REPORT OF THE TASK FORCE



TO STUDY THE TRAINING CURRICULUM AND EDUCATION OF POLICE OFFICERS IN THE STATE OF CONNECTICUT

FEBRUARY 2018

State of Connecticut GENERAL ASSEMBLY



PUBLIC SAFETY COMMITTEE

Legislative Office Building, Room 3600 Hartford, CT 06106-1591 Tel. 860-240-0570 www.cga.ct.gov/ps

February 1, 2018

Dear Members of the Public Safety & Security Committee,

As the co-chairs of the task force to study the training curriculum and education of police officers we wish to present to you the findings from our work over the course of the last year.

We all have much to learn in regards to the best practices and standards around the country and while Connecticut is already looked to nationally as a leader in police education, there is always room to better ourselves. We feel this report is a solid blueprint from which to move forward and thank you for your input on this ever important matter.

Again, thank you for your time and attention to this matter.

Regards,

Rep. Joe Verrengia Co-Chair Eric Coleman Co-Chair

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EXECUTIVE SUMMARY

As the role of police in society has come under increased scrutiny in wake of high profile incidents both nationally and in Connecticut, the General Assembly's Public Safety and Security Committee has promoted measures to strengthen trust among law enforcement and the public. Police training is one focal area in this effort.

Beginning in 2014, the Connecticut General Assembly passed legislation requiring police training to incorporate policies related to individuals affected with serious mental issues; use of physical force; body worn equipment; cultural competency and sensitivity training; complaints from the public; and the use of electronic defense weapons. As a result of the ongoing changes to police training, coupled with the desire to address discord between police and minority communities, a proposal was considered to independently examine police training and education and summarize pertinent information for the Public Safety and Security Committee.

Special Act 16-13 established a task force to study the training curriculum and education of police officers in Connecticut relative to recognized best practices. The task force was comprised of 13 members, with two members serving as co-chairpersons. The task force was mandated to examine:

- □ Current basic curriculum and practices,
- □ Instruction and delivery of the basic curriculum,
- □ Feasibility and desirability of offering training at satellite campuses, and
- □ Other topics deemed appropriate to police training.

The task force then explored a variety of topics related to police training and education and sought input on national best practices. The task force scheduled a series of presentations on training programs for the following topics:

- □ Procedural justice,
- \Box Conflict resolution,
- □ Collegiate model (referred to as the "Guardian" model),
- □ Implicit bias,
- □ Active listening and responding, and
- □ Trauma-informed policing,
- □ Current state and local police training practices in Connecticut

Although a number of topics were explored, the task force was not able to make any conclusions about the current training model and curriculum for police training in Connecticut. It did, however, recognize that continuing the discussion and gathering more evidence as to the efficacy of the training model and curriculum would be beneficial towards the realization of optimal results.

In concluding its deliberations, the task force proposes the following recommendations:

1. The Legislative Public Safety and Security Committee consider whether to statutorily reauthorize the Task Force to Study the Curriculum and Training of Police or to establish another entity to continue the work of the task force and, in doing so, ensure greater community involvement.

- 2. In any continuing exploration into police training, education, and curriculum in Connecticut, the President's Task Force on 21st Century Policing should be considered as a framework for the discussion.
- 3. POST-C and the Connecticut State Police conduct a study to evaluate the effectiveness and efficiency of the current stress-based training model used to train police recruits in Connecticut.
- 4. POST-C adopt a state-wide mandatory training policy of newly promoted civil service supervisory officers, including the ranks of sergeant, lieutenant and captain. The training standards shall include course work and field training requirements.
- 5. POST-C adopt model state-wide performance evaluation standards for all ranks.
- 6. POST-C should publicly provide detailed information, including curricula and training certification requirements, on any established De-escalation training component in the POST-C curriculum.
- 7. The entirety of DESSP and POST-C Next Step Recommendations as presented to the task force should be incorporated into any continuing discussions on police training. In particular:
 - a. POST-C and the Connecticut State Police develop a strategy to offering one or more of its recruit classes as a commuter academy and share its findings with the task force or, if the task force is not re-authorized, any other entity statutorily established to evaluate the efficacy of the police training model, or to the Public Safety and Security Committee.
 - b. POST-C should explore the efficacy of providing a post-secondary instructional opportunities and training for police recruits and certified police officers and submit the details to the task force or, if the task force is not re-authorized, any other entity statutorily established to evaluate the efficacy of the police training model, or to the Public Safety and Security Committee.
 - c. POST-C should finalize plans to implement Tier 1 accreditation.

INTRODUCTION

As the role of police in society has come under increased scrutiny in wake of high profile incidents both nationally and in Connecticut, the Connecticut General Assembly's Public Safety and Security Committee has focused its attention on measures to strengthen trust among law enforcement and the public. Police training is one focal point in this effort. Beginning in 2014, the Connecticut General Assembly passed legislation requiring police training to incorporate policies related to individuals affected with serious mental issues; use of physical force; body worn equipment; cultural competency and sensitivity training; complaints from the public; and the use of electronic defense weapons. As a result of the ongoing changes to police training, coupled with the desire to address discord between police and minority communities, a proposal was considered to independently examine police training and education at large and summarize pertinent information for the Public Safety and Security Committee.

Special Act 16-13 established a task force to study the training curriculum and education of police officers in Connecticut relative to recognized best practices. The task force was mandated to examine:

- □ Current basic curriculum and practices,
- □ Instruction and delivery of the basic curriculum,
- □ Feasibility and desirability of offering training at satellite campuses, and
- □ Other topics deemed appropriate to police training.

The task force was required to submit a preliminary report containing its findings and recommendations by October 1, 2017, to the state Department of Emergency Services and Public Protection (DESPP), the Police Officer Standards and Training Council (POST-C), the Connecticut Police Chiefs Association (CPCA), and the Legislative Public Safety and Security Committee.

The task force was comprised of 13 members appointed by different appointing authorities. The chairpersons were selected from among the membership by the speaker of the House of Representatives and the president pro tempore of the Senate.¹

¹ The list of representative organizations. Task Force members and the appointing authority can be found in appendix A.

SECTION I: BACKGROUND

I.A: EVOLUTION OF POLICING

The evolution of policing in the United States paralleled the development of policing in England. It was informal, communal, and decentralized. Beginning with the watch system composed of community volunteers who were responsible for warning of impending danger and crime, which was adopted as the night watch in Boston in 1636, New York in 1658, and Philadelphia in 1700. The modality was not effective, and the night watchmen were untrained and often derelict in their duty. However, Philadelphia established the first day watch in 1833 and New York followed in 1844.

