



Basic Law Enforcement Training in Washington State: A Comparison and Evaluation

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Acronyms

BJS	Bureau of Justice Statistics
BLEA	Basic Law Enforcement Academy
BLERA	Basic Law Enforcement Reserve Academies
BLET	Basic Law Enforcement Training
CALEA	Commission on Accreditation for Law Enforcement Agencies, Inc.
CBA	Collective Bargaining Agreements
CJTC	Criminal Justice Training Commission
CSW	Corporation for a Skilled Workforce
CTC	Community and Technical College
FLETA	Federal Law Enforcement Training Accreditation
MCOLES	Michigan Commission on Law Enforcement Standards
NWCCU	Northwest Commission of College and Universities
PLEA	Parks Law Enforcement Academy
POST	Police (or Peace) Officer Standards and Training
PPOE	Professional Peace Officer Education
WEC	Workforce Education Council

Executive Summary

Washington state currently operates a single Basic Law Enforcement Academy (BLEA) at the Criminal Justice Training Commission (CJTC) located in Burien. This study evaluates the potential to move BLEA training to the community and technical college system in Washington. The Corporation for a Skilled Workforce included the following elements in its analysis:

- A 50-state review of BLEA models and case studies of states with relevant models for Washington.
- An assessment of current BLEA training compared to a national census published by the Bureau of Justice Statistics.
- An assessment of current related offerings in the community and technical college (CTC) system and existing gaps.
- An evaluation of two possible models: moving to a regional training academy model and creating a pre-academy certificate with the CTC system.

Current Environment and Training Capacity

We find that agency demand for new law enforcement officers is increasing while qualified pools of applicants continues to shrink. Factors influencing this include:

- General low unemployment resulting in fewer individuals seeking new career pathways.
- Current social concerns with law enforcement values and practices making the career pathway less appealing.
- Increased retirements from local agencies driving demand for new officers.
- Robust growth particularly in the Puget Sound resulting in the need for more law enforcement officers to meet community needs.

These trends do not look to reverse anytime soon, and Washington should evaluate its capacity to meet increased law enforcement training demand. During our assessment of the CJTC BLEA curriculum and the community college system, we found:

- The training standards in Washington are in alignment with other states in term of topics covered, time on topics and competencies sought in new law enforcement officers.
- The CJTC has latent capacity to run additional training cohorts but funding has not been appropriated to allow for more capacity.
- The CTC system is largely centered on providing academic training and would need additional capital investments and significant new staffing to provide police academy training at scale.

Alternative Models Explored

Two alternative training models are explored in this study — moving to a three-site regional academy model and creating a pre-academy pathway:

- Moving to a three regional academy model with capacity to meet current demand would be feasible with capital investments at selected college sites and substantial increases in faculty and staff. The CJTC would still maintain its accreditation role for a regional academy model under current legislative parameters.

- The hybrid pre-academy model would allow community and technical colleges to leverage common courses in criminal justice to provide a core curriculum for new officers entering BLEA. The goal would be to shorten the BLEA training time and improve the academic capabilities of students to succeed in training.

Continue BLEA at CJTC (Status Quo)	Regional Academies run by CTCs	Pre-Academy Course at CTCs
Benefits		
<p>Allows for rapid adjustments to curriculum as laws change.</p> <p>Instructor staff of active duty officers on assignment from agencies across the state.</p> <p>Curriculum goes beyond national averages to include training on officer safety and wellness, crisis intervention and scenario-based training.</p> <p>Established process for continuous curriculum improvement.</p> <p>Existing facilities, including firing range, mock scenario building and state-of-the-art virtual reality simulator.</p>	<p>Reduced cost to the state (\$3-4 million annually)</p> <p>Local academies allow for more commuter students and for local agencies to more easily monitor recruit progress through BLEA.</p> <p>Increased training capacity to meet current and predicted future demand for training.</p> <p>Regionally tailored training to meet the diverse needs of agencies across the state.</p> <p>Potential pathways to degrees by incorporating BLEA into college programming.</p>	<p>Reduce BLEA instruction time by estimated 100-120 hours, saving \$20,000-\$30,000 per cohort in instruction, housing and meal costs.</p> <p>Reducing costs allows for additional numbers of officers to be trained without new funding.</p> <p>College credits awarded for BLEA can go toward a degree that could be finished at any local community college.</p> <p>Addresses foundational skills gaps in incoming recruits cited as an issue at CJTC (through foundational skills courses and/or I-BEST).</p>
Risks		
<p>Current backlog of recruits will remain or grow without increase in funding (approx. \$300,000 per additional cohort).</p> <p>Increased need for housing for non-local recruits.</p> <p>Distance to CJTC limits ability for some agencies to monitor recruit progress to BLEA.</p>	<p>Upfront capital and equipment expenses of \$9-20 million (approx.).</p> <p>Challenge hiring quality faculty at college salaries, constrained by diverse CBAs.</p> <p>Cost shift to students overly burdens students of color or low socio-economic backgrounds.</p> <p>Small agencies at disadvantage in offering tuition support.</p>	<p>Additional steps to hiring and training process may deter potential applicants.</p> <p>Small agencies at disadvantage in offering tuition support.</p> <p>Challenges to maintaining consistency in training standards across colleges.</p>

Continue BLEA at CJTC (Status Quo)	Regional Academies run by CTCs	Pre-Academy Course at CTCs
	<p>Challenges maintaining consistency in training standards across colleges.</p> <p>Long implementation timeline, further stressing the shortage for law enforcement officers.</p> <p>College governance risks tied to costs, community scrutiny and increased liabilities of firearms and ammunition storage.</p>	

Recommendations

While other states have successfully built basic law enforcement academies in the community college systems, at this juncture, the risks of moving BLEA training from the CJTC to the CTC system outweigh the potential benefits. Rather, the two agencies should look to collaborate in preparing the next generation of professionals for the rigors of BLEA training and working as a law enforcement officer. Specific policy recommendations include:

- Increasing the capacity at the CJTC to train additional cohorts of law enforcement officers to alleviate the short-term backlog in the training process including additional cohorts taught in Spokane.
- Creating a joint agency committee with CJTC and SBCTC stakeholders to align community college criminal justice offerings with the BLEA curriculum including leveraging I-BEST teaching models to increase opportunity for more Washingtonians to build careers in law enforcement.

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- ❖ Washington State Board for Community & Technical Colleges, including its Workforce Education Council (WEC)

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- Bellevue College
- Big Bend Community College
- Centralia College
- Everett Community College
- Highline College
- Lower Columbia College
- Pierce College
- Shoreline Community College
- Skagit Valley College
- Spokane Community College
- Walla Walla Community College
- Wenatchee Valley College
- Whatcom Community College

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- Michael Barnes, Senior Consultant, Learning Technology Resources, California Commission on Peace Officer Standards and Training
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- Captain Stan Seo, Advanced Section Training Captain, King County Sheriff's Office

Background on the Report

The Washington State Legislature included funding in the 2018 supplemental capital budget (Section 1019, Chapter 298, Laws of 2018) to design a plan to provide basic law enforcement training through student-paid programs at community and technical colleges.

The budget proviso reads as follows:

Evaluation of Law Enforcement Training by Community Colleges (92000022)

The appropriation in this section is subject to the following conditions and limitations: \$300,000 of the appropriation in this section is provided solely for the office of financial management to contract with an external consultant to develop a plan that provides required basic law enforcement training through student paid programs with training provided by community and technical colleges. The consultant must review the costs, benefits, and risks to the state of Washington and review models from other states. The consultant must provide a report with an implementation plan and recommendations to the governor and the appropriate committees of the legislature by January 31, 2019.

In response, the Office of Financial Management developed a solicitation and parameters for the completion of the report, which included:

- 1) A national review of Basic Law Enforcement Training models in other states.
- 2) An evaluation of current Basic Law Enforcement Training in Washington.
- 3) Comparison between current training and the programs at the community and technical colleges.
- 4) An analysis of the benefits and risks of moving Basic Law Enforcement Training to the community and technical college system.

The Corporation for a Skilled Workforce is pleased to present this comprehensive report to the Office of Financial Management for consideration of future policy development related to law enforcement officer training.

Section One: National Scan of Basic Law Enforcement Training

CSW first conducted an analysis of other states' training model for new law enforcement officers. This process established context for evaluating potential benefits and risks of transitioning Basic Law Enforcement Academies to the community and technical colleges. CSW conducted a three-part analysis of trends in basic law enforcement training across the United States:

- Analyzing Federal Bureau of Justice Statistics data
- Developing a 50-state matrix on key descriptors of training policies
- Creating four case studies of states that hold relevance to the Washington state policy question

The summary of information presented in this section displays general trends in this policy area and also identifies models for replication consideration in Washington.

National Summary Data

This section summarizes national data on the current state of law enforcement training for the 45,000 recruits that entered basic law enforcement training (BLET) annually in the United States between 2011 and 2013.¹ The summary data comes from the Bureau of Justice Statistics' Census of Law Enforcement Training Academies. Aggregate data from the 2013 census is presented here; however, disaggregated data by state was not published at the writing of this report. Among the highlights:

- BLET is evenly split between academic institutions and agency academies.
- Total training time requirements for BLET are increasing nationally, with problem-based learning being heavily used in training and evaluation.
- While virtually all states have a verification process for instructors, the link to higher education credentials varies substantially.
- Graduation rates from academies are relatively high, with academies in academic institutions scoring slightly higher for completion metrics.

Training Models and Classroom Setting

Nearly half of academies (47 percent) were located at an academic institution, most commonly a two-year community or technical college (40 percent). Agency academies including local municipalities, county and state organizations operated around 40 percent of academies. Of the academies housed at educational institutions, 47 percent offered an academic degree track while the remainder offered law enforcement officer certification, as defined by their respective state Police Officer Standards and Training agency.²

¹ Reaves, Brian, Bureau of Justice Statistics, "State and Local Law Enforcement Training Academies, 2013," July 2016. <https://www.bjs.gov/content/pub/pdf/slleta13.pdf>

² Note that all states have a Police Officer Standards and Training agency designated to establish the process and standards for sworn officer training. The agency titles and organizations vary within each state government.

Nearly all (96 percent) of basic training took place in a cohort setting (groups of recruits going through the program together). Most academies held two cohorts of classes per year (median) and the median class sizes ranged from 12 to 45 recruits.

The length of basic training has seen a steady increase since 2006. In 2013, the average length of basic law enforcement training was 840 hours (21 weeks) approximately 2 weeks longer than the average training time in 2006.

Table 1: State and local law enforcement training academies providing basic training, by type of academy, 2013

Type of Academy		Number	Percentage	
	<i>All types</i>	664	100	%
State POST		30	4.5	
State police/highway patrol		41	6.2	
Sheriff's office		66	9.9	
County police		22	3.3	
Municipal police		132	19.9	
Four-year college/university		43	6.5	
Two-year college		221	33.3	
Technical school		43	6.5	
Special jurisdiction		17	2.6	
Multiagency/regional		49	7.4	
Note: Detail may not sum to total due to rounding.				
Source: Bureau of Justice Statistics, Census of Law Enforcement Training Academies, 2013				

Topics of Instruction

After basic training, most recruits require additional training before their hiring agencies allow them out in the field independently. Nationally, 37 percent of training academies require a mandatory field training for recruits upon completion of basic training, which averages 500 hours. An additional 44 percent of academies report that there is more field training required, but it is provided by the hiring law enforcement agency. Training by agencies focuses on location-specific laws, community norms and the professional culture of the agency. Most agencies require some form of additional training; 97 percent of municipal agencies and 96 percent of local agencies required additional field training beyond what recruits learned during basic training.

Major topics covered in basic training included operations, weapons and defensive tactics, self-improvement and legal education. See Table 2 for the average hours of instruction for these major training areas and subtopics.

Table 2: Major subject areas included in basic training programs in state and local law enforcement training academies, 2013

Training area	Percent of academies with training	Average number of hours of instruction required per recruit*
Operations		213
Report writing	99	25
Patrol procedures	98	52
Investigations	98	42
Traffic accident investigations	98	23
Emergency vehicle operations	97	38
Basic first aid/CPR	97	24
Computers/information systems	61	9
Weapons/defensive tactics/use of force		168
Defensive tactics	99	60
Firearms skills	98	71
Use of force	98	21
Nonlethal weapons	88	16
Self-improvement		89
Ethics and integrity	98	8
Health and fitness	96	49
Communications	91	15
Professionalism	85	11
Stress prevention/management	81	6
Legal education		86
Criminal/constitutional law	98	53
Traffic law	97	23
Juvenile justice law/procedures	97	10

*Excludes academies that did not provide this type of instruction.

Source: Bureau of Justice Statistics, Census of Law Enforcement Training Academies, 2013.

Nearly all (99 percent) recruits received training that incorporated reality-based (or mock) scenarios. Reality-based scenarios were most commonly used for basic use-of-force instruction and allow for recruits to practice using standard operating procedures and exhibit critical decision making under real-life, and potentially stressful, conditions. Reality-based scenarios encountered by recruits included:

- arrest control tactics scenarios (91 percent)
- verbal tactics (88 percent)
- self-defense (87 percent)
- the use of firearms (80 percent)
- use-of-force continuum (77 percent)
- use of nonlethal weapons (74 percent)

Academies that BJS defines as “high-stress” (more often traditional academies that operate in a paramilitary style) used reality-based scenarios more often than low-stress environments (predominantly academic institutions). High-stress environments employed reality-based scenarios for eight out of nine areas surveyed by BJS, while low-stress training environments used these scenario methods for six out of eight areas. The areas with the greatest discrepancy were threat assessment (65 percent in high-stress versus 41 percent in low-stress), nonlethal weapon use (87 percent compared to 63 percent), and firearms training simulators (71 percent versus 50 percent).

Four in five recruits (81 percent) received training on how to identify excessive force used by other officers. Academies required an average of 43 hours of training in community policing, and 98 percent of recruits were trained in this subject (up from 92 percent in 2006). In addition, 90 percent of academies included training that addressed issues such as domestic violence (average of 13 hours), mental illness (10 hours) and sexual assault (6 hours).

Composition of Instructors

An estimated one-third of the 15,000 full-time instructors at law enforcement academies in the United States are sworn officers — either permanently employed or assigned to the academy. Another third are on-duty sworn officers assigned to the academy temporarily (19 percent) or off-duty sworn officers who are compensated to teach (16 percent). Of the 23,000 part-time instructors, 42 percent are off-duty sworn officers compensated to teach, 21 percent are adjunct faculty and 9 percent are on-duty officers temporarily assigned to the academy.

Three-quarters of law enforcement academies required full-time instructors to have law enforcement experience prior to employment, with the average minimum requirement of 4 years. In addition to direct law enforcement experience, some academies have educational degree requirements. While overall 34 percent of academies require some form of post-secondary education (15 percent require a four-year degree, 10 percent a two-year degree and 8 percent a graduate degree), not surprisingly, academies operated by academic institutions were more likely to require instructors to have a degree (62 percent of two-year colleges, 60 percent of technical schools, and 53 percent of four-year schools).

Virtually all academies require instructors to be certified by their respective state POST commissions (98 percent). Some states additionally offer certifications in subject-matter topics, and 74 percent of academies provide some form of continuing or refresher course training for instructors.

Recruit Evaluation

Recruits are commonly evaluated using written exams (95 percent of academies), skill assessments (93 percent) and physical fitness tests (88 percent). Scenario-based testing competency exams were used by 76 percent of academies and 70 percent also required a state competency exam, usually administered by the state’s POST commission. Less common were oral tests, which were only used by 25 percent of academies.

Between 2011 and 2013, 86 percent of recruits graduated from basic law enforcement training. Technical school-based academies had the highest completion rate (92 percent), followed by county-operated academies (83 percent) and academies at two-year schools (82 percent).

Top reasons for failing to complete the academies (as reported by training academies) were: voluntary withdrawal, academic performance, physical standards, injury/illness, firearm performance, disciplinary, withdrawn by sponsoring agency or driving performance. However, in a study of new recruits followed through basic training in Arizona, the top reasons they cited for dropping out of the police academy were: voluntary resignation (citing stress, conflicts with belief about police and their experience at academy and aversion to the paramilitary style of training) and academy-initiated resignation (academic or disciplinary failure, or medical withdrawal).³ The study also found that women were more likely to drop-out citing gender discrimination. While racial discrimination was not cited as a common reason for drop-out, the longitudinal study of recruits found that the resulting demographics of the graduating officers were whiter and more male than when the same group entered basic training.

High graduation rates are generally attributed the rigorous recruiting and selection process recruits must pass before enrolling in basic law enforcement training. However, some recent scrutiny of suspiciously high graduation rates in Chicago raise questions on whether lenient assessment of recruits (or undemanding curriculum) are at play — both in Chicago and potentially at other agencies facing a workforce shortage.⁴ That said, many acknowledge the difficulty of extrapolating these concerns in Chicago to police training more generally given the level of discretion in police recruitment, selection and training across the country.

