"What Will Be The Educational Requirements for Entry-Level Peace Officers By The Year 2003?"

An Independent Study Project
Journal Report

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Technical details, information sources, and data analyses are contained in a separate and expanded report that may be obtained by submitting a request to:

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INTRODUCTION & BACKGROUND

The Rodney King incident and subsequent riots severely blemished the reputation of law enforcement and placed the law enforcement profession under the microscope once again. Law suits against police agencies have been on the rise and since the King incident have further heightened the willingness of the public and the thousands of attorneys in the state of California to actively seek out more suits against these public entities.

The monetary costs against law enforcement agencies has been staggering. Monetary limits on damage awards have been virtually eliminated. Upon review of damages awarded plaintiffs in liability cases against police departments reported in twelve issues of the AELE Liability Reporter in 1987-1988, the average award was almost $1,758,000."[1] This amount did not include attorney fees or department's case preparation. The Los Angeles Police Department paid out $40 million in 1992 for claims against its officers.[2] The City of Los Angeles offered Rodney King $1.75 million as an out of court settlement for the civil suit he filed against the city of Los Angeles.[3] King and his attorney declined to accept the settlement. Vicarious liability suits against public departments and their parent government entities (local, state or federal) have become the norm in order to take advantage of the "deep pocket".

Law Enforcement is faced with the major concern that a continuing loss of legal suits against their departments will jeopardize their ability to respond to the needs of the community. Violent crime in California is at a peak.[4] Major budget shortfalls are already cutting into existing policing programs and the future effectiveness of law enforcement for the twenty-first century looks very dim. Budget projections by Governor Pete Wilson's Finance Department revealed that "California will not be able to afford existing programs at current levels with the tax revenues expected this decade, resulting in a potential $20 billion gap by (year) 2000."[5]

Additionally, a second reason for concern about liability centers on injunctive relief requiring court-mandated changes in departmental management. These court ordered mandates are costly to manage and monitor and diminishes some police executive's management prerogatives.

A recent Supreme Court ruling appears to be opening the door for substantially more suits against police activities. In Hudson v. McMillian (U.S. 1992), the Hudson Court held the use of excessive physical force against a prisoner may constitute cruel and unusual punishment even if the inmate does not suffer a serious injury.[6] The court decision went on to state: "Because it is impossible to objectively measure the amount of anxiety and depression a person suffers or the cause of the anxiety and depression, and because searches, arrests and other forms of police activity, by their nature, cause anxiety and depression without physical injury could result in many more lawsuits being filed against police officers."[7]

The most typical police liability issues are associated with poor officer judgement resulting in civil right complaints; officers who are ill prepared to perform the wide array of police duties in a responsible, professional manner; and/or inadequate departmental responsiveness to either anticipate or control improper officer behavior.[8]

As pointed out above, law enforcement in California is faced with an ominous problem, that of a potential fiscal crisis compounded by increasing violent crime and continued litigation against the actions and conduct of its officers. In order to survive the future, law enforcement will (1) have to learn to do more with less by being more innovative and creative in its delivery of services and (2) it will have to reevaluate the entry requirements of its officers who have the potential of placing their departments deeper into fiscal catastrophe.

Many law enforcement agencies across the country are starting to restructure their departments in order to address their financial shortfalls and still be somewhat effective in the delivery of services. The crucial question appears to be what entry-

level requirements are needed to limit an agency's liability and risk reduction from law suits caused by its officers' inappropriate actions.

There has been much debate on what makes a good law enforcement candidate, and what traits and characteristics are necessary for the officer to possess. Over the past years there have been many definitions of what our officers should be. It is well understood that a modern police officer's job is very difficult, given the variety of tasks officers must perform. In the early 1900s, August Volmer, chief of police of Berkeley, California and a pioneer in California law enforcement training, colorfully described the diversity that is needed by police officers, drawing heavily on references from the Bible and historical figures as:

> "The citizen expects the police officer to have the wisdom of Solomon, the courage of David, the strength of Samson, the patience of Job, the leadership of Moses, the kindness of the Good Samaritan, the strategical training of Alexander, the faith of Daniel, the diplomacy of Lincoln, the tolerance of the Carpenter of Nazareth, and finally, an ultimate knowledge of every branch of the natural, biological, and social sciences. If he had all these, he might be a good policeman.[9]

Current entry standards for peace officers in California in the area of physical exams, psychological batteries and background investigations appear to be adequate. The age requirement, that of being a minimum of twenty-one years or older, is pretty much the standard across the state. However, one of the most controversial issues has been what educational level should the police applicant possess prior to applying for entry to a law enforcement agency. Presently, California's Peace Officer Standards & Training (POST) the regulating body for law enforcement in this state, requires that applicants have a minimum educational level of high school or a General Equivalency Diploma (G.E.D.) for entry into a POST accredited basic law enforcement academy and ultimate acceptance to a law enforcement agency.