In 1829, social reformer Sir Robert Peele introduced the concept of an ethical police force. Nine principles of policing, which have become the foundation of modern policing are summarized as follows:

- □ The basic mission of the police is to prevent crime and disorder.
- □ The ability of the police to perform their duties is dependent upon public approval of police actions.
- □ Police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain the respect of the public.
- □ The degree of cooperation of the public that can be secured diminishes proportionately to the necessity of the use of physical force.
- □ Police seek and preserve public favor not be catering to the public opinion but by constantly demonstrating absolute impartial service to the law.
- □ Police use physical force to the extent necessary to secure observance to the law or to restore order only when the exercise of persuasion, advice and warning is found to be insufficient.
- □ Police should maintain a relationship with the public that gives reality to the tradition that police are the public and the public are the police.
- □ Police should always direct their action strictly toward their functions and never appear to usurp the powers of the judiciary.
- □ The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it.

Municipalities began hiring constables, official police officers, to supervise the night watchmen. Constables also had a variety of non-police functions and were paid of percentage of the fees to service warrants. Neither constables nor night watchmen received formal training.

In the Southern States, policing developed differently. The origin of modern police organization was the "Slave Patrol," created in the Carolina colonies in 1704. Slave Patrols apprehended and returned runaway slaves, provided a form of organized terror to deter salve revolts, and maintained a form of discipline and summary justice, outside of the law, for slave-workers. After the Civil War, the

vigilante-style organizations evolved into modern Southern police departments primarily as a means for controlling freed slaves and enforcing "Jim Crow" segregation laws, which were designed to deny freed slaves equal rights and access to the political system.

The idea of a centralized, bureaucratic municipal police department throughout the United States first emerged in the 1830s. In 1838, the first American police force was established in Boston. New York City followed in 1845, Albany (NY) and Chicago in 1851, New Orleans and Cincinnati in 1853, Philadelphia in 1855, and Newark (NJ) and Baltimore in 1857. By the 1880s, all major cities in the United States had municipal police forces. However, even during this time, and especially in rural areas, police officers were "deputized" and not part of a formal police department.

There is extensive literature on the continuing development of policing in the United States as it progressed to maintaining a stable and disciplined workforce, eliminating corruption, inequities, and exploitation of workers and citizens. As police forces evolved so did the function of police. Policing has always been a reactive enterprise, occurring in response to crime, but police departments began to emphasize preventive crime control and eventually community policing. The era of professionalizing the police was 1900 to 1960s and most of today's methods were developed and implemented during that time.

In the past 30 years policing has been through phenomenal transformation. Police officers work in ever-changing communities, respond to a myriad of criminal, civil and social issues, and are called upon to resolve and provide solutions for complex issues. Along with these changes, coupled with increased scrutiny as to the role of policing in society, the topic of police training has become a focal point of discussion by policymakers on both the local and federal level.

I.B: EVOLUTION OF POLICE TRAINING

The topic of formalizing police training and education was first introduced in 1936 by August Vollmer, a recognized pioneer in policing who is known as the "father of modern police." He is credited with setting up one of the first police training academies. As Chief of the Berkeley Police Department and later the Los Angeles Police Department in California, Vollmer recognized the benefits of education and recruited college-educated men to become police officers. Many of his protégés and students went on to become leading police chiefs, forensic scientists, criminal justice educators, and attorneys and continued to modernize the field of policing.

At that time in the Unites States, most police officers had no formal training. Cincinnati created one of the first police academies in 1888, but it lasted only a few years. New York City established the School of Pistol Practice in 1895, but offered no other police training until 1909. Even then, a 1913 investigation found it gave no tests and all recruits were automatically passed.

From the early 1900s to the 1960s, one of the underlying reform principles was that police departments should by tightly and militaristically controlled. As a result, individual police officers functioned with limited or no discretion in their assignments. Training was limited to the skills necessary to perform the functions and tasks of a patrol officer.

The advent of the formal, academy training for police officers, which exists today, began in the 1960s. In the 1960s, public attitudes toward the police shifted. Police were criticized for failing to control crime, for brutality, corruption, racism, and for failing to provide police services within due process

guidelines. There was political pressure for policing to change. During that period, many studies and commission reviewed ways to improve policing. The recommendations focused on the new skills needed by police officers, such as human relations, community policing, and modern patrol techniques.

Since then police in the United States have been trained and taught basic and advanced subjects, tactics and skills. Training, like policing, is still highly decentralized process. Even today, police officers are trained and taught curriculum at police academies that differ widely across the nation and even among municipalities and counties within a state. There are no national standards for hiring and there is not a mandatory national standard setting police organization. There is a body of knowledge to rely on for best practices, but policing is still bound by tradition and highly resistant to change.

The evolution of police training included inquiry as to the education level of officers. As Vollmer did in the early 1900s, some police departments began to require recruits have some formal higher education, either an associate degree (two-years) or bachelor degree (four-year). In some departments, a college degree is not a requirement for hiring, but affords an officer a salary incentive. The theory behind the higher education issue is the more education an officer has, the better s/he is prepared to deal with the complexities of policing.

I.C: POLICE COMMISSIONS

A number of presidential commission have examined the issue of minimum police education and training requirements. The section provides a summary of the commissions' findings and recommendations pertaining to police education and training.

In 1965, President Lyndon Johnson convened the President's Commission on Police and Administration of Justice. As result of the commission's work, the Omnibus Crime Control and Safe Streets Act passed in 1968, which established the Law Enforcement Assistance Administration (LEAA, now known as the National Institute of Justice) and the Bureau of Justice Statistics. The Law Enforcement Education Program (LEEP) was established and it allocated funding for police officers to attend college to further the commission's goal of requiring a bachelor degree as the minimum educational requirement for employment as a police officer. The LEAA (NIJ) went on to produce scholarly works on minimum education requirements for and the training of police officers.

In 1978, the National Advisory Commission on Higher Education for Police Officers issued *The Quality of Police Education* that made findings and recommendations for police educational system. The commission found police training to be overly technical and the instructor's generally low caliber. It recommended a four-year college degree, over a two-year degree, as a minimum educational requirement and that instructors be replaced with social science and liberal arts professors. The commission identified two barriers to educational change in policing: the civil service laws and police unions. Civil service laws were found to impede reforms by locking in existing selection criteria. Police unions generally opposed change citing the inequality and unfair treatment of reforms for union members. No significant changes or reforms came about from the commission's report.

