

DRIVER SIMULATOR TRAINING

DEVELOPMENT GUIDELINES

1999



**THE COMMISSION
ON PEACE OFFICER STANDARDS AND TRAINING**

STATE OF CALIFORNIA

CALIFORNIA COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

DRIVING SIMULATOR TRAINING

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California Commission on Peace Officer Standards and Training

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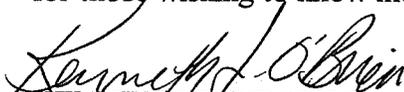
FOREWORD

The use of simulators in law enforcement training is relatively new. The introduction of firearms training simulators in the 1980's to teach and test judgment in life-threatening situations illustrated that some critical tasks for law enforcement officers, which could not be safely taught in "real time" without significant hazard, could be effectively simulated. In 1991, the California Commission on Peace Officer Standards and Training officially recognized the role that simulators could play in law enforcement training in the future. One of the areas designated was driver training.

During the past few years, several high-profile traffic collisions resulted while law enforcement officers were performing their duties. Often, the primary victims of these incidents were innocent third party members of the public who were killed or seriously injured after colliding with cars driven by individuals trying to evade law enforcement officers. The resulting losses in human life and injuries as well as the liability costs to law enforcement agencies from subsequent litigation fueled the question of how to provide effective training to officers in the areas of emergency and pursuit driving. Skills for proper handling of a vehicle can be taught on the driving course. Laws and policies for engaging in emergency and pursuit driving can be taught in a classroom. The issue then becomes how to teach and test the judgment and decision-making aspects of emergency and pursuit driving in a manner that is both reasonably realistic and safe. The best approach to date is the driver training simulator.

The California Commission on Peace Officer Standards and Training is charged with the task of encouraging and developing effective methods of providing necessary law enforcement training in California. Driving simulator training was new to law enforcement, so the Commission chose to take a leadership role in this area. Working closely with manufacturers of simulation equipment and subject matter experts on driver training and computer applications, POST facilitated the development of both hardware and software capable of providing meaningful, high-risk driving training to law enforcement. The Commission further advanced the availability of this new method of training by providing funds to several presenters demonstrating the interest and capability to develop driving simulator training programs. At present there are twelve presenters in California, which have either implemented such programs or are in the process of doing so.

This document represents the experience and knowledge of those who have been involved in the development of such programs. Although it is not intended to be a detailed manual on all aspects of driving simulation training, it is designed to give a thorough overview of the issues and considerations involved in developing driving simulator training programs. It is the place to start for those wishing to know more about this rapidly evolving approach to driver training.


KENNETH J. O'BRIEN
Executive Director

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Contra Costa County Risk Management

Kelly Young
California Highway Patrol

For the POST Commission

Dennis Aronson, Ph.D., Senior Instructional Designer
Gary Sorg, Senior Consultant
Karel A. Swanson, Facilitator

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INTRODUCTION

In January 1991, the California Commission on Peace Officers Standards and Training (POST) published a report to the California legislature entitled, *California Law Enforcement Training in the 1990's, A Vision of Excellence*. That report recognized the significant role that simulator systems could play in law enforcement training and concluded, "...that POST should develop prototype simulator systems in driver training, shooting, decision-making exercises, and critical incident management to reduce potentially life-threatening confrontations and major liability issues facing law enforcement today." In 1993, after much study, POST funded a pilot project creating three driving simulator training sites at the Los Angeles County Sheriff's Department, San Bernardino County Sheriff's Department, and San Jose Police Department. The simulator training focused on teaching judgment and decision-making for conditions that could only be presented safely in a simulator. Subsequently, three additional driving simulator presenters, the West Covina Police Department, the Association of Bay Area Governments Risk Management Group, and the Public Entity Risk Management Authority of Palm Desert, self-financed and began operating driving simulator training programs.

Between 1996 and 1998, POST approved funds for six additional driving simulator training sites at Redding Police Department/Butte College, Contra Costa County, Sacramento Police Department, Siskiyou County Sheriff's Department, Stanislaus County Sheriff's Department, and Los Angeles Police Department. The growing interest in driving simulator training suggests that guidelines based upon the experience of established presenters would be helpful to agencies preparing to become operational, as well as agencies or groups considering driving simulator training. A committee comprising individuals having such experience was assembled by POST for that purpose, and these guidelines are the result of its efforts.

Philosophy

The costs and consequences of inappropriate driving have caused law enforcement agencies to expand efforts to develop positive attitudes toward vehicle operations and to improve driving skills and decision-making ability. The goal is to reduce collisions, reduce liability costs, and improve safety for law enforcement personnel and the public.

Purpose of Simulator Training

The driving simulator is an important part of a comprehensive driver training program. It provides students practice in honing their judgment and decision-making for routine patrol and transportation as well as for emergency response and pursuit driving. Students can practice making decisions in simulated life and death situations reflecting those actually encountered in the course of their duties. The simulator allows this to occur without the risks associated with hands-on driving. Students can experience the consequences of decisions based upon incomplete information or poor judgment and learn what actions should have been taken to reduce or eliminate the risk.

The driving simulator is best used in conjunction with other training and is not intended to replace either classroom instruction or on-the-road driving in a real vehicle. It is not designed to teach driving skills, since it does not provide all of the physical sensations and responses of an actual vehicle. It is an excellent tool, however, to evaluate driving judgment, increase awareness, and improve decision-making. Combined with other training, it provides a comprehensive approach to driver training.

General Operation of Simulator Training

Numerous simulations, called scenarios, focus on different aspects of driving. Some help orient the student to the “feel” of driving in the simulator. Once the student is accustomed to the training environment, the instructor places the student in a series of situations through scenarios, lasting from about a minute to as long as seven minutes. The student is required to make a series of decisions which are recorded. Immediately following the driving exercise, the instructor plays back the student’s performance and evaluates the actions taken with the student. This leads to constructive feedback and instruction on appropriate behavior. As the student progresses through the training, the scenarios become more complex, and students can focus on particular areas requiring additional training.

The importance of the role of the instructor in making the simulator training effective cannot be over-emphasized. It requires displaying a positive attitude about the simulator and the student; being committed to the goals of the simulator program; motivating students to learn from the simulator experiences; providing quality evaluations of student performance along with constructive feedback; and making recommendations on appropriate behavior. A separate *Law Enforcement Emergency Vehicle Operations Driving Simulator Instructor Guide* has been developed and is available from POST.

Summary

The purpose of these guidelines is to gather the experience gained in developing existing driving simulator training programs and to make it available to individuals and agencies that are in the process of implementing a simulator program, researching simulator training programs at other sites, or considering developing such a program. It is not intended to be a comprehensive manual covering all aspects of driving simulator training. Rather, it is an overview of the various aspects of such programs so that readers may be more informed of what issues are involved and need to be addressed in developing driving simulator training programs.

FEASIBILITY

Developing a driving simulator training program necessarily involves doing a feasibility analysis to determine whether or not the program is needed and if the necessary resources are available to implement and support it over the long term. The following elements are important considerations for such an analysis.

Need for the Program

The following are questions that should be addressed when considering a driving simulator training program:

- What is the need for the program?
- Why does a particular agency wish to become a presenter?
- Is there a traffic collision or liability problem that needs to be addressed?
- Does available data indicate that a driving simulator training program is an appropriate or necessary approach?
- What is the geographical or jurisdictional area to be served?
- Who will be the clientele of the program, strictly peace officers or others as well?
- Will this training be available from other providers, either public or private?
- Will a new program oversaturate the market to the detriment of existing programs?
- How will the program be marketed to ensure its continued success?

These questions begin to elicit the answers that help to shape the focus and scope of the driving simulator training program. Existing presenters, simulator vendors, and POST are good sources for information.

Goals of the Program

It is important to establish, in the initial analysis, the goals and objectives of the driving simulator training program. The desire to provide an additional training tool in a particular agency or area is insufficient in itself to enter into driving simulator training as a presenter. Driving simulator training should not be seen as a replacement for behind-the-wheel training. Answering the following questions can be helpful.

- Is the program intended to be proactive--to instill desired driving attitudes and behaviors?
- Is it intended to be remedial--to correct a problem that already exists?
- Or, is it reactive--to respond to pressures that require some type of action?

Clearly stating the goals of the program helps to focus attention on what the program is expected to achieve. It also lays the groundwork to determine if it is meeting its goals or needs to be modified in some way.

Sponsorship

Providing a driving simulator training program requires both initial and continuing sponsorship. This applies to both single agency and multi-agency programs. Therefore, it is important to determine the following:

- How will the program be governed?
- Who will initiate the process?
- Who will develop the necessary resources?
- Who will manage the program on a day-to-day basis, once it is established?
- How will long term commitment and support be provided?

Planning and implementing the program is only the beginning. Therefore, the sponsors must provide for sustaining the program over the long term. This is particularly important in areas of funding, instruction, and technology.

Initial Cost Analysis

In considering funding, it is important to have at least a ballpark view of what it costs to provide such a program. This should include the start-up costs for implementation as well as the ongoing costs of maintenance. It also must consider that these types of training systems are continually evolving with technological advances. Therefore, the planning must anticipate hardware and software replacement and enhancement in the future. The following are the cost categories which must be considered:

- Capital expenditures for the training site, housing, and equipment.
- Other start-up costs, such as utility connections and instructor training.

- Ongoing costs to operate and maintain the program.
- Replacement costs to upgrade and enhance the program.

This initial cost analysis can draw upon the experience of existing presenters to provide the necessary information to assess the funding ramifications of a driving simulator training program.