³ Haarr, Robin. *Police Quarterly*. “Factors Affecting the Decision of Police Recruits to ‘Drop Out’ of Police Work,” 2005

⁴ Hinkel, Dan. *The Chicago Tribune*. “Chicago police recruits rarely flunk out, raising concerns about training.” March 14, 2017.

State Comparison

The administration of this basic training occurs under the authority of state legislative bodies. To help bring context to the national census data, CSW conducted a state by state comparison of law enforcement training academies (see Appendix A). Comparison focused on what entities administer the training academies, how recruits are hired and enrolled into training and what role, if any, academic institutions play in the basic training of law enforcement officers. Additionally, this comparison reviews the adoption of the Public Safety Training Academy Accreditation offered by Commission on Accreditation for Law Enforcement Agencies, Inc.. Among the highlights:

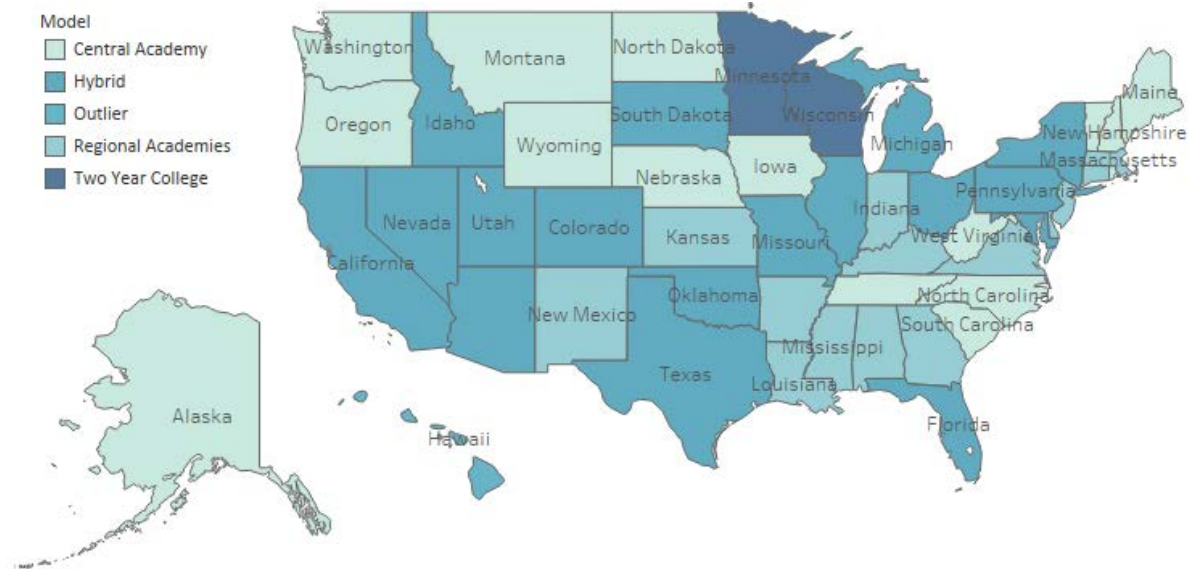
- States use either a central academy, regional academy or hybrid model to provide basic law enforcement training.
- In all states recruits, must pass a pre-screening process to determine eligibility to be a sworn officer, however state policies vary whether recruits must be hired by an agency before attending BLEA.
- No states have uniformly adopted the Commission on Accreditation for Law Enforcement Agencies accreditation standards, but every state has at least one nationally accredited academy.

Training Delivery Models

Basic law enforcement training is not uniformly administered across states. Most training, however, loosely conforms to four basic models, although there is still much variation within these groups:

- A single central academy.
- A subset of regional academies.
- A hybrid of central or regional academies alongside academies run at academic institutions.
- Two-year degree program law enforcement training.

Figure 1: States by basic law enforcement training model⁵ (Source: CSW)



Central Academy

In the central academy model, training for municipal and local law enforcement officers happens at a single training entity. (Note that state police or state troopers may still have their own academy, but state level law enforcement agencies are not the focus of this report.) Sixteen (16) states operate with a central academy model, the second-most-frequently used model.

States using this model tend to be smaller or rural, with the exception of Washington, Oregon and North Carolina, which contain sizeable urban metropolitan areas, along with large rural populations.

By in large, central academies are operated by a state’s governing body that oversees police training standards, often called the Police (or Peace) Officer Standards and Training commission. These academies are nearly all residential facilities where recruits live on-site for the entirety of training, going home only on weekends. Training at centralized academies may encompass some field or on-the-job training after completion of basic training, however much of that field training takes place at the hiring agency of recruits.

Regional Academies

Regional academies, like central academies, are accredited by a state’s POST commission. (The commission may or may not actually operate the academies.) A state may divide its training need into distinct regions, where local academies send recruits to the academy in their region. Regional academies can either be residential (recruits stay on campus throughout duration of training) or commuter (recruits go home at the end of each day). Fourteen (14) states operate police training using a regional model.

Hybrid

The hybrid model takes various forms across the United States, but broadly it is the provision of basic law enforcement training that takes place at either a POST-run academy or at an academic

⁵ Hawaii is the only state without established state standards for officer training. For purposes of this study, we have excluded Hawaii from our analysis.

institution. It is increasingly becoming the leading model in the delivery of basic training, with 17 states currently using some form of a hybrid system. Hybrid models may include a central academy or regional academies, alongside four-year, two-year or technical institutions.

Two-year community colleges and technical schools are the primary academic institutions where basic law enforcement training occurs. Training can take place in two-forms: (1) it can be a part of a larger degree program (e.g. criminal justice associates degree), or (2) it is an academy that operates separate from the academic track programs. In this latter case, it is still common to see credits awarded to academy participants that could be used as transfer credits to an academic degree. For example, in Oklahoma, basic training takes place at an academy, but credits can be applied to community college degree programs, and Eastern Central University will recognize 12-credit toward a bachelor's degree in criminal justice.

States including California, Ohio, Florida, Texas, Colorado, Idaho, Michigan, Pennsylvania and Utah regularly operate their training at academic institutions while simultaneously operating their traditional academies. In contrast, some states like Arizona only operate the academic (and other regional) academies on a needs-basis.

Outlier Hybrid Models

While Tennessee has been categorized as a “central academy” model, there is a unique case when it takes on a hybrid form. Nearly all recruits, once hired by their respective agencies, go through the state's central academy. However, if space in a training cohort allows, students in their fourth year of a bachelor's degree in an accredited criminal justice program may enroll in BLEA. It is unclear how prevalent this enrollment option is used.

South Dakota also operates a central academy for direct-hire recruits, however, the academy has partner agreements with three technical colleges where students in good standing can sit for the peace officer certification exam (which academy recruits take at the end of BLEA). If they fail the exam, they can enter the academy to take courses on only the portion(s) of the exam the student failed.

Two-Year Degree Track

This final model of basic law enforcement training is training that is *only* provided at an academic institution. This model is currently used in two states and takes place at two-year institutions. In this model, recruits must earn a two-year degree (of which BLEA may or may not be provided) to become a sworn officer in the state.

The quintessential example of the two-year model is Minnesota. In this state, basic law enforcement training is completed as part of a two-year degree program (or, if the recruit already holds an AA they can take a POST certification course). See our case study on the Minnesota model for details.

Less rigorous is Wisconsin. Wisconsin's BLEA is done mainly at technical colleges in the state. All recruits, however, must possess 60 hours of college credit (such as an AA degree) to be eligible for BLEA. Like Minnesota, training can be done in conjunction with an aligned degree program, or more commonly, existing degree holders can enroll in an existing academy.

In both states, a recruit that already possesses an accredited bachelor's degree would meet the pre-requisites for the academy and may directly enter basic law enforcement training.

Self-Sponsorship

Individuals interested in becoming a police officer generally have three options:

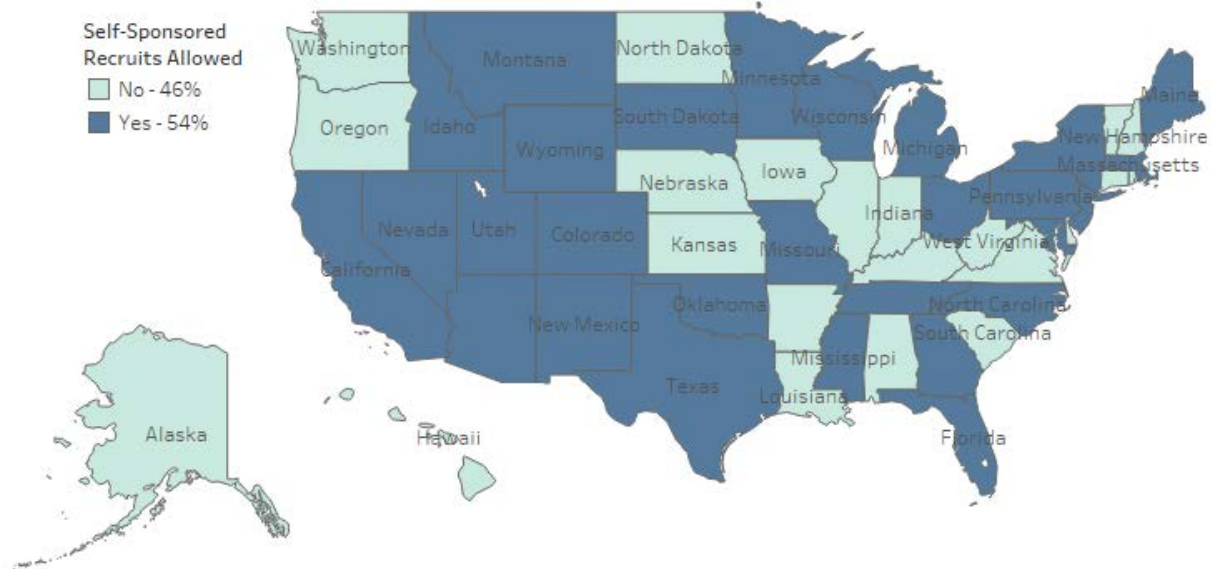
- 1) Direct-hire — recruit is hired directly by an agency and is sent by the agency to an academy. The cost for training is generally covered by the hiring agency or state funding source. Recruits may also be paid a salary during training, which is likely governed by a collective bargaining agreement.
- 2) Self-sponsorship — an interested individual can enroll themselves into a training program and does not need to have been conditionally hired first. Cost for training is covered by the recruit.
- 3) Military experience — nearly all states have reciprocity agreements⁶ and alternate training pathways for individuals with sufficient military experience. This method is not covered in depth in this report.

As a general trend, direct-hire is typically needed to attend a traditional academy and self-sponsorship occurs at college-based programs. Although, as shown in figure 2, it is not universal that self-selection is allowed in one model over another. In total, 27 states (54 percent) allow self-sponsorship — although when, how and where a recruit can self-sponsor varied by state.

Self-sponsorship can take on multiple forms, though the most common are academic and “pre-service” programs. With academic programs, an interested individual enrolls at-will into a basic law enforcement training program if they meet minimum eligibility requirements: for example, age 21, hold a high school diploma or equivalent, no felony convictions, clean driving record, pass a background check and meet minimum physical standards. Once graduated from these programs, a self-sponsored recruit can then seek employment.

⁶ Reciprocity agreements also extend to officers trained in one state but seeking employment in another. These processes are roughly similar across states. As this report looks at basic law enforcement training, reciprocity training for officers trained in other states is not covered in this study.

Figure 2: States allowing self-sponsorship (Source: CSW)



In New York, self-sponsor candidates go through what is called a “pre-service” program. This program is offered at local colleges and covers most of basic training. Self-sponsored students who complete this course must still undergo “minimum law enforcement skills and supervised field training” once they are hired as a sworn officer.⁷ New Jersey has a similar program called “Alternate Route.”

Pre-service programs are also used at central academy states of Montana, Wyoming and Maine—often offered at the same academy as direct-hire recruits. In Maine, for self-sponsored recruits to obtain entry into the academy, they must pass an interview and vetting process by the Academy Selection Committee. In all cases of pre-service, priority goes toward enrolling direct-hire candidates first.

Finally, in Massachusetts, recruits seeking to self-sponsor must first find a municipal police chief to “sponsor” them through the academy. The recruit is on the lowest priority list for enrollment and must still pay for expenses themselves.

Benefits and Risks of Self-Sponsorship

Self-sponsorship has the potential to open the field of police recruits by allowing for self-motivated individuals to enter the field on their own. The arguments for and against self-sponsorship are presented in Table 3.

⁷ New York Pre-Employment Police Basic Course <http://www.criminaljustice.ny.gov/ops/training/bcpo/bcpo04.htm>

Table 3: Benefits and risks of allowing self-sponsored recruits into basic law enforcement academy

Benefits	Risks
<ol style="list-style-type: none"> 1. Increase the qualified talent pool for police officers with pro-active, self-directed candidates. 2. Diversify the candidate pool, as self-sponsored candidates come from an array of backgrounds and may circumvent potentially biased hiring practices. 3. Shifts costs of the program from hiring agencies to that of the recruit (which allows for use of tuition assistance funds). 	<ul style="list-style-type: none"> ▪ An over-enrollment of recruits (pushing out direct hires). ▪ Lack of control of quality of enrolled candidates (beyond minimum pre-requisites). ▪ Potential to have an oversupply of trained officers. ▪ Students must have savings or financial aid (grants and loans) to cover both direct attendance cost and costs of living (since training academies are most often full-time).

National CALEA Accreditation

The Commission on Accreditation for Law Enforcement Agencies is a national accrediting body that oversees the accreditation of police agencies, communication centers, training academies and campus security agencies — but does not accredit POST agencies that run their own academies (as is done at CJTC in Washington).⁸ Their accreditation is completely voluntary and in addition to state POST accreditation. Slightly less than half of states (46 percent) have at least one accredited academy. Virginia is the most accredited state, with 6 of its 11 academies either accredited or in the process of becoming accredited.⁹

Accreditation Standards

The accreditation comprises 460 standards nested under nine categories: (1) credentialing, (2) organization, (3) direction and authority, (4) human resources, (5) recruitment, selection, employment and promotion, (6) instructional systems, (7) training administration, (8) instructors and (9) students.

According to CALEA, the accreditation focuses on the instructional design that places emphasis on needs assessment, course development and course evaluation.¹⁰

Accreditation Process

There are five phases in the accreditation process:

- 1) **Enrollment:** Submission of CALEA forms and academy documentation.
- 2) **Self-Assessment:** A self-assessment completed by the academy on where they are complying with applicable standards, developing proofs of compliance and preparing for the on-site assessment.
- 3) **On-Site Assessment:** Assessment by trained assessors with professionally relevant experience, their findings are presented to the commission for review.

⁸ CALEA Public Safety Training Academy Accreditation, <http://www.calea.org/content/public-safety-training-academy-accreditation>

⁹ CSW analysis of accredited academies found at <http://www.calea.org/content/calea-client-database>

¹⁰ Cordner, Gary, and Cynthia Shain. “The Changing Landscape of Police Education and Training.” Police Practice and Research. 2011.

- 4) **Commission Review and Decision:** The commission’s Agency Review Committees reviews relevant materials and conducts public conduct hearings regarding the academy’s compliance to applicable standards. Decisions regarding accreditation are made at this point.
- 5) **Maintaining Compliance and Reaccreditation:** Annual reporting is required by the training academy to maintain compliance with the accreditation.

Potential Value of Accreditation

According to CALEA, their accreditation provides a signal that an academy uses industry best practices, while it also can be used as a management framework. From their website, “[the accreditation]:

- Provides a management model for academy administration and operations;
- Produces better trained public safety personnel;
- Can limit an academy’s liability and risk exposure;
- Promotes greater accountability within the academy; and
- Demonstrates verification of best practices.”¹¹

External research on the benefits of the Public Safety Training Academy is limited. However, there does appear to be potential benefits for training academies with the accreditation. Specifically, the requirement to submit annual reports requires a level of monitoring and performance evaluation that allows training academies to reflect upon their administrative procedures as well as their curriculum. This may allow for academies to stay abreast of industry best practices and continually improve their programs to incorporate these new standards.

¹¹ CALEA, “Public Safety Training Academy Accreditation: The Benefits of Accreditation”
<http://www.calea.org/content/public-safety-training-academy-accreditation-benefits>

Select State Case Studies

CSW selected four states to examine closer for potential lessons that may be applied to Washington. The case studies accessed publicly available information and interviews with subject matter experts in the states. All states reported some common trends with the recruitment and training of new officers:

- Fewer qualified applicants are emerging from the hiring and training process regardless of whether the state has a sponsored or self-directed pathway to becoming a sworn officer. The primary reason is attributed to the strong economy and low unemployment rates.
- Primary reasons why recruits do not make it through the screening and training process include: criminal backgrounds particularly narcotics, lack of a high school credential and failing the physical or medical examinations.
- Many states had either increased the training requirements in recent years, or regional programs independently were adding additional training time and topics.
- Small agencies are much more likely to have difficulties recruiting officers and are more likely to not sponsor new hires, requiring training costs be covered by potential recruits.
- All states reported a growing program with “poaching,” or another agency hiring a recruit during or after training. This was particularly a problem where recruits were self-paying.

