POLICE TRAINING–
BREAKING ALL THE RULES

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Professor Charles is active in a number of professional associations including the International Association of Chiefs of Police and the Midwestern Criminal Justice Association of which he served as President, First Vice-President, and Second Vice President during the years 1987-1990. Professor Charles is also active in the International Association of Chiefs of Police, the American Society for Law Enforcement Trainers, the Illinois Association of Chiefs of Police, the Illinois Sheriffs Association, and the American Correctional Association.

Dr. Charles has published a number of books and articles and has presented papers nationally and internationally on such topics as disaster management, airline disasters, police pursuits, jails, police accidents, electronic monitoring, police officer shootings, women in policing, and police training.

Professor Charles was a member of the Illinois Law Enforcement Training and Standards Board from August 1992 to May 2000. The Illinois Law Enforcement Training and Standards Board is responsible for setting training standards for local law enforcement officers throughout the state. As a member of that Board he served as the Chairman of the Curriculum and School Standards Advisory Committee. As a member of the Training Board Professor Charles also served as the chair of the Pursuit Committee and Co-Chair of the Use of Force Committee. Professor Charles also served as a special consultant to the Board on pre-service training. Dr Charles also serves on the Boards of the Illinois Fire and Police Commissioners Association and on the Law Enforcement Foundation Institute. Professor Charles also serves as a consultant on a variety of issues to police agencies throughout the state.

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To Those Police Officers That Guard Our Democracy Daily

PREFACE

Police training since its inception in the United States has been based largely on the quasi-military model. Only recently has the police training community demonstrated an overall interest in changing this training approach toward the adult education, or what is also referred to as the andragogy model, or philosophy of education and training. Interest in the adult education model for police training was stirred in the late 1990s through the efforts of the Police Corps. The innovative approaches to police training that have been funded by the federal government in the Police Corps programs throughout the country have caused much interest in the police training community.

The new approach to training emphasizes such engaging activities as role-playing and scenario based exercises in which the trainee is actively engaged in learning through doing. The emphasis is on the active involvement of the trainee, not passive listening. The goal of the adult education model is to engage the adult learner, and through his or her enhanced involvement in the learning process it is expected that the trainee will be better prepared and trained to perform the duties and functions of his or her job as a police officer.

The following study discussed in this book represents a seven-year effort by personnel of the Police Training Institute at the University of Illinois to implement the adult education model into their basic police academy and in-service training programs. However, implementing the adult education model into police training required an organizational transition of epic proportion. The adult education philosophy requires highly skilled and knowledgeable instructors that must be versed in various learning methods, which are often contrary to the quasi-military model under which they were trained. A successful teaching environment must also be created within the organization that will complement the adult education model if trainers and trainees are to maximize the learning experience. A disconnect between the adult teaching model and the organizational milieu will hinder learning and create organizational conflict that will detract from the learning experience.

Within the following pages the reader will be introduced to the issues, problems, successes, and failures encountered by one police training organization that adopted the adult education model. It is hoped that the reader

will learn from the experiences of the Police Training Institute and use this experience to best implement the adult education model into their organization.

ACKNOWLEDGMENTS

No work is the sole effort of only one person regardless of the authorship identified on the front cover. This work was possible only through the cooperation and assistance of number of individuals. Certainly, many individuals provided invaluable information and assistance without being aware of their role in the development of this book. Others were quite cognizant of the requests made of them by myself throughout the data collection and writing of this effort. My office staff, in particular JoAnn Schwallier, expended their time and efforts in finding those materials, files, and memorandam that were needed to ensure accuracy throughout the text. JoAnn was also responsible for making those telephone calls to individuals around the state to find answers to questions about who, what, where, and why certain activities occurred.