Site Considerations

Where and how the simulators are housed is an important decision which must be determined early in the process. The simulator equipment has requirements which must be met. In addition, the location of the simulators affects how they will meet the needs of the target clientele. Basically, there are two configurations presently in use. One is to make the simulators mobile. Placing them in a truck or trailer allows them to be moved from place to place, taking them to the students. Most common is to house them in a fixed location and bring the students to that site. A fixed location should be centrally located and easily accessible. In addition to these considerations, proximity to other associated training is important. How will the simulator program relate to hands-on vehicle training? Can it be associated with other training programs, such as a firearms simulator? The location of the driving simulators may predetermine these possibilities. Anticipating the needs of the program for at least five years is necessary to justify the investment required in developing simulator-based training.

Researching Simulator Programs

A thorough feasibility study will require research about driving simulator programs. This should include review of written materials on the subject. The POST library and simulator hardware vendors are good resources. It is also important to visit existing driving simulator training sites to view the operations and talk with experienced presenters. Some California law enforcement agencies may be eligible for assistance with such visits through POST's Field Management Training Program. POST also has a Law Enforcement Driving Simulator Committee which tries to remain current on the state of the art in driving simulation training. Vendors can provide up-to-date information on the scope and costs of available equipment and programs, as well as what the future may hold for this type of training. It is important to understand that the initial expenditures to implement a program are only the beginning of a long-term funding commitment. Thus, a funding strategy that includes replacement and enhancement of the systems as well as a marketing component to maximize the use of the program must be included in initial planning.

Summary

A thorough feasibility analysis is an essential ingredient in determining whether or not to develop a driving simulator training program. It should establish the need for the program and expected goals. It should identify its sponsors and project both its start-up and on-going costs, as well as long-term funding sources. It must determine the most effective way to site the program, so that

it best meets the needs of its clientele. Finally, effective marketing of the program to assure its fullest use should be included in the planning process. Providing this information requires research and is the first step in developing a driver simulator training program. It may be useful for prospective presenters to develop a checklist based upon these guidelines to help focus their considerations.

GOVERNANCE AND MANAGEMENT

After completion of the feasibility study, the information is available to determine whether or not to develop an implementation plan for the driving simulator training program. This plan should provide a thoughtful presentation on how the program will be initiated and how it will operate in the future. This first issue is how the program will be governed and managed.

Governance

Governance refers to what entity will have responsibility for the program. It is that agency or group of agencies that is legally and operationally the presenter and owner of the program. If that entity is a single agency, the existing structure establishing the standing and authority for that agency will likely provide the foundation for the program. This arrangement simplifies the start-up of the program. Multi-agency arrangements are more difficult in the beginning but have some advantages once they are established. The following discusses several ways to present driving simulator training programs.

Single Agency

Single agency presenters usually provide a variety of programs of which the driving simulator training program is one. This introduces competition among programs as a concern. Since the driving simulator training program is a significant investment, it requires a program structure that will provide stability over the long term. Therefore, the development of a mission statement in the beginning will help to assure a clear understanding of the purpose of the program, its role in the agency's structure, and the level of commitment to the program. Additionally, this type of program requires a champion-- at least one individual of significant influence who thoroughly understands it and is committed to its mission. As such, it does not lend well to routine management rotations which do not consider this need. Since this program has significant front-end costs, particularly in comparison to other training programs, ongoing funding mechanisms are essential. Year-to-year budget decisions may be inadequate. Therefore, enterprise funds and trusts may be more effective financial tools to provide for the long-term viability of the program.

Multi-agency Arrangements

An alternative to the single agency sponsor is the multi-agency partnership. These may be public or private. In this arrangement, the governance of the program is probably not covered in the existing structures of the individual agencies and, therefore, must be established. Such arrangements may take several forms.

Consortiums--A consortium of agencies may already exist to provide certain services or for some other purpose. The driving simulator training program may be made a part of that consortium and, thereby, be governed by the structure provided in the consortium agreements. It is important that the interests of the consortium be compatible with the requirements of the simulator program.

Joint powers agreements--Public agencies are authorized by law to enter into joint powers agreements. In this arrangement, several agencies, through their existing structures, agree to work together for a specific purpose under the terms of a written agreement acknowledged by all. The operation is governed by the agreement, and the subscribing members are the responsible parties. No new governmental entity is created. (See *Joint Powers Agreement By and Among the Contra Costa Community College District, Contra Costa County Municipal Risk Management Insurance Authority, and the County of Contra Costa* in Appendix.)

Joint powers authorities--In this arrangement, the initiating parties create a totally new governmental body to provide a specific service. This new entity has total responsibility and authority within the law and its charter. Often such agencies are single purpose and are totally committed to one activity.

Contracts--Public agencies may enter into contracts with private entities. The terms and conditions of the contract set forth the responsibilities of the parties. Failure to perform may result in enforcement of the terms of the contract through civil litigation.

As with single agency programs, it is important for multi-agency arrangements to have clearly identified goals and expectations of the driving simulator training program. These may be specified in documents which establish the consortium, joint powers agreement, joint powers authority, or contractual arrangements. They are usually included in mission statements, bylaws, policies, and protocols. In any case, it is important that they are clearly written and agreed to by the parties involved. California public agencies must comply with the *Ralph M. Brown Act* in the *California Government Code*, where appropriate. Careful preparation of the documents establishing the governance of the simulator program alleviates the potential for future problems.

Management

The day-to-day operations of the driving simulator training program require a management structure that ensures effectiveness. This includes the responsibility for overall coordination, supervision of administrative personnel and instructors, and the administrative functions of student record keeping, accounting, and the preparation of management reports. Clear role definitions and lines of responsibility are important elements of the program.

Documentation

Operation of a driving simulation program necessarily involves record keeping. This provides the data and information for effective management and accountability, as well as for future decision-making. The following types of documents enhance the operation and provide important data.

- The program should have a three to five year plan with goals, objectives, and projected results. This provides an effective tool to communicate where the program is going and how it will get there. It is also a good baseline for comparing actual results.

- The program should annually prepare a budget, showing revenues and expenditures.
- The program should annually prepare a balance sheet and income statement showing the financial status of the operation.
- Other reports should include records of student attendance, evaluations by students, and notable results about agency participation and support for the program.

An annual report is an effective manner to summarize the progress and results of the program. It can evaluate the performance of the program against its stated goals and objectives and project where the program is going in the future.

Summary

The effectiveness and success of a driving simulator training program will either be enhanced or diminished by the way it is governed and managed. Whether a single agency or a multi-agency arrangement, it is essential that expectations be clear from the outset. Who is responsible for what tasks? What are the rules? How does the program maintain continuity and credibility over time? These are all issues to be considered at the beginning of the process so that the original sponsors and champions of the program will be assured that its purpose is clear and that its mission will be achieved.

COSTS OF PROGRAM

Costs of implementing a driving simulator training program fall into three categories: capital expenditures, other start-up, and operational. A financing plan should provide a realistic projection in each of these areas.

Capital Expenditures

Capital costs are those reflecting the necessary facilities and equipment to implement the program. The first thing that must be provided is a site to house the equipment and to train the students. If the system is mobile, this requires the purchase of a truck or trailer to house and transport the simulators. Classroom space can be provided at the various locations where the training will be presented. If the site for the program is fixed, there are costs to acquire or lease the property and building space to house the simulators. This space should be large enough to accommodate the simulators, as well as provide a classroom to instruct the students when they are not in the simulation portion of the program.

One of the major costs of implementing this program is the purchase or lease of the simulators. The type and number of individual training pods will determine both the size of the facility and the number of students that can be trained. Existing programs provide for as few as one and as many as eight units. The most common arrangement is four--a quad--with an instructor's station. Presently the number of vendors offering equipment, meeting the criteria for this training is limited. Therefore, it is easy to obtain the cost of obtaining the desired equipment. Preparing the site for the simulators and a classroom includes the following: electrical service, air conditioning, security alarms, telephone service, audio-visual equipment, copy machine, classroom furniture, restrooms, and Americans With Disabilities Act accessibility. The purchase and installation of these items may be considered capital expenditures.

Other Start-up Costs

These are front-end costs of a non-capital nature that may be anticipated as part of implementing a driving simulation program. They include travel to existing driving simulator training sites to conduct research and gather information; legal services for advice and document preparation; utility deposits, computer software and licenses; and initial instructor training. Some of these items may already be available through existing arrangements; however, they should be considered when developing an implementation plan.

Operational Costs

These are recurring operational costs that are part of an on-going driving simulator training program. They include:

- rents and leases for the training site,
- utility bills,
- salaries for managers, administrative staff, and instructors,
- maintenance agreements on both hardware and software,
- accounting and auditing services,
- materials and supplies,
- janitorial services,
- instructor training,
- insurance,
- equipment replacement and upgrades for technology and program enhancements, and
- marketing of the program.

The last two items are of particular importance. Technology is changing rapidly, and it is essential to anticipate changes as future costs of the program. The simulator program must remain current and competitive, or it will find itself outdated by advances in the field. Marketing is important if there is competition for students, since they are a major revenue source. For most presenters, funding will be a continuing issue, and effective marketing will be a necessary ingredient for success. Therefore, there should be a marketing strategy developed for the program, and the costs of developing and implementing that strategy must be anticipated.

Summary

Costs of the program fall primarily into the categories of capital expenditures, other start-up and operational. All must be included in an implementation plan, because they form the basis for developing a strategy to finance the program. Particular attention should be given to equipment replacement and upgrades and marketing the program to assure its future success.

FINANCING OF PROGRAM

A major issue in implementing a driving simulator training program is financing. Since agencies vary greatly in financial capacity, one formula does not fit all. Some may have the resources necessary to finance their programs independently--as some have done--while others may not be able to provide a program under any circumstances. This argues for the regionalization concept proposed in the 1991 POST report to the legislature, *California Law Enforcement Training in the 1990's, A Vision of Excellence*. Entities working in multi-agency arrangements may be more effective in developing the resources to support a regional system. It is clear that all funding possibilities should be considered when developing an implementation plan. There are two categories of funding that need to be addressed: start-up and operations. The first describes revenue sources available to initiate the program and provide for the capital expenditures. The second describes resources needed to support the program once it becomes operational.