State Case Study: California

California operates a hybrid system where basic law enforcement training is conducted either by agencies or by regional training academies often aligned with community colleges. In California, a person can become a peace officer by:

- 1) Being hired by a local agency, then attending that agency’s academy.
- 2) Being hired by a local agency and being sponsored at a regional basic training academy.
- 3) Attending a POST-accredited regional academy at their own expense (self-sponsored) and then being hired by an agency.
- 4) Obtaining reciprocity from training provided by another jurisdiction.

Both agency sponsored and self-sponsored students must meet the POST requirements to be a peace officer, including passing a preliminary examination.

California Peace Officer Workforce

California employs more than 83,600 full-time sworn officers and an additional 12,000 dispatchers and reserve officers.¹² The state has more than 500 different state, local and regional law enforcement agencies, the largest of which (Los Angeles City) employs more than 10,000 sworn officers. Both the geographic size of the state and the large population result in a large network of training facilities to meet the demands of law enforcement agencies, large and small.

¹² POST Employment Report: https://post.ca.gov/Portals/0/post_docs/hiring/le-employment-stats.pdf

Basic Training Standards and Academies

All programs must provide at a minimum a 664-hour basic training curriculum, though many of the academies exceed this minimum. Additionally, California POST requires minimum training in 42 different topic areas.¹³ The basic course has been standardized since 1993 per legislative action. The California POST accredits each agency and regional training academy, requiring comprehensive reviews every three years.¹⁴

Delivery of the academies can be in one of the following formats:¹⁵

- 1) Standard Intensive: one-part full-time academy meeting Monday-Friday 8:00 AM to 5:00 PM.
- 2) Standard Extended: one-part part-time academy typically meeting nights and weekends.
- 3) Modular: three-part academy that includes the reserve officer requirements. These modules can be taken over an extended time; 730 hours of minimum instruction are required to cover review times.

California operates three different types of academy models at its 42 different training sites:

- 1) Agency academies explicitly for members of a state or local agency (i.e. California Highway Patrol).
- 2) Regional agency academies that are collaboratives between multiple specific agencies (i.e. Orange County). These academies often have an agreement with a community college for credit or shared use of facilities.
- 3) College regional academies that have a blend of individual students and agency agreement-sponsored students. These are most common in the more rural areas of the state.

All academies provide much longer training than is mandated by POST averaging 850 hours of total training and have the freedom to include topics relevant for their region or agency. For example, the Long Beach academy includes watercraft exercises in their basic course, while the College of the Siskiyous requires winter driving training.

College Regional Academy Programs

The college regional academies train a blend of sponsored, already-hired officers, and self-sponsored students seeking to join a law enforcement agency. Individual agencies create agreements with the regional academies paying for the training for sponsored participants. Self-sponsored students pay tuition, and the colleges are able to apply for state FTE reimbursement for both sponsored *and* self-sponsored students.

California POST does not track data on the number of sponsored versus self-pay students attending training. In general, smaller rural agencies do not pay for basic training for new hires, while medium to large agencies will cover the cost of the training.¹⁶ Agencies may apply for a state reimbursement of \$50 per day for a sponsored trainee, but this does not cover the cost of salary and training.

¹³ California Post Regular Basic training specifications: <https://post.ca.gov/regular-basic-course-training-specifications>

¹⁴ Interview with Michael Barnes, Director of California POST Basic Training, October 25, 2018

¹⁵ POST Basic Training: <https://post.ca.gov/peace-officer-basic-training>

¹⁶ Interview with Michael Barnes

The California POST organized the state into 10 different regions to manage the large number of training academies. The state assigns a staff member to each division to act as the regional point of contact for the academies and support compliance and best practices in training. The regional staff members do not serve as the accreditor for the programs; this role has been centralized at the state and each academy is reviewed on a three-year cycle.

Potential Lessons for Washington

- The regional approach allows for training in unique areas specific to a geography to be added to the curriculum to ensure that officers are prepared for their local environment.
- The disparity between the small agencies and large agencies with respect to paying for basic training may place additional barriers on small agency recruitment of qualified candidates.
- The funding model for the community colleges may have to be adapted to cover the cost of basic law enforcement training. The state resources provided do not cover the cost of operations and require cost-sharing agreements between colleges and agencies.

State Case Study: Michigan

Michigan operates a hybrid system of regional police academies located at colleges or universities, and agency-specific academies. Unlike Washington where all attendees have been hired by an agency, Michigan offers different pathways to become a licensed police officer:¹⁷

- 1) Become employed by an agency and attend either a regional academy or agency-specific academy as an employee. Approximately 50 percent of all police officers take this option.
- 2) Attend a regional training academy at your own expense. Graduates *must* find employment within one year of graduation or lose licensure eligibility *and* are required to already possess an associates degree or higher.
- 3) Enroll in a “pre-service” associates degree program at a college, where the first year is academic, and the second is the accredited regional academy training.
- 4) Obtain licensure through reciprocity by attending a two-week Recognition of Prior Training and Experience Program or a specialized program for former military police officers.

All peace officers must pass a licensing application at the completion of their degree, certificate or grant of reciprocity and complete continuing education to maintain a license in good standing.

Michigan Peace Officer Workforce

Michigan employs approximately 18,900 officers in 583 individual agencies. Since 2001, the number of positions available for police officers has dropped by more than 4,000 positions statewide, and 30 agencies have merged or ceased operations. 2017 represented the first year this century where the number of law enforcement officer positions increased year over year.¹⁸ The

¹⁷ General Information on How to Become a Law Enforcement Officer: https://www.michigan.gov/mcoles/0,4607,7-229-41624_43155---,00.html

¹⁸ Law Enforcement Officer Population Report: https://www.michigan.gov/documents/mcoles/LEO_Population_09-30-2018_636000_7.pdf

decline in number of officers is in part due to loss of overall population as well as economic declines in many urban areas.

Training Academies Available

Regional and Agency Training academies are accredited by the Michigan Commission on Law Enforcement Standards. All programs must provide at a minimum a 594-hour basic training curriculum. Table 4 shows the different options available for training.¹⁹

Table 4: Michigan academy types and their providers

Academy Type	Providers
Regional Training Academy	10 community college and university programs
Agency Academies	Detroit Police, MI State Police, Department of Natural Resources
Military Police Academy	Grand Valley State University
Prior Training and Experience Program	Two community college programs

College Regional Academy Programs

Regional academies at local colleges and agency academies are required to be accredited by MCOLES. The basic law enforcement training required 594 contact hours, with required minimum competencies on skill portions. As early as 1990, only three college academies existed, but this number has continued to grow to serve more geographies throughout the state. Regional university entrance into the academy market has been a recent phenomenon as they struggle generally for enrollments across all programs.

The college regional academies have a mix of sponsored and self-paying students. As budget cuts have affected training funds at the agency level, the number of students paying for their own training is increasing. However, MCOLES does not maintain statistics on self-paying versus sponsored students. Self-sponsored students cannot enter the MCOLES academy portion of the curriculum without completing approximately 40 semester hours or pre-requisites or have previously obtained an associate degree or higher.

College reporting of employment rates for graduates from the academies range from 60-90 percent, though the methodology for calculating these rates is not clear from one college to the next. There is no centralized reporting of employment rates via MCOLES for graduate employment. Self-sponsored graduates must find employment within one year of academy completion or lose their eligibility and have to retake training.

Schoolcraft College Transition

One of the newer academies offered in the state was developed at Schoolcraft College in Livonia, MI, in the Detroit suburbs. Among the issues that college administration highlighted during the creation of the academy were:

- Resistance from local community members for skill-building facilities such as the driving range and firing range.

¹⁹ MCOLES Law Enforcement Basic Training Academies: https://www.michigan.gov/mcoles/0,4607,7-229-41624_43157-148096--,00.html

- Delays with the regional accreditor for the college adding the program (not MCOLES) particularly around potential financial liability and how that would affect the college fiscal risk management program.
- The cost of obtaining land and the cost of constructing new facilities (note that local colleges in Michigan have bonding authority unlike Washington State).

Lessons for Washington

The transition time and costs should be carefully considered when moving or adding programs in the state. There are likely to be delays from external factors that affect training readiness.

The option to obtain sponsorship or self-pay creates multiple pathways for individuals interested in law enforcement careers. However, ensuring the right mix of students to jobs at the end is a difficult balance.

State Case Study: Minnesota

Minnesota remains the only state to require peace officers to obtain a two-year associates degree. There are three educational pathways to becoming a police officer in Minnesota:²⁰

- 1) Complete a two-year associate degree at a college or university accredited by the Minnesota Board of Peace Officer Standards and Training.
- 2) Hold a two-year associates degree or higher in any discipline, and complete a POST-accredited certificate program.
- 3) Apply for reciprocity from military service or other training from another jurisdiction.

All peace officers must pass a licensing application at the completion of their degree, certificate or grant of reciprocity and complete continuing education to maintain a license in good standing.

Minnesota Peace Officer Workforce

Minnesota represents a state with a similar workforce to Washington. There are currently 10,918 licensed peace officers in 431 state and local agencies. In 2017, POST awarded 1,200 new peace officer licenses and awarded reciprocity to another 157 officers.²¹

College Programs

Thirty colleges and universities provide POST board-certified Professional Peace Officer Education programs. All of the colleges offer the academic portion of the training, but the majority (17) provide the skills portion through a contracted provider or in collaboration with another college.²²

College programs are approximately two years in duration as a full-time student and average 68 semester credit hours. The learning outcomes for each program are set by POST in a 50-page document with highly detailed learning requirements.²³ The standards include:

²⁰ Requirements listed at: <https://dps.mn.gov/entity/post/becoming-a-peace-officer/Pages/peace-officer-how-to-become.aspx>

²¹ POST Statistics are reported at: <https://dps.mn.gov/entity/post/Pages/statistics.aspx>

²² Directory of POST Board Certified Professional Peace Officer Programs: <https://dps.mn.gov/entity/post/becoming-a-peace-officer/Documents/Ppoeprogram.pdf>

²³ Learning Objectives for Professional Peace Officer Education: <https://dps.mn.gov/entity/post/model-policies-learning-objectives/Documents/Peace-Officer-Education-Learning-Objectives.pdf>

- Core Competencies: Communication, ethics and professional skills
- Foundational Knowledge: Legal knowledge, human behavior and criminal justice frameworks
- Performance of Duties and Tasks: Specific job functions of a police officer (i.e. investigations)
- Tools, Techniques and Tactics: Defensive tactics, firearms and vehicle operations

Students pay for their own tuition and expenses for the program. Since the programs award accredited degrees, funding sources such as federal financial aid can be used to offset the cost of attendance. Some colleges offer part-time pathways, but the skills portion of the training is generally full time. The cost of attendance at programs ranges from \$15,000 to \$25,000, depending on the institution.

Colleges conduct a pre-screening process to determine if students meet the minimum eligibility requirements to become a peace officer. This includes a criminal history, driver's license and citizenship verification.

Post-Graduation and Hiring

The hiring process is generally like many departments in Washington, with an application, medical screening, background check, oral and written reviews and fitness exams. Police departments may allow candidates to begin the hiring process before completing their coursework and licensure, but will set a date by which the individual must be licensed.

Some jurisdictions and agencies have their own academies for training after hire. These still require the individuals hold a license prior to entry. Our research indicates this is more prevalent in larger agencies and municipalities or those with specialized missions.

Outcomes and Workforce Issues

Despite having a unique system requiring higher education credentials for officers, little research has been done to assess how this model affects policing in comparison to other training models. Recent research only focused on officer perceptions of higher education requirements, and not on measurable outcomes for law enforcement agencies.²⁴

Labor market data indicates that the educational requirement does not produce a shortage of eligible officers compared to other states. Departments are reporting fewer qualified applicants, but this is consistent with issues faced by other states. The education requirement has been in place for more than 30 years, so the pathway to becoming a police officer is well established.

One critique of the system is that the majority of instructors at PPOE programs are retired officers, potentially perpetuating antiquated ideas about policing rather than community policing or other modern law enforcement models.²⁵

Potential Lessons for Washington

- Mandating the two-year degree allows students to access financial aid if qualified, including Pell Grants, to offset the cost of attendance for qualified students.

²⁴ 79 FBI Law Enforcement Bulletin (June 2010) "The Minnesota Police Education Requirement: A Recent Analysis"

²⁵ "Minnesota's cops are educated but Unprepared." Professor James Densley, *Minnesota-Star-Tribune*, July 8, 2016

- The model of local colleges offering academic courses but collaborating on the skills academy portion reduces the need for capital facilities.
- The detailed POST standards provide a strong framework to ensure that curriculum is aligned across the colleges. Should Washington move to a decentralized model, this level of detail in the standards may be a model to consider.

State Case Study: Utah

Utah offers two pathways to becoming a police officer, with different training mechanisms using a common curriculum:²⁶

- 1) Newly hired officers sponsored by their agencies attend a central police academy.
- 2) Individuals interested in becoming a police officer may self-sponsor their training at an authorized satellite academy housed at a community college or regional university.

All applicants for either sponsored or self-sponsored pathways must complete a qualification exam that assesses literacy, numeracy and writing capabilities. This is in addition to the legal requirements to become an officer such as citizenship and background.²⁷

Utah Police Officer Workforce

Utah employs approximately 8,800 police officers across the state and is experiencing a shortage of trained officers and applicants for openings. Overall, the state experienced a net loss of 650 officers in the past year, while graduating 450 new officers with sponsored jobs.²⁸ As the fourth fastest growing state in the nation, the demand for officers will likely continue to rise.

Training Academy Model

Both the central academy and satellite academies offer two blocks of instruction, totaling 542 hours. At the completion of the Special Function Block, students are eligible for certain limited occupations. At the completion of the Law Enforcement Block, graduates would be qualified for unrestricted law enforcement jobs (Table 5).²⁹

Table 5: Comparison of Utah’s special function block and law enforcement officer block

	Special Function Block	Law Enforcement Officer Block
Length of Instruction	238 hours (7-9 semester credit hours)	304 hours (9-12 semester credit hours)
Sample Topics Covered	Criminal justice foundations Laws and legal procedures Basic investigations and reporting Defensive tactics Patrol concepts	Specialized investigations Traffic enforcement/investigations Firearms Court testimony and documentations Introduction to K-9

²⁶ POST Basic Training Bureau: <https://post.utah.gov/about-post-2/basic-training-bureau/>

²⁷ Peace Officer Entrance Examination: <https://post.utah.gov/prospective-officers/entrance-requirements/>

²⁸ “As Fewer People Want to Become Police Officers, Utah Law Enforcement Agencies Compete for Experienced Officers,” *Salt Lake City Tribune*, February 25, 2018 <https://www.sltrib.com/news/2018/02/24/as-fewer-people-want-to-work-as-police-utah-law-enforcement-agencies-compete-for-experienced-officers/>

²⁹ Example curriculum can be found at: <http://continue.weber.edu/policeacademy/modules.aspx>

	Special Function Block	Law Enforcement Officer Block
Job Eligibility	Corrections/county jail Court bailiff Auxiliary officer Animal control Limited local agency jobs (i.e. transportation officer)	Local police officer State highway patrol officer Sherriff deputy

College Satellite Programs

All but one of the satellite programs are offered on a night and weekend schedule to accommodate students that are otherwise employed. Several colleges offer daytime and night/weekend programs on a rotating mix throughout the year. Completion of one or both blocks of instruction counts as elective credit toward associate or bachelor’s degrees in criminal justice offered by the institutions. This provides a pathway to higher education attainment for officers advancing in their careers.

The cost for self-sponsored attendees to attend both modules ranges from \$6,000 to \$8,000, depending on the institution, including estimated costs for books, uniforms and other supplies. Students are eligible for financial aid through the college programs.

Post-Graduation and Hiring

Some police departments require a local police academy after becoming POST-certified. Salt Lake City police department and the Utah Highway Patrol require additional training after the basic level. These are the largest agencies in the state and have additional needs in their departments.

Potential Lessons for Washington

- The Utah model of creating two different blocks of training could provide a potential model if Washington were to do a hybrid approach.
- The centralized model for sponsored officers along with a self-sponsored pathway may provide the capacity and geographic diversity needed in the training system.

Section Two: Assessment of the Basic Law Enforcement Academy

This section compares the BLEA operated by the Criminal Justice Training Commission to relevant data reporting from the Bureau of Justice Statistics. In general, the existing Washington BLEA course is in line with national trends in terms of training delivery.

For our analysis, we focused on the following categories of metrics for comparison:

- **Training Content:** The topics and training time for relevant competencies required by police officers.
- **Instructor Qualifications:** Experience and certification of instructors as well as ratio of full- to part-time trainers.
- **Curriculum Review and Quality Processes:** How the academy reviews, updates and improves curriculum and learning outcomes.
- **Training Facilities:** Capital facilities at the CJTC training academy site in Burien.

The evaluation of BLEA demographic data was initially planned; unfortunately these data were not available. Hiring agencies are responsible for the collection and maintenance of this information, not the CJTC, and as such it is beyond the scope of this report.