Studies have, and are still, focusing on the relationship of an officer's educational level and his ability to avoid litigation against himself and his or her police agency. Additionally, research has found a positive relationship between higher education and fewer citizen complaints, fewer disciplinary actions against officers, and fewer allegations of excessive force.[10] College educated officers were found to be less cynical and less authoritarian which relates to college educated officers have a greater empathy for citizens, and that they are more tolerant of differing lifestyles, and more respectful of citizens' rights."[11]

Due to the explosive growth of community policing philosophy in this country over the past decade, the educational level of police officers becomes more critical. It has been noted that under community policing models that line-level police officers are given broader responsibilities and discretion, are charged with performing their jobs in more creative and innovative ways and urged to be proactive in program development. The skills and knowledge officers are required to have under community policing appear to be tailored specifically to college education because it appears that a college education makes an officer a better service provider, a better communicator, a more effective decision maker, and one who is more responsive to the police mission.[12]

The need for higher educational levels in entry-level police officers has also been the focus of many national commissions over the past sixty years. Specifically, three major commission reports laid the groundwork for the need for higher education in law enforcement. The commission reports are as follows:

National Commission on Law Observance and Enforcement

This study was also known as the Wickersham Commission Report on Police which was presented in 1931. This report did not recommend explicit educational requirements but it did discuss the need for higher educational levels and the value of college in law enforcement.

The commission recommended that schools for police be state supported and controlled with the cooperation of the university systems. The commission specifically stressed the need for the joint cooperation of law enforcement and the university in order to achieve an enhanced quality education.[13]

The President's Commission on Law Enforcement and Administration of Justice (1967)

The need for higher education in law enforcement was discussed and presented in this two volume report. The two volumes "The Challenge of Crime in a Free Society" and "Task Force Report - The Police" examined a number of related topics which included organization and administration, policies, operations, community issues, personnel management and educational standards. The following are key points related to the Commission's educational recommendations:[14]

- The Commission believes strongly that it should be the long-range goal of all departments to raise the educational recruitment standards.

- The ultimate aim of all police departments should be that all personnel with general enforcement powers have baccalaureate degrees.

- Establish a baccalaureate degree as a minimum educational requirement for all major administrative and supervisory positions.

- A minimum of a baccalaureate degree be established for all future chief administrators.

The President's commission reports identified three underlying themes regarding educational requirements.[15] The three themes are:

1. The task of policing necessitates a requirement of higher education.

2. Such a requirement must be formally implemented as a matter of policy.

3. There must be a recognition that increasing the educational levels of police officers is a long-term policy that requires tenacity for accomplishment and integration of the educational effects into policing services.

<u>The National Advisory Commission on Criminal Justice Standards and Goals: Report on Police (1973)</u>

This commission was designed to set various organizational and operational standards to serve as guideposts for planning and enhancing criminal justice services. The Commission made some strong recommendations for higher police education to ensure the selection of personnel that met qualifications to perform police duties properly. It recommended that every police agency should establish the following entry-level educational requirements:[16]

- Immediate requirement, as condition of employment, the completion of at least one year (thirty semester units) from an accredited college or university.

- By the year 1975, the entry-level requirement should be raised to the completion of at least two years of education (sixty semester units) from an accredited college or university.

- By the year 1978, the entry-level requirement be raised to three years (ninety semester units) of education from an accredited college or university.

- By the year 1982, the entry-level requirement be raised to four years (one hundred twenty semester units) or a baccalaureate degree.

The Commission also questioned the minimum requirements of a high school education, that has been the standard for the majority of the police agencies across the country, as being adequate. In particular, it reported:[17]

> "... the high school level of education is a questionable standard for the selection of police officers. The high school level of education no longer serves as an index of superior educational achievement; it is common throughout the nation."

