, 1979 |
| DMR Financial Incentive Report | April, 1979 |
| DMR Job Placement Report | April, 1979 |
| DMR Statement | April, 1979 |
| DMR Recommendation Summary | April, 1979 |

OVERVIEW

Criminal justice training as referred to in this report concerns state-mandated, specialized and advanced training given criminal justice personnel having law enforcement and/or correctional duties.

Training is delivered through 12 regional academies, 6 independent academies and 2 state academies. Appendix A lists the academies and their locations. Regional academies 1 through 10 are 90% federally supported with a 5% state and 5% local match comprising their funding. The Tidewater Police Academy, (number 11), located at Old Dominion University charges participating jurisdictions a tuition to defray part of the operating costs, with the remaining support being obtained through ODU's general fund appropriations. The Port Authority Academy, (number 12) is entirely state supported. Training at the independent academies are for the most part locally funded. As reflected in Appendix A, the Commonwealth supported state academies train personnel of the Virginia State Police and Department of Corrections in Richmond and Waynesboro, respectively.

As the aforementioned federal support is diminished, the regional academies will be forced to provide their own funds or receive state appropriations. As federal support recedes state or local funds would have to be provided if training is to be maintained at an acceptable level. Any decrease in current funding would drastically curtail and inhibit the present and future training programs.

The most pressing concern thus far has been the source of funding for the continuation of training in the Commonwealth. In addition, concern has also been expressed to establish quality control in the academies which thus far have operated independently with a minimum degree of cohesiveness.

For purposes of this study the Virginia State Police and the Department of Corrections were not included as both operate their own training academies.

In accomplishing this study, existing organizational structures, jurisdictional coverage, facilities, programs, staffing, student loads, and budgets as well as future plans were examined. Training mandates, programs, facilities of other states and recommended national training standards were extensively reviewed.

MANDATED TRAINING

Supervision of training and establishment of standards is vested in the Criminal Justice Services Commission.

A review of the current training programs reflect a mandated Basic Law Enforcement course of 189 hours of instruction plus 60 hours field training. Every law enforcement officer as defined by Section 9-108.1(H) is required to complete this training within 12 months of his entrance on duty.

In-service training for law enforcement officers consists of a 40-hour program every 24 months.

The courthouse and courtroom security officers must complete a course of 60 hours within 24 months of entrance on duty.

Jailors or custodial officers of local criminal justice agencies must complete a course of 120 hours, excluding firearms training, within 12 months of entrance on duty.

The correctional officers of the Department of Corrections must complete a course of 188 hours within 12 months of entrance on duty.

The Criminal Justice Services Commission has developed a number of specialized, advanced, supervisory, administrative and skills-related training courses needed for administrative and supervisory performance within a law enforcement agency. Although not mandated, these programs and others developed and offered by various academies provide technical and administrative skills necessary for efficient and effective law enforcement operations.

TRAINING STATISTICS

The following is an estimate of the number of law enforcement and correctional officers receiving training annually:

Entrance Level

Basic Law Enforcement Officers:

| | |
|---------------------------------------|----------------|
| 12 Regional Academies | 1,000 |
| 6 Independent Academies | 300 |
| Virginia State Police | <u>150</u> |
| Total Basic Trainees | 1,450 |
| Jailors or Custodial Officers (local) | 260 |
| Courtroom Security | 95 |
| State Correctional Officers | <u>1,200</u> |
| Grand Total | 3,005 |

In-Service Training

| | |
|----------------------------------------------|-------------|
| Law Enforcement Officers | 4,000-4,500 |
| Jailors or Custodial Officers (As of 9/1/79) | 600-700 |

Specialized and Advanced Training

| | |
|--------------------------|-------|
| Law Enforcement Officers | 4,500 |
|--------------------------|-------|

FACILITIES

The following is a tabulation of the existing law enforcement training academies. See Appendix B for regional academy sites and training areas.