Additionally, during our research we identified the following issues to review:

- current wait time and backlog for training new officers
- opportunities for training in Eastern Washington
- gaps in foundational skills among some new officers

BJS National State and Local Law Enforcement Training Academies Survey

The Bureau of Justice Statistics publishes a survey of law enforcement training academies every 4-6 years. The survey referenced for this assessment was completed at the end of 2013, with results published in 2016.³⁰ This is the most current survey available from the U.S. Department of Justice.

Training Content

The total length of BLEA training is in line with the national averages. As Table 6 shows, the average training time is 843 hours across all types of academies, and 650 hours for state POST academies like BLEA. For states with largely agency-based training or hybrid models, required field training is built into the requirements. Since Washington operates a single academy model, field training requirements are left to each agency to determine and implement.

Our analysis indicates the current 720-hour curriculum generally aligns with national trends for topics and time.³¹ The BJS analysis groups training into four general categories. The tables below show how the current curriculum aligns in terms of total training hours. It is important to

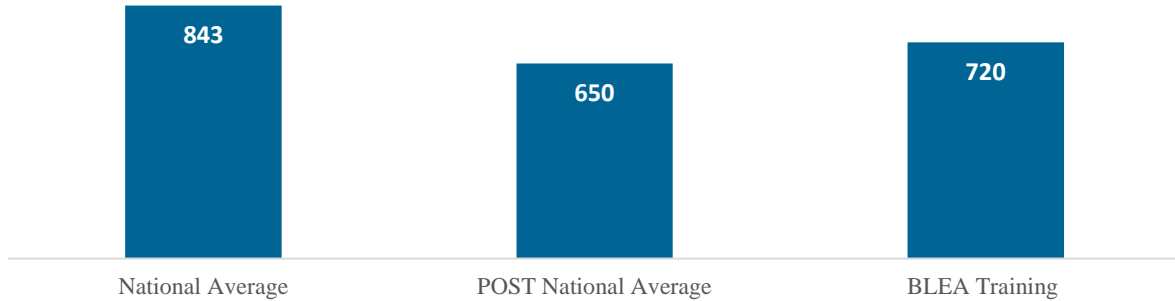
³⁰ <https://www.bjs.gov/content/pub/pdf/slleta13.pdf>

³¹ BLEA curriculum hours are based on the publish syllabus found at: https://fortress.wa.gov/cjtc/www/images/BLEA_Forms_2015/BLEA%20720-hour%20Core%20Block%20Syllabus%20Rev.%2011.30.18.pdf

note that the BJS data do not compare assessment types or specific learning outcomes, but only the total hours of training allocated in academies nationwide.

Figure 3: Comparison of National Total Training Hours to CJTC’s BLEA

Source: BJS and CJTC



Operations Training

In general, the BLEA training spends more time in patrol procedures and investigations than the national average but fewer hours on report writing and first aid procedures. BLEA dedicates more time on operational areas than the national average.

Table 6: Comparison of training hours in operations training

Training Areas	National Average	BLEA	Difference
Report Writing	25	13	-12
Patrol Procedures	52	109	+57
Investigations	42	61	+11
Traffic Accidents	23	12	-11
Emergency Vehicle Ops	38	40	+2
Basic First Aid/CPR	24	6	-18
Computers/IS Systems	9	5	-4
Total	213	246	+33

Weapons/Defensive Tactics Training

The BLEA curriculum focuses additional hours on defensive tactics and firearms than the national average. Currently, there are additional training modules in development around the use of non-lethal weapons. During a site visit to the Academy, we observed the addition of non-lethal weapon devices in the simulator to develop competencies on when to use non-lethal force options versus deadly force.

Table 7: Comparison of training hours in weapons and defensive tactics training

Training Areas	National Average	BLEA	Difference
Defensive Tactics	60	130	+70
Firearms Skills	71	88	+17
Use of Force	21	6	-15
Nonlethal Weapons	16	12*	-4
Total	168	236	+68

**Note that the 12 hours of nonlethal training noted here is only for taser type weapons. The defensive tactics hours include the use of batons, pepper spray and other less than lethal weapons. Taser training is provided after hours only for those departments that have adopted the use of these devices.*

Self-Improvement

The culture of BLEA centers around the guardian mentality for future police officers. BLEA uses the Blue Courage Curriculum, a nationally recognized curriculum for police officer professionalism and development adopted by major police agencies across the United States to teach ethics and integrity.³² More than just the hours of dedicated time, the staff at CJTC committed to creating a culture promoting the guardian mentality versus the enforcer role of policing.

While the hours self-improvement are lower than national averages, this is largely due to the lack of dedicated health and fitness training. Officer candidates are required to pass a fitness test prior to arrival, and fitness elements are contextualized within the training (i.e. defensive tactics). BLEA cadets are encouraged to develop fitness goals after course contact hours at the academy.

Table 8: Comparison of training hours in self-improvement training areas

Training Areas	National Average	BLEA	Difference
Ethics and Integrity	8	16	+8
Health and Fitness	49	8	-41
Communications	15	16	+1
Professionalism	11	8	-3
Stress Management	6	4	-2
Total	89	52	-27

Legal Education

BLEA spends more time than the national average on criminal and constitutional law training but slightly less focused on traffic law. BLEA maintains a full-time criminal law instructor to rapidly incorporate changes in courses to current court decisions and guidance.

³² More information on the Blue Courage Curriculum and training standards can be found at: <http://bluecourage.com/>

Table 9: Comparison of training hours in legal education

Training Areas	National Average	BLEA	Difference
Criminal/Constitutional Law	53	104	+51
Traffic Law	23	11	-12
Juvenile Justice Law	10	12	+2
Total	86	127	+41

Staffing Levels and Instructor Qualifications

BLEA uses a mix of full-time and part-time instructors in line with national trends. The core of the full-time staff are TAC (training, advising counseling) officers. TAC officers provide instruction in one or more blocks of the BLEA curriculum and support scenario-based training elements. Two of the TAC officers are full-time state employees under the CJTC and the remainder are on temporary three-year assignments from their home agencies. The CJTC reimburses home agencies while a TAC officer is on assignment at BLEA.

Additionally, BLEA employs six full-time instructors for force and fitness as well as firearms training. Two additional FTE serve as the command structure for the BLEA training cohorts.³³

Table 10: Total instructional staff employed at BLEA

Full Time Instructor Type	Burien	Spokane	Total
Command Staff	2.0	0.5	2.5 FTE
TAC Officers	9.0	1.5	10.5 FTE
Other Full-Time Instructors	6.0	N/A	6.0 FTE
Total	17.0	2.0	19.0 FTE

In addition to full-time staff, BLEA uses many part-time instructors to supplement training needs. The most common modules for part-time instructor training are those requiring low instructor-to-student ratios such as firearms training, defensive tactics and emergency vehicle operations. Approximately \$64,000 of part-time contract training is provided every cohort.

Instructor Selection and Accreditation

Since the CJTC operates the academy, there is not an external accreditation or licensing process for instructors. The hiring process used by the CJTC includes:³⁴

- Solicitation of candidates on the CJTC website and through local agency channels.

³³ Information provided by the CJTC command staff to CSW team members during a site visit and follow up emails.

³⁴ Information on this process obtained from the CJTC and validated through published advertisements for instructor positions.

- An oral board that assesses general police abilities and teamwork, emotional intelligence, teaching abilities and role modeling/mentoring.
- Obtaining a sign-off from the local agency agreeing to have the officer join BLEA.

Once accepted, new instructors are required to undergo extensive training including:

- Blue Courage train-the-trainer course
- First line supervisor training
- State-mandated harassment and other EO compliance
- CJTC-specific training on policies, procedures and facilities operations

From the time a new TAC officer or instructor starts with BLEA, it takes approximately six months to complete the training. During this time, new instructors are continuously evaluated to ensure they have the training competencies and align with the values at the CJTC.

As noted in the Minnesota case study, states with largely decentralized police academies tend to employ largely retired officers as instructors. The CJTC, on the other hand, selects instructors from diverse generations of police officers, the majority which return to their home agencies to serve their communities upon finishing their term of service at the CJTC.

Currently instructors work in their home agencies and are selected for instructor duty temporarily. The CJTC then reimburses the home agency for the salary and benefits of the instructors. This potentially discourages police officers from Eastern Washington from taking these positions due to the need for relocation. Additionally, the cost of housing near the Burien training center has risen substantially, making the instructor opportunity less attractive financially.

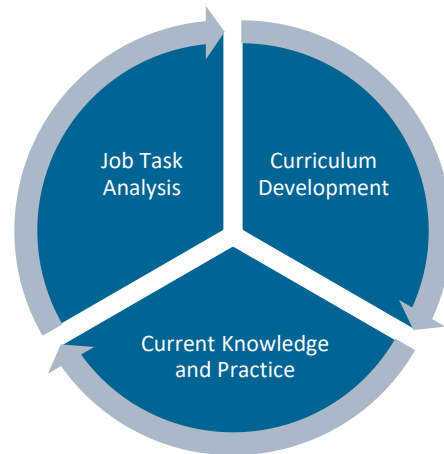
Curriculum Review and Continuous Improvement Process

BLEA has implemented a review process to ensure curriculum is relevant and appropriate for modern police training. BLEA employs a full-time employee to oversee the review process and curriculum development at the academy. Substantial changes to the curriculum are approved by the Criminal Justice Training Commission. The minutes and agenda reflect that the commission reviews these items on a regular basis.

The review process for BLEA curriculum can be grouped into three elements:

- **Job Task Analysis:** BLEA is currently undergoing an updated job task analysis for police officers to ensure that key competencies are included in the curriculum. The academy aims to make this an ongoing process with input from stakeholders.
- **Curriculum Development:** BLEA identified 13 core areas of competencies for new police officers derived from the job task analysis that are common across agencies. BLEA aims to develop curriculum to meet these core needs, and not the specialized needs of every agency in Washington.
- **Current Knowledge and Practice:** Policing is a dynamic profession requiring updates due to changes in laws, legal decisions, evidence on promising practices and societal expectations of police officers. BLEA staff work to include these changes into curriculum. These may be major changes requiring CJTC approval, or minor changes such as an update to a statute or case law.

Figure 4: CJTC’s BLEA Curriculum Continuous Review Process



BLEA Core Competencies

BLEA currently evaluates 13 core competencies for police officers. Recently, the academy removed two core competencies (local procedures, policies, philosophies and community-specific problems), leaving this training and evaluation process to local agencies. The core competencies are:

- police vehicle operations
- conflict resolution
- use of force
- report writing
- leadership
- problem solving skills
- cultural diversity/ special needs groups
- legal authority
- individual rights
- officer safety
- communications skills
- ethics
- emotional intelligence (lifestyle stressors, self-awareness, self-regulation)
- *local policies and procedures (removed)*
- *community-specific problems (removed)*

The description of the competencies can be found in Appendix C.

External Accreditation

BLEA does not currently use an external accrediting body for the academy or its curriculum. There are two major entities that offer accreditation of academies or of specific curriculum:

- **Commission on Accreditation of Law Enforcement Agencies:** CALEA primarily accredits agencies and not training academies. However, they now offer additional accreditation services for agencies that offer their own training academies. They generally do not engage in the accreditation process with state POST-run academies.³⁵
- **International Association of Directors of Law Enforcement Standards and Training:** The association provides a National Certification Program for courses.³⁶ This applies to continuing education training as well as courses in basic law enforcement training programs. They do not offer a comprehensive accreditation review for a POST-managed academy in the way a regional accreditor would review a college or university.

In interviews with leadership at the CJTC, they do not feel that the accreditation process adds value to the BLEA standards and that commission oversight is enough for this task. The commission itself serves as the body that oversees the curriculum and ensures it is appropriate and up to standards. However, BLEA leadership states that they use CALEA standards as internal guidelines for academy curriculum and assessment standards.

Training Facilities

The CJTC is located in Burien, Washington, with a largely self-contained facility for BLEA, as well as incumbent officer training provided by the CJTC. Major facilities are shown in Table 11.

Table 11: Major facilities in Burien

Major Facility	Description
Academic Classrooms	More than 12 classrooms for 30 students each with teaching technology
Fitness Training Center	Large facility for defensive tactics training and personal fitness including training equipment
Firing Range	Indoor firing range with 15 shooting lanes, secure weapons storage, classroom area, and maintenance facilities
Use of Force Simulator	Interactive visual 330-degree simulation facility providing live simulations and training scenarios
Tactical Training building	Multiple room facility for training scenarios including the use of sim-munitions
Nonemergency Vehicle Operations	Roads for training standard vehicle operations such as traffic patrols with police and civilian vehicles and maintenance facilities
Dormitories	Housing facilities on site for cadets who live outside of commuting distance from the Academy

³⁵ <http://www.calea.org/content/public-safety-training-academy-accreditation>

³⁶ <https://www.iadlest.org/our-services/accreditation>

Major Facility	Description
Food Service	Cafeteria providing on site food service for BLEA cadets
Technology Labs	Computer labs and other technology (i.e. fingerprinting) labs for training on technology systems

The CJTC uses the Washington State Patrol training facility in Shelton for emergency vehicle operations training. Cohorts complete the training in an intensive three-day on-site curriculum. Cohorts in Spokane use local agency training facilities. These facilities are not as extensive as the CJTC but are available for multiple cohorts annually.

Backlog Issues

CJTC currently has a backlog of sponsored officers waiting for training. As of November 2018, there are approximately 110 officers in line to attend BLEA from agencies around the state. The demand for BLEA training looks to remain strong or increase over the next several years due to:³⁷

- Increased turnover in departments as a result of retirements as the baby boomer generation ages out.
- Addition of new officers driven by population growth, particularly in the Puget Sound region.
- A high employment economy reduces the number of individuals remaining in law enforcement occupations when other careers and jobs exist.

The current wait times for a new hire to enter a BLEA cohort are from one to three months. This affects not only the operational staffing levels of law enforcement agencies, but also agency budgets as they are often paying officers' salaries and benefits while they are waiting to begin training.

BLEA cohorts are limited to 30 cadets each due to limitations on firing range availability and to maintain quality instruction. The governor's proposed budget includes funding from the state to operate 19 cohorts per year to train 570 officers. Currently CJTC receives an average of 540 applicants annually. **If demand remains constant, the backlog should decline over the next four years.**

The CJTC training facility in Burien and the facilities available in Spokane are able to accommodate up to 30 cohorts per year. Funding for the additional training cohorts appears to be the major barrier to this expansion. Each additional cohort costs approximately \$300,000 in additional funding.

Geographic Access

Currently two BLEA courses per year are taught in Spokane for a total of 60 new officers. As the hiring of new officers continues to increase, additional cohorts may need to be added to meet

³⁷ See for example: <http://mynorthwest.com/1137470/bellevue-police-officer-shortage/>

local demand. Despite these two cohorts, many officers hired in Eastern Washington still attend the BLEA course in Burien and are housed in the dormitory.

Additionally, the model of reimbursing local agencies for full-time instructors discourages officers from outside the Puget Sound area from applying and accepting positions. Officers in rural and Eastern Washington are often paid lower salaries (due in part to lower costs of living) and would have to relocate temporarily to the Puget Sound area with significantly higher costs particularly for housing.

Foundational Skills Gaps

CJTC staff identified increasing numbers of cadets with foundational skills deficiencies entering training. Some cadets are entering without reading, writing and numeracy skills ready for the level of training at BLEA. As a result, cadets struggle with the training, and often return to their home agencies to struggle on the job. Local agencies criticize the CJTC for training deficiencies, while CJTC staff identify hiring standards at the agency level as the core reason for this issue.

It is important to note that this issue does not have quantitative data to support trends or conclusions. This may be an area where CJTC could collect relevant data around student hiring standards and assessment performance at BLEA to better identify officers that may struggle academically in training.

Section Three: Evaluation of Current Criminal Justice Programming at Community and Technical Colleges

Review of current program offerings at community and technical colleges finds that there is little alignment between curriculum and administrative hurdles that make delivering a common BLEA course difficult. Evaluation of the community and technical college landscape looks at:

- Current number of programs, types of criminal justice programs and efforts around collaboration and curriculum alignment.
- Feedback from criminal justice faculty program managers on what they see as the challenges and opportunities for moving BLEA to the colleges.
- Survey of criminal justice program deans on the capacity of their current programs and their thoughts on their ability to offer a college-based BLEA program.

Status of Criminal Justice Programming

Twenty-one of the 34 community and technical colleges in the state offer students a criminal justice program (this includes three colleges who partner with local agencies to support reserve officer academies) (See Figure 5). Subjects covered in these programs go beyond law enforcement and encompass forensics, corrections and administration, among others (Table 12). These programs vary from professional certificates to associate degree to four-year university transfer pathways.