In 1990, the Police Executive Research Forum (PERF) and the Ford Foundation sponsored a study of the evolution of higher education in police. Police departments and officers throughout the country were surveyed and site visits were made of seven of the 50 largest police departments. The study

found that the percentage of college education officers had risen steadily during the prior 20 years despite the fact that only a small percentage of police departments required new recruits have a fouryear college degree. However, a majority of those departments had incentives for officers to obtain a higher education (e.g., tuition reimbursement, educational pay incentives). The report cautioned there was no empirical evidence that requiring recruits have a college degree resulted in more skilled police officers and better policing.

President Barack Obama's 2015 Task Force on 21st Century Policing made recommendations to improve policing in the Unites States in six main areas (called "pillars" in the report): (1) building trust and legitimacy; (2) policy and oversight; (3) community policing and crime reduction; (4) training and education; (5) technology and social media; and (6) officer wellness and safety.

Recommendation for building trust and legitimacy (Pillar 1) centered building trust and cultivating legitimacy between police and citizens, which is the foundational principle underlying the nature of relations between police agencies and the communities they serve. Research showed that people are more likely to obey the law when they believe the police were acting in procedurally just ways. In addition, police cannot build community trust if officers were seen as an occupying force coming in from outside to impose control on the community.

It was recommended that police should embrace a guardian—rather than a warrior—mindset to build trust and legitimacy both within agencies and with the public. Procedural justice should be adopted as the guiding principle for internal and external policies and practices for interactions with rank and file officers and with the citizens. Police agencies should also establish a culture of transparency and accountability to build public trust and legitimacy. This is critical to ensuring decision making is understood and in accord with stated policy.

The presidential task force also recommended:

- □ Involving community members in policy making to reflect community values and make policies transparent and consistent (Pillar 2),
- □ Use technology as a tool to enhance community engagement, to work with the community to stop potentially dangerous individuals with non-lethal methods (Pillar 3),
- □ Police and community collaborate to work together to identify problems in community and decide how to implement policy solutions (Pillar 4),
- □ Provide training in procedural justice, implicit bias, and ways of interacting with citizens to promote trust (Pillar 5), and
- □ Officers' wellness is improved when officers feel they are treated with procedural justice, they act in more procedurally just ways to citizens (Pillar 6).

I.D: CONNECTICUT POLICE TRAINING

In Connecticut, the Police Officer Standards and Training Council (POST-C) sets minimum standards for both the training of local police officers and the operation of satellite training academies. It certifies and decertifies police officers and police departments and credentials satellite police officer academies and academy instructors. See CGS-7-294d-a) 1-23.

I.D.1: Brief History of POST-C

The Municipal Police Training Council (MPTC) was established through legislation in 1965 as a 12member council to study the methods of police² training. It was mandated to:

- □ Approve all police basic recruit training schools conducted by municipalities,
- □ Set minimum requirements for permanent appointment of full-time police officers,
- □ Certify those police officers eligible for permanent appointment, and
- □ Recommend in-serve training programs.

Beginning in the early 1980s, the scope of the MPTC's authority was broadened through several legislative changes. The most significant occurred in 1981, 1982 and 1987. Over the years the legislature expanded the role and authority of the MPTC over police training and employment standards and periodically adopts training on specific topics (e.g., domestic violence, gang-related violence, juvenile justice and processes for police handling of juvenile matters).

Public Act 81-426 (1981) gave MPTC the authority to set minimum training requirements for all municipal police officers. Officers were required to complete 480 hours of basic recruit pre-service training. MPTC was authorized to set minimum training requirements and to set in-service training requirements as criteria for certification to work as a police officer.

Public Act 82-357 (1982) further expanded MPTC authority by specifying it require at least 40 hours of in-service training every three years for all certified police officers. MPTC was authorized to set minimum educational and training standards for full- and part-time police officers and to conduct compliance reviews of police departments.

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

Public Act 87-560 (1987) made a number of changes in certification of police officers, instructors and police training schools. MPTC was authorized to:

- □ Establish uniform training and education standards for all types of police officers,
- Provide for certification renewal every three years after mandatory completion of 40 hours of review training, and
- □ Require an instructor certification and renewal process.

In 1995 (Public Act 95-108), the Legislature changed the council's name to the Police Officer Standards and Training Council (POST-C) to be consistent with the names of other similar councils throughout the United States. In 2011 (Public Act 11-51), POST-C changed from being within State

² For the purposes of this section, the term police applies to any person who performs police functions in the course of his/her official duties, including carrying a firearm and exercising arrest powers pursuant to section 54-1f or engages in the prevention, detection or investigation of crime. POST-C shall establish criteria by which the certification process required by state law applies to police officers. (CGS §7-294d(e))

Police for administrative purposes only, to being within the Department of Emergency Services and Public Protection for all purposes.

I.D.2: POST-C Membership

POST-C is organizationally within the Department of Emergency Services and Public Protection (DESPP). The POST-C chairperson is appointed by the governor and the council appoints the vice-chairperson from among the membership. The council is comprised of the following 18 members:

- □ Chief administrative officer of a town or city in Connecticut,
- □ Chief elected official or chief executive officer of a town or city with a population under 12,000 that does not have an organized police department,
- □ A member of the faculty of the University of Connecticut (UConn),
- □ Eight members of the Connecticut Police Chiefs Association who are employed as a chief of police or the highest-ranking police officer of an organized municipal police department,
- □ The chief state's attorney,
- □ A sworn municipal police officer whose rank is sergeant or lower, and
- □ Five public members.

The DESPP commissioner and the Federal Bureau of Investigation (FBI) special agent-in-charge in Connecticut are voting ex-officio members of the council.

I.D.3: POST-C Organization Structure

POST-C professional staff is overseen by a division director who is appointed by the Commissioner. Its staff is divided into three divisions. The basic training division is responsible for the operation and scheduling of the basic recruit academy and the full- and part-time training of all municipal police officers. The field service division develops and provides in-serve training course in a variety of areas for certified police officers. The certification unit issues certifications cards to police officers and instructors, monitors compliance with the review training requirement through an auditing process, and inspects basic police training schools throughout the state.