> "... police officers are left with their more essential task which includes social control in a period of increasing social turmoil, preservation of our constitutional guarantees, and exercise of the broadest range of discretion - sometimes involving life and death decisions - of any government service. The need for police officers who are intelligent, articulate, mature, and knowledgeable about social and political conditions is apparent."

Twenty years have passed since the last Commission Report (1972) and the educational standards recommended for law enforcement have not been achieved. Although some agencies have upgraded their entry-level educational requirements, the majority still require only a high school diploma or General Equivalency Diploma.

The Bureau of Justice Statistics recently published two bulletins profiling the educational requirements (nationwide) of entry-level officers for local police and sheriffs' departments for 1990, the latest year for which these statistics are available. These bulletins reflected that the minimal educational requirement for 90 percent of the police departments was completion of high school and about 6 percent of the police departments required education beyond high school, usually a two-year college degree.[18] Approximately 93 percent of sheriffs' departments required new officer recruits to have at least a high school diploma, and the minimum requirement in

another 4 percent of the departments included some college education, usually a two-year degree.[19]

Less than one-half of one percent of all departments required new officers to have a four-year college degree.[20] In the same bulletins, it was interesting to note that 64 percent of police departments and 50 percent of sheriffs' departments authorized extra pay as an educational incentive.[21]

As was pointed out earlier, studies and research continue to point to the fact that officers with greater educational backgrounds have fewer problems with performance and are less likely to cause departments to lose money in liability issues. Law enforcement's use of a high school education as a prerequisite has to be re-evaluated. In particular, when one considers the quality of that high school education today, compared to what it was twenty, thirty, and sixty years ago, one will be greatly disappointed, especially in California where public education's (K-12) quality continues to decline and the funding to California schools, based on dollars per student, is ranked as one of the lowest of the fifty states.[22] The high school diploma in California is becoming more of a certificate of attendance than a certificate of completion.

The issue of a sub-standard high school education compiled with the minimal amount of training required of candidates in California's basic law enforcement academies is cause for much concern. The current minimum requirement for California basic law enforcement training is 560 hours, although the required number of training hours at the approximately thirty-five POST-certified basic academy programs throughout the state is considerably higher. The state average is about eight hundred training hours - twenty week program, forty hours per week. This may seem much more substantial but when one looks at the time allotted for areas of study, one starts to question if the time is adequate to raise the levels of confidence and competence needed for the candidate to function successfully in the law enforcement arena that is filled with violence, cultural and emotional adversities, and potential liabilities.

As one compares the training and education of law enforcement in this country to other countries around the world we discover that we are very much behind in preparing our officers' skills and confidence levels. Many countries require very comprehensive and extensive training for its officers and it is not uncommon for entry-level training to take years versus weeks. The countries of Japan, Ireland, Germany, Great Britain and Finland require multiple years of training to build the confidence level of their entry officers.

It is difficult for police officers to exhibit proper (professional) behavior in their contacts with the public if they lack confidence in their abilities as law enforcement officers. Lack of confidence leads to lack of self-control and produces an emotional response which often leads to compensating behavior.[23] Compensating behavior usually takes one of the following shapes:[24]

1. Hesitation
2. Verbal Abuse
3. Bluff
4. Unnecessary force

In a study done by Rick Berrata for California POST (January, 1991), he defined confidence as:

> "Confidence can truly be said to be the key to professional behavior. This does not mean that if a person has confidence that they will not act unprofessional, but it simply means that there can be no professional behavior without confidence in oneself. We are talking about demonstrated confidence, not the false confidence that takes on the appearance of cockiness or bluff."[25]

Berrata relates that self-control is the result of confidence in one's skills and is developed through training and experience (practice) on and off the job.