Start-up Financing

Start-up financing may be obtained through agency budgets, asset forfeiture funds, the sale of bonds, loans, lease-purchase agreements, and grants. Grants may be available from both government and private sources. Some federal grants may be available to purchase equipment for use in the simulator program. Most of the systems presently in use or in development in California are using funds provided by POST. These are start-up funds for systems primarily providing driving simulator training on a regional basis. There is no assurance that POST will fund additional simulator purchases in the future. (See *POST Driver Training Simulator Funding Policy* in Appendix.)

Besides government funding, private foundations and businesses may provide grants to public agencies to enhance public safety. Insurance companies, in particular, may have an interest in this type of program, because of its potential to reduce liability from traffic collisions. The funding requirements to implement the program are a major incentive to seek and enter into long-term partnerships with other entities, public and private.

Since these programs are relatively new, there is limited information available on how many driving simulator training programs are appropriate in any specific area. If there are too many in a region, there may be excessive competition for trainees, under-utilization of expensive equipment, and under-utilization of instructors, who then lose interest in the program. The loss of revenue from over saturation may make it difficult for some presenters to meet fixed overhead costs. In addition, over saturation in a region may affect POST's approval and certification of new programs. (See *Law Enforcement Driving Simulators in California* in Appendix.)

Operations Financing

The ongoing costs of a driving simulator program may be provided from several sources. It is useful to be creative to develop a workable formula. One source is agency budgets. Through the

normal budget process, driving simulator training can be considered as a regular, necessary cost of doing business. It may be particularly attractive because of its potential to reduce liability from traffic collisions, which are one of the highest liability exposures of local governments.

Another source of funds is POST training reimbursement. Presently, under Plan III Reimbursement, a tuition charge is authorized for a one-year trial period to cover the cost of instructors (less benefits), coordination, and up to fifteen per cent overhead. If the program is associated with a Community College, the State may reimburse on a Full Time Equivalent Student (FTES) basis for training provided through the college. Finally, the driving simulator training program has a variety of applications, including non-law enforcement personnel. It can be marketed to other emergency service providers, general government entities, quasi-public and private businesses, and the public in general on a fee for service basis. The revenues from these user fees can defray the costs of operating the systems, provide for future replacement and enhancements, and supplement the costs of training law enforcement personnel.

Summary

There are several sources to fund the start-up and operations costs of a driving simulator training program. They include existing budgets, bonds, loans, and grants from both public and private sources. In addition, user fees can provide an ongoing revenue stream to support the program over time. Partnership arrangements with community colleges, risk management associations, and other public and private entities are useful ways to finance both start-up and operating costs. A vital program will likely access all of these revenue sources to some degree.

SITE CONSIDERATIONS

There are two primary approaches to siting the driving simulator training program. One is to take the simulators to the trainees--mobile; and the other is to bring the trainees to the simulators--fixed. The following issues need to be considered when choosing between these alternatives and in setting up each type of site.

Mobile

The mobile site lends itself best to programs that plan to serve primarily small departments in rural areas, where travel distance and availability of personnel to be away from the job site is a concern, or densely populated metropolitan areas, where traffic congestion makes it difficult to move personnel around in a timely manner. The start-up costs of proving a truck or trailer to house the equipment may be significantly higher than a fixed site. In addition, this approach has very limited space in which to work and may not provide room for a classroom. POST has completed a study on an expandable trailer configuration that helps alleviate this problem. (See *Commission Agenda Report*, July 17, 1997.) The classroom portion of the program may be held in a separate facility, but proximity is important. The mobile unit requires a power generator and remote power source hook-ups adequate to run the simulators and air conditioning. Experience to date has shown more equipment problems with mobile units because of the vibration during transportation. Security of the mobile unit when not occupied and the transportation of the unit from location to location must be provided. Bad roads, weather and ice, and space limitations for parking the mobile unit are all important issues. Whenever training is going to occur at a location for more than one day, the driver of the truck must be transported to and from the remote site. Both fatigue and lack of routine supervision relating to the driver/instructor may become problems. The potential of mobile sites has not been fully realized because of these and other issues.

Fixed

A fixed site operation includes both the location and the building which houses the simulators. The space should be dedicated specifically to the simulator training program to assure maximum use of the equipment and to reduce distractions from conflicting activities. The site should be relatively central to the primary service area and have easy transportation access. If the program has the capacity to serve more than local law enforcement agencies, consideration should be given to a location that includes lodging and food service facilities for students. Convenient parking and restroom facilities are also essential. Although security of the property is important, access to the facility should be available during all hours of operation.

The building should be large enough to house both the simulators and a classroom to provide the most efficient use of training time. Proximity to a hands-on driving course enhances the variety of training opportunities which can be arranged. The building must be able to support the weight of 2,000 pounds for each training pod. The size and weight of the simulators must be considered when selecting the building space to assure adequate access for installation and replacement. The

building space should have a separate air conditioning system which can maintain the temperature at 70 degrees or less. The electrical system should be adequate to run all of the equipment at the same time and provide a separate circuit for each simulator. It is important to contact prospective vendors for the exact specifications and requirements of equipment and to determine the building needs to house and service the units. In addition, the future of the program should be considered when selecting a site so that expansion is possible, if required, to enhance the program.

Summary

Most driving simulator training programs in California operate at fixed sites. This provides the most efficient environment for the training. If located in proximity to a hands-on driving course, it provides for a comprehensive driver training experience and increases the usefulness of the simulator program. Mobile simulator sites are being used and, as a concept, are attractive for certain training needs. However, they have limitations which must be addressed. In either configuration, student availability and operational effectiveness are the prime considerations when selecting the site for the program. It is important to consult with POST and existing presenters for additional current information.

EQUIPMENT CONSIDERATIONS

The selection of the driving simulators and other support equipment greatly affect the quality of the driving simulator training program. At present there are few vendors who are active in the law enforcement market with proven products. Therefore, careful consideration should be given to this decision.

Simulators

It is necessary to determine which vendors can provide the hardware and software that will meet the law enforcement training mission. POST has developed a model specification document which is available to interested parties. (See *Specifications for a Law Enforcement Driving Simulator* in the Appendix.) Equipment which meets these specifications can run the scenarios which POST has helped develop. All existing California law enforcement driving simulator programs use these scenarios. Both continuity in training and interchange of training techniques are facilitated by this commonality.

Each program presenter must determine the number of simulators needed for the program. It also must determine whether the system will be static or motion-based, the latter being considerably more expensive. All existing programs are static. The simulators must be able to fit into the space provided at the selected site. They should have the capability for easy new scenario development. This helps to keep the programs fresh and relevant and enhances the training experience. Finally, the number of students to be trained at one time and the instructor-to-student ratio are key factors in determining the number of simulators to purchase. The type of equipment selected may limit the number of students that may be trained at the same time. These factors affect the efficiency of the training operation.

Support Equipment

Additional equipment is needed to help make the driving simulation experience meaningful and efficient. A separate computer with an electronic presentation projector and a video tape player with a monitor are useful for the classroom portion of the training. This prepares the students for the simulator experience and reinforces the driving behaviors being taught. A copy machine is also a useful tool to have at the training site to save staff time.

Summary

The simulator equipment presently available to run existing scenarios and provide law enforcement training is quite limited. (See *Driving Training Manufacturers* in Appendix.) It is important to consult with POST and existing presenters when selecting equipment in order to make a well-informed choice.

INSTRUCTOR SELECTION AND DEVELOPMENT

The role of the instructor in driving simulator training is critical to the success of the program. Instructors must have and display a positive attitude toward the simulator program, be committed to its goals, direct students toward learning from their simulator experiences, provide quality evaluation of student behaviors, give constructive feedback, and make recommendations for further training. The instructor is the bridge between the student and the simulator. The instructor must possess the ability to patiently guide the student through the orientation and training process. An effective instructor is the key to making the simulator a meaningful training experience.

Qualifications

It is important to find the right type of instructor for the simulator training program. The following are qualities and background which have proven to be useful in selecting instructors:

- Share a common background with the students; for peace officers, it is best to have instructors who have peace officer experience. (Active and retired peace officers have been very effective in this role.)
- Have completed the Emergency Vehicle Operations Instructor or Driver Training Instructor and Driver Awareness Instructor Courses, similar to those certified by POST.
- Are experienced driver training instructors.
- Are able to teach in a computer environment.
- Are enthusiastic about the simulator program.
- Have the trust and attention of their students.

It is essential that instructors be competent in their field and have the credibility to command the respect of their students. Experience in instructing driving to a variety of groups, both peace officer and non-peace officer, may provide the necessary background to be effective in this role.

Development

Instructor development should include attending vendors' instructor training and workshops, participating in ongoing discussions and meetings with other instructors about teaching techniques, remaining current on emerging technology and developments in the simulator field, and participating in the development of new scenarios that can be used in the driving simulator training program. POST has developed a *Law Enforcement Emergency Vehicle Operations*

Driving Simulator Instructor Guide, which discusses these subjects in depth and is available through the POST library. (Also, see *Role of the Instructor* in the Appendix.)

Summary

Instructor competency is critical to the success of the program. It is essential that instructors be positive, motivated and committed, to driving simulator training. They should fully understand that the most essential elements of the learning process are a direct result of their interaction with the student. The simulator alone cannot provide the necessary feedback to make the experience successful. It is also important that they remain current in their field by taking advantage of training opportunities and participating in programs with their peers. Presenters must ensure that there are an adequate number of instructors to sustain the program over a long period of time. Experience to date has shown that an over-reliance on too few instructors leads to burnout and excessive turnover. Thus, maintaining ongoing instructor recruitment and development is essential to the continued success of the program.