While most schools offer a broad criminal justice degree, only four schools have a formal law enforcement program, and an additional two have programs in law enforcement administration. Though there have been recent efforts to align course offerings across these colleges, to date, community and technical college criminal justice course offerings vary drastically. **However, across the board, programs offered at the community and technical college are academic in focus and do not address the tactical and physical skills currently covered at CJTC's basic law enforcement academy.**

Figure 5: Community and technical colleges offering criminal justice programs in Washington



Table 12: Degrees and certificates offered in criminal justice

College	Programs
Bellevue College	Criminal Justice
Big Bend Community College	Criminal Justice
Centralia College	Crime Scene Investigation Certificate Criminal Justice
Columbia Basin College	Criminal Justice Forensic Science
Everett Community College	Criminal Justice Law Enforcement Administration Society and Justice
Grays Harbor College	Criminal Justice
Green River College	Criminal Justice Criminal Justice, Corrections Forensic & Fingerprint Technology Law Enforcement Law Enforcement Administration Society and Justice
Highline College	Criminal Justice
Lower Columbia College	Criminal Justice
Olympic College	Criminal Justice
Peninsula College	Criminal Justice Criminal Justice Certificate Law Enforcement Administration Society and Justice
Pierce College - Fort Steilacoom & Puyallup	Criminal Justice Criminal Justice Certificate Corrections/Protection Officer Certificate Explorer/Cadet Pre-Law Enforcement Certificate Forensic Technician Certificate Law Enforcement Officer Certificate Reserve Pre-Law Enforcement Certificate
Shoreline Community College	Corrections Criminal Justice Private Security
Skagit Valley College	Criminal Justice Basic Law Enforcement Reserve Academy Parks Law Enforcement Academy
South Puget Sound Community College	Criminal Justice
Spokane Community College	Corrections Criminal Justice Law Enforcement
Walla Walla Community College	Criminal Justice
Wenatchee Valley College	Corrections Criminal Justice
Whatcom Community College	Criminal Justice Computer Forensics
Yakima Valley College	Communications/Call Taker Certificate Correctional Certificate Crime Scene Investigation Criminal Justice Law Enforcement Administration Police Clerk/Support Specialist Certificate

Collaboration Efforts Spearheaded by the Center for Excellence for Homeland Security and Emergency Management

Over the past two years, a consortium of criminal justice program managers facilitated by the Center of Excellence for Homeland Security and Emergency Management has been working on an initiative aimed at aligning the curriculum of a set of “core” criminal justice programs. The

goal of this project is to enhance the statewide collaboration and marketability of the criminal justice programs, as well as ease the ability of students to transfer between institutions.

Since the project launched in March 2017, the group has accomplished the following:

- Determined the “core” courses they would focus on: introduction to criminal justice, introduction to criminal law, introduction to law enforcement, introduction to corrections and introduction to juvenile justice.
- Developed a high-level “Master Course Outline” for each of these five courses, which outlines the basic course content and objectives of each course. However, the mode of instruction and which materials and textbooks are used is left up to each instructor.
- Some progress has been made among the colleges to establish Common Course Numbering, a mechanism that eases the transfer process for students.

Influencing these milestones, the consortium has also been in deep discussion about the key skills required of individuals looking to enter the law enforcement field. The skills identified by the consortium are expressed in academic terms as learning outcomes. These broad learning outcomes currently in development include communication, computation, critical thinking, problem solving and ethics. The current challenge with these learning outcomes is that colleges are not using a common assessment to evaluate achievement of these outcomes.

Most of the changes proposed have not yet been formally adopted by the individual colleges. A common reason cited was that program managers needed to gather approval at multiple points in the colleges’ hierarchy, from the department level up to college-wide. It was unclear how much the final curriculum of each school would resemble the aligned version presented in the meeting by the end of this process.

Feedback from Criminal Justice Program Deans and Faculty

Gathering feedback from community and technology college stakeholders uncovered common opinions about transitioning BLEA to the colleges:

- While there is strong consensus that the academics and classroom learning taught at the colleges would be beneficial to BLEA, there was concern from faculty and deans alike over the colleges’ ability to deliver hands-on training in firearms, driving and some mock scenarios.
- Faculty appear to be more hesitant about the adoption of BLEA compared to deans; faculty are concerned with the capacity and ensuring standards across campuses, whereas deans see a benefit to community policing by immersing recruits in the college community.

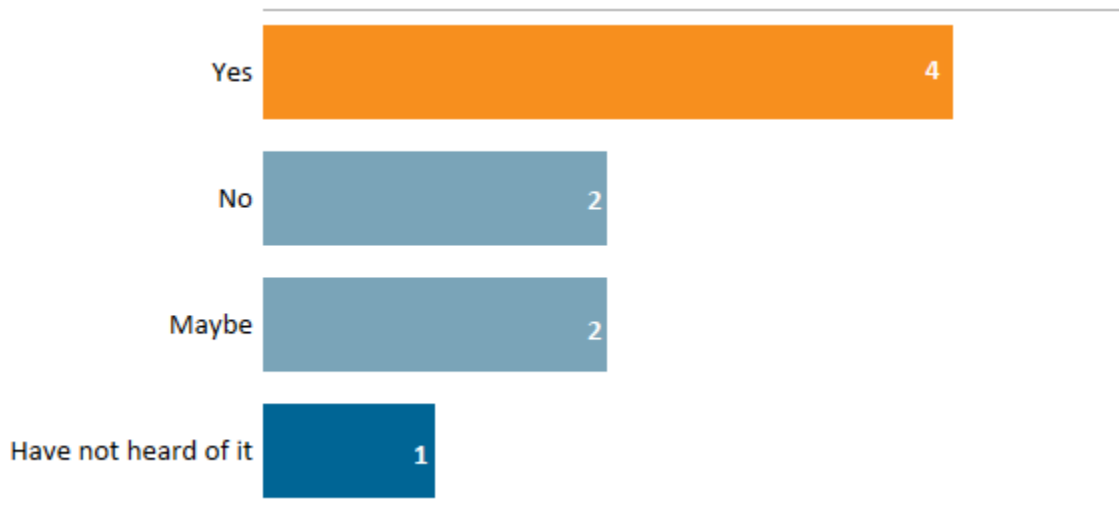
Survey of Criminal Justice Deans

CSW surveyed deans of criminal justice programming at the various colleges and received responses from nine colleges (Appendix B). The overall tone of survey responses was that colleges that offer criminal justice programs are not currently equipped to teach basic law enforcement that meets training standards, but they noted that given the appropriate resources, they could feasibly see a future where their colleges could. **The critical barrier to offering BLEA at the community colleges is lack of appropriate facilities.**

Findings from the survey include:

- All of the responding colleges have criminal justice programs that generate state FTE; their estimated annual FTE ranges from 30 to 65.
- Two-thirds of programs offer individuals who have completed BLEA at CJTC course credit when they later enroll in a college criminal justice program, two programs do so on a case-by-case basis, and one respondent is unsure of their program’s policy.
- Three colleges partner with a local BLEA reserve academy³⁸ to provide reserve officer training, with annual attendance of 8 to 20 recruits. Only one college (Skagit) offers the reserve academy on a regular basis. Spokane’s reserve academy is currently inactive but was once offered through the local sheriff’s department. Whatcom is exploring grant opportunities to offer a reserve academy in conjunction with the Whatcom County Sheriff. Whatcom instructors also partner will local law enforcement agencies that deliver their own reserve academies “in house.”

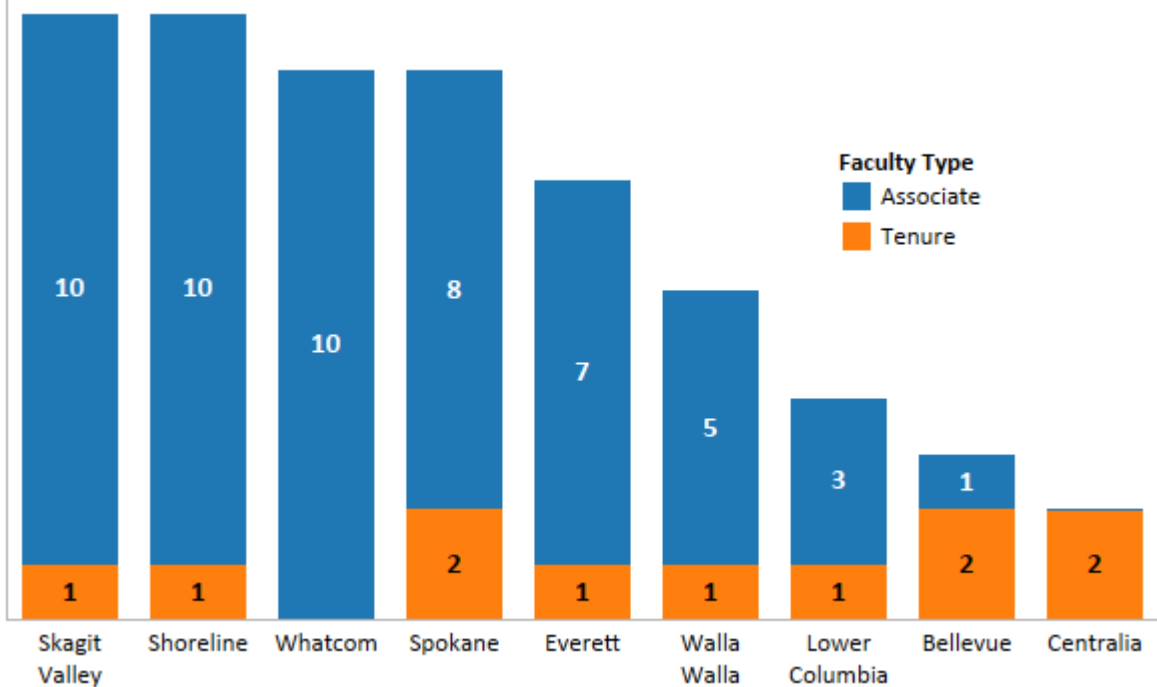
Figure 6: Answers to the question “Are you planning to adopt the five-course common curriculum proposed by the Center of Excellence working group?”



- About half of the colleges plan to adopt the common course curriculum recommended by the Center for Excellence (note, one college responded “no” because they already offered these courses), two replied “maybe,” and one college dean had not heard of the initiative (Figure 6).
- Faculty numbers in criminal justice ranged from two to eleven (Figure 7). Most programs relied on associate or adjunct faculty, though most programs had at least one tenured (or tenure track) faculty. One program, Whatcom, did not have any tenured faculty, while Centralia only has two faculty members (both tenured). Interestingly, there does not appear to be a correlation between the number of student FTE and the number of faculty (note, that the results do not distinguish part-time from full-time faculty).

³⁸ The Washington state reserve officer basic training requirements can be found in RCW 139-05-810. In general, reserve officers or limited authority officers only have jurisdiction at a specific agency. RCW 10-93-020

Figure 7: Total number of tenure/tenure track and associate level criminal justice faculty



Finally, when asked an open question about their thoughts around moving basic law enforcement training to community and technical colleges, the responses were cautiously positive, though there was strong concern about the feasibility of such changes. Summarizing their answers:

- Nearly all the colleges said they could offer the classroom trainings required of BLEA, but that additional financial support would be needed to implement new equipment or facilities for physical and firearms training.
- Five of nine respondents believed that providing BLEA on campus could enhance current program offerings and that it could be beneficial for the community to have local officers trained in their communities. One said training recruits on campus could improve “community relations...perhaps leading to increased interest in [law enforcement] careers by the under-represented populations.”
- One respondent said, “We tried to deliver a supplemental academy in the past and this aspect [lack of firearms and driving facilities] made delivering it practically implausible.”
- One college did not think providing full BLEA was possible (due to facilities) but showed support for a hybrid model where the college could partner to deliver classroom training components.
- Another college felt that requiring students to “self-pay” would potentially discriminate against economically disadvantaged students or students of color.
- Two respondents acknowledged that moving BLEA to community colleges would still require oversight from CJTC and would expect there to be added costs for this CJTC audit function.

Semi-Structured Conversations with Program Managers

Through attendance at the criminal justice program manager's consortium, feedback was gathered from faculty program managers. Many of the program managers present were formerly in law enforcement, and many of them attended BLEA at CJTC. Feedback from the community college program managers when asked about the feasibility of shifting BLEA from CJTC to community colleges is outlined below.

Concerns over affordability and gaps in financial aid

Affordability and how students would pay for law enforcement training at an academic institution was a key concern. There was a common concern that moving to an academic model that requires students to pay their way through the program would mean only students with financial means would enroll, thereby raising concerns about an equitable and diverse student makeup. Financial aid was brought up as a mechanism to mitigate these concerns, however there were questions around how students would fill the gaps in coverage by financial aid.

Limited administrative capacity and difficulty hiring qualified faculty

Capacity was a major concern for college administrators — both physical and administrative. On the administrative front, there were concerns from program managers over whose responsibility it would be to vet and run background checks on incoming BLEA students. They noted that law enforcement recruits would still need to undergo screening above and beyond what the typical community college student goes through, and they did not think colleges currently had the staff capacity to take on this additional vetting. There was also a consensus that finding qualified faculty is difficult — in particular, in a field where current law enforcement professional would need to take a drastic pay cut if they chose teaching.

Gaps in necessary physical infrastructure

In terms of physical capacity, most colleges agreed that they lacked the facilities needed to train law enforcement recruits in firearms and driving. While given time and sufficient resources, some colleges believed they could potentially build the requisite infrastructure, landlocked colleges who lack space to expand were concerned about their criminal justice programs being displaced if they were unable to house all the necessary facilities.

Decentralization raises questions around quality and enforcement of standards

Going from a centralized to decentralized BLEA model raised questions among college administrators and faculty around quality of instruction and administration. They noted that while groups like the Center for Excellence are trying to bring together programs around core curriculums, there still are not common outcomes in current college programs. With current bureaucratic structures at the colleges, curriculum changes are difficult, having to go through multiple committees, and needing to adhere to multiple accreditation bodies. Program managers noted that the CJTC itself as the overseer of the police training standards would become another accrediting body to which colleges would need to be accountable.

Decentralization also raised concerns over the consistency of how courses are being delivered, the rigor of background checks and the quality of the instructors delivering the coursework. Finally, there was consensus that a transition of this nature would take a considerable amount of time and planning, and that care must be taken to assure that the timeline and reasons for transition are sound.

Skagit Valley College Parks Law Enforcement Academy

Skagit Valley College in Mount Vernon operates a Parks Law Enforcement Academy for individuals seeking to work as park rangers for federal or state agencies. As a result, the college would be uniquely positioned to host a regional academy if Washington adopted this model.

The academy is one of only seven academies recognized by the National Park Service.³⁹ The Skagit Valley program, along with the six other colleges nationally, acts on a nationwide level similar to the regional academy model discussed in Section One of this report. Rather than a state POST accreditation, the national oversight and operational process includes:

- The Parks Law Enforcement Academy accreditation by the Federal Law Enforcement Training Accreditation program.
- Students coverage of their own cost of attendance for the academy; application is done for open positions after graduation with relevant state or federal agencies.
- A nonopen enrollment academy; applicants must pass a screening process and be at least 21 years of age.

Skagit Valley College offers two cohorts per year for the 720-hour PLEA program. Additionally, the college offers one or two Basic Law Enforcement Reserve Academies based on demand from local law enforcement agencies. As noted above, the PLEA program meets FLETA accreditation standards,⁴⁰ and the Basic Law Enforcement Reserve Academies academy is endorsed by the Criminal Justice Training Commission.⁴¹

Skagit Valley College provides most of the training on site at its Mount Vernon Campus. This includes classroom, gym, normal vehicle operations, defensive tactics and normal patrol procedures. The college uses nearby fire training facilities and vehicle maintenance programs to support law enforcement training. The college contracts with facilities for firearms training and emergency vehicle operations.

The college employs three full-time faculty and program administrators that are retired law enforcement officers. Instruction is supplemented with part-time faculty often hired from local agencies, but on occasion need to be flown in from across the nation to meet FLETA standards.

Discussions with college and program leadership revealed several gaps that would need to be addressed if the college were to become a BLEA training site. Specifically:

- Finding range time for firearms training is problematic, and current contracts would not be sufficient to meet the demand. Expansion of services would require the construction of a certified firing range on campus. Skagit Valley College has the land to be able to locate such a facility.
- Hiring faculty under the current collective bargaining agreements and rates presents a challenge. Hiring local law enforcement personnel at college pay rates for part-time instruction can be difficult given pay rate disparity between agencies and the college.
- College housing is currently almost completely occupied. The college would likely need to build additional dorm space, but the land for this is available.

³⁹ <https://www.nps.gov/aboutus/seasonal-law-enforcement-training-program.htm>

⁴⁰ <https://www.fleta.gov/accreditation>

⁴¹ https://fortress.wa.gov/cjtc/www/index.php?option=com_content&view=article&id=28&Itemid=31

Section Four: Gaps Between Current BLEA Training and the Community and Technical College System

Addressing the current gaps between the centralized academy and community college system includes three areas of analysis:

- gaps in current curriculum and approved programs at the colleges
- gaps in capital facilities to provide training
- gaps in instructional faculty to deliver training programs

As currently situated, the current focus of the CTC system is academic preparation for criminal justice degrees. These degrees may lead to careers as police officers, but also prepare students for a variety of careers in the overall justice system. As a result, substantial gaps exist between current college capacity to deliver BLEA equivalent training.