I.D.4: Police Officer Certification

In Connecticut, POST-C issues and renews certification to police officers who have satisfactorily completed basic training programs. No person may be employed as a police officer by a police unit for a period exceeding one year unless s/he has been certified as a police officer or granted an extension by POST-C. A police officer may not serve in an official capacity if his/her certification has been cancelled or revoked by POST-C. Furthermore, the certification of a police officer who is not actively employed by a police unit for more than two years, unless the officer is on an approved leave of absence, shall be considered lapsed. Upon reemployment, the officer may apply for recertification in a manner provided by POST-C.

POST-C is required to certify any applicant who presents evidence of satisfactory completion of a program or course of instruction in another state, or of the armed forces or National Guard, that is equivalent in content and quality to that required in Connecticut, provided the applicant passes an examination or evaluation as required by POST-C. POST-C may establish other qualifications for the employment of police officer and required evidence of fulfillment of the qualifications.

POST-C may refuse to renew any certificate if the police officer fails to meet the requirements for renewal. To cancel or revoke certification of a police officer, POST-C shall give notice and adequate opportunity for a hearing prior to taking such action. POST-C may cancel or revoke certification, if after a *de novo review*³, if finds clear and convincing evidence:

- □ The certificate was issued by administrative error,
- □ The certificate was obtained through misrepresentation or fraud,
- □ The holder falsified any document in order to obtain or renew the certificate,
- □ The holder has been convicted of any felony,
- □ The holder has been found not guilty of any felony by reason of mental disease or defect (CGS §53a-13),
- □ The holder has been convicted of illegal possession of a controlled substance or drug (CGS §21a-279), and/or
- □ Issuing a False Statement, Perjury or Tampering with Physical Evidence (CSG §53a-155; §53a-156; §53a-157b).

A police officer or instructor may reapply for certification no sooner than two years after the final cancelation or revocation date. A police training school may reapply for certification any time after the effective date of the cancelation or revocation order.

The municipal police training and certification provisions do not apply to:

- □ State police training school or program,
- □ Sworn members of the DESPP Division of State Police,
- Connecticut National Guard security personnel, who have satisfactorily completed United States Army or Air Force police training program, acting within the scope of their National Guard duties,
- □ Judicial Department employees,
- □ Municipal animal control officers,
- □ Fire police, and
- □ Chief inspector or inspector in the Division of Criminal Justice who satisfactorily completed a program of police training conducted by the division.

I.D.5: Recertification

Police officers not re-certified according to POST-C procedures and time frame will forfeit their appointment and position. POST-C may recommend to DESPP any regulations for the training and certification of police officers and DESPP may adopt those regulations. The regulations shall be binding upon all police units, except the DESPP Division of State Police.

³ *De novo review* is generally the proper standard of review for employee benefit decisions. The term also refers to the appellate court's authority to review the trial court's conclusions on questions of the application, interpretation, and construction of law.

POST-C cannot cancel or revoke the certification of any police officer during participation in international peacekeeping operations outside of the United States⁴ and for a period of six months after the officer returns to the country.

I.D.6: Police Academy and Training Schools

POST-C has the authority to approve or revoke approval of any police training school operated by a municipal police department and to issue or revoke certification to such schools. The council sets the minimum experience and training qualifications for the certification of law enforcement instructors and oversees the certification process as well.

DESPP, in consultation with POST-C, maintains and operates the Connecticut Police Academy (CPA) to offer training for municipal police officers. DESPP and POST-C set the tuition and fees for training, education programs and session and for other purposes for the operation and support of the CPA; the fees are used solely for training and education purposes. DESPP maintains a municipal police officer training and education extension account, which is a separate, non-lapsing account within the state General Fund. The account is used for the operation of the CPA programs are deposited into the fund and are credited to the account. All direct expenses incurred by CPA in conducting training and education programs and sessions are paid from the account.

In addition, pursuant to CGS-7-294d, POST-C is responsible to:

- □ Develop, in consultation with DESPP, a schedule to visit and inspect police basic training schools at least once a year,
- □ Consult with and cooperate with universities, colleges and institutes for the development of specialized courses of study for police officer in police science and administration,
- □ Work with DESPP and with Connecticut, other state, and federal departments and agencies concerned with police training,
- □ Make recommendations to the Commissioner of DESPP regarding a training academy administrator to be appointed by the Commissioner and concerning the hiring of POST-C staff,
- Perform any other acts necessary and appropriate to carry of out the statutory mandate of POST-C, and
- Accept, with the approval of DESPP, contributions, grants, gifts, donations, services or other financial assistance from any governmental unit, public agency, or the private sector. POST-C is required to submit an annual report to the governor and the General Assembly accounting for all grants, contributions, gifts, donations and other financial assistance.

I.D.7: Basic Police Training

POST-C is statutorily mandated (CGS §7-294d) to develop and periodically update and revise a comprehensive state and municipal police training plan and to report annually to the governor and the General Assembly on its plan. The state and municipal police training plan sets the minimum course of study and attendance requirements and the equipment and facilities to be required of

⁴ Includes participation with a company contracted by the United States to recruit, select, equip and deploy police officers for peacekeeping operations under the supervision of the United Nations, Organization for Security and Cooperation in Europe or other sponsoring organization. (CGS §7-294aa)

approved police training schools. POST-C may also develop an interactive electronic computer (online) platform capable of administering training course and to authorize police officers to complete online certified review training at the Division of State Police and local police departments.

The council is authorized to establish uniform minimum educational and training standards for employment as a police officer in full- and part-time, temporary, probationary, or voluntary positions. POST-C oversees that all probationary police candidates receive the hours of basic training deemed necessary before being eligible for certification. Basic police training must be completed within one year following appointment of a probationary candidate, unless the council grants that candidate additional time to complete basic training. All probationary candidates must be registered with POST-C within schedule 10 days of hiring to training.