As Director of the Institute, not only was it essential that the implementation of the changes occurred and that constant attention and support for newly developed procedures were forthcoming, but various individuals had to make things happen. An organization does not run by itself, it needs the loving care of its participants. This could not be done alone, nor could such a study either have been conducted or the time been devoted to such an effort if staff support was not available. JoAnn kept the daily routine of the office moving and helped to distribute the workload. As my administrative assistant, Lois Welling helped to keep the exchange programs running smoothly and attended to any number of important issues to which no director could function efficiently without such attention to detail and social acumen. Both Lois and JoAnn were competently assisted by Freda Heflin who diligently helped in those tasks and functions that had to be efficiently dealt with if problems were to be avoided and clients were to remain content.

Anne Copay, my graduate assistant, which while administratively correct, was a misnomer in all other aspects for she was working on her second Ph.D. at the University of Illinois, was of enormous value. Anne not only helped in several research projects unrelated to this work, but she spent endless time gathering literature, running down quotations, and finding sources that were needed to complete this work. If that was not enough, she willingly undertook the responsibility, among others, to review the work and provide recommendations for change.

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A great debt of gratitude is due to my Associate Director, Paul Palumbo, who through his experience, knowledge, support, and administrative ability played a large role in helping to change the Institute and for providing assistance at every level. I will always be grateful to him for all that he has taught me and for the sacrifices that he has made to help me lead the Police Training Institute. His knowledge, history with the Institute, and willingness to share his perceptions freely helped me greatly in understanding the organization and the impact of decisions on the functioning of the Institute.

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Most importantly to my wife, Pat, that person to whom I promised to grow old with so many years ago, thank you for everything. To my young men, Andrew and Jonathan, who were just boys when I wrote my first book, thanks for all the fun. And to Sarah, who will always be Dad's little girl. How lucky I am.

Chapter I

INTRODUCTION

Organized training for police officers is a relatively new phenomenon. In the state of Illinois, for example, the first training academy, the Police Training Institute (Institute, or PTI), was established on July 6, 1955, by the 69th General Assembly (144 IRS 63a, July 6, 1955). The Northwestern University Traffic Safety Institute in Evanston, Illinois, was started in 1935, presently known as the Northwestern University Traffic Institute. The Southern Police Institute at the University of Louisville began in 1951. These nationally recognized programs concentrated on police management courses while PTI's major emphasis had always been basic training, despite the fact that the Institute provided a large array of in service and management courses for police personnel. The first basic law enforcement class at PTI graduated sixty-three new police officers from the Institute's then four-week academy in 1956. Basic law enforcement training was increased to 240 hours in 1970, 400 hours in 1981, and 480 hours in 1996. The first female recruits graduated from training at the Institute in 1967.

The Illinois Law Enforcement Training and Standards Board[1] (the Board, or Training Board) was created by the 74th General Assembly in Senate Bill 664, which became a state statute on August 18, 1965. The original name of the Board was the Illinois Local Governmental Law Enforcement Officers Training Board. The name was later changed in 1994 (Public Act

1. The Illinois Law Enforcement Officers Training and Standards Board was the state agency responsible for establishing the curriculum for basic law enforcement and corrections training for the state of Illinois. It was not until 1985 (Public Act 83-1389), that the Board was given training responsibility for county correctional officers. The Training Board also sponsored other police-related training and certified inservice courses in the state. In Illinois, as in other states, the Board provided a final exam to be taken by all basic recruits at the conclusion of their academy training. Once the candidate passed the final examination the Board provided the candidate with his/her certification, which allowed officers to perform the functions of an Illinois peace officer.

The Training Board has eighteen members, seven of which are appointed by the General Assembly, and eleven by the Governor of the State for alternating four-year terms. Those appointed by the General Assembly have been established by state statue and serve on the Board throughout their duration as chief executive officer of their respective agencies. The statutory appointments included the Director of the Police Training Institute, the Attorney General, the Director of the Illinois State Police, the Superintendent of the Chicago Police Deparment, the Sheriff of Cook County, the FBI Special Agent in Charge of the Springfield Office, and the Executive Director of the Illinois Board of Higher Education.