Curriculum Gaps

Community college criminal justice programs offer primarily academic training for students. As noted in the previous section, the Center of Excellence for Homeland Security and Emergency Management continues to lead efforts to create common courses across college curriculum. However, based on the status of this, we note:

- Only 11 of the 20 colleges that offer criminal justice programs are participating in the curriculum updating process, and not all have institutional approval for the changes.
- The common courses do not have common assessment measures and do not align specifically with current BLEA standards.

We analyzed the core competencies in the current BLEA standards compared to what colleges are currently offering in Washington and found substantial gaps. Using the CSW Competency Framework, we analyzed the competencies for new BLEA graduates, which can be found in Appendix C. The following major gaps exist between BLEA competencies and current CTC programs:

- Outside of those colleges offering BLERA or PLEA training, there are no program requirements for vehicle operations proficiency either in normal conditions or emergency operations.
- Conflict resolution and communications competencies did not involve scenario or situational training and were focused on academic principles and concepts.
- Outside of those colleges offering a BLERA or PLEA training, no use of force or firearms training is documented in the curriculum.
- Self-awareness and leadership competencies are not part of the learning outcomes

The colleges do train students in academic competencies in legal frameworks, ethics and cultural diversity. However, these learning experiences are classroom based, and not tested in applied scenarios or situations as observed in current BLEA training.

With the exception of Skagit Valley College, any community college operating BLEA training would need to receive permission from the Northwest Commission on Colleges and Universities

to offer the academy.⁴² This process can take upwards of one year after the completion of college curriculum changes have been adopted.

Physical Facility Gaps

The Bureau of Justice Statistics survey outlines five major categories of physical facilities that most police academies operate:

- educational facilities (classrooms, computer labs, library facilities, internet access)
- weapons/self-defense facilities: (firing ranges, scenario/mock training facilities, firearms training simulator, defensive tactics room)
- physical fitness facilities: (gym, obstacle courses, swimming facilities if needed)
- driving related: (normal and emergency vehicle operation ranges, driving simulators)
- dormitory and residential services

Table 13: Comparison of physical facilities for both the CJTC and community colleges

Facility Type	CJTC	Community Colleges	Gap
Educational Facilities	Yes	Yes	None: Virtually all colleges can provide adequate educational facilities for BLEA training
Weapons/Self-Defense Facilities	Yes	Limited	Colleges that offer firearms training are using contracted private or agency ranges. Some colleges have the capacity to offer scenario-based training in older buildings after hours. No college has a firearms simulator. Few colleges have defensive tactics training equipment or gear.
Physical Fitness	Yes	Yes	College fitness facilities are shared with other programs (athletics, PE courses) and may not sufficiently meet BLEA needs.
Driving Related	Normal Only	Limited	CJTC contracts with the Washington State Patrol facility in Shelton for emergency vehicle operations. Some colleges have driving facilities if they have an automotive or commercial driver’s license training program.

⁴² <http://www.nwccu.org/tools-resources/institutions/substantive-change/>

Facility Type	CJTC	Community Colleges	Gap
Dormitory	Yes	Limited	Not all colleges have on-site housing or food service beyond breakfast and lunch. College dorms serve multiple programs and may not be sufficient to meet training needs.

Depending on colleges selected to offer training, the availability of land for the construction of new facilities may be limited, particularly in the Puget Sound area. Even colleges in rural areas may face challenges depending on their location and geography.

Instructional Faculty

Most community college programs only have a single full-time tenured faculty member. Colleges would need to employ substantially more faculty and staff to be able to provide BLEA training. Based on the current instructor ratios at the CJTC, any college offering regular BLEA cohorts would need to hire:

- A director- or associate dean-level position equivalent to CJTC command staffing.
- Approximately 3-5 full-time instructors to fill the roles of TAC officers and to teach curriculum elements.
- Approximately 1-2 FTE administrative support staff such as program coordinators and financial aid advisors.
- Multiple adjunct faculty to teach specific courses or to provide additional supervision during scenario-based training.
- Approximately 2-3 instructional technicians to support vehicle training, firearms training and advanced simulations.

Collective Bargaining Issues

Faculty and classified staff at colleges operate under different collective bargaining agreements than law enforcement officers. Under the current systems, officers are paid by their home agencies while teaching at the CJTC, maintaining benefits, retirement and seniority.

Community college instructors are represented primarily by the American Federation of Teachers. Each college negotiates salary and benefit scales for both full- and part-time faculty. Per the SBCTC 2017 faculty salary survey, the average faculty salary is approximately \$60,000 per academic year. In contrast, the average law enforcement training officer salary at CJTC is more than \$100,000 depending on the home agency CBA.

This presents a major structural barrier to recruiting qualified law enforcement faculty for the colleges. Most of the criminal justice faculty are either part time, or retired law enforcement officers with retirement income. Recruiting current law enforcement officers to leave higher paying positions for faculty roles will present a challenge to both capacity and quality of training.

Section Five: Potential Regional Academy Model with Associated Costs, Benefits and Risks

Operationally the state of Washington would have multiple ways of implementing a regional model for Basic Law Enforcement Academy training. The model proposed in this study is based on our review of other states with regional academy models as well as the gap analysis performed in Section Four.

This study will analyze a model that includes the following parameters and assumptions:

- Three regional academies around the state. Using this model leverages existing facilities and capacity as much as possible to reduce capital and equipment expenses:
 - ◆ A CTC operating BLEA at the existing CJTC site in Des Moines (270-330 cadets per year).
 - ◆ Expanding capacity at Skagit Valley College PLEA training facilities in Mt. Vernon. (120-150 cadets per year).
 - ◆ Establishing a training academy at a CTC in eastern Washington with the exact location to be determined. (120-150 cadets per year).
- Faculty and staff will be employees of the community and technical college hosting the academy. Colleges would be responsible for hiring administrators, faculty and classified support staff in accordance with guidance issued by CJTC and college accreditation standards. Collective bargaining agreements at the colleges would govern compensation.
- CJTC would serve as the statewide accreditor for the academies. As the state-designated POST agency, it would create the standards for training and ensure that the regional academies meet those standards. In addition, colleges would obtain approval for the program from the State Board of Community and Technical Colleges and the Northwest Commission of College and Universities.
- The state would appropriate funds for capital expenses for facilities, curriculum development and initial equipment as needed (i.e. a college will not be required to use or raise local funds to create the academy). Colleges would use tuition, fees and/or state funds allocated for FTE to pay for operational costs.
- The Basic Law Enforcement Academy will continue to operate on a cohort model with class sizes of approximately 30 students, in alignment with national trends in training standards.
- CJTC would retain the Basic Law Enforcement equivalency academy role at the training facility in Des Moines.

This model will include two variables that would affect the benefits and risks of moving to this model:

- Student costs:
 - ◆ **For Credit:** BLEA would be offered for credit and students would pay standard tuition rates and fees (i.e. in state tuition with FTE subsidies); *or*
 - ◆ **Non-Credit:** BLEA would be offered in a non-credit model where students pay the total cost of the program.

- Enrollees in the academy would have three levels of sponsorship:
 - ◆ **Agency Hired and Sponsored:** Agencies would have the option to sponsor students paying tuition, fees and potentially salary for new recruits. Agencies would enter into sponsorship agreements with one or more colleges to train their officers.
 - ◆ **Agency Hired:** Agencies may also extend an offer of employment contingent upon successful completion of the academy at the recruits' own expense. Agencies would conduct a pre-employment screening process to determine eligibility to become a law enforcement officer.
 - ◆ **Self-Sponsored:** When space is available, individuals may choose to self-pay for their training, including accessing financial aid services. Prior to enrollment, colleges will be responsible for a preliminary eligibility background check to ensure the student may be hired after graduation.

Cost Analysis

The cost to move to a regional academy model would be substantial in terms of startup costs, and ongoing operations. Specifically:

- Capital construction costs for facilities at two additional training locations would be between \$3.5 Million and \$9.5 Million with a mean total cost of \$5 Million PER LOCATION.
- Purchasing equipment for two additional training sites would add another estimated \$870,000 in costs before the first cohort could begin.
- The estimated cost to run the academies is \$3.7M per year in operational funds. Tuition, fees, and committed FTE would cover the cost of the larger academy, but the smaller academies would run budget deficits.
- If the program were to be offered as non-credit, the estimated cost to each student would be \$8,000 and would generally preclude the use of Federal Financial aid to offset this cost.
- Currently, housing and subsistence are the second largest expense at the CJTC. These costs would not be covered by the colleges, and students would need to seek their own means to cover living expenses.

Capital Costs

The minimum capital construction costs for expanding to three regional academies would require the construction of a firing range facility at Skagit Valley and the Eastside campus. These facilities must be constructed rather than contracted due to:

- Existing shortages with firearms training space. During our site visit to Skagit Valley, this was cited as a key constraint on expansion as they currently contract with local agencies for training facilities. The lane size needed for a recruit and instructor to stand side-by-side is also larger than most commercial firearm lanes.
- Lead and other safety regulations limit the use of other commercially available facilities for use in this training.⁴³

⁴³ See generally: <https://projects.seattletimes.com/2014/loaded-with-lead/1/>

- Unlike other training elements that can be compressed, firearms training requires regular practice to obtain proficiency.

Based on our assessment of current facilities, our cost model includes a building with:

- A live range with 15 lanes of 25-meter downrange length and industry standard safety equipment and ventilation.
- A secured storage facility for firearms and ammunition including handguns, shotguns and nonlethal projectile weapons.
- Space for firearms maintenance and cleaning.
- Space for a firearms simulator similar to the current training facility at the CJTC

For projecting the cost of the facilities, we used the OFM 2008 study guidelines for science lab (teaching) buildings.⁴⁴ Based on our research, this is the closest fit for doing the estimation based on the need for ventilation and safety systems that are similar in cost. For our analysis, we adapted the square footage cost to 2019 dollars using data from the Bureau of Labor Statistics CPI inflation calculator.⁴⁵ Table 14 shows construction cost only and Table 15 includes the total cost including land acquisition. The total cost estimate is in 2019 dollars based on the range provide in the 2008 OFM study guidelines adjusted for inflation.

Table 14: Cost to construct new BLEA facilities (construction costs only)

Square Footage	2008 OFM PSF Price Range	2019 Adjusted Price Range	Total Cost Estimate
12,000	\$243-\$374	\$290-\$446	\$3.5-5.4 million
15,000	\$243-\$374	\$290-\$446	\$4.3-6.7 million

Table 15: Total capital costs for constructing new BLEA facilities

Square Footage	2008 OFM PSF Price Range	2019 Adjusted Price Range	Total Cost Estimate
12,000	\$344-\$530	\$410-\$632	\$4.9-7.6 million
15,000	\$344-\$530	\$410-\$632	\$6.1-9.5 million

Equipment Costs

In addition to capital construction costs, regional academies would need equipment for effective training operations. Specific bundles of training equipment would include:

- Defensive weapons and training materials (batons, handcuff simulators, protective suits, sim-munition tools, etc.).
- Virtual training system (simulator) with accessories and training scenarios.
- Training firearms for cohorts of 30 cadets.

⁴⁴ https://www.ofm.wa.gov/sites/default/files/public/legacy/budget/capital/higher_ed_capital_finance_study.pdf

⁴⁵ This analysis uses \$1.19 (2019 dollars) to \$1 (2008 dollars) derived from the Bureau of Labor Statistics, CPI Inflation Calculator

Based on our site visits, we assume that community college sites would have or be able to provide the following equipment as part of general college materials that could be used for the academy.

- Used vehicles for driving operations (normal or emergency) and patrol procedures. (Note that Skagit Valley College partners with the auto program to maintain its fleet of vehicles. Both CJTC and SVC receive vehicle donations for use in training).
- General equipment for classroom learning (i.e. A/V equipment).
- Gym/athletic facilities for fitness training and defensive tactics training.
- Computer labs and internet access.
- Library services.

Additionally, our model assumes that like in other states, students would purchase their own basic kit of equipment for the program. A rough estimate for student kit costs appears to be between \$1,000 and \$2,100, depending on what the BLEA is able to provide. Self-sponsored recruits tend to be responsible for procuring their own uniforms, fitness gear, textbooks and cleaning supplies (for firearms and uniforms). Many must also procure their own duty belt, handcuffs, flashlights and firearm (including associated accessories for these items, such as holsters).

Table 16: Estimated equipment costs for potential new BLEA sites

Item	Description	Skagit ⁴⁶	Eastside	Total
Virtual Training System	330 degree simulator with scenarios and mock CO ₂ weapons and NLE training tools ⁴⁷	\$350,000	\$350,000	\$700,000
Firearms Gear	Set of 40 Glock 19 and 40 Mossberg 500 12 ga shotguns with cleaning tools and maintenance kits ⁴⁸	\$30,000	\$100,000	\$130,000
Defensive Tactics Gear	Batons, handcuffs, protective training suits, sim-munition weapons, handcuff dummies, boxing equipment, safety helmets, etc. for 30 cadets ⁴⁹	\$10,000	\$30,000	\$40,000
Total Equipment Cost				\$870,000

⁴⁶ Note that the Skagit costs are lower due to infrastructure and equipment that already exist for the Parks Academy.

⁴⁷ Price estimate per CJTC during site visit.

⁴⁸ Estimate \$750 per firearm and \$40,000 for maintenance equipment and tooling. SVC already has some firearms on hand for use, so estimates are at 30 percent of the total.

⁴⁹ Estimated cost of \$1,000 per cadet for equipment per CJTC visit. SVC already has some equipment on hand and would just need an additional top off.

Operational Costs and Revenue

Operational costs include staffing, supplies, program support and the general operation of the community college campuses. These are recurring annual costs for the operation of the academy and exclude depreciation on capital items or facilities maintenance.

Community colleges have two mechanisms for generating revenue:

- **For Credit Tuition and FTE:** The most common model is for students to pay tuition rates based on the number of credit hours taken. Additionally, each college receives an annual allocation based on “Full Time Equivalent” students. Colleges must maintain FTE enrollment levels or face reductions in future funding. The business model for credit bearing courses includes revenues from tuition, fees, and state funding allocations primarily through FTE. For purposes of this study, we did not anticipate any additional legislative appropriation for law enforcement training FTE.
- **Non-Credit Courses:** Most community colleges offer non-credit courses through their continuing education departments. These courses do not receive any state subsidy, and colleges must cover the total cost of instruction through student tuition only.

Our analysis shows that either model could cover the operational costs of BLEA training at the colleges. However, this would involve shifting the costs either directly to students or to the law enforcement agencies that sponsor their trainees.

Staffing Costs

Staffing costs represent the largest operational expenditure for the colleges. Since current CJTC staffing is based largely on full-time police officers serving in a training role, the FTE calculations represent a best estimate of equivalency to staff the academies. The collective bargaining agreements between law enforcement and faculty differ significantly in terms of compensation and work hour requirements, complicating the analysis. Assumptions in our cost model include:

- Use of average cost from the SBCTC salary surveys from the most recent year available for administrative and faculty positions.⁵⁰
- Use of WFSE classified salary scales at the E band.⁵¹
- An estimate of FTE and a mix of full-time and adjunct faculty in line with the CJTC ratios.
- A 40 percent fringe benefits estimate per staff position.

Table 17: Estimated staffing costs *each* for Skagit Valley and East Side Regional Academy

Staff Position	FTE	Salary	Total Salary	Benefits	Total
Director/Asst. Dean	1	\$89,960	\$89,960	\$35,984	\$125,944
Full time Faculty	3	\$62,095	\$186,285	\$74,514	\$260,799

⁵⁰ <https://www.sbctc.edu/colleges-staff/my-employment/faculty-salary-surveys.aspx>

⁵¹ Most colleges' classified staff are part of a joint collective bargaining agreement with the Washington Federation of State Employees. Pay rates are based on position title and the seniority of the staff member. The E band is the middle level of seniority.

Staff Position	FTE	Salary	Total Salary	Benefits	Total
Admin Support	1	\$47,398	\$47,398	\$18,959	\$66,357
Adjunct Faculty	3	\$33,120	\$99,360	\$39,744	\$139,104
Instructional Technician	2	\$46,188	\$92,376	\$36,950	\$129,326
	10		\$515,379	\$206,152	\$721,531

Table 18: Estimated staffing costs for CTC managed CJTC academy

Staff Position	FTE	Salary	Total Salary	Benefits	Total
Director/Asst. Dean	1	\$89,960	\$89,960	\$35,984	\$125,944
Full time Faculty	6	\$62,095	\$372,570	\$149,028	\$521,598
Admin Support	2	\$47,398	\$94,796	\$37,918	\$132,714
Adjunct Faculty	5	\$33,120	\$165,600	\$66,240	\$231,840
Instructional Technician	3	\$46,188	\$138,564	\$55,426	\$193,990
	17		\$861,490	\$344,596	\$1,206,086

Other Operational Costs

In addition to staffing, CSW used a 40 percent of salaries indirect rate to cover the other costs of operating at the college. This is a common method used in federal grant awards. While each college's indirect rate varies slightly, this provides a solid base for estimating the additional costs for the program. Indirect cost rates cover elements such as:

- utilities, building operations costs and general facilities use
- general administrative support at the college including student services supports
- internet access, library services and other common-use areas at the colleges

Additionally, our model estimates a \$1,000 per student cost for disposable supplies, a large amount of which would go toward ammunition for firearms proficiency. Again, any personal gear would be the responsibility of the student and not the college.