James J. Fyfe, a professor of justice at the American University in Washington and a former New York City police officer, summed up the issue of confidence in an

article he wrote entitled, "*Lack of Skills Leads to Violence*." In his article he stated, "Unnecessary violence is a sign that officers are inadequately prepared to deal with the wide variety of people and problems we assign them to confront" and "...many of the tragedies that come out of police work involve unskilled officers rather than evil officers. Until we acknowledge that, and until we demand that our police officers' skills be honed by training and preparation more comparable to that provided social workers, school teachers, psychologists and lawyers, we have little hope of reducing unnecessary police-citizen violence."[26]

It is interesting to note that in the state of California a hairdresser has to attend 1600 hours of mandated training and then pass a mandated comprehensive state board examination to enter the field of cosmetology.[27] The hairdresser then goes to work for a salon, using the tools of the trade; scissors, combs, brushes and hairdryer. In the same state, a peace officer attends an eight hundred hour (state average) academy, *half* the training of the hairdresser, and upon completion of the academy which there is no state mandated comprehensive examination, enters the field of law enforcement. The officer is now qualified to use the tools of their trade; the baton, chemical agent, handgun, and a police car fully loaded with lights, sirens, radios and computers. Based on this comparison, there appears to be a drastic deficiency in how we prepare peace officers in California to enter a very complex profession.

As we look to the future, we can expect some major changes in the workplace. The American Society of Training and Development reports that two-thirds of those who will be working in the year 2000 are already in the workforce and 75 percent of the current workforce will need significant retraining over the next decade.[28] According to the Hudson Institute's landmark study, Workforce 2000, the number of non-skilled jobs are declining, and the number of jobs requiring math, language and reasoning skills is increasing.[29] The study further indicated that by the year 2000, 50 percent of all jobs and 65 percent of new jobs in California will require some college education.[30]

As we note the above data, 65 percent of the working people in California will possess some college education, the question arises, will law enforcement officers be able to effectively perform in the future with only a high school education and a short basic academy? W. L. Tafoya, a noted futurist and instructor at the F.B.I. academy, predicted that by the year 2025, college education will be a minimum entry for more than 70 percent of police agencies nationwide (based on a delphi forecast)[31]. This prediction is rather disturbing and one wonders if law enforcement can afford to wait another thirty-plus years to raise the minimum educational requirements for entry officers.

FUTURES STUDY

The level of violent crime in the country is alarming to say the least. The ability for law enforcement to cope with the increased demands for service is being threatened by dwindling fiscal resources. Projections of a twenty billion dollar deficit in California's state government by the year 2000 is ominous. Additionally, the high cost of litigation and losses due to legal suits against officers and departments will only further threaten law enforcement's ability to meet the challenges of the future.

The law enforcement community in California realizes that revenues and resources will be limited in the future. Agencies are cutting and reorganizing to meet current demands. The ability to be creative and innovative will be a necessity for law enforcement leaders in order to survive the future. The increase in litigation against police officers and the potential for losing large sums of money in lawsuits can disable a department's effectiveness and even cause a department to financially collapse.

The potential of high cost litigation will cause law enforcement agencies to be even more cautious in the recruiting and selection of its officers. As was identified earlier in this article, the current educational and training requirements appear to be in question, and a need exists to define what educational level will be required for officers of the future.

The Futures Study is an attempt to develop and offer a desired alterative future by answering the author's primary study issue. The main study issue is, "What will be the educational requirements for entry-level peace officers by the year 2003?" The author met with a small focus groups of peers and also identified three sub-issues that would be essential to the study of the main issue. The sub-issues are noted as follows:

1. What financial impacts will these new educational requirements have on law enforcement?

2. How will these educational requirements affect legal and legislative restraints?

3. How will these educational requirements impact the recruitment of new personnel?

The purpose of this study is to examine events and trends which may impact this issue and identified sub-issues.

The NGT Process

The Nominal Group Technique (NGT) process is a small-group technique for achieving an acceptable consensus on the answer to a single, usually two-part question by a process that alternates private work and open-group discussion. In futures research this method can be used to describe and evaluate alternate possibilities of the future. This method can assist in forecasting future potential events and trends and ultimately help develop strategies to effectively deal with theses events and trends. The results from such a process can be helpful to law enforcement agencies in planning pro-actively instead of being unprepared victims of future impacts. Such planning will better prepare agencies to be more effective and provide greater service to its communities.

Prior to meeting with the NGT group, a scanning of a wide variety of literature was conducted by the author to become more familiar with the main issue previously mentioned.

Eleven members participated in this NGT group. They represented a cross-section of law enforcement and educational fields. The member's backgrounds and experiences reflected the disciplines from the following areas: recruit and in-service training, academy directors, internal affairs and civil liabilities, personnel and recruit directors, patrol commanders, community college instruction, state university instruction and attorneys having specialized in police liability cases.