The Governor's appointments include two mayors, two sheriffs, three police chiefs, two city managers, and two police association representatives. The Board hired an Executive Director and staff to carry out the functions and policies of the Board. Each state has a law enforcement trainging and standards board that serves essentially the same function as the Illinois Training Board, except Hawaii.

88-586), to better reflect the function of the Board. In 1966, the newly established Board approved the Police Training Institute and the Police Training Academy in Chicago, known since 1976 as the Timothy J. O'Connor Education and Training Center, as the first Board certified training facilities in the state.

This recent development in the training of our police at the local level should be of little surprise. While the National Academy of the Federal Bureau of Investigation (FBI) was established in 1935, the first organized attempt by the federal government to coordinate and ensure training for all new federal police officers did not begin until 1970, with the establishment of the Federal Law Enforcement Training Center in Glynco, Georgia. Until that time some of the federal agencies, much like local and state police departments during that period, provided neither basic nor inservice training to their officers (Calhoun, 1996). What "training" that was provided was on the job and largely disjointed and inconsistent.

It was not until 1981, that A Statewide System of In-Service Training (ASSIST Regions) or mobile training units (MTUs), which were also referred to as mobile teams, were organized by the General Assembly in 1982, in Public Act 82-674. The MTUs were designed to provide inservice training to local police departments throughout Illinois. Those realizing the need for basic and inservice training for law enforcement personnel throughout the state welcomed these actions by the General Assembly. Others, on the other hand, which included a small but vocal number of police, private citizens, and politicians, complained vehemently because it was "costly," it would take officers out of the department while they were being trained, and others simply felt that training was unnecessary since officers could learn what they needed on the job. It had been done "successfully" that way in the past , so why should it change now and cost Illinois residents additional tax dollars?

Inservice training met with increasingly less resistance among and between police professionals, and the general public in Illinois as time progressed. In fact, in reviewing, both the written and oral history, of state-mandated training, a profile of infighting and compromises between the opposing parties emerged, but it was largely limited to mandatory basic training. An early settlement between opposing parties was not to make either basic or inservice training mandatory for local governments. This in combination with a compromise that would guarantee that police training in Illinois would not be a burden on general revenue funds for either basic or inservice training for Illinois police officers went a long way to thwart opposition to statewide police training. Generally speaking, efforts to provide optional, low cost, inservice training to departments was met with open arms. Certainly, if it were not for strong leadership, and vision on the part of a select few recognized professionals in the field at that time, the extensive training system enjoyed in Illinois would not exist today.

While an extensive review of the historical account that resulted in the training system presently available in Illinois for police officers is interesting, it is beyond the scope of this work. It is, however, crucial that the reader have a sense of this historical context of conflict, individual interests, and various opinions. If the reader is to appreciate the present status of training, and better understand and place in context the findings and recommendations presented below for improving the training vehicle in Illinois the historical context is important. It is also crucial for the reader to have an appreciation for the research site itself. Such a background will better prepare the reader to put

decisions and actions into focus. For this reason the author will present brief historical accounts and conditions of the research site that will put those aspects of training discussed throughout the text into context. Quite simply, the state of training in Illinois, as with each state, is dependent upon the views and values that decision makers place on such an activity. Conflict, opportunities, vision, and numerous other human factors all had both a positive and negative impact on each aspect of training such as philosophy, quality, delivery mechanisms, and attitudes toward training. While these conditions changed over time, it was the political and social environment of the times from which all accomplishments bifurcated.

THE RESEARCH SITE

University of Illinois

The University of Illinois was one of 37 public land-grant institutions that were created in 1862 by the Morrill Act. The university was chartered in 1867, and was first known as Illinois Industrial University. The school was renamed the University of Illinois in June of 1885. The university opened its doors in 1868, with fifty students who slept and studied in a single five-story building. Women were first admitted to the university in 1870. The Chicago Circle and Medical Campuses were reorganized and became a part of the newly reorganized Champaign-Urbana campus in 1982, and became known as the University of Illinois at Chicago. In 1997, Sangamon State University in Springfield, Illinois, became a part of the University of Illinois system and was renamed the University of Illinois at Springfield in 1995 (Conley, 1998).