Revenue (Tuition Model)

CSW converted the existing CJTC-approved curriculum into community college credit hours and estimated that the academy would total 48 credits over two academic quarters. While this is nearly double what is considered a full-time load for traditional college students, many intensive workforce programs have these credit loads for students due to the high number of applied learning hours. Additionally, CSW looked at student fees at several colleges to account for additional potential revenue.

Finally, CSW used a rate of \$2,900 per FTE that colleges would need to allocate toward the cost of the program. This could either be in the form of additional FTE allocated by the Legislature, or colleges that are under their FTE allocation could commit these resources and claim the FTE from the academy. This presents a risk factor that is discussed in the following section.

The resulting operational model for the three regional academies results is shown in Table 19.

Table 19: Estimated tuition revenue model for potential regional BLEA academies

	CJTC Site	Eastside Site	Skagit Site
Annual Students	300	120.0	120.0
FTE	304	121.6	121.6
Income			
Student Tuition	\$903,427	\$361,371	\$365,037
Student Fees	\$113,430	\$27,816	\$46,626
FTE (State Funds)	\$881,600	\$352,640	\$352,640
Total Revenue	\$1,898,457	\$741,827	\$764,303
Expenses			
Salaries	\$861,490	\$515,379	\$515,379
Benefits	\$344,596	\$206,152	\$206,152
Indirect	\$361,826	\$216,459	\$216,459
Supplies	\$300,000	\$120,000	\$120,000
Total Cost	\$1,867,912	\$1,057,990	\$1,057,990
Net	\$30,545	\$(316,163)	\$(293,687)
Total cost per Student	\$6,225	\$8,815	\$8,815

Revenue (Non-Credit Model)

In a non-credit model, the total cost of BLEA would be passed onto students. Based on the analysis below, the tuition for students would range from \$6,500 at the larger academy to \$9,000 at the smaller regional sites. Note that this model would generally *exclude* many types of financial aid.

Table 20: Estimated non-credit revenue model for potential regional BLEA academies

	CJTC Site	Eastside Site	Skagit Site
Annual Students	300	120	120
Tuition Rate	\$6,500	\$9,000	\$9,000
Income			
Student Tuition and Fees	\$1,950,000	\$1,080,000	\$1,080,000
Expenses			
Salaries	\$861,490	\$515,379	\$515,379
Benefits	\$344,596	\$206,152	\$206,152
Indirect	\$361,826	\$216,459	\$216,459
Supplies	\$300,000	\$120,000	\$120,000
Total Cost	\$1,867,912	\$1,057,990	\$1,057,990
Net	\$82,088	\$22,010	\$22,010
Total Cost per Student	\$6,225	\$8,815	\$8,815

Potential Benefits of a Regional Model

Moving to a regional model that is largely student funded would reduce operational costs (but not upfront capital investments) and increase the capacity of the system to train new police officers in a regionally centered model.

Potential Operational Cost Savings for the State

Shifting the cost from the state to the students and/or local agencies would result in cost savings for the state budget, \$3-4 million annually. The bulk of these savings result from:

- Shifting part of the funding burden directly to new officers and/or their sponsoring agencies should they cover the tuition and fees.
- Eliminating housing and subsistence costs currently incurred at the CJTC.
- Lower salaries paid under the colleges collective bargaining agreements.

Local Access to Agencies and Students

While three academies would not eliminate the need for housing and subsistence services for attendees, a greater percentage of students would be able to attend BLEA as commuters.

Locating academies in proximity to local agencies would also have the following benefits:

- Agencies would have greater access to connect with their sponsored cadets during the academy. Currently at the CJTC Puget Sound, agencies can engage with their new hires much more readily than those in more rural areas of the state.
- Students would not need to relocate from their families (either as dependents or providers) during the lengthy training. This would remove a potential barrier from attending an academy for some potential officers.
- Program advisory boards would include local law enforcement agencies that the regional academy serves providing ongoing employer input into the curriculum and academy outcomes. This would, of course, be balanced by CJTC accreditation requirements for new law enforcement officers.

Increased Training Capacity

While currently the CJTC facility has the capacity to expand to additional cohorts, if the demand for new law enforcement officers continues, additional capacity may be needed. Creating regional sites would allow for additional cohorts to be added if the demand continues.

Currently the CJTC indicates they could train up to 900 officers per year but acknowledges this could be a strain on the facilities (particularly housing). Decentralization could provide additional capacity should the demand for law enforcement officers continue to accelerate.

Additionally, regional sites would allow for advanced training offered by CJTC to be decentralized and increase the availability of training to local agencies. This would require creating agreements between CJTC and the community college academies to access their facilities and equipment.

Regionally Tailored Curriculum

CJTC reduced the total number of core competencies from 15 to 13, removing a focus on local area procedures. Regional academies could follow the California model and allow for customization to meet local agency needs. This could lower agency training costs once new recruits begin work. However, this would require investments in curriculum design that are not included in this model.

Pathways to Degrees (For-Credit Option Only)

Currently only two-thirds of the community and technical colleges award credit for BLEA toward a degree. This process relies on prior learning assessment processes, which have limits on the number of credits a student can apply toward a degree. If colleges offered the academy on a for-credit basis, and included BLEA in their degree pathways, graduates would receive credit toward an associate or bachelor's degree.

Additionally, the inclusion of BLEA in the CTC system may encourage Bachelor of Applied Science offerings to prepare law enforcement officers for advancement into leadership positions.

Potential Risks of a Regional Model

The risks to the regional academy model include significant upfront costs, transition risks, staffing problems and reduction of the pipeline of students interested in law enforcement careers. Any move to this model would require careful transition planning and potential legislative changes to mitigate the disruption of the law enforcement workforce.

Large Upfront Capital and Equipment Expenses

As noted in the cost section, investment in the capital facilities and equipment would be from the low end of \$8 million to upwards of \$20 million prior to any training taking place. This assumed the best possible scenario where only a single new specialty building would be needed at each of the regional academies.

Inability to Hire Quality Faculty at College Salaries

College instructor annual salaries are \$40,000 less than the current BLEA instructors who still receive their officer salary (with a pay incentive boost to teach). As with many continuing education programs, finding instructors willing and able to take this pay cut will likely be a challenge. Two challenges stand out:

- Difficulty recruiting regional law enforcement professionals willing to switch to lower paid teaching positions.
- Difficulty finding qualified faculty with the requisite law enforcement experience and post-secondary credentials required of college level teaching.

Additionally, a commonly cited risk of colleges providing BLEA is that instructors are typically former law enforcement professionals, not active, and they may therefore teach outdated policing methods. The current CJTC academy includes officers from multiple generations and leadership levels that add value to the quality of instruction in the current system. Replicating these outcomes in the regional academy model would be exceptionally problematic.

Reduced Student Access (Particularly for Students of Color and Low SES) Due to Cost

Financial aid would not cover the total cost of attendance in the for-credit model, creating barriers for students in lower socioeconomic status to attend the academy. The current maximum PELL grant for students is \$6,095 per year, but the total cost of attendance at a community college is \$11,000-\$18,800.⁵² This would require students to take out loans to cover the cost of attendance including living expenses.

Under the current BLEA system, trainees receive a salary from their home department. It is unclear whether this would continue under the regional training model. Likely this would be a department-by-department decision and would create greater inequities. The model would shift from allowing any individual with the ability to be hired as a law enforcement officer to attend the academy, to screening out those facing financial hardship.

It is important to note that this may disproportionately affect prospective officers of color and those with low socioeconomic status.⁵³ Increased diversity in the law enforcement community is a stated goal of many local agencies and changing the sponsored model may have an impact on this policy outcome.⁵⁴

⁵² <https://seattlecentral.edu/enrollment-and-funding/enrollment-and-admissions/tuition-and-payment/estimated-cost-of-attendance>

⁵³ See, for example, Steven W. Hemelt and Dave E. Marcotte, "The Impact of Tuition Increases on Enrollment at Public Colleges and Universities," *Educational Evaluation and Policy Analysis*, September 2011; Donald E. Heller, "Student Price Response in Higher Education: An Update to Leslie and Brinkman," *The Journal of Higher Education*, Vol. 68, No. 6 (November December 1997), pp. 624-659.

⁵⁴ http://spdblotter.seattle.gov/wp-content/uploads/2016/11/TwoYears_Progress_SPD.pdf

Small Departments at a Disadvantage

Tight budgets in small departments make it difficult to sponsor recruits. Small departments will still face competition in hiring from larger agencies with deeper pockets and may still face a shortage in qualified recruits. Small agencies are already stressed with the cost share requirements in the current BLEA model and would be unlikely to cover the cost of attendance for new hires and their salary.

The top prospective law enforcement officers will likely seek employment at larger agencies with the resources to cover the cost of the initial training and pay a salary during attendance. While self-sponsored recruits who pay their way through BLEA may be a new pool of potential hires for small departments, there is no guarantee that self-sponsored recruits would choose to work for these small departments upon graduation. The potential for a significant gap in skilled officers in rural and smaller communities with the loss of state subsidies is substantial.

Inability to Perform Robust Background Checks

Administration of background checks could pose a challenge for college staff. Background checks for prospective recruits require a level of rigor for which existing college admissions processes are unequipped. Time and cost would need to be put aside to train staff on how to run background checks. There will likely need to be an audit function by CJTC to assess and maintain the quality of background checks across BLEA programs. This could result in some students investing in training, only to find out later they cannot complete employment-level background checks required by local agencies.

Maintaining Consistency in Training Standards Across Academies

Even with CJTC acting as the accrediting body, the ability to maintain standards across colleges will be difficult. Each BLEA would be accountable not only to the CJTC standards, but also to standards put in place by their respective colleges and accreditors. To satisfy these competing priorities, consistency in BLEA curriculum will likely vary. In order to maintain consistency, care will need to be taken to design shared assessment tools so that recruits are assessed similarly across the BLEA sites. In a decentralized model, adapting instructions based on new statutes or court decisions can be time-sensitive and risks uneven adoption of new standards.

College Governance Risks

Individual community colleges govern their program offerings independently. There are substantial risks to colleges offering the police training including:

- Financial risks of the cost of operating the programs continue to rise without additional state support resources.
- Community risks particularly in the current environment of social scrutiny of law enforcement officers and practices.
- Liability risks from operating the program largely due to the storage of firearms and ammunition.

Any of these factors could result in a regional college closing a program in the future, creating a disruption in the training capacity for the state. Compared to the current system, where the Legislature can appropriate additional funds for more training capacity directly to the CJTC, colleges could opt to stop programs with very little notice.

Long Implementation Timeline

It would likely take upwards of five to ten years until a new model of basic law enforcement academy is up and running. There will be long implementation gaps for redesigning administrative processes, hiring personnel and facility procurement and construction. Some of the roadblocks that will slow down the implementation process include:

- **Design & Construction:** budget allocations, contractor bidding, design review, construction, inspections (i.e. lane sizes and lead abatement assessment for firing range).
- **Curriculum Development:** Adapting CJTC standards to existing curriculum or developing new courses and materials, initial review and accreditation by CJTC.
- **Hiring:** assessing instructor need, recruitment, vetting and training. Instructors may also need to obtain additional training to receive accreditation from the CJTC.
- **Community and College Support:** Compounding the timeline challenges above, slowdowns and road blocks may occur if the college administration and wider community is not in support of the plan to bring BLEA to the campus. For example, there is often community resistance to the construction of firing ranges or other hazardous facilities.

Timelines at each college could range depending on the existing facilities, community/college support, and available budget. During this period, the backlog challenge faced by current BLEA at the CJTC will remain, assuming their funding remains constant and the demand for new officers continues to rise.

Collective Bargaining Agreements

Existing collective bargaining agreements at local agencies create a barrier to implementing a student-funded regional academy model. Local unions may strongly resist changes as they materially affect these agreements and the compensation of current and future members.

- For existing officers some CBAs provide a financial incentive for officers to take on teaching roles at the CJTC (eg. 3 percent raise on base salary for Seattle officers). Shifting instructor positions to the colleges with their own CBA agreements would render these CBA elements effectively void.
- For new recruits, being paid their salary during BLEA is mandated in the agency's collective bargaining agreements. Local unions may resist creating pathways where hiring agencies can insist new officers pay for their own training, rather than being agency sponsored.

Example language from the collective bargaining agreement between the City of Olympia and its Police Officers Guild: *“Police recruit salaries shall be at Police Recruit Step A, until the recruit successfully completes the Basic Law Enforcement Academy. Recruits, who have successfully completed the Academy, and lateral entry police officers, shall receive salaries Police Recruit Step B, until they are released from the Field Training Program. Officers who have successfully completed the Field Training Program shall advance to Police Officer Step A.”*

Other cities' CBAs clearly outline that an officer's date of hire begins before their entrance into BLEA, from Vancouver, Washington, *“Entry level employment is subject to a probationary period from the date of hire, during basic academy training and continuing for twelve (12) months actual service from the date of graduation from basic academy training.”*

Additionally, some agencies have agreements around being provided time off and travel compensation to visit home during the duration of BLEA. For example, in Ellensburg, the CBA requires that “*During the Basic Law Enforcement Academy, the employee shall not be required to perform regular police related duties and shall be provided eight (8) round trips to and from Ellensburg at City Expense.*” In this case, the cost to the city may decline with the establishment of a regional academy in Eastern Washington.

Section Six: Pre-Academy Core Curriculum Model

A far less-intrusive option to engage the community and technical colleges in Basic Law Enforcement Academy training would be to create a pre-academy certificate credential that prospective officers would complete prior to attending the CJTC. Officers with requisite credentials (i.e. a college degree in criminal justice) could receive credit for prior learning for the courses. Colleges participating would be required to adopt the common course curriculum endorsed by both the SBCTC and the CJTC.

Other attributes would include:

- Students would enroll in for credit courses and be co-enrolled with traditional criminal justice degree-seeking students at the colleges. The common courses developed by the Center of Excellence for Homeland Security and Emergency Management would form the basis of the certificate (See Appendix D). Specifically:
 - ◆ Criminal Justice 101: Introduction to Criminal Justice
 - ◆ Criminal Justice 104: Introduction to Policing
 - ◆ Criminal Justice 110: Criminal and Constitutional Law
- Newly hired officers could either be sponsored by their departments for the courses or pay the appropriate tuition level.
- All credits plus the BLEA academy would count toward an associate degree at the home community and technical college.
- The CJTC would reduce the BLEA contact hours to reflect the competencies that new officers would bring on day one of the academy.
- The SBCTC and CJTC would create a joint council to review course changes and updates, and to address other issues such as approving online learning modalities.

Cost Analysis

The vast majority of the capacity to teach these courses already resides in the community and technical college system:

- No capital investment would be required.
- The tuition and fees cost per trainee would be approximately \$1,800 including tuition, fees and books. Allowing students to apply these courses and the BLEA academy to an associate's degree would make the courses generally available for financial aid support.
- Current community college programs have the capacity to add additional enrollments, as the enrollments would be spread over 20 colleges and at most 540 additional students. Additional faculty could be hired as adjuncts as needed to fill staffing gaps.

Potential Benefits of a Pre-Academy Curriculum

Moving to a regional model that is largely student funded would reduce operational (but not upfront capital investments) and increase the capacity of the system to train new police officers in a regionally centered model.

Potential Operational Cost Savings for the CJTC

Shifting some of the academic training curriculum from the CJTC to the community college would potentially reduce the total training time for BLEA. The three courses listed could reduce the total training time by 100-120 hours, or three total weeks of instruction. This would save an estimated \$20,000-\$30,000 per cohort in instruction, housing and subsistence costs. Specific areas of instruction that the CTC courses would potentially reduce are outlined below.

Table 21: Potential CJTC BLEA instructional blocks that could be reduced and shifted to CTCs

Training Areas	Current BLEA Hours	Potential CTC Clock Hours Credited	New BLEA Hours
Patrol Procedures	109	30	79
Investigations	61	20	41
Criminal/Constitutional Law	104	50	54
Total	274	100	174

BLEA would still need to provide instruction in these areas, including providing current case law and up-to-date patrol practices.

Increased Training Capacity to Address the Backlog

Reducing the time of training and overall costs of each cohort would allow for additional numbers of officers to be trained without new funding. However, this would take time to implement prior to being able to realize this capacity and would not negate the need for additional resources to address the instant backlog. Savings through this model could fund an additional 1-2 cohorts per year, or 30-60 additional officer training spots.