The author presented the main issue and sub-issues to the group. The author then asked the group to identify and consider events and trends that could effect the main issue and sub-issue questions. The author explained to the group, for purposes of clarification, that events were defined as a specific one-time occurrences and that trends were a change in a variable that takes place over an extended period of time.

The NGT group identified a total of fifty events and thirty-nine trends. Upon further discussion with the group, the events and trends were narrowed to lists of ten each. These top ten events and trends were identified as the events and trends that would have the greatest impact on the issues. The top ten events and trends were identified as follows:

EVENTS

1. California state government becomes bankrupt.
2. Local county government (San Bernardino) becomes bankrupt.
3. California POST (Peace Officers Standards and Training) stops funding agencies for training reimbursements.
4. State legislature mandates all entry-level law enforcement applicants possess a four year degree.
5. Colleges affiliated with the state of California begin to close campuses.
6. Colleges increase their tuition 300 per cent.
7. State court mandates ethnic balance in law enforcement personnel to reflect the agency's demographic areas of service.
8. State of California forms a statewide police agency and eliminates all local agencies.
9. State licensing of peace officers is mandated.
10. Citizen Review Boards are mandated for all local, county, and state law enforcement levels.

TRENDS

1. The California state tax revenues (decrease).
2. Greater use of technology in law enforcement.

3. The quality of a high school education continues to decline.
4. The recruitment pool of qualified police applicants in California (declines).
5. Training mandates for law enforcement continue (increase).
6. Law enforcement services become more regionalized.
7. Fewer students are graduating from high school.
8. Distrust of law enforcement (increases).
9. The use of citizen review boards becomes more common.
10. Creative funding of law enforcement services (increase).

Each of the events and trends were discussed further by the author and the NGT group. Each member of the group was asked to predict the probability of the these events and trends occurring in the next five and ten years. Additionally, the members were asked to make assessments on the events and trends using a method called Cross-Impact Analysis. This is an analytical technique for use in identifying the various impacts of specific events on the other events and events on trends. Each member was asked to review the events and trends and then determine, "What if the event or trend actually occurred? And would this event or trend have an impact on the other events and trends?"

The author conducted further study of the groups results by evaluating the data through a cross-impact matrix. The results of this analysis identified a wide variety of significance. These findings were used to create three future scenarios. These scenarios were based on the forecasted events and trends.

A "most likely" scenario was selected for its desirability and attainability. This scenario reflected that all entry level law enforcement applicants, entering law enforcement for the first time, would be required to have a four-year college degree. The degree program was a merger of curriculum from a college liberal arts education and POST's law enforcement objectives and skills. The scenario reflected the partnership of POST, community colleges, state universities, and law enforcement skill centers. The scenario also identified the need for a high school police cadet curriculum that would feed into the college programs. The high school program was

essential due to the shortage of potential qualified applicants. Other areas addressed by this scenario included the state's continued budget shortfalls and the impact on local law enforcement's ability to serve the communities, the discontinuation of all training reimbursements to law enforcement agencies by POST and POST's downsizing and the formation of regional law enforcement agencies due to the inability of many departments to cope with major fiscal deficiencies.

The scenario was then used as a guide for the development of policy statements that would encourage a positive outcome if the events or trends happened to occur. This process is helpful in eliminating problem impacts on organizations by planning for the future instead of being a victim of it.

Strategic Plan

The next step was to formulate a strategic plan to achieve the desired scenario. This process includes a number of components and they are described below.

A mission statement was developed to address the key elements of the scenario. The mission statement identifies the goal that the organization needs to strive for. The organization in this case is the partnership of the law enforcement community (statewide), POST, law enforcement skill centers, the systems representing the community colleges, state universities, and high schools that would host the new educational program.

The author with a group of colleagues analyzed the situations created by the forecasts to ascertain the opportunities and possible threats they may have to the environment in achieving the mission. An analysis of stakeholders was conducted. The stakeholders are individuals or groups who could impact the objectives or are impacted by the objectives or who might care about the mission objective. An assessment of the organization's capability to deal with the environmental opportunities and threats was also conducted. A list of strategic alternatives were

made and considered. A total of five strategies were considered and then a single strategy was selected.