TRAINING ENVIRONMENT AND FORMATS

There are several formats to present driving simulator training which address different needs. The information provided here is based upon the experience of other presenters in dealing with a variety of student groups. Many of the recommendations are simply ways to minimize distractions in order to provide a productive learning experience. Others are practical approaches to improve the efficiency of the training program.

Environment

A productive training environment makes the training experience rewarding for both instructors and students. Presenters have found from experience that the set up of the classroom or site of the simulator program contributes to that environment. Classrooms should have minimum glare from windows and also reduce sound distractions. Instructors should have controls to regulate the level of lighting in the room. Air conditioning should be kept at 70 degrees or below in the simulator space in order to reduce the incidence of disorientation. The time the student spends in the simulator should be monitored to avoid over-exposure. Instructors should be empowered to exercise strong control over students and classes. They should be professional, positive, and supportive of students, but they should discourage competition and game playing. Sometimes separating students who know each other well, or are from the same agency, reduces distracting behaviors.

Formats

Initial driving simulator training can be provided in several formats. Existing programs have been arranged as follows:

- 4 Hours--Simulator Only
- 8 Hours--Simulator Only
- 4 Hours Simulator--4 Hours Emergency Vehicle Operations Course
- 4 Hours Simulator--4 Hours Firearms Simulator

These formats can be used to train one student at a time per simulator or two students at a time as in two-officer units. The formats operate best when students are not mixed, such as peace officers with non-peace officers. Students should receive a sufficient amount of orientation about the difference between the simulator and operating a real vehicle in relation to both defensive driving and emergency driving to establish a clear understanding of the training goals. This will reduce frustration and set a positive foundation for the simulator experience. In addition, the student should do some regular driving in the simulator before attempting emergency or pursuit driving in order to avoid disorientation. The initial program for police academy students should

integrate the simulator program with the Emergency Vehicle Operations course. In this case, eight hours of simulator training is preferable over the four-hour program. During initial training, classroom lecture should be limited to no more than 25 per cent of the program. About 45 minutes of lecture are usually needed to set the proper foundation and orient the student to the simulator and the goals of the training program.

After initial training, students may receive refresher training on a periodic basis. Instructors should attempt to vary the scenarios so that students do not find them predictable. Continuous scenario development is important to provide a varied and challenging experience for students. Instructors should provide input to this process to assure the continued relevancy of the program. Similarly, it is important to integrate advances in technology into the simulator program on a timely basis to increase the opportunities for different training experiences or develop adaptations to address particular needs. (See examples of *Driving Simulator Course Lessons Plans* in the Appendix.)

Summary

The training environment should provide the opportunity for a productive training experience. It should be professional and emphasize positive attitudes toward the learning experience. Training formats should provide a variety of applications to meet the needs of different student populations. POST sponsors a Law Enforcement Driving Simulator Committee that provides a forum for discussing training approaches and applications, as well as emerging developments in technology.

PROGRAM EVALUATION

It is important to establish a method to evaluate driving simulator training programs to determine their effectiveness, identify areas for improvement, and plan for the future. Evaluation requires the collection of data which can be analyzed and then reported to provide the desired information. By establishing the criteria for evaluation early in the program, progress can be tracked to determine if the program is meeting its goals.

Data Collection

Some types of data are easy to collect and include in the evaluation process. Student attendance, agencies represented, and student performance in the program are easy numbers to collect and report. Similarly, financial data is easily collected and can be analyzed to determine if the program is meeting expectations. This is critical information for the long term viability of the program.

The results of the program are a bit more difficult to interpret. Data is generally available on the number of traffic collisions a student is involved in and the causes of the collisions. If the collisions are the result of emergency vehicle operations or pursuits, that information is usually available from participating agencies or insurance carriers. Comparing student attendance records with traffic collision reports may give insight into whether or not completing the program has affected collision history and, thereby, public safety and potential liability. Collision frequency and severity rates may be calculated and benchmarked against past years' experience for an agency or region. Over a long period of time, trends may emerge which would reflect upon the effectiveness of the training program.

Student reactions to the simulator training can be tracked by the use of surveys. (See *West Covina Police Department Simulator Training Evaluation* in Appendix.) This can include student reaction to the training, the simulators, the scenarios, the instructors and the training environment. Before and after surveys can provide information on student attitudes about driving and their knowledge of appropriate driving behaviors. Given periodically, such surveys can track the effect of the program over time and suggest when refresher training is most appropriate.

Reports

Periodic reports should be prepared and submitted to the managing and governing entities. They should reflect the data collected and analyzed as it pertains to the goals and objectives of the program. Survey data will reflect student responses to the program and may suggest areas for improvement to meet future client needs. Survey data about instructors can be gathered and compared against the recommendations presented in the *Law Enforcement Emergency Vehicle Operations Driving Simulator Instructor Guide*, which is available from POST. Annual reporting is fairly common; however, some results such as the impact on traffic collisions will probably require a longer time frame to be meaningful.

Summary

Periodic evaluation and reporting is useful to assure the driving simulator training program is operating effectively. The critical area of financing should be reported frequently enough to permit adjustments in a timely manner. Longer term goals of the program, such as the impact on traffic collisions, will require sufficient time to show results.

POST CERTIFICATION

Receiving POST certification of the driving simulator training program is a desirable step for a presenter wishing to offer training to California law enforcement agencies. The certification acknowledges that the program meets POST requirements and makes agencies eligible for reimbursement funding in most cases.

Certification Review Process

The simulator instructor is the most critical component in making the simulator training effective; therefore, it is necessary to certify the competence of the instructors along with the training program. Once the instructors have been selected and received the simulator instructor training, the presenter may apply for certification of the program. The presenter must complete the following steps in order to be certified.

- The presenter submits the normal POST certification paperwork to POST as specified in the *POST Course Certification and Presentation Guidelines*.
- The presenter submits a first year course budget, limiting costs to the requirements for reimbursement under Plan III with tuition covering only instructor salaries (without benefits), coordination, and up to fifteen per cent overhead (Note that Plan III certification and reimbursement are contingent upon current Commission policy and funding levels).
- The presenter should have instructors practice using the simulators on volunteers or other instructors in order to hone their skills in preparation for the Subject Matter Expert (SME) review.
- The presenter requests an SME review by POST when the instructors have achieved an appropriate level of competency.
- POST arranges a site visit from an SME team of two to four persons.
- The training program and instructor competency is reviewed and appraised by the SME team during an actual training session.
- The presenter receives certification and written recommendations for presentation enhancements if the instructors and the program pass the review.
- The presenter receives a written critique and counseling by the POST area consultant on how to achieve certification if the program does not pass the review.
- If it does not pass, the presenter applies for a reappraisal by the SME team when ready.

As a condition of certification, the presenter must agree to train future instructors to the same level as those who passed the review that resulted in the certification and participate in the Law Enforcement Driving Simulator Committee. Additional instructors may be subject to SME review on a case-by-case basis. Also, presenters may be subject to periodic SME review to ensure that instructor competency and program quality are maintained.

Summary

The certification review process is an important step in developing a high-quality driving simulator training program. The review places a great deal of emphasis on the competency of the instructors who will be teaching the program. It is essential the presenter plan well in advance for the selection and training of qualified instructors so that certification may take place in a timely manner.

APPENDIX-A

POST POLICY ON DRIVER TRAINING SIMULATOR PROGRAM FUNDING

Commission on Peace Officer Standards and Training

F6. Driver Training Simulator Program Funding

Policy regarding the driver training simulator program includes:

1. Do not fund the purchase, maintenance, or upgrading of driving simulator equipment except in special circumstances.
2. Encourage agencies interested in purchasing driving simulators to seek funding through grants or other means.
3. Continue to work closely with agencies to ensure that their driving simulator courses can be certified.
4. Grant reasonable reimbursement of tuition for POST-certified driving simulator courses to cover some of the presentation costs (not possible for POST to assume all costs associated with these programs).
5. Continue support of Driver Simulator Committee to promote cooperation, information sharing, and development of standards for driving simulator instructors and programs.
6. Continue working in partnership with companies in the private sector that are interested in developing driving simulators by providing information on requirements for law enforcement driver and technical specifications that will assist these companies in using their technology most appropriately.

Commission Meeting:

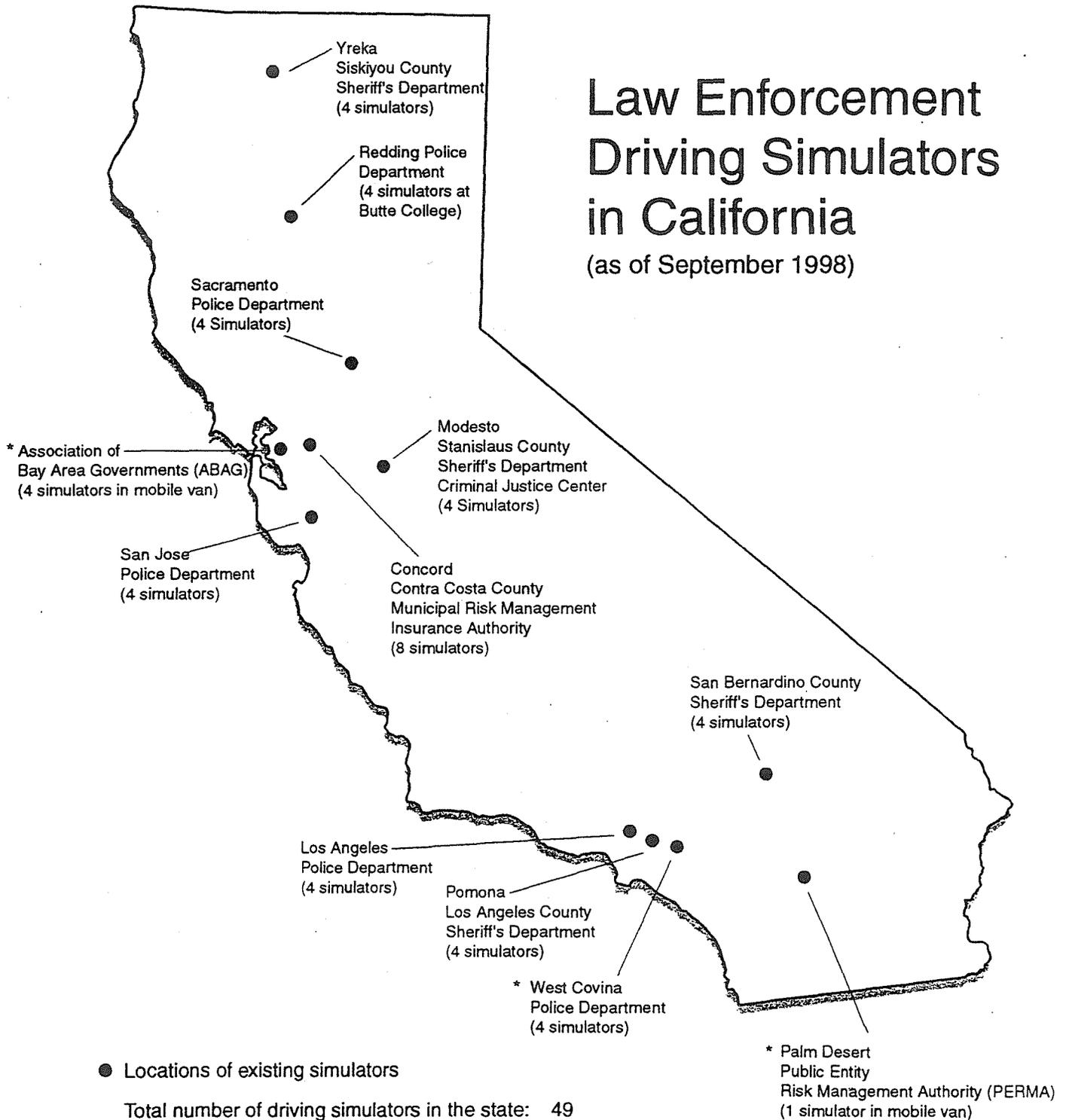
4/27/97

APPENDIX-B

LAW ENFORCEMENT DRIVING SIMULATORS IN CALIFORNIA

Law Enforcement Driving Simulators in California

(as of September 1998)



● Locations of existing simulators

Total number of driving simulators in the state: 49

Total number of sites/agencies: 12

* Simulators not funded by the Commission

APPENDIX-C

JOINT POWERS AGREEMENT--CONTRA COSTA COUNTY

**JOINT POWERS AGREEMENT BY AND AMONG
THE CONTRA COSTA COMMUNITY COLLEGE DISTRICT,
CONTRA COSTA COUNTY MUNICIPAL RISK MANAGEMENT
INSURANCE AUTHORITY, AND THE COUNTY OF CONTRA COSTA**

This Joint Powers Agreement ("JPA"), dated _____, 1997, for the purpose of reference only, is entered into pursuant to Government Code Section 6502 by and among the following public agencies: Contra Costa Community College District ("District"), Contra Costa County Municipal Risk Management Insurance Authority ("CCCMRMIA"), and the County of Contra Costa ("CCC") hereinafter collectively referred to as the Parties.

RECITALS

WHEREAS, each Party to this Agreement is a public entity, corporate and politic, duly authorized and existing under the laws of the State of California, and situated within the boundaries of the County of Contra Costa.

WHEREAS, CCCMRMIA provides risk pooling and self insurance for the majority of cities in Contra Costa County. The police departments of each member agency of CCCMRMIA desire to provide an advanced driver training curriculum for peace officers to increase officer safety, public safety and to reduce risk of loss. CCC operates a sheriff's department which also desires to provide its peace officers with such advanced driver training. District currently provides administration of justice

and police academy courses to law enforcement agencies and has the facilities and means to establish the advanced driver training curriculum for the benefit of all Parties.

WHEREAS, due to the common purpose and geographical proximity of the Parties it is necessary and appropriate for the Parties to enter into this Joint Powers Agreement.

WHEREAS, using separate equipment, resources and personnel by each of the respective Parties will result in duplication of effort, inefficiencies in administration and excessive costs, all of which, in the judgment of the Parties, can be eliminated, to the substantial advantage and benefit of the citizens and taxpayers of each Party, if the administration and management of an advanced driver training curriculum employing common equipment, resources and personnel were to be accomplished pursuant to this Agreement.

NOW, THEREFORE, THE PARTIES AGREE AS FOLLOWS:

1. Purpose. The primary purpose of this Agreement is to develop an improved driver training program ("Program") that will be available first to law enforcement personnel and, on a space available priority basis, to fire and other emergency vehicle operators, and non-emergency governmental vehicle operators.

The purpose of this Program may be expanded in the future to include private sector

vehicle operators in order to provide additional funding and support. This would only occur with the concurrence of the Parties that law enforcement training needs are being fully met.

This program will locate a driver training simulator system at District's Public Safety Training Center ("Training Center") located at the Sheraton Hotel, Concord, California. The simulators would be phased into the current driver training program. The District's Police Academy currently operates the driver training center. Driver training for fire protection, emergency medical services and government vehicle operators are in the planning stages and would be included in this project on a space available priority basis.

2. No Separate Entity Is Being Created. The Parties do not intend to create a separate public agency through this Agreement and no provision of this Agreement should be so construed.

3. Administration of Agreement.

(a) The administration of the activities called for in this Agreement is delegated to and vested in an Administrative Committee. The Administrative Committee shall be comprised of (i) the Director of Public Safety and related programs of the District; (ii) the Risk Manager of the CCCMRMIA; (iii) the Risk Manager of the CCC; (iv) the Chiefs of Police of the three cities in the County

appointed by the Contra Costa County Chiefs' Association and who are members of CCCMRMIA; (v) the Sheriff of Contra Costa County who is a member of the Contra Costa County Chiefs' Association, or the designee of each respective member. Each member shall have one (1) vote. Four of the Committee Members shall constitute a quorum for the purposes of transacting business relating to the Agreement. All of the powers and authority established by this Agreement shall be exercised by the Committee subject to whatever rights may be reserved to the Parties pursuant to this Agreement. Unless otherwise provided in this Agreement the affirmative vote of the majority of those present and qualified shall effect adoption of any motion, resolution, order, or action the Committee deems appropriate.

(b) The location of the principal office of the Committee shall be as determined by the Committee. The Committee has full power and authority to determine the initial location of its principal office and to change such location from time to time, so long as the principal office remains within the corporate boundaries of one of the Parties.

(c) The Committee shall meet at its principal office or at such other place as may be designated by the Committee.

(d) The Committee may adopt rules and regulations for the conduct of its affairs that are not in conflict with this Agreement.

(e) The Committee shall select a Chairperson and Vice-Chairperson from its members and shall appoint a Secretary who may or may not be, a member of the Committee. District shall keep all revenues collected pursuant to this Agreement in a separate interest-bearing account. The Chairperson, Vice-Chairperson, and Secretary shall hold office for a period of one (1) year.

(f) Each member of the Administrative Committee shall be, at all times, an officer or employee of a Party or related to a Party to this Agreement. If any member ceases to be an officer or employee of a Party, a new member shall be promptly selected in the same manner as the original member. The Administrative Committee shall keep all Parties informed of the composition of the committee. A member's qualifications shall cease immediately upon that member's Party ceasing to be a Party to this Agreement.

(g) District shall be responsible for administrative services. Administrative services include general accounting of funds received and disbursed, preparation of invoices for accounts receivable, and such other functions as may be required by this Agreement or the provisions of the Joint Exercise of Powers Act or any other law. All administrative and operational costs will be charged against revenues generated by the Program and District shall be repaid for its expenses by such revenues.

(h) The Administrative Committee is authorized and directed, on behalf of all Parties, to perform all acts necessary or desirable to execute and administer this Agreement including, but not limited to, approval of curriculum, approval of fees and charges for services provided to Contract Agencies.

(i) CCCMRMIA shall administer all grant programs and agreements for the purchase of equipment necessary for the Program.

4. Obligations of the Parties.

(a) Initial Purchase of Equipment. The CCCMRMIA shall purchase the equipment described in Exhibit A attached hereto within the maximum price of \$499,898 and shall be reimbursed from the initial California Commission on Peace Officers Standards and Training funding in accordance with the Commission action on April 24, 1997, attached hereto as part of Exhibit A.

(b) Equipment Contribution/Ongoing Maintenance and Repair. CCCMRMIA and CCC each shall make an initial monetary contribution for equipment, materials, supplies and/or other operating expenses for fiscal year 97-98 and 98-99 not to exceed \$15,000 per year. For the purposes of this Agreement, the contribution of administrative support by the District shall be deemed to be \$15,000 in value per year. On July 1 of each year beginning in 1999, the Parties shall renegotiate their proportionate share of the costs for operations, maintenance and

annual equipment replacement.

(c) Replacement Fund For Capital Expenditures. Program revenues in excess of those amounts necessary for administrative and operational costs shall be deposited in a sinking fund representing the replacement cost of the capital equipment amortized over the anticipated life of the equipment or may be used to purchase additional equipment to enhance the program as determined by the Administrative Committee.

(d) Withdrawal of Party. All Parties agree not to withdraw from this Agreement for a minimum of five (5) years. In the event of withdrawal of any Party after the first five years of this Agreement that Party hereby waives any right it may have to any interest in the capital equipment purchased pursuant to this Agreement and shall be liable for its proportionate share of the remaining amount due for the purchase of such equipment set forth in Exhibit A. After the first five years, any Party withdrawing from this Agreement shall be entitled to reimbursement of its share of the residual value of the other common assets of the Parties accrued pursuant to the Agreement. Shares shall be determined on an actual payment basis calculated annually.