| <u>Regional Academy</u> | <u>Officers in Academy Area</u> | No. Trained in 1978 | | | |
|-----------------------------------|---------------------------------|---------------------|-------------------|-------------------------------------|---------------------------------|
| | | <u>Basic</u> | <u>In-Service</u> | <u>Advanced & Special</u> | |
| | | | | <u>At Academy</u> | <u>Out-of-State or District</u> |
| Central Shenandoah Waynesboro | 830 | 136 | 320 | 174 | 31 |
| Central Virginia Lynchburg | | 85 | 267 | 346 | 28 |
| Crater Petersburg | 350 | 51 | 48 | 966 | 85 |
| Rappahannock Fredericksburg | 155 | 39 | 9 | 38 | 1 |
| New River Dublin | 250 | 63 | 111 | 173 | 2 |
| Northern Virginia Fairfax City | 1800 | 289 | 832 | 539 | 132 |
| Peninsula Hampton | 710 | 156 | 308 | 363 | 39 |
| Richmond Regional Richmond | 1802 | 213 | 189 | 1427 | |
| Southwest Virginia Richlands | 400 | 84 | 137 | 108 | 8 |
| West Piedmont Danville | 259 | 106 | 139 | 338 | 9 |
| Tidewater Norfolk | 1330 | 100 | 600 | 250 | 0 |
| Port Authority Norfolk | 189 | 20 | 100 | 20 | 0 |
| Virginia State Police Richmond | 1200 | 123 | 14 | 2345(VSP) 609(outside depts.) | 6 |

No. Trained in 1978

| <u>Independent Academy</u> | <u>Officers in Academy Area</u> | Basic | In-Service | Advanced & Special |
|----------------------------|---------------------------------|-------|------------|--------------------|
| Chesapeake | 179* | 18 | 124 | 103 |
| Chesterfield | 145** | 0 | 0 | 288 |
| Henrico | 291** | 25 | 155 | 213 |
| Norfolk | 604* | 59 | 549 | 250 |
| Richmond | 544** | 23 | 8 | 15 |
| Roanoke | 199 | 15 | 128 | 198 |

* These figures are also included in the "Officers in the Academy Area" figure reflected for the Tidewater Academy on Page 8.

** These figures are also included in the "Officers in Academy Area" figure reflected for the Richmond Regional Academy on Page 8.

Jurisdictions Not Included in Any Academy Area

| | |
|------------------------------------------------|-----|
| Roanoke City Sheriff's Department | 85 |
| Roanoke County Sheriff's Department | 85 |
| Botetourt County Sheriff's Department | 14 |
| Salem Police and Sheriff's Departments | 36 |
| Vinton Police Department | 17 |
| Eastern Shore Police and Sheriff's Departments | 45 |
| King William County Sheriff's Department | 18 |
| Total | 300 |

These jurisdictions attend either a regional or independent Academy on space-available basis.

SUMMATION OF ALTERNATIVES

An in-depth study was conducted by DMR of the feasibility of forming one central academy, the partial consolidation of existing regional academies or the maintaining of the academies as they now exist was made. Independent academies could continue to train their own officers at their own expense. Emphasis was placed on examining the various advantages and disadvantages of academy structures. Highlights of the alternatives, excluding independent academies are:

| Status Quo (12 regional academies) | 8 Academies | 5 Academies | 1 Central |
|-------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|
| <u>Annual Operating Costs*</u> | | | |
| \$1,333,000 | \$1,252,000 | \$1,470,000 | \$2,025,000 |
| <u>Staff</u> | | | |
| Administrative 17 | 16 | 15 | 10 |
| Clerical 15 | 16 | 13 | |
| Instructor 103 (FTE)** | 98 (FTE) | 73 (FTE) | 37 (FTE) |
| Maintenance 7 (FTE) | 7 (FTE) | 5 (FTE) | 20 |
| <u>Advantages</u> | | | |
| Academies currently operational Located in area served No capital outlay Minimum travel/Perdiem Local input | Better product and control Smaller administration and staff No capital outlay Minimum travel/Perdiem Local input | Better product and control Smaller administration and staff No capital outlay Minimum travel/Perdiem Local input | Discipline and control Quality control Greater exchange of information Better instructor and administrative control No daily travel |
| <u>Disadvantages</u> | | | |
| Overlap of training Large part time instructing staff Large full time administrative staff | Overlap of training Large part time instructing staff Large full time administrative staff | More travel/Perdiem Less local input Need for larger facilities | Less local input Greater distance of travel from outlying regions Large capital outlay |

*These figures exclude instructor costs, which would amount to approximately \$1,300,000 to \$1,800,000 depending on the selected alternatives.