The selected strategy identified the need for the formation of a statewide committee to develop the new four year curriculum. This four-year program was designed to incorporate liberal arts education with law enforcement curriculum and skills. The committee was to be facilitated by POST and include a number of the stakeholders representatives. The committee would also be responsible for the development of a implementation plan.

Transition Management Plan

Transition management is the movement of an organization from its present state to the desired future state. The development of a "Transition Management Plan" insures the change is managed by the specific persons or group who must commit to the change or help the change occur. This plan will also identify the tasks required to be completed in order to assure the change.

Under this phase of the project, a transition team is selected who will be under the leadership of a project manager. The team will be made up of a number of representatives from the stakeholder group which will include: POST, the state's academy directors, community and state colleges, law enforcement skills centers, and high schools. The team will be responsible for putting the implementation plan into effect.

The transition team will be responsible for putting the implementation plan into effect. Additionally, the team will monitor and evaluate the program's delivery. Refer to Overview of Implementation Plan (page 18) for further insight of the plan.

ENTRY LEVEL LAW ENFORCEMENT DEGREE PROGRAM
OVERVIEW OF IMPLEMENTATION PLAN

PHASE 1 - JANUARY 1994 TO MARCH 1994

- Review format and criteria of the new entry-level four-year degree program with the POST Consortium's Basic Academy Review Committee

- Present new proposal to Basic Academy Director's Consortium for review and approval (March 1994)

PHASE 2 - APRIL 1994 TO END OF OCTOBER 1994

- Formation of statewide committee to develop and design curriculum for the new entry level program

- Committee formulates program

PHASE 3 - NOVEMBER AND DECEMBER 1994

- Presentation of program draft to Consortium of Academy Directors at November meeting for review and approval

- Presentation of final draft to POST Commission in December for approval and mandate

- POST Commission agrees to proceed with mandate for the new program to be effective July 2003

- Commission instructs POST staff to proceed with legislative process

- Approval also given by Commission to proceed with implementing the curriculum to host providers as early as August 1995

PHASE 4 - JANUARY 1995 TO JULY 2003

- Seek out host providers to initiate and present new program

- POST to submit bill to legislature (January/February 1995) to mandate change in entry requirement

- Current Basic Academy program to run concurrent with the new program format

- Implement curriculum at the host sites to start the new entry level program in August 1995 (new school year)

- Implement quarterly consortium meetings with host providers of the new program, starting with December 1995, to monitor new program's progress

- Governor signs bill into law and new mandate approved to take effect in July 2003

- In 1999 the new consortium will merge with the existing Basic Academy Directors Consortium

PHASE 5 - NOVEMBER/DECEMBER 1999 AND MARCH/APRIL 2003

- Progress report to be made to the Basic Academy Director's Consortium in November 1999

- Progress report to POST Commission in December 1999

- Final progress report to Basic Academy Director's Consortium in March 2003 with recommendations for modifications, if any

- Final progress report to POST Commission in April 2003 with recommendations for modification, if any

PHASE 6 - JULY 2003

- POST Commission mandate takes effect

- New four-year law enforcement degree program becomes new standard for entry level peace officers

- Previous Basic Academy format is dismantled

- Licensing of peace officers is mandated

PHASE 7 - JULY 2003 AND BEYOND

- Ongoing program evaluation with quarterly consortium meetings

- POST to audit and evaluate host providers of the new entry level program every five years

CONCLUSIONS AND SUMMARY

The author's study has pointed out that the job of a peace officer in the 1990s has become very complex. The projected revenues for government entities in California is very bleak. As was mentioned earlier in the study, one report projected a $20 billion shortfall for the state of California in the year 2000. Violent crime in California is at a peak and many law enforcement agencies are having difficulty just replacing very basic equipment. Civil litigations against peace officers and their departments are also on the rise. If today's environment is any indication of what the twenty-first century will look like, our peace officers will be faced with monumental challenges.

Main Issue Question

This brings us to the purpose of this study which was to address the question of what entry educational requirements will be required by our peace officers in the future. Specifically:

"*What will be the educational requirements for entry-level peace officers by the year 2003?*"

The study identified that the educational requirements for entry-level peace officers in the state of California is the mere possession of a high school education. The function of basic law enforcement training for the entry-level peace officer is the completion of the POST Basic Academy which is approximately 800 hours in length. However, the current minimum requirement by POST is only 560 hours but the state average among the thirty-five plus basic academies is 800 hours. The study pointed out that the current educational and basic training requirements appear to be in question.