(e) Termination. Upon termination of this Agreement, the remaining supplies and equipment shall be divided between the Parties in accordance

with their respective proportionate shares determined on an actual payment basis calculated annually.

(f) Ownership. The Parties shall be tenants in common and co-registered owners of the equipment purchased or contributed pursuant to this Agreement.

(g) Trained Personnel. District shall use its best efforts to provide at least two appropriately trained persons at all times for the purpose of administering the program of driver training.

(h) Use of equipment. It shall be the responsibility of District to store and maintain a stockpile of supplies and materials provided pursuant to this Agreement, which will be property of the Parties to this Agreement. These materials will be for the purpose of maintaining the driver training curriculum.

5. Termination of Agreement. The Agreement shall terminate as to any Party upon occurrence of any of the following conditions:

(a) Notice given by any Party in writing no later than January 1 of any fiscal year of that Party's intent to withdraw from the Agreement, effective upon the close of that fiscal year.

(b) Upon the mutual agreement of all of the Parties by written amendment to this Agreement pursuant to paragraph 8.

6. Liability/Hold Harmless. This Agreement is not intended to affect the legal liability of any Party to the Agreement by imposing any standard of care other than the standard of care imposed by law.

(a) It is understood and agreed that neither District nor its officers or employees, is responsible for any damage or liability occurring by reason of anything that CCCMRMIA or CCC or their respective officers or employees, do or fail to do under or in connection with any work, authority or jurisdiction delegated to CCCMRMIA and CCC under this Agreement. It is also understood and agreed that, pursuant to Government Code Section 895.4, CCCMRMIA and CCC shall fully indemnify and hold harmless District from any damage or liability occurring by reason of anything done or omitted to be done by CCCMRMIA or CCC or their respective officers or employees, under or in connection with any work, authority or jurisdiction delegated to CCCMRMIA or CCC under this Agreement. Said indemnity shall include, but is not limited to, all reasonable costs and attorneys' fees incurred in defense of any and all claims covered by this provision.

(b) It is understood and agreed, further, that neither CCCMRMIA nor its officers or employees, is responsible for any damage or liability occurring by reason of anything District or CCC or their respective officers or employees do or fail to do under or in connection with any work, authority or jurisdiction delegated to

District and CCC under this Agreement. It is also understood and agreed that, pursuant to Government Code Section 895.4, District and CCC shall fully indemnify and hold harmless CCCMRMIA from any damage or liability occurring by reason of anything done or omitted to be done by District or CCC or their respective officers or employees, under or in connection with any work, authority or jurisdiction delegated to District or CCC under this Agreement. Said indemnity shall include, but is not limited to, all reasonable costs and attorneys' fees incurred in defense of any and all claims covered by this provision.

(c) It is understood and agreed, further, that neither CCC nor its officers or employees, is responsible for any damage or liability occurring by reason of anything CCCMRMIA or District or their respective officers or employees do or fail to do under or in connection with any work, authority or jurisdiction delegated to District and CCCMRMIA under this Agreement. It is also understood and agreed that, pursuant to Government Code Section 895.4, District and CCCMRMIA shall fully indemnify and hold harmless CCC from any damage or liability occurring by reason of anything done or omitted to be done by District or CCCMRMIA or their respective officers or employees, under or in connection with any work, authority or jurisdiction delegated to District or CCCMRMIA under this Agreement. Said indemnity shall include, but is not limited to, all reasonable costs and attorneys' fees

incurred in defense of any and all claims covered in this provision.

(d) In the event of any dispute among the Parties involving their duties to indemnify under this Agreement, the Parties hereto agree to submit such a dispute to arbitration before an alternative dispute resolution referee with qualifications similar to those individuals affiliated with the organization known as JAMS/Endispute (J.A.M.S.). The individual referee who shall preside over any such dispute shall be selected by mutual consent of all Parties. In the event that the Parties cannot agree, then the referee shall be whomsoever J.A.M.S. shall appoint for the procedure. The Parties agree that the decision rendered by any referee shall be final and binding, and that there shall be no right of appeal therefrom.

(e) The Parties agree to share equally any advance payment of fees required in order to secure the services any referee appointed hereunder. Upon the rendition by the referee of his decision, the referee shall declare one Party to be the prevailing Party. Thereafter, the prevailing Party may recover from the losing Parties all expenses previously advanced, in addition to other relief to which it may be entitled.

7. Agreement Not for Benefit of Third Parties. This Agreement shall not be construed as or deemed to be an Agreement for the benefit of any third party or parties, and no third party or parties shall have any right of action hereunder for any

cause whatsoever. Any services performed or expenditures made in connection with this Agreement by any Party hereto shall be deemed conclusively to be for the direct protection and benefit of the inhabitants and property of such jurisdiction.

8. Amendment. This Agreement may be amended at any time upon the written approval of all Parties to this Agreement.

9. Notices. Except where this Agreement specifically provides otherwise, any notices to be sent to any Party shall be directed to the office of the Chief Executive Officer of the Party, with copies to the Chief Executive Officer of all other Parties.

Executed on _____, 1997, at _____, California, by:

Special Counsel

APPROVED AS TO FORM:

By: _____
Steven R. Meyers

CONTRA COSTA COMMUNITY
COLLEGE DISTRICT

By: _____
Its: _____

CONTRA COSTA COUNTY
MUNICIPAL RISK MANAGEMENT
INSURANCE AUTHORITY

By: _____
Its: _____

COUNTY OF CONTRA COSTA

By: _____
Its: _____

**BYLAWS OF THE
NORTHERN CALIFORNIA PUBLIC SAFETY
DRIVER TRAINING PROGRAM**

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PREAMBLE

WHEREAS, the Parties to that certain Joint Exercise of Powers Agreement (“Agreement”) dated July 9, 1997, have vested administrative authority for the Northern California Public Safety Driver Training Program (the “Program”), created by the Agreement, in an Administrative Committee.

WHEREAS, the Program is a cooperative undertaking voluntarily assumed by its members pursuant to the Joint Exercise of Powers Act of the Government Code of the State of California. The Contra Costa County Municipal Risk Management Insurance Authority (“CCCMRMIA”) provides risk pooling and self insurance for the majority of cities in Contra Costa County. The police departments of each member agency of CCCMRMIA desire to provide an advanced driver training curriculum for peace officers to increase officer safety, public safety and to reduce risk of loss. The County of Contra Costa (CCC) operates a sheriff’s department which also desires to provide its peace officers with such advanced driver training. The Contra Costa Community College District (“District”) currently provides administration of justice and police academy courses to law enforcement agencies and has the facilities and means to establish the advanced driver training curriculum for the benefit of all Parties.

WHEREAS, using separate equipment, resources and personnel by each of the respective Parties will result in duplication of effort, inefficiencies in administration and excessive costs, all of which, in the judgment of the Parties, can be eliminated, to

the substantial advantage and benefit of the citizens and taxpayers of each Party, if the administration and management of an advanced driver training curriculum employing common equipment, resources and personnel were to be accomplished pursuant to the Agreement.

**ARTICLE I
PRINCIPAL OFFICE**

SECTION 1.1 OFFICE: Principal office for the transaction of business of the Northern California Public Safety Driver Training Program is hereby fixed and located at: The Criminal Justice Training Center, 2700 East Leland Road, Pittsburg, CA 94565

**ARTICLE II
NOTICE**

SECTION 2.1 NOTICE: Notice from one member agency to another shall be given in writing to the addresses shown herein and shall be given in accordance with all regulations specified within the Agreement and the Bylaws thereto as to time, place, and persons to be notified.

The addresses are as follows: Criminal Justice Training Center
2700 E. Leland Rd.
Pittsburg CA 94565

Contra Costa County Municipal Risk
Management Insurance Authority
1911 San Miguel Drive, Suite 200
Walnut Creek CA 94596

The County of Contra Costa
Risk Management Dept.
651 Pine Street, 6th Floor
Martinez CA 94553

Member agencies may change the address to which notices shall be sent by giving notice of such change to all other member agencies at least thirty (30) days prior to the effective date of such change.

Notice to the Authority shall be given in accordance with the regulations specified for notice to the member agencies and shall be sent to the address specified herein for the member agency of which the then-current Secretary is an employee.

ARTICLE III ADMINISTRATIVE COMMITTEE AND OFFICERS

SECTION 3.1 GENERAL: The membership and powers of the Administrative Committee shall be as set forth in Section 3(a) of the Joint Powers Agreement.

SECTION 3.2 TERMS OF OFFICE: The terms of office for each Member shall be two years, except that four of the initial members shall serve two year terms and three shall serve three year terms. The determination of two or three year terms shall be made by vote of the Committee. Terms of Members drawing two year lots shall expire two years to the date from the date of the first meeting of the Administrative Committee and those with three year terms of the Administrative Committee shall expire three years to the date from the date of the first meeting of the Administrative Committee.

SECTION 3.3 PRESIDING OFFICERS: The Administrative Committee shall be presided over by the Chairperson who shall be a member of the Committee elected among its members. In the absence of the Chairperson, the Committee shall

be presided over by a Vice-Chairperson elected from among the members. The Chairperson and Vice-Chairperson, elected at the organizational meeting of the Committee, shall hold office from the date of the election until the first regular meeting following the end of the succeeding fiscal year. In no event shall the Chairperson and Vice-Chairperson be from the same appointing entity.

SECTION 3.4 SECRETARY: The Committee shall appoint a Secretary in accordance with Section 3(e) of the Agreement. The Secretary appointed at the organizational meeting of the Committee shall hold office until the regular meeting of the Committee held in November next following the organizational meeting.