As required by state law, police basic and in-service review training programs shall include:

- □ Course on sexual assault investigation and rape crisis intervention,
- Minimum two hours on domestic violence that includes, but is not limited to: (1) enforcement of criminal laws; (2) techniques for handling incidents to promote safety of victim and the officer and to reduce likelihood of reoccurrence; (3) organizations that offer aid or shelter to victims; (4) applicable procedures in prosecutions of domestic violence cases; (5) protective and restraining orders issued by the court. POST-C shall consult with the Connecticut Task Force on Abused Women to develop a program curriculum and obtain the task force approval of the curriculum. Shelter programs may conduct domestic violence training in conjunction with the police training program,
- □ Course on recognition and management of child abuse and suicide intervention procedures,
- Minimum 27 hours training on the handling of juvenile matters including, but not limited to: (1) techniques for handling incidents involving juveniles; (2) information on the processing and disposition of juvenile matters; (3) procedures in the prosecution of cases involving juveniles; (4) information on the resources of the state juvenile justice system; (5) use of graduated sanctions; (6) techniques for handling trauma; (7) restorative justice practices; (8) adolescent development; (9) risk-assessment and screening tools; (10) emergency mobile psychiatric services,
- □ Minimum 14 hours training on handling juvenile matters for basic and field training programs,
- □ Minimum one hour training on handling juvenile matters for each review program,
- □ Gang-related violence training,
- □ Training on crimes motivated by bigotry or bias,
- □ Training on the use of the National Missing and Unidentified Persons System created by the Office of Justice Program's National Institute of Justice (NIJ),
- □ Training in eye witness identification procedures in accordance with policies and guidelines developed by POST-C and DESPP,
- □ Handing incidents involving persons affected with a serious mental illness,
- □ Tactical training on the use of physical force,
- □ Training in the use of body-worn recording equipment and retention of recording data, and
- □ Training in cultural competency and sensitivity and bias-free policing.

In addition, POST-C, in conjunction with the Office of the Chief State's Attorney and the Connecticut Police Chiefs Association, is required to annually instruct the chief police officer of each municipality or designee on the new legal developments that affect police policies and practices concerning the investigation, detection and prosecution of criminal matters.⁵

I.D.8: In-Service Review Training

Police officers must complete at least 40 hours of certified review (in-service) training every three years to maintain certification, unless an officer is granted additional time not to exceed one year to complete the training by POST-C. The POST-C is also responsible to:

- □ Renew certification of police officers satisfactorily completing review training,
- □ Conduct any inspections and evaluations that may be necessary to determine if a police unit is complying with the laws pertaining to police standards and training,
- □ Conduct general or specific management surveys at the request and expense of any police unit,
- □ Develop objective and uniform criteria for recommending any waiver of regulations or granting a waiver of procedure established by POST-C,
- □ Recruit select and appoint candidates to the position of probationary police officers and provide recruit training for candidates of the Connecticut Police Corps program (Police Corps Act, 42 USC 14091 et seq.),
- Develop, adopt and revise, as necessary, comprehensive accreditation standards for the administration and management of police units and to grant accreditation to police units that demonstrate compliance with the standards, and to conduct such surveys as may be necessary to determine compliance with the standards at the police unit's expense, and
- □ Recommend to DESPP the appointment of any council training instructor or other such person to act as a special police officer throughout the state as such instructor/person's official duties may require, provide that instructor/person is a certified police officer (special police officer may be sworn and arrest and present before a competent authority any person for any offense committed within the officer's precinct).

I.D.9: Model Policies

Various state statutes require POST-C to develop and implement model policies, both mandatory and advisory. Recent model mandatory policy requirements pertain to investigation of complaints against police, use of body worn cameras, eye witness investigation procedures, and the use of electronic defense weapons (commonly referred to as a "taser"). Recent model advisory policy recommendations concern adoption of the Lethality Assessment Program (LAP) to detect and refer victims of domestic violence at significant risk of harm and the administration of naloxone to revive individuals who have overdosed on opioids.

⁵ This program is named the "The John M. Bailey Seminar on New Legal Developments Impacting Police Policies and Practices". (CGS §7-294m)

SECTION II: TASKFORCE PRESENTATION SUMMARIES

During its first year, the task force explored of a variety of topics related to police training and education. It began by seeking input on national best practices, and finished with a discussion on police training and education in Connecticut. The following is a summary of each topic as presented to the Task Force. Appendix B contains the names of the presenters and the date of the task force meetings.

II.A: PROCEDURAL JUSTICE

The Topic of Procedural Justice was presented in the context of the <u>President's Task Force on 21st</u> <u>Century Policing's final report</u>. It was recommended that "six pillars" of focus within the final report could serve as a guide for Connecticut's Task Force. They are:

- 1: Building trust and legitimacy,
- 2: Policy and oversight,
- 3: Technology & Social Media,
- 4: Community Policing and Crime Reduction,
- 5: Training & Education, and
- 6: Officer Wellness & Safety.

Within the *Training & Education* pillar, the report recommends the incorporation of Procedural Justice into POST trainings. Procedural justice is the idea of fairness in the justice and legal proceeding processes that resolve disputes and allocate resources. The procedural justice concept is that how police treat and talk to citizens matters and can have positive or negative results. Research on procedural justice focused on how and why citizens view the police the way they do and how and why citizens may or may not comply with the law or directives by or decisions of police.

Procedural justice does not substantially change current police training or procedures nor is it a replacement for defensive tactics. It is another tool that officers can use to avoid being in a situation that would require the use of force. Research has found that using procedural justice as the foundation of police training will not eliminate the need for the current training programs, but will enhance most of the training and learned police skills.

Procedural justice includes four basic actions:

- \Box Treat people with respect.
- \Box Listen to what they have to say.
- □ Make fair decisions.
- \Box Explain your actions.

Procedural justice practiced within a police department between administrators, command staff and officers was also found to improve the morale among the staff. Procedural justice training for

disgruntled officers was further found to lead to improvements in moral and recommitment to the job.

II.B: CONFLICT RESOLUTION

Effective social interaction and tactical skills – i.e. conflict resolution – is a recommendation within the *Training & Education* pillar. The presentation first centered on the concept of adult learning as a necessary background as to how to train individuals in any context. Conflict resolution training was developed for police to enhance their skills in managing conflict. The training is provided as experiential learning where officers role play responding to situations and people, rather than didactic teaching. The programs show that conflict can be managed in five ways:

- □ Collaboration is the best strategy for dealing with conflict and the goal is to reach agreements and commitment to goals and reduce bad or negative feelings,
- □ Compromise is used to reach temporary solutions to avoid conflict,
- □ Competition involves attempts to defeat the other person; this technique can lead to an escalation of conflicts,
- □ Accommodation is used when the problem is more important to one side than the other. This strategy often promotes goodwill, and
- Avoidance is employed with the issue is not important or other issues are more important.