Comparisons were made to other countries around the world and it was found the United States is severely behind the other nations in the area of law enforcement training. Many of the other countries used in the comparison provided multi-years of training for their officers. The study makes reference to a number of national commission reports that go back as far as 1931. These commissions recommended a four-year college education for peace officers in this country. It has been documented in a number of studies, as pointed out earlier in this paper, that an officer with college backgrounds receive fewer complaints, are involved in fewer litigations and make better well-rounded officers.

Today's high school curriculum has fallen short in providing its graduates with the basic tools to function in today's society. When one looks to the future, research is revealing that seventy-five percent of the current workforce will need significant re-training in the year 2000. Additionally, the same research revealed that sixty-five percent of the new jobs in California will require some college education in year 2000.

The outcome of this study revealed that the educational requirement for entry-level peace officers in California in the year 2003 would require a Baccalaureate degree. Specifically, the research identified the dismantling of the current basic academy program and replaced it with a well-integrated degree program. The degree will be very comprehensive and require extensive skills and scenario training. The program is a four-year law enforcement degree which mixes a liberal arts education (i.e., sociology, psychology, reading and writing skills, computers and technology, speech, foreign language) and law enforcement tactics and skills. The skills training includes a marshall arts program that would culminate into a Black Belt degree. The education and training would be co-hosted by POST, the community colleges, state universities and the regional law enforcement skills centers.

This program would be a superior model that would instill and enhance confidence and competence in the entry-level peace officer. Confidence in one's skills appears to be one of the main ingredients in controlling one's emotions and performing one's peace officer duties in a professional manner.

The new program also incorporated POST Performance Objectives throughout the four-year curriculum. Additionally, a high school component was added to focus in on the young candidate's basic skills (i.e., English, writing, math, science, language) which would make him or her a more suitable candidate for college and university programs. In the high school program, a number of skills training was also added to keep the student's interest. This curriculum included driver training, basic firearms, marshall arts, narcotics identification, computers and drama classes, to name a few.

The high school and college curriculum programs were standardized and certified through POST and the college credits were transferrable to any other POST program in the state.

Another addition to the educational requirement was that prior to applying for a law enforcement career, the graduate was to take a separate comprehensive state board examination to obtain a license to practice law enforcement in this state.

This study also identified three sub-issues that were essential to the study of the main issue. The sub-issues are:

Sub-Issue Number One - What financial impacts will these new educational requirements have on law enforcement?

The study revealed that law enforcement agencies had some major concerns with the lengthening of the basic academy program. Their main concern was a fear that they would have to pay the candidate while he or she attended the training program. The average cost for placing a candidate through an 800 hour (5 months) program is about $15,000.00 (salary only). Lengthening the academy would obviously cost an agency more money. Most law enforcement budgets today (1990s) are very lean and law enforcement administrators would have reservations about paying candidates while they attended a multi-year degree program.

The new four-year law enforcement degree shifts the financial burden to the candidate. This falls more in line with other professions that require their candidates or applicants to attain their education and training prior to applying for a career. This program is a "big win" for law enforcement, especially if a candidate attends the high school cadet program (three years) and then goes on to complete the four-year degree program. A candidate would then have seven years of training at the start of their career. Candidates from these programs will have higher confidence levels and should do very well in their professions.

Sub-Issue Number Two - How will these educational requirements affect legal and legislative restraints?

The main concern that dealt with the legal affects of this issue was Title VII of the Civil Rights Act of 1964 which bans all forms of discrimination in employment. This is based on considerations of a person's race, color, religion, sex, or national origin. It covers conditions of employment and holds an employer responsible for any discriminatory acts occurring in the workplace. Title VII is enforced by the federal Equal Employment Opportunity Commission (EEOC). In the early 1970s, many law enforcement agencies had raised their educational entry requirements to Baccalaureate degrees. This was primarily in response to two national commissions which recommended that peace officers should have Baccalaureate degrees (1967 President's Commission on Law Enforcement and 1973 National Advisory Commission: Report on Police). Shortly thereafter, people began questioning the relevance of the college degree and ultimately many law enforcement agencies withdrew the requirement and lowered it back to the high school equivalent. Many departments were hesitant about potential legal battles to defend the educational standard and did not pursue it.