Each of the three campuses had a provost who reported directly to the president of the university. The President was located on the Urbana-Champaign campus, and was required to travel frequently to the sister campuses in Chicago and Springfield. Each provost had considerable autonomy to work with faculty and develop programs responsive to the needs of the state.

The Urbana/Champaign campus of the University of Illinois sat on 1,472 acres and had 205 major buildings by 1999. The university was best known for its achievements in research and graduate studies; however, undergraduate education was strongly emphasized. At the Urbana-Champaign campus more than 25 percent of the over 26,000 undergraduate students were in the upper 3 percent of their high school graduating class. Ninety percent of the undergraduate student population came from Illinois, however, undergraduates also came from some 100 foreign countries. during the 1998-1999 academic year, the University had 21 schools and colleges, 4,000 courses, and 150 programs of study for undergraduates to choose from. In addition, the University of Illinois Urbana-Champaign campus was consistently ranked in the top ten institutions in many fields and the top five in still others. The university library had the largest collection, of any public university, consisting of nearly 17 million items, and it was ranked as the third largest collection after Harvard and Yale.

The Urbana-Champaign campus had 2,188 faculty, 2,750 academic professionals, and 5,500 staff members. Graduate and professional students numbered 9,154 and they were disbursed among over 100 academic units and professional programs such as law, medicine, and library science. The universi-

ty also had culture facilities and entertainment for the enjoyment of students, faculty, staff, and the public at large. These entertainment and cultural programs included museums, galleries, performing arts, collections, and sporting activities. The University of Illinois also had extensive sports and recreation programs for student athletes, intramural sports, and exercise facilities for all students to enjoy.

Police Training Institute

Prior to 1955, local departments assumed full responsibility for training their law enforcement officers. This, of course, meant that often no formalized training was provided either to new or experienced officers and that there were no statewide training standards for new or inservice police personnel prior to this time. Generally, basic police training consisted of handing the newly hired officer a badge and a gun and putting him out on patrol to learn, on his own, as best he could (Gainer, Marlin, & Surbeck-Harris, 1999). In fact, it was not until 1966, one year after its establishment that the Board was able to provide a certified elective four-week basic academy. This was the first time that state-sanctioned, standardized basic training was available statewide to local police agencies in Illinois. The first basic class, under the auspices of the Board, was provided at the Police Training Institute in 1966.

Mr. Byron Fulk, Division of University Extension, was appointed the first supervisor of the Institute in 1955, with Ervin H. Warren being appointed the first Director of PTI in 1957. The first course offered by PTI was a Juvenile Officers course held at Granite City in 1955, while the first basic law enforcement course, which was a four-week 160-hour course, was offered in the summer of 1956. There were sixty-three graduating officers from the Illinois State Police and local departments in this first basic class (Van Meter, 1984).

As early as 1967, PTI began offering midlevel management inservice courses at the request of the Chicago Police Department. Soon after the initial efforts with the Chicago Police Department, the Institute began offering Breath-Alcohol Testing, Arson, Police Community Relations, Field Training Officer courses, Executive Management courses, Criminal Investigation, the Sheriff's Management Institute, Law for Police, and numerous other training courses needed by law enforcement personnel throughout the state (Van Meter, 1984).

In an effort to obtain sufficient political support from police departments and politicians from throughout the state to implement a law allowing for a basic academy it was necessary for the newly established Training Board to make concessions. As noted above, the political winds during the 1960s were such that passage of a police training bill by the state legislature, which would be signed into law by the Governor, could not include language mandating basic training. Consequently, the original legislation which established the Board did not mandate basic training for law enforcement officers. It was not until January 1, 1976 (Public Act 79-652), that basic law enforcement training was made mandatory for all full-time police officers. Under this same Act all police officers were required to complete firearms training. As late as 1999, this training statute allowed departments to hire and work an officer in a peacekeeping capacity for up to six months before the hiring agency was required by law to send the new officer for basic training. Few departments,