The Secretary shall attend all meetings of the Committee and shall cause minutes of the meetings to be kept. The Secretary shall be the custodian of all resolutions of the Committee and shall cause a record of all matters acted upon by motion of the Committee to be kept and maintained. The Secretary shall be the custodian of all official records of the Program. The Secretary shall be empowered to certify that copies of all such records are true copies thereof.

The Secretary shall perform such other duties as may be from time to time assigned by the Committee.

SECTION 3.5 CONTROLLER/TREASURER:

- A. The Controller/Treasurer shall be the finance director of the District.
- B. The Controller/Treasurer shall have charge and custody of and be

responsible for all funds, securities and assets of the Program; receive and give receipts for monies due and payable to the Program from any source whatsoever, and deposit all such monies in a separate fund in the name of the Program.

C. The Controller/Treasurer shall make or contract with a certified public accountant or public accountant to make an annual audit of the accounts and records of the Program. The minimum requirements of the audit shall conform to generally accepted auditing standards. Where an audit of an account and records is made by a certified public accountant or public accountant, a report thereof shall be filed as public records with each of the Parties to the Agreement. Such report shall be filed within 12 months of the end of the fiscal year or years under examination.

D. The Controller/Treasurer shall have no voting authority.

E. The Controller/Treasurer shall give a bond in the amount of \$50,000 for the faithful discharge of duties, with such surety or sureties as the Administrative Committee shall determine.

F. The Controller/Treasurer shall in general, perform all the duties incident to the office of Controller/Treasurer and such other duties as from time to time may be assigned by the Administrative Committee.

SECTION 3.6 ALTERNATE COMMITTEE MEMBERS: The Committee Members shall appoint two alternate Committee Members designated as the First Alternate Member and the Second Alternate Member. The Alternate Members shall be considered alternates-at-large. The Alternate Members may attend

and participate in all Committee Meetings. However, such Alternate Members shall have no vote unless at least one Member is not in attendance.

SECTION 3.7 VACANCIES: Vacancies on the Committee shall exist (1) on the death, resignation or removal of any Committee Member, and (2) whenever the number of authorized Committee Members is increased. Any Committee Member may resign upon giving written notice to the Secretary, Chairperson or Vice-Chairperson. The Administrative Committee may declare vacant the office of a Member who has been declared of unsound mind by a final order of court, or convicted of a felony. Vacancies on the Committee may be filled by approval of the Committee Members or, if the number of Committee Members then in office is less than a quorum, by (1) the unanimous written consent of the Members then in office, (2) the affirmative vote of a majority of the Members then in office at a meeting noticed and held pursuant to this Article, or (3) a sole remaining Member. The person elected to fill a vacancy as provided by this Section shall hold office for the unexpired term.

SECTION 3.8 REIMBURSEMENT FOR EXPENSES: Members of the Administrative Committee shall receive reimbursement for any actual expenses incurred as Members of the Administrative Committee.

ARTICLE IV MEETINGS

SECTION 4.1 REGULAR MEETINGS: The Committee shall hold regular meetings as deemed necessary, but at least annually. Meetings shall be held

on a date and at a time set by resolution of the Committee. Regular meetings shall be held at the District unless noticed to the contrary.

SECTION 4.2 CONDUCT OF MEETINGS: Roberts Rules of Order shall govern the conduct of all meetings of the Committee.

SECTION 4.3 MINUTES: The Secretary shall cause action minutes of all meeting to be kept. The Secretary shall ensure that, as soon as possible after a meeting, copies shall be forwarded to the Administrative Committee Members.

SECTION 4.4 AGENDA: The Secretary shall distribute an agenda to the Committee Members in advance of any regular meetings.

SECTION 4.5 QUORUM: Pursuant to Section 3(a) of the Joint Powers Agreement, four of the Committee Members shall constitute a quorum for the purposes of transacting business relating to the Joint Powers Agreement. If less than a quorum of the Committee is present at a meeting, the Secretary shall adjourn such meeting.

SECTION 4.6 NOTICE OF MEETINGS: Notification of the meeting of the Administrative Committee shall be made publicly by posting in a location accessible to the public at the principal office of the Criminal Justice Training Center.

SECTION 4.7 FISCAL YEAR: The fiscal year of the Committee shall begin on July 1 of each year and end on June 30.

ARTICLE V
AMENDMENTS

SECTION 5.1 PROCEDURES: Amendments to these Bylaws may be made from time to time by resolution by a two-thirds vote of the Administrative Committee.

ARTICLE VI
COMMITTEES

SECTION 6.1 EXECUTIVE SUB-COMMITTEE: The Administrative Committee may form an Executive Sub-committee. Such Sub-committee, if formed, shall be comprised of the officers and two Members in addition to the officers, selected by a majority vote of the Administrative Committee. The Administrative Committee may delegate to such Committee any of the powers and authority of the Administrative Committee in the management of the business and affairs of the Program, except with respect to:

- (a) The approval of any action which, under law or the provisions of these Bylaws, requires the approval of the Members or of a majority of all of the Members.
- (b) The filling of vacancies on the Administrative Committee or on any sub-committee which has the authority of the Administrative Committee.
- (c) The fixing of any compensation of the Committee Members for serving on the Administrative Committee or any sub-committee.
- (d) The amendment or repeal of Bylaws or the adoption of new Bylaws.

- (e) The appointment of sub-committees of the Administrative Committee or the members thereof.

By a majority vote of its Members then in office, the Administrative Committee may at any time revoke or modify any or all of the authority so delegated, increase or decrease, but not below five (5) the number of its members, and fill vacancies therein from the members of the Administrative Committee. The Sub-committee shall keep regular minutes of its proceedings, cause the minutes to be filed with the Program records, and report the same to the Administrative Committee from time to time as the Committee may require.

SECTION 6.2 OTHER SUB-COMMITTEES: The Administrative Committee shall have such other sub-committees as may from time to time be designated by the Administrative Committee. Such other committees may consist of persons who are not also members of the Administrative Committee. These additional committees shall act in an advisory capacity to the Administrative Committee and shall be clearly titled as "advisory committees."

SECTION 6.3 MEETINGS AND ACTION OF SUB-COMMITTEES:
Meetings and action of committees shall be governed by, noticed, held and taken in accordance with the provisions of these Bylaws concerning meetings of the Administrative Committee, with such changes in the context of such Bylaw provisions as are necessary to substitute the sub-committee and its members for the Administrative Committee and its members, except that the time for regular meetings

of sub-committees may be fixed by resolution of the Administrative Committee or by the sub-committee. The time for special meetings of the sub-committees may also be fixed by the Administrative Committee. The Administrative Committee may also adopt rules and regulations pertaining to the conduct of meetings of committees to the extent that such rules and regulations are not inconsistent with the provisions of these Bylaws.

**ARTICLE VII
SUPREMACY OF THE JOINT POWERS AGREEMENT**

SECTION 7.1 JOINT POWERS AGREEMENT: No provision in these bylaws modifies or shall modify any parties' contractual responsibilities under that certain Joint Exercise of Powers Agreement dated July 9, 1997.

We, the undersigned, consent to, and hereby do, adopt the foregoing Bylaws, consisting of 10 pages, as the Bylaws of the Administrative Committee.

CONTRA COSTA COMMUNITY
COLLEGE DISTRICT

By: _____
Its: _____

CONTRA COSTA COUNTY
MUNICIPAL RISK MANAGEMENT
INSURANCE AUTHORITY

By: _____
Its: _____

COUNTY OF CONTRA COSTA

By: _____
Its: _____

APPROVED AS TO FORM:

By: _____
Steven R. Meyers

J:\WPDMNRSW\494\01\AGREEBYLAWS.W61

APPENDIX-D

S FOR A LAW ENFORCEMENT DRIVING SIMULATOR.

California Commission on Peace Officer Standards and Training

SPECIFICATIONS FOR A LAW ENFORCEMENT DRIVING SIMULATOR

The purposes of a law enforcement driving simulator are as follows:

- Improve officers' judgment and decision-making skills in emergency response situations and in normal driving situations.
- Improve judgment and decision-making skills of officers and supervisors during pursuit situations, which include determining when it is appropriate to initiate and abandon a pursuit and ensuring that officers are able to successfully perform the roles of primary and secondary units.
- Maintain appropriate coordination and communication with other officers involved in multiple-unit pursuits or emergency driving situations.
- Practice appropriate safe driving tactics while engaged in emergency driving.
- Experience the consequences of driving behavior.

The minimum specifications for a law enforcement driving simulator are listed below:

1. The complete simulator system should accommodate at least three trainees (one in each of three simulator pods) and one instructor at an instructor workstation that includes a situation display showing the view seen by a driver in any of the simulator pods. The simulator pods must be capable of being linked so that the drivers in each pod can interact together in a scenario. (For example, one driver may be the primary unit in a pursuit while the other drivers are secondary units in the same scenario.)
2. It must be possible to program automobile traffic and other elements to create scenarios that can be stored and run at a later time.
3. An instructor must have the capability to load and activate pre-programmed scenarios and to communicate via a microphone with each simulator or with all of them.
4. The following equipment should be included in the simulator: turn signal lever, shift lever, steering wheel (equipped with horn button that will function normally under normal driving and change to siren mode when in code 3 operation), speedometer (digital on screen and analog during driving; digital display during replay of scenarios), ignition, lights, brake pedal, parking brake and release, gas pedal, fuel gauge, trip meter with reset button, wiper switches, adjustable seat with seat belt, and cooling fan for driver. There should be an interior light in the cab or at least the capability for one to be added.