Whatever strategies police officers employ to manage conflict, they need to understand their own role in the conflict. Police officers are trained in conflict management to identify triggers such as tone of voice or words that immediately cause negative responses. Officers are also trained in active listening to hear and understand what another person is saying. An example of this training in action is the Kingian Nonviolence Training done in collaboration with the New Haven Police Department.

II.C: WASHINGTON STATE TRAINING MODEL

The Washington State Criminal Justice Training Commission trains police and corrections officers using a collegiate model rather than the stress model. The commission changed to the collegiate model to create a more effective learning environment, develop critical thinking and decision-making skills, instill values that lead to ethical self-regulations in the use of power, improve officer safety and, at the same time, to improve public trust in the police. The training model is referred to as the "Guardians" and is the cornerstone of the *Building Trust & Legitimacy* pillar.

The training model replaced the stress-model of bracing and demeaning recruits with a requirement for recruits to initiate conversations with instructors and command staff. The traditional "tune up" using extreme physical exercises, harassment and yelling was replaced with coaching during orientation. Academy instructors act as role models rather than intimidators. Academic scholarships is emphasized and rewarded over physical prowess.

The training program is infused with behavioral and social science curriculum including the "Blue Courage," Crisis Intervention Training (CIT), Procedural Justice, Listen and Explain with Equity and Dignity (LEED), "Tactical Social Interaction," Bias and Perception, and Cognitive Command.

Experiential training provided through mock scenes were re-engineered to test critical thinking, decision-making, and accurate assessment of behavior, rather the physical and tactical skills. Recruits are trained to:

- □ Listen: Allow citizens to give their side of the story and give them a voice and opportunity to vent. Listening is the most powerful way to demonstrate respect.
- □ Explain: Explain what the officer is doing, what s/he can do, and what's going to happen.
- □ Equity: Officer are trained to explain why they are taking action. The reason for must be fair and free of bias, and show that the person's side of the story was considered.
- □ Dignity: Officer act with dignity and leave the person with their dignity. Officers are trained to treat every person with basic human decency.

The "Guardian" model includes physical and mental stress training and defensive tactics and drills are integrated with communication and de-escalation techniques. Rules and codes of conduct are strictly upheld. Recruits are trained in the use of firearms and defensive tactics.

The Washington State Criminal Justice Training Commission's "Warriors to Guardians" cultural shift and CIT training is currently being evaluated for long term impacts. Early results indicate promising results on certain measures related to the shift.

II.D: IMPLICIT BIAS

Implicit bias training is an integral component to procedural justice and is also recommended within the *Education & Training* pillar. It is important to understand that humans have implicit biases. The brain makes implicit associations that cause humans to behave in ways they would not otherwise endorse. Implicit associations are normal and are shortcuts the human brain takes because we cannot function in complex world unless brain makes associations. Some shortcuts (or "traps") are automatic, uncontrolled and hard to prevent while others are conscious, deliberative, and negotiated over time.

Police function in complex worlds and situations and need these associations or shortcuts to function. Often these shortcuts are positive, but can be negative in that they support stereotypes that influence behavior without being aware or in acting way that would not normally be endorsed. Implicit bias research found that situations matter. Police are affected by stress and time pressure and experience normal emotions. Police in high discretion or high stress situations are more likely to rely on shortcuts to process a situation and thereby bring out their implicit biases. Implicit bias training aims to make officers aware of their biases and to not act on those biases when responding to a situation or citizen.

II.E: ACTIVE LISTENING AND RESPONDING

Effective interpersonal and communication skills are a recommendation within the *Training & Education* pillar. Police officers talk to people every day and therefore have a need for effective communication skills. Research found that due to technology, communication is becoming less and

less interpersonal. Screens (cell phones, computers) are the primary means of communication. Active listening and responding skills training aims to improve how well officers listen and respond.

The active listening techniques improve relationships be promoting trust, reducing conflict, and increasing the ability to motive others. There are eight aspects of active listing: paraphrasing, emotional labeling, reflecting or mirroring, effective pauses and silence, minimal encouragers, "I" messages, open-ended questions and summarizing.

Research found that active listening is critical during police recruit training. Recruits responded better and had greater academic achievement when they felt they were heard and had the opportunities to communicate with their instructors and command staff.

II.F: TRAUMA-INFORMED CONSIDERATIONS FOR LAW ENFORCEMENT OFFICERS

The recommendation to address trauma in police training and leadership development is contained within the *Training & Education* pillar. Trauma results from physical and emotional harm and impacts a person's functioning and mental, social, or emotional well-being. Unaddressed trauma can lead to behavioral and physical health conditions or mental health issues and substance use that can lead to contact with the police. Trauma-informed policing practices can enhance officers' understanding of trauma and its effects. Police can facilitate investigations through a greater awareness of a person's needs, reduce the potential for recurrence of criminal behavior through early interventions, connect traumatized persons to appropriate community services and supports, and build community trust in police.

Trauma-informed policing is based on the understanding that people tend to focus on how they were treated by the police rather than the final outcome of the interaction. Research found an officer's demeanor and actions are crucial to the perceptions of police legitimacy and if an officer communicates well, listens, and treats people with respect, citizens will respond in kind to the police. These are the building blocks for the 21st Century Policing pillar on *Building Trust and Legitimacy*.

De-escalation techniques for dealing with traumatized persons and intervening in the "fight or flight" response. The techniques can be verbal and non-verbal and include:

- □ Listening,
- □ Distracting the person,
- □ Re-focusing the person on positives,
- □ Changing the subject,
- □ Using humor,
- □ Empathizing with the person, and
- □ Non-threatening body language.

II.G: POST-C TRAINING

The Department of Emergency Services and Public Protection and the Police Officer Standards and Training Council provided an overview of the mandates to training state and municipal police officers and the administration of the POST and Division of State Police academies.

Section IV provided a basic overview of the POST academy and curriculum. It operates a centralized residential academy and accepts recruits from police departments throughout the state. POST-C also authorizes and oversees several satellite academies operated by police departments, which are commuter academies. The curriculum incorporates the statutorily required training (see Section IV) and courses developed and included by the council.

POST-C has full-time instructors and certifies instructors for specific content areas and topics. Many certified instructors are police officers with a specialization or expertise in a specific topic, tactic, or skill.