**FTE = Full time equivalent.

MAJOR FINDINGS

The following represents a summation of major findings based on analysis of existing data, on-site visits, and general observations by the steering and advisory committees following a year long study of law enforcement training in the Commonwealth.

(1) There is need for central coordination of training to lessen fragmentation, give unity of direction, improve cost effectiveness and quality of training.

(2) The loss of LEAA funds will affect all grant-supported academies and ultimately the training unless an alternate means of support is provided.

(3) Operating several regional academies would be less costly than operating one central academy which necessitates increased per diem and travel. The establishment of a central academy could result in a substantial capital outlay expenditure.

(4) Quality control of administration and operations increases as the number of regional academies decreases.

(5) Local participation is necessary to insure that needs of jurisdictions are being satisfied.

(6) At the present time there are no established standards for instructor certification.

(7) Overlap in evaluation efforts exist at state and regional levels.

(8) Financial incentive programs for additional education/training vary from locality to locality.

(9) Job-placement service is currently available for enrolled students at existing educational institutions.

RECOMMENDATIONS

1. The Council on Criminal Justice and the Criminal Justice Services Commission should be jointly directed to consolidate administratively the twelve regional academies into eight by July 1, 1980, with such satellite operations as may from time to time be determined necessary.
2. The state should pay for all administrative and direct training costs for the eight regional academies by July 1, 1982. This could be accomplished in phases by the legislature's appropriating \$300,000 to provide administrative costs no longer available through DJCP funds as of July 1, 1980, and \$600,000 as of July 1, 1981. The uncertainty of future LEAA funds, previously mentioned, to support direct training costs, is expected to require legislative action in the form of an appropriation of \$1.3 million per annum effective July 1, 1982. This does not include instructor costs which is previously set forth as between \$1.3 to \$1.8 million per annum.
3. The State should absorb the training costs of those now participating in independent academies at such time as they choose to participate in regional academies, provided that appropriate notice be given for inclusion in the state budget.
4. The Criminal Justice Services Commission should be designated as the agency to coordinate and administer all aspects of criminal justice training, including:
 - a) Training mandates,
 - b) Budgeting and finance,
 - c) Curricula development,
 - d) Preemployment standards and research,
 - e) Certification for criminal justice instructors and academy directors.

5. While it is realized that quality control is more likely assured by full-time instructors, financial considerations prevailing requires that instructors be obtained on a cost-free basis as long as possible. Academy directors and necessary staff should be employed by the state government on a full-time basis and paid from state funds. Academy directors should be selected by local advisory boards from a list of names certified by the CJSC. The director shall be responsible to the CJSC for the operation of the regional academy, with the advice of the local advisory board.
6. The Criminal Justice Services Commission should establish an evaluation system to measure the effectiveness of training programs.
7. Localities should be encouraged to offer incentive plans for additional education and training.
8. Many educational institutions have their own job-placement services, as does the National Employment Listing Service (NELS), Sam Houston State University, Huntsville, Texas, which is provided on a nationwide basis. There appears to be no current need for the establishment of a statewide job-placement service within the Commonwealth.

Statutory changes will be necessary to implement certain of the recommendations.

APPENDIX A

"Regional": (1-10 -- 90% federal, 5% state, 5% local)

1. Central Shenandoah - Waynesboro
2. Central Virginia - Lynchburg
3. Crater - Petersburg
4. Rappahannock Valley - Fredericksburg
5. New River Valley - Dublin
6. Northern Virginia - Fairfax
7. Peninsula - Hampton
8. Richmond Regional - Richmond
9. Southwest Virginia - Richlands
10. West Piedmont - Danville
11. Tidewater Regional - Norfolk (state funds and tuition)
12. Port Authority Police - Norfolk (state funds)

Independents: (local funds)