5. There must be a compass in each simulator indicating direction of travel.
6. The following emergency equipment must be available: a two-frequency simulated police radio with microphone (with cue button), PA/radio select, volume control, switches for activating emergency equipment: code selection (amber, red, or code 3); siren--yelp, wail, or both.
7. It must be possible to record a student's driving performance for later playback and to store this record on a computer's hard drive or diskette. Playback must display the following during all of the student's driving: speed, use of radio, use of emergency equipment (siren, lights), and road position. It must be possible to view the playback from different perspectives (vehicle overhead, helicopter, or driver's eye).
8. Programmable objects must include at a minimum the following: range of cars (coupes and sedans), small and large trucks, emergency vehicles, pedestrians and officers, road barriers, bicycles, animals, and traffic signals. If possible, emergency vehicles should have wig-wag lights on light bar to indicate when code 3.
9. The universe that the driver engages must include streets that cover a several-block downtown area, residential area, and rural area.
10. Programmed traffic must appear at particular locations regardless of the speed at which the simulator driver is proceeding. The ability to program traffic to interfere with primary or secondary units is preferable.
11. All vehicles in a scenario must have programmable turn signals and brake lights.
12. It must be possible to change colors of cars and weather conditions (rain, snow, fog), and time of day (dusk, night, day). When streets are wet, the coefficient of friction must change accordingly.
13. The field of view must be at least 200 degrees so that the driver can move into an intersection and readily view oncoming traffic from either side.
14. It is preferable that at least two different styles or models of police vehicles are available for scenarios that involve more than one jurisdiction.

APPENDIX-E

DRIVING SIMULATOR MANUFACTURERS

Driving Simulator Manufacturers

DORON Precision Systems, Inc.
P.O. Box 400
Binghamton, NY 13902

Telephone: 607-772-1610

I*SIM Corporation
5200 Greenpine Dr.
Murray, Utah 84123

Telephone: 801-288-9199

Perceptronics
21010 Erwin Street
Woodland Hills, CA 91367

Telephone: 818-884-7470

Systems Technology, Inc.
13766 S. Hawthorne Blvd.
Hawthorne, CA 90250

Telephone: 310-679-2281

APPENDIX-F

ROLE OF THE INSTRUCTOR--LOS ANGELES SHERIFF'S DEPARTMENT

ROLE OF THE INSTRUCTOR

The following information is provided to prospective trainers who will be instructing in the use of the Law Enforcement Driving Simulator (LEDS). This instructor's guide is intentionally in-depth, and intended for use as a reference - not as a teaching outline. Experienced instructors may find portions of the following outline useful in preparing for a training session.

The role of the instructor in LEDS training is absolutely critical. Simulation training is only effective in positively influencing the driving habits of the law enforcement officer if the instructor understands how important his/her role is in the training process. This guide is intended to help provide comprehensive and proper instruction in the operation of a law enforcement emergency vehicle.

- I. Introduction (Note: EVOC LEDS Lesson Plan as H/O)
(GIVE PERSONAL HISTORY/EXPERIENCE, HOW/WHY LEDS USED)
- II. Instructor Qualifications
 - A. Experienced law enforcement trainer
 - B. Preferable to have background in HANDS-ON Emergency Vehicle Operations training
 - C. Demonstrate a support for simulation as a training tool to reinforce hands-on training (YOU HAVE TO BELIEVE IN THE TRAINING IF IT CAN BE EXPECTED TO BE EFFECTIVE!)
 - D. Willingness to critique and fully evaluate law enforcement students
- III. Perceptions/Misconceptions
 - A. Simulation can stand alone or replace hands-on training
 - B. "The machine can do it all"
 - C. Simulation is just a game, it is not realistic (What about building POSITIVE DRIVING HABITS?)
 - D. Skills versus decision making (JUDGEMENT)

COMMENTS: _____

ROLE OF THE INSTRUCTOR (Continued)

IV. Importance of Orientation

- A. Explain/Demonstrate simulator controls thoroughly
- B. Start student out in non-threatening environment to adapt to feel of simulator driving operation
- C. Minimize turning movements and drive slowly at first
- D. Emphasize smooth steering in and out of turns
- E. Both hands on the wheel to maximize control
- F. Use all of the screens for peripheral vision
- G. Progression of difficulty during training
- H. Look ahead (visual horizon), or in direction of turn; use speedometer (speed judgment limitations)
- I. Emphasize judgement of distances
 - 1. Adapt to limitations of depth perception through practice.
 - 2. Reference right push bar to center sidewalk to park at right curbline
 - 3. Reference relationship of front edge of hood to crosswalk lines at intersections
 - 4. Stop at proper position on roadway when entering intersections; in turns, let driving apex start into side screen before steering
- J. Instructors role in minimizing simulator **DISORIENTATION**
 - 1. Word of mouth and psychological influences
 - 2. Distance to screen (as far away as possible)
 - 3. Minimize initial time driving, stay in the city. Have student stop before aborting.
 - 4. Minimize turning, smooth and steady steering
 - 5. Use all screens, look down street turning on

ROLE OF THE INSTRUCTOR (Continued)

COMMENTS: Be smooth in reverse, don't turn quickly.

V. Tone of the Training

- A. Relaxed/open training environment
- B. IF YOU DON'T CARE - THEY WON'T !
- C. Not only OFFICER SAFETY, it's JOB SECURITY
- D. Attitudes of instructor and students

COMMENTS: _____

VI. Importance of Interaction

- A. Students become involved personally
- B. Interaction between student and machine/environment
- C. Interaction between student and student
- D. Interaction between student and instructor
- E. Knowledge retention is higher with interaction

COMMENTS: _____

ROLE OF THE INSTRUCTOR (Continued)

VII. Modification of Driving Behavior

- A. Experience the consequences of driving actions
- B. Importance of repetition
- C. Reinforce proper attitudes
- D. Expose students to termination considerations *
- E. Require proper radio use, including updates
 - 1. Unit identification
 - 2. Location, speed, direction
 - 3. Reason for pursuit
 - 4. Vehicle description
 - 5. Occupants (if known)
 - 6. Traffic conditions

COMMENTS: * Just because we give them a scenario, that does not obligate them to drive it to the conclusion.

VIII. Knowledge and Application of Laws and Policy

- A. Lecture presentation on applicable laws permitting and limiting law enforcement actions
- B. Reinforce laws and policy in scenario driving

COMMENTS: _____

ROLE OF THE INSTRUCTOR (Continued)

IX. Safe Driving Tactics

- A. Where/when to initiate a pursuit (officer safety considerations before initiation of emergency equipment)
- B. Initiation of equipment
 - 1. Relative position of other traffic
 - 2. Siren mode (pitch) variation approaching intersections/use of rotating lights
- C. Safe radio operation (Don't let radio operation affect driving safety !)
- D. A pursuit is a FOLLOWING ACTION (Legal intervention considerations)
- E. Potentially hazardous situations
 - 1. Intersections
 - a. Speed entering blind intersections or against the controls (look ahead for traffic controls for cross traffic)
 - b. Reasonableness test [In California it's 22352 (2) CVC]
 - c. Right of way considerations (DON'T BE DEAD RIGHT !)
 - 2. Emergency driving (Code 3) passing of other motorists - considerations
- F. Use of roadway
 - 1. Road position in and out of turns
 - 2. Blind corners
- G. Collision avoidance
 - 1. Defensive driving - anticipation and road position
 - 2. Steer to rear (Drive to where they've been, not to where they're going)

ROLE OF THE INSTRUCTOR (Continued)

COMMENTS: _____

X. Feedback to Students

- A. As necessary during training
- B. Use REPLAY as reinforcement of safe driving and to correct decision making actions

COMMENTS: _____

XI. Evaluation of Student Performance

- A. Should reflect reinforcement of proper behavior
- B. Traffic collisions should result in UNACCEPTABLE rating with remediation required on additional scenario
- C. Remediation on same scenario can create adverse/counter productive results

COMMENTS: _____

XII. Student Critique

- A. Importance of feedback from students
 - 1. Is our mission being met (proper attitudes being instilled) regarding our students?
 - 2. Method of evaluating training for both the instructor and the supervisor
 - 3. Suggestions on improvements build stronger programs

COMMENTS: Did you get sick? _____

APPENDIX-G

DRIVING SIMULATOR COURSE LESSON PLANS--EXAMPLES

CRIMINAL JUSTICE TRAINING CENTER LOS MEDANOS COLLEGE

Driving Simulator Course Lesson Plan 8 hour Sworn Class

- 0800/0830 Registration, Introduction
- 0830/1000 Simulator Philosophy and System Orientation
- 1000/1100 Orientation Scenario's
- 1100/1200 Traffic Stop Scenario's
- 1200/1300 Lunch
- 1300/1345 Emergency Driving Policies and Procedures
- 1345/1500 Emergency Response Scenario's
- 1500/1600 Pursuit Scenario's
- 1600/1630 Liability Issues
- 1630/1700 Close Class - LMC and POST Evaluations

CRIMINAL JUSTICE TRAINING CENTER LOS MEDANOS COLLEGE

Driving Simulator Course Lesson Plan

8 hour Muni Class

- 0800/0830 Introduction and registration
- 0830/1000 Simulator Philosophy and System Orientation Lecture
- 1000/1200 Orientation and Defensive Driving Scenario's
- 1200/1300 Lunch
- 1300/1400 Defensive Driving Lecture
- 1400/1530 Defensive Driving Scenario's
- 1530/1630 Apexing Turns
- 1630/1700 Closing statements and LMC Class Evaluations

APPENDIX-H

WEST COVINA POLICE DEPARTMENT SIMULATOR TRAINING EVALUATION

**WEST COVINA POLICE DEPARTMENT
SIMULATOR TRAINING EVALUATION**

FOUR HOUR DRIVING COURSE

Course Date: _____

Fire: _____ **Police:** _____ **Civilian:** _____

Agency: _____

What are the greatest strengths of the course? (Content, Interaction, etc).

Was the lecture material appropriate and well presented?

Did the simulators offer a challenge and help you in recognizing potential hazards?

Was the class worth the time and effort?

What could be done to improve the quality of the class?