During its presentation to the Task Force, POST-C identified the following areas for further review:

- □ **POST Funding:** periodically reassess instructional costs and staffing plans, reevaluate in-kind and tuition offsets and review other funding strategies.
- □ **POST Staffing:** explore greater use of state universities and community college adjunct faculty including temporary assignments of certified training officers to the academy and refill critical administration and support positions.
- □ **Delivery of Training:** explore alternatives to residential academy (commuter program) and expand distance learning and on-line instruction programs to enhance delivery of in-service training and professional development programs.
- □ *Increased transparency and accountability:* compliance with all mandatory and advisory POST-C Model Policies, a prerequisite for Tier 1 (re)accreditation, and legislatively mandated Tier 1 accreditation within 3-5 years of passage.
- □ *Expand the Accreditation Unit*: to include audits to ensure compliance statewide, backfill accreditation manager position and add a license and applications analyst and field program consultant positions.
- □ *Build and maintain an online database*: to document municipal police departments' accreditation and reaccreditation status.
- □ **Other issues:** expand POST-C's role to be the conduit for legislative proposals; hold future POST Council meetings periodically at LOB and televise proceedings; review and refresh POST website periodically and post timely meeting notices and minutes; and publish annual report.

SECTION III: FINDINGS AND RECOMMENDATIONS

The issue of police and community relations remains as relevant today as it did nearly two years ago, when the Task Force to Study the Curriculum and Education of Police Officers was established per Connecticut law. Through a series of presentations and discussions, the Task Force was able to gather information on potential means by which Connecticut could continue to make strides in strengthening community policing and trust among law enforcement officers and the communities they serve through the police training policy reform. Though the Task Force's approach was not exhaustive, it provides a baseline by which further exploration and recommendations can be made.

III. A: TASK FORCE RECOMMENDATIONS

Based on its work to date, the Task Force issues the following list of recommendations to be considered:

The discussion about the state's police training model and curriculum and its effectiveness in achieving identified, and agreed upon, goals and objectives should continue. However, there was not sufficient community involvement in the process in order to adequately address public investment in the process. It is, therefore, recommended the Public Safety and Security Committee consider whether to statutorily re-authorize the Task Force to Study the Curriculum and Training of Police or to establish another entity to continue the work of the task force and, in doing so, ensure greater community involvement.

There were a number of compelling presentations that either directly or indirectly referenced recommendations contained within the President's Task Force on 21st Century Policing final report. These recommendations are based on recognized best practices, which could be corroborated through independent exploration as to their efficacy within Connecticut. In continuing exploration into police training education and curriculum in Connecticut, the President's Task Force on 21st Century Policing should be considered as a framework for discussion.

As per Action Item 5.1.1 of the President's Task Force on 21st Century Policing final report, Connecticut should consider adopting adult-based learning and scenario-based training in a training environment modeled less like a boot camp. It is recommended a study be conducted to evaluate the effectiveness and efficiency of the current stress-based military style training model to train police recruits used in Connecticut.

As per Action Item 5.3 of the President's Task Force on 21st Century Policing final report, Connecticut should provide leadership training to all personnel throughout their careers. It is recommended that POST-C adopt a state-wide mandatory training policy of newly promoted civil service supervisory officers, including the ranks of sergeant, lieutenant and captain. The training standards shall include course work and field training requirements.

As per Action Item 5.3.1 of the President's Task Force on 21st Century Policing final report, Connecticut should develop learning goals and model curricula/training for each level of leadership. Additionally, in accordance to the report's recommendation, these standards should influence requirements for promotion and continuing/ongoing education should be required to maintain leadership positions. As part of this process, it is recommended that POST-C adopt model state-wide performance evaluation standards for all ranks.

As per Action Item 5.7 of the President's Task Force on 21st Century Policing final report, Connecticut should ensure basic officer training includes lessons to improve social interaction as well as tactical skills. Additionally, in accordance to the report's recommendation, these standards should include topics such as critical thinking, social intelligence, implicit bias, fair and impartial policing, historical trauma and de-escalation and tactical retreat skills. As part of this process, it is recommended that POST-C publicly provide detailed information, including curricula and training certification requirements, on any established De-escalation training component in the POST-C curriculum.

The Police Officer Standards and Training Council presented a series of agency goals ("next steps") to the task force. It is recommended the goals be incorporated into any continuing discussions on police training.

The goals as presented are as follows:

DESSP and POST Next Step Recommendations						
Timeframe	Recommendations					
Short-Term	 Draft plan to implement Tier 1 accreditation within 3 to 5 years Revise POST FY19 operating budget Explore alternatives to residential academy 					
Mid-Range	 Legislatively designate POST-C as conduit for legislative proposals impacting municipal police Finalize plans to implement Tier 1 accreditation Add full-time staff to audit functions 					
Long-Term	 Explore post-secondary instructional opportunities Post-secondary schools as preparation or POST academy Formalize pre-promotional and in-service training programs for certified officers 					

In addition, two POST-C goals are directly related to the task force's mandate: (1) exploring alternatives to the residential academy; and (2) exploring post-secondary instructional opportunities.

A commuter academy would not necessarily replace, but rather compliment, a residential academy. There are several satellite commuter academies operated by municipal police departments that train police recruits. There are models to inform the POST academy in running a commuter recruit class. **Therefore, is it recommended POST-C and the Connecticut State Police develop a strategy to run a recruit class as a commuter academy.**

Post-secondary instructional opportunities may include:

- □ Using college and university academics as academy instructors and/or curriculum developers;
- □ Reciprocity in awarding credit for college courses and academy certification; and/or
- Distance learning and on-line instruction programs to enhance delivery of in-service training and professional development programs.

POST-C conduct a study to evaluate the efficacy of providing post-secondary instructional opportunities and training for police recruit and certified officers.