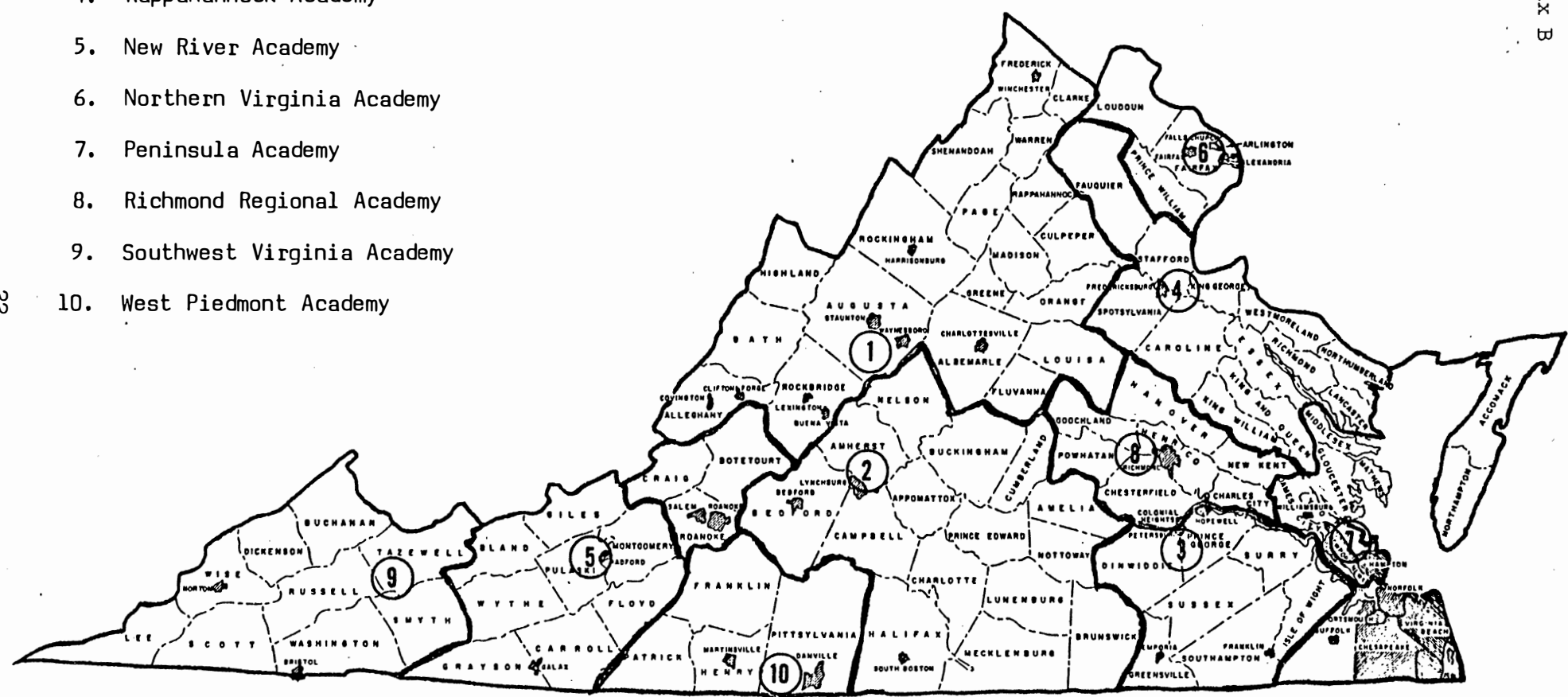
1. Chesapeake - Norfolk area
2. Chesterfield County - Richmond area
3. Henrico County - Richmond area
4. Norfolk
5. Richmond
6. Roanoke

Commonwealth Supported: (state funds)

1. Virginia State Police Academy - Richmond
2. Corrections Academy - Waynesboro

1. Central Shenandoah Academy
2. Central Virginia Academy
3. Crater Academy
4. Rappahannock Academy
5. New River Academy
6. Northern Virginia Academy
7. Peninsula Academy
8. Richmond Regional Academy
9. Southwest Virginia Academy
10. West Piedmont Academy

AREAS SERVICED BY
REGIONAL CRIMINAL JUSTICE ACADEMIES



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Addendum

Statement of Raymond R. "Andy" Guest, Jr.

In giving funding assistance to regional academies, the report proposes that academy directors, as well as certain assistants, be paid from state funds, thereby granting them fringe benefits and job security. Although these benefits are well deserved in most cases, it is readily admitted that firing a state employee is all but impossible. The only option for dealing with an unsatisfactory academy director would be a transfer to another facility. This would not allow the Criminal Justice Services Commission or the local advisory boards to have the control they should.

Consideration should be given to having the Academy Director positions filled on a contract basis with no guarantee of renewal. This should provide appropriate incentive for proper performance of duties. A local advisory board would then be able to terminate employment of a director should his or her administration become unsatisfactory. This would be preferable to transferring the employee should difficulties arise.