An educational requirement has to show that it is relevant to the job and that it qualify as a Bona Fide Occupational Requirement (BFOQ). During the course of this study the author discovered a court case which upheld that college credits were acceptable as an entry-level requirement for peace officers (Davis vs City of Dallas).

This case dealt with the Dallas Police Department's requirement of forty-five college credits for entry-level officers. The city of Dallas fought the case and was successful in establishing the relationship between college education and a police officer's performance (1985). This court case would be very instrumental in defending an EEOC complaint of the relevance of a college education for peace officers.

Additionally, the author discovered that the state of Minnesota requires an associate degree by all its entry-level officers. Minnesota is the only state that has mandated licensing and a college degree for entry-level officers. This requirement has been in effect since the late 1970s. Minnesota POST then took California POST's Performance Objectives, as a model, and incorporated them into their own format and labeled them, "Learning Objectives for the Professional Peace Officer Education." This PPOE is the law enforcement degree requirement they use for their peace officers. They also adopted these statewide Learning Objectives as Bona Fide Occupational Requirements (BFOQ) for law enforcement in Minnesota.

The Minnesota educational plan which includes the BFOQs and the case of Davis vs City of Dallas are very instrumental in building a model for California law enforcement educational requirements.

In regards to the legislative restraints that would affect the main issue (four-year degree program) the noted study revealed that a bill would have to be presented to the California legislature to change the current law relating to entry requirements for peace officers.

The California Government Code established the educational entry requirement [section 1031(e)]. The law currently states the applicant must be a high school graduate, pass the GED requirement or have attained a two-year or four-year degree (from an accredited college or university).

The law would have to be changed to reflect the new law enforcement degree. The study reflected the changes needed in the body of the report (section IV) and indicated the format for change in the implementation plan (section IV)

Sub-Issue Number Three - How will these educational requirements impact the recruitment of new personnel?

Candidates will have to have completed the four-year degree program before being considered for hire. This will put law enforcement in line with other professions that require their applicants to have completed their educational backgrounds prior to starting a profession. The profession of law enforcement is still a desirable career for many in comparison to other professions requiring four-year college degrees. Teachers in California salaries start at about $24,000.00 in comparison to law enforcement candidates who can start at about $32,000.00.

The main concern about this sub-issue is that it could prevent some qualified candidates from entering the program due to the educational costs. One must understand that requirements for many professions exclude good candidates because they can't afford the education requirements or multi-year commitment. For example, medical doctors, engineers, sociologists and teachers, are professionals that require certain educational degrees in order to perform their duties, why then would the law enforcement profession have to lower its standards to accommodate more candidates with less requirements, when peace officers have a much more complex environment to deal with than some of these other professions.

This study did, however, reveal that financial aid could be made available to applicants who possess quality basic skills. A number of such programs are in existence and additional federal programs are being developed (i.e., National Police Cadet Corps.). The high school cadet programs will be an excellent resource for grooming potential peace officer candidates. Recruiters and program staff members need to assure that they seek out and develop these candidates for continuation in the college and university programs. Additionally, recruiters and staff, must do everything

in their power to assist these candidates in qualifying for financial aid and scholarships.

Law Enforcement and the consortium of program trainers (State Chancellors, Superintendent of Schools, POST Commission) should develop a statewide scholarship program for qualified applicants. These scholarships could be developed through a variety of vehicles including, but not limited to, special statewide grants, designated law enforcement asset seizure funds, special penalty assessments or training foundations.

In conclusion, California law enforcement must recognize the need to educate and train its peace officers at a professional level, in order for its officers to meet the challenges of the future. In closing this study, the author wishes to quote the W. Bennis and C. Cleveland who authored "Ripping Off the Cops," which was an analysis of the complexity of policing in light of the state of police education in 1980,[32] the quote reads:

> Of no other public servants does society expect so much while providing them with so little preparation. We train our police officers at a vocational level, but demand performance at a professional level. If education reflects a society's concept of its identity, values and way of life, how can we afford to do less than provide the quality of education our police officers require and deserve.

ENDNOTES

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