APPENDIX A

Police Training Task Force Membership

	Member	Appointing Authority	
1	Municipal police department officer	Speaker of the House of Representatives	
2	Connecticut Police Chiefs Association member	Speaker of the House of Representatives	
3	IMRP representative	President pro tempore of Senate	
4	Division of State Police member	President pro tempore of Senate	
5	Legislative Public Safety Committee member	Majority leader of House of Representatives	
6	Chief elected official from town with population equal to or greater than 25,000	Majority leader of the Senate	
7*	Chief elected official from town population less than 25,000	Minority leader of House of Representatives	
8	Social scientist employed at state institution of higher education	Minority leader of Senate	
9	Municipal police chief	Legislative Public Safety Committee house chairperson	
10*	Representative from minority community- based organization	Legislative Public Safety Committee senate chairperson	
11	Representative from POST-C	POST-C chairperson	
12	Chairperson of Legislative Black and Puerto Rican Caucus	N/A	
13	DESPP commissioner	N/A	
*Representatives were not appointed			

APPENDIX B

POST Council Membership

Most Members and the Chair are appointed by the Governor pursuant to C.G.S. 7-294b

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Chief Administrative Officer Large Town	Michael Freda	Town Administrator, North Haven CT
Chief Administrative Officer Small Town	Candidate's approval pending	
University of Connecticut Faculty Member	Amy Donahue Ph.D.	Chief Operations Officer-Academic Administrator
Chiefs of Police	Chief John Daly Chief Ronnell Higgins Chief Thomas Kulhawik Chief Michael Maniago Chief Keith Mello, Chair POST-C Chief Mark Palmer Chief Thomas J Wydra Candidate's approval pending	Southington Police Department Yale University Police Department Norwalk Police Department Torrington Police Department Milford Police Department Coventry Police Department Hamden Police Department
Chief State's Attorney	Kevin T. Kane, Esq.	Chief State's Attorney
Sworn Municipal Officer	Sgt. William Brevard, Jr.	Stamford Police Department
Public Members	Douglas Glanville Kurt P. Cavanaugh Natasha Pierre, J.D. Patrick Rittmon Guy Vallaro, Ph.D.	Retired MLB, ESPN Analyst, Hartford CT State Marshal, Town Council, Glastonbury CT State Victim Advocate Sikorsky Aircraft, prev. Colt Range Master, ret. USMC, Meriden CT Director, Division of Scientific Services, DESPP
Ex-Officio Members	Dora Schriro, Ed.D., J.D. Patricia M. Ferrick	Commissioner, Dept. Emergency Services & Pub. Protection FBI, Special Agent in Charge Connecticut

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POST Council Committee Assignments



ACCREDITATION Chairperson Chief Thomas Kulhawik Sgt. William Brevard Jr. Chief Peter N. Ingvertsen, CPCA Representative	Kevin T	ATIVE erson Michael Freda 7. Kane Esq. Cavanaugh	
CERTIFICATION Chairperson Kurt P. Cavanaugh Chief Ronnell Higgins Chief Keith Mello Chief Michael Maniago Kevin T. Kane, Esq.	Chief A	NNEL erson Chief John F. Daly Aichael Maniago Connell Higgins	
CURRICULUM Chairperson Chief Keith Mello Sgt. William Brevard, Jr. SAC Patricia M. Ferrick Amy Donahue, Ph.D. Natasha Pierre Douglas Glanville	Chairp Amy Do Kevin T Kurt P. Chief R Steven	WORN CAMERA erson Chief Keith Mello onahue, Ph.D. . Kane, Esq. Cavanaugh Connell Higgins Sarnosky, Esq. Iberg, Esq.	
PLANNING Chairperson Chief John F. Daly SAC Patricia M. Ferrick Chief Michael Maniago Guy Vallaro, Ph.D.	Chief C Chief J	Chief Kevin Halloran Chief Chris Edson Chief John Gavalas Chief Thomas Wydra	

POST and CSP Training Credentials

- CALEA Accreditation: The Commission on Accreditation for Law Enforcement Agencies is a credentialing authority created through the joint efforts of law enforcement's major associations, notably IACP, PERF and NOBLE.
- Nationally, only 48 of approx. 850 police academies, including POST and CSP, are CALEA accredited.
 - POST Police Academy since 2008
 - State Police Academy since 1988



Connecticut's Academies' Credentials



- POST is a member in good standing of the International Association of Directors of Law Enforcement Standards and Training (IADLEST), since 1989. CSP has been a member since 2012.
- IADLEST is the national forum of Peace Officer Standards and Training (POST) agencies, boards, commissions and law enforcement academies throughout the United States.



Connecticut's Academies' Credentials



Since 2004, CT State Colleges and Universities (CSCU) has awarded college credits to POST and CSP Academy graduates.

- POST cadets earn 26 hours of undergraduate credit.
- CSP trooper trainees earn 32 hours of undergraduate credit.



More recently, the Universities of both New Haven and New Hampshire, Sacred Heart and Fairfield Universities, Albertus Magnus College and Lincoln College of New England also award college credits to both POST and State Police Academy graduates.

CT Academy Course Work recognized by CSCU and other 2- and 4-year Colleges

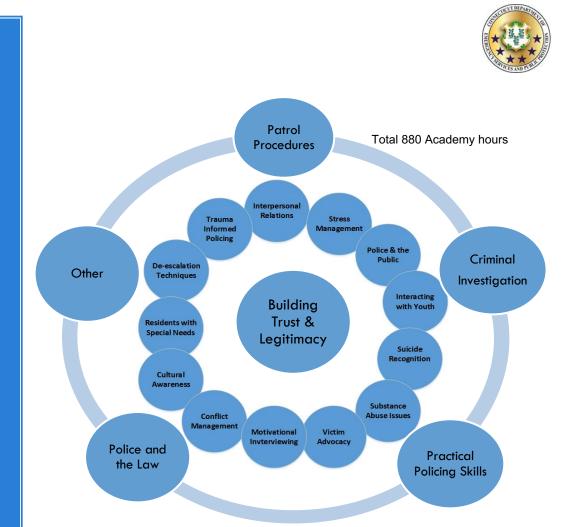


POST Police Academy and State Police Academy	Credits	
CJS 200 Criminal Law	3	
CJS 220 Criminal Investigations	3	
CJS 213 Evidence and Procedure	3	
CJS 290 Criminal Justice Practicum	3	
COM 172 Interpersonal Communications	3	
CJS 105 Introduction to Law Enforcement	3	
CJS 2XX Criminal Justice Elective	3	
Medical Response Technician	2	
Open Elective	3	
Total, Post Academy and Subtotal, State Police Academy		
Additional Credit Hours State Police Academy - CJS 202 Technical Writing	3	
Physical Training and Wellness	3	
Total State Police Academy		

POST Basic Training Curriculum

"Your academy had a lot of similar components to what we are teaching in Washington as well as several valuable courses that we don't currently offer our basic recruits." Washington State **Criminal Justice** Training Commission

August 17, 2015



APPENDIX C

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