Seamless Pathways to Degrees

As noted earlier, only two-thirds of the community and technical colleges award credit for BLEA toward a degree. This model would make it easier for law enforcement officers to complete their associate degree with the pre-academy certificate and credit for the BLEA training itself. Graduates would be over 50 percent of the way to completing a degree, which could be finished at any local community college near their agency as they begin their careers.

Addressing Foundational Skills Gaps

During our assessment of BLEA, we identified an emerging problem of law enforcement candidates lacking foundational literacy and numeracy skills, creating challenges in successfully completing BLEA curriculum. The pre-academy model could identify individuals needing academic support in the community college setting. Colleges could also use I-BEST models⁵⁵ to provide dedicated foundational skills support for students to quickly address gaps and increase success at the CJTC academy.

⁵⁵ <https://www.sbctc.edu/colleges-staff/programs-services/i-best/>

Potential Risks of a Pre-Academy Curriculum

Deterring Applicants with Additional Steps

The process for hiring law enforcement officers is already extensive with exams, assessments, interviews and background checks. Requiring college-level coursework prior to attending the academy may discourage some applicants from pursuing the pathway. Additionally, local departments that did not choose to cover the cost of these courses would add a financial burden to prospective officers.

Small Departments at a Disadvantage

Tight budgets in small departments will also make it more difficult to sponsor tuition costs for these courses. Interested recruits may opt for employment in larger departments that are better resourced. While the impact would likely be lower than the regional academy model, this risk should still be considered.

Maintaining Consistency in Training Standards Across Colleges

Even with CJTC acting as the accrediting body, the ability to maintain standards across colleges will be difficult. While the proposed courses for a core curriculum have common course outcomes, work remains to ensure consistent assessment that measures the competencies required in each course.

Section Seven: Potential Implementation Timelines

This section outlines a sample timeline of implementation for both models evaluated in this report. Due to the need for capital infrastructure and program accreditation, the regional academies model would take substantially more time to complete.

Regional Academy

The regional academy model would take several years to complete, with CTC-based training able to begin in FY 2022-2023. The major elements would include facility construction, receiving accreditation from multiple bodies and creating the programs.

Legislative Action for Capital Facilities: The current capital budget and community college construction process does not include funds to build the firing range facilities needed for training, requiring legislative appropriations as needed. RCW 43.191.080 (9) appears to provide broad enough language to allow the CJTC authority to contract with the CTC system for the delivery of training.⁵⁶ If the Legislature desired to allocate these funds through the SBCTC operating budget, this would also require amended legislation and appropriation.

Accreditation Processes: The programs at the colleges would require accreditation from the CJTC, the SBCTC and the Northwest Commission of Colleges and Universities. The CJTC and SBCTC accreditation processes would be a natural part of the transition. The Northwest Commission of Colleges and Universities would require colleges to submit a substantive change to offer BLEA training. These processes can take upwards of one calendar year to prepare and receive approval.⁵⁷ It is important to note that per NWCCU guidelines, colleges could not begin advertising or promoting the program until approval.

College Program Development: Colleges offering a regional academy would need to undertake a development process that would include:

- Adoption of curriculum that would need to be approved by the internal instructional teams and by the CJTC as meeting BLEA standards established by the board.
- Hiring staff and faculty to support the program.
- Procuring equipment where needed.
- Supporting the construction of new facilities and working with the CJTC to arrange use of the facilities in Burien for training.
- Working with the SBCTC and CJTC on the transition process to begin training

State Board of Community and Technical Colleges: The SBCTC would likely play a convening role in the transition. When new programs or opportunities have come to the system, the SBCTC has generally overseen a selection process for colleges. In our model, there would be two colleges selected, one to operate the current training facility (likely a Puget Sound-area

⁵⁶ (9) To own, establish, and operate, or to contract with other qualified institutions or organizations for the operation of, training and education programs for criminal justice personnel and to purchase, lease, or otherwise acquire, subject to the approval of the department of enterprise services, a training facility or facilities necessary to the conducting of such programs.

⁵⁷ <http://www.nwccu.org/tools-resources/institutions/substantive-change/>

college) and another for the Eastside location. Additionally, the SBCTC maintains a program approval process to authorize new programs offered by community and technical colleges.

Criminal Justice Training Commission: The CJTC would retain an oversight and accreditation role and would ultimately manage the transition to the regional model. This may include the allocation of operational training dollars if the Legislature does not directly fund the colleges. The CJTC will also need to determine if self-sponsored students will be allowed to attend BLEA and how to allocate sponsored students to the appropriate academy. Finally, the commission would need to develop and implement an oversight procedure similar to the role California POST plays with their college programs.

Table 22: Implementation timeline for move to regional academies

	Capital Facilities ⁵⁸	Accreditation	CJTC Oversight	College Programs
FY 2019			CJTC Board creates oversight plan with policy development	SBCTC and CJTC select colleges for BLEA sites
FY 2020	Legislative: Appropriate capital funds for facilities Colleges release planning RFP	SBCTC approves programs Colleges apply for NWCCU Substantive Change Apply for CJTC approval	Legislature appropriates operational funds to the CJTC for the new model CJTC contracts with selected colleges to provide BLEA	Legislature adjust funding to CTC system Curriculum development Hiring initial faculty and staff
FY 2021	Build/plan RFP awarded and construction begins CJTC and selected college create Burien facility use agreement	Colleges receive NWCCU approval Colleges receive CJTC approval	CJTC creates policies for self-sponsored students if needed CJTC aligns law enforcement agencies with college training	Faculty and staff hiring complete Equipment procurement process
FY 2022	Construction completed on facilities		CJTC develops oversight procedure for the CTC academies	Student recruitment and enrollment First cohorts begin

⁵⁸ Note that this timeline assumes special legislative action to fund the capital projects during the 2020 legislative session. If the projects are added to the list of SBCTC capital projects, the timeline may be extended by 8-10 years. This also assumes land is already owned by the host college and/or can be procured quickly.

	Capital Facilities ⁵⁸	Accreditation	CJTC Oversight	College Programs
FY 2023			Oversight process begins	Regional academies in full operation

Pre-Academy Model

Implementing a pre-academy model is far less complex with no capital projects, equipment upgrades or major accreditation changes required. Additionally, no legislative action or changes in appropriations would be required.

Joint CJTC/SBCTC Committee: The two agencies would form a committee to oversee the pre-academy model including creating policies for sponsorship, credit for prior learning, assessments and outcomes, and course outcomes. Committee recommendations would need to be adopted by respective agencies as needed. Recommended members of the committee would include SBCTC workforce division staff, SBCTC instruction division staff, Workforce Education Council representation, the COE for Homeland Security and CJTC BLEA training staff.

Accreditation: Since the changes to college curriculum would be minor, only approval from the SBCTC and potentially a minor change with NWCCU would be required. Barriers in this area would be minimal.

CJTC: The CJTC would endorse pre-academy programs at participating colleges and support ongoing curriculum updates to ensure that the competencies being assessed at the colleges meet the requirements for being a law enforcement officer. Additionally, the CJTC would lead engagement with local agencies on how to best leverage the pre-academy program.

College Programs: Building off work already completed with the COE HSEM, participating colleges would need to work collaboratively with the CJTC to update curriculum and create processes to serve new officers on a pathway to BLEA. Colleges would need to commit to maintaining CJTC approved standards and to maintaining faculty and staff sufficient to meet demand.

Table 23: Implementation timeline for pre-academy model

	CJTC/SBCTC Committee	Accreditation	CJTC	College Programs
FY 2019	CJTC board and SBCTC create collaboration plan			Complete common course approvals
FY 2020	Committee establishes policy guidelines for college programs,	SBCTC approves programs Colleges apply for and receive	Approve pre-academy programs meeting instructional and	Colleges identify if they want the pre-academy designation

	CJTC/SBCTC Committee	Accreditation	CJTC	College Programs
	<p>BLEA, and local agency processes</p> <p>Agree on oversight standards by CJTC</p> <p>Create blanket transfer rules for BLEA graduates to receive CTC credit</p>	NWCCU Minor Change approval	<p>assessment standards</p> <p>Work with local agencies to understand how the pre-academy program works in selection and training</p> <p>CJTC approval of pre-academy programs</p>	<p>Final curriculum development including I-BEST</p> <p>Create agreements with local agencies</p>
FY 2021			Monitoring and oversight of programs	Begin offering pre-academy programs

Section Eight: Recommendations

Based on our analysis, the benefits of completely moving BLEA training to the CTC system are outweighed by the potential risks. Currently, Washington provides quality training through the centralized academy model that meets or exceeds national standards. Focusing on continuous improvement to the current system is most likely to result in a robust and capable law enforcement workforce serving the people of Washington. However, increased collaboration between the SBCTC and the CJTC could enhance the overall quality of the workforce.

Substantial Risks to the Regional Academy Model

For this project, no specific policy problem was identified. During our research, the following concerns emerged regarding basic law enforcement training and the law enforcement workforce:

- A growing backlog of vetted and hired police recruits waiting to attend the BLEA course.
- A shrinking pool of qualified candidates for an increasing number of open police officer positions.
- The need to evolve police training to incorporate modern training standards and technologies and adapt to a changing social environment.

The risk factors during and even after the transition to a regional academy model hosted at the CTCs would likely exacerbate each of these problems. Specific risks affecting these elements are outlined below.

The Inability to Hire Sufficient Numbers and Quality of Faculty at Community College Pay Rates

Training officers at the CJTC academy maintain their current salaries and benefit plans (including retirement), which allows the academy to recruit highly qualified current officers to provide the training at BLEA. As noted in the 50-state review, other states with purely community college-based training rely heavily on retired officers. This would result in a lower quality and currency of police training.

Colleges would be unlikely to hire current police officers due to the divergence in salaries. Officers would not only have to leave their agencies but would have to accept lower pay rates in accordance with collective bargaining agreements. With more than 200 local police agencies and 34 community college bargaining agreements in place, this creates a structural barrier to supporting a strong instructor talent pool for regional academies.

Moving the Costs to Students Would Reduce the Available Pool of Applicants

The regional academy model would negatively affect potential officers by both requiring the upfront investment in training and eliminating the salaries officers are currently paid during training. Between loss of salaries (\$5,000-\$7,000 per month) and training costs (\$5,500-\$11,000), the total cost moved to the applicant from the current system would be between \$35,000-\$55,000 from the current model.

Likely in response, larger and better-funded agencies would sponsor candidates taking on these costs, as we observed in Michigan and other states with similar programs. Smaller agencies would be unable to compete for talent and would continue to find it difficult to fill open positions. Additionally, the fact that a law enforcement career includes paid training is a strong

incentive for individuals to consider the career. Potential officers (particularly those without the means to pre-pay for training) would likely show less interest in starting a law enforcement career.

The Transition Period Would be Lengthy and Not Solve the Current Backlog Issue

As noted in the implementation plan, even with legislative approval in 2020 for capital allocations, the transition process would take years to complete. Given the current urgency to hire and train new officers, disrupting the training system would present short-term risks to the number and quality of new officers entering the workforce. If capacity did not exist at the CJTC training site(s), then investing the CTC based regional academies would be a stronger option to consider. However, since the academy can scale up to train additional cohorts in the coming years, the transition in the current labor market presents a significant risk.

Pre-Academy Core Curriculum Model Offers Opportunity with Limited Cost

Increased and intentional collaboration between the SBCTC and CJTC presents an opportunity to improve the number of potential law enforcement officers and the quality of their training and preparation. The Center of Excellence for Homeland Security and Emergency Management provides a nexus for collaboration between the agencies. The CTC system can provide academic instruction, while the CJTC can provide the hands-on applied training that are each agency’s core competencies.

The major barrier to the pre-academy model would be working out the transition for hiring and placements with the more than 300 local agencies. This will require significant effort, particularly with smaller departments. Larger agencies are more likely to have the resources and processes to adapt, while rural departments may struggle with updating processes and sponsoring students.

However, the benefit of a more robust potential law enforcement officer workforce with academically accessible pathways to more communities and individuals would address shortages in qualified applicants. The I-BEST model is a proven instructional methodology, resulting in better completion rates and success in employment.⁵⁹

Table 24: Comparison of benefits of new models and status quo

Continue BLEA at CJTC (Status Quo)	Regional Academies Run by CTCs	Pre-Academy Course at CTCs
Benefits		
Allows for rapid adjustments to curriculum as laws change.	Reduced cost to the state (\$3-4 million annually).	Reduce BLEA instruction time by an estimated 100-120 hours, saving \$20,000-\$30,000 per cohort in instruction, housing and meal costs.
Instructor staff of active duty officers on assignment from agencies across the state.	Local academies allow for more commuter students and for local agencies to more easily monitor recruit progress through BLEA.	Reducing costs allows for additional numbers of
Curriculum goes beyond national averages to include training on officer safety and		

⁵⁹ <https://www.sbctc.edu/resources/documents/colleges-staff/programs-services/basic-education-for-adults/InvestmentsinI-BESTPrograms.pdf>

Continue BLEA at CJTC (Status Quo)	Regional Academies Run by CTCs	Pre-Academy Course at CTCs
<p>wellness, crisis intervention and scenarios.</p> <p>Established process for continuous curriculum improvement.</p> <p>Existing facilities, including firing range, mock scenario building, and state-of-the-art virtual reality simulator.</p>	<p>Increased training capacity to meet current and predicted future demand for training.</p> <p>Regionally tailored training to meet the diverse needs of agencies across the state.</p> <p>Potential pathways to degrees by incorporating BLEA into college programming.</p>	<p>officers to be trained without new funding.</p> <p>College credits awarded for BLEA can go toward a degree that could be finished at any local community college.</p> <p>Addresses foundational skills gaps in incoming recruits cited as an issue at CJTC (through foundational skills courses and/or I-BEST).</p>

Table 25: Comparison of risks of new models and status quo

Continue BLEA at CJTC (Status Quo)	Regional Academies run by CTCs	Pre-Academy Course at CTCs
Risks		
<p>Current backlog of recruits will remain or grow without increase in funding (approx. \$300,000 per additional cohort).</p> <p>Increased need for housing for nonlocal recruits.</p> <p>Distance to CJTC limits ability for some agencies to monitor recruit progress to BLEA.</p>	<p>Upfront capital and equipment expenses of \$9-20 million (approx.).</p> <p>Challenge hiring quality faculty at college salaries, constrained by diverse CBAs.</p> <p>Cost shift to students overly burdens students of color or low socio-economic backgrounds.</p> <p>Small agencies at disadvantage in offering tuition support.</p> <p>Challenges maintaining consistency in training standards across colleges.</p> <p>Long implementation timeline, further stressing the shortage for law enforcement officers.</p> <p>College governance risks tied to costs, community scrutiny</p>	<p>Additional steps to hiring and training process may deter potential applicants.</p> <p>Small agencies at disadvantage in offering tuition support.</p> <p>Challenges to maintaining consistency in training standards across colleges.</p>

Continue BLEA at CJTC (Status Quo)	Regional Academies run by CTCs	Pre-Academy Course at CTCs
	and increased liabilities of firearms and ammunition storage.	

Appendix A – State Comparison Table

State	Model	Model Description	Allow Self-Sponsored?	Types and # of Academies	Min Hours	Min Entry Edu	Governing Body
Alabama	Regional academies	State commission certifies city and regional academies	No	State: 2 Regional: 1 Municipal: 7	520	HS/GED	Alabama Peace Officers Standards and Training Commission (APOSTC)
Alaska	Central academy	Two academies in the state with only ~1,000 sworn officers	No	State: 1 Municipal: 1	650	HS/GED	Alaska Police Standards Council
Arizona	Hybrid	2 main academies, the others are operated on an as-needed basis	Yes	State: 1 County: 1 Regional: 6 2-yr. college: 5	585	HS/GED	Arizona Peace Offerings Standards and Training (POST) Board
Arkansas	Regional academies	State run academies	No	State: 1 Regional: 2	520	HS/GED	Commission on Law Enforcement Standards and Training (CLEST)
California	Hybrid	State has its own agencies; larger cities run their own and are affiliated with local community colleges. Most municipal/city level academies are CC affiliated. CC is place of learning, but LE agencies provide instructors	Yes	State: 2 Municipal: 6 Regional: 14 2-yr. college: 17	664	HS/GED	California Commission on Peace Officer Standards and Training
Colorado	Hybrid	Mix of agency run, CC, and private academies	Yes	State: 1 Municipal: 9 2-yr college: 13	548	HS/GED	Colorado Peace Officer Standards and Training Board
Connecticut	Regional academies	One state-run academy and 5 municipal council-approved academies	No	State:1 City/Municipal: 5	818	HS/GED	Police Officer Standards and Training Council (POST)
Delaware	Regional academies	3 regional academies	No	State:1 Municipal: 3	584	HS/GED	Delaware Council on Police Training (DCPT)
Florida	Hybrid	Most academies in Florida are affiliated with a community college or vocational school (except state level agencies)	Yes	State: 2 Regional: 5 2-yr. college: 20 4-yr. college: 1 Tech. school: 6	770	HS/GED	Criminal Justice Standards & Training Commission

State	Model	Model Description	Allow Self-Sponsored?	Types and # of Academies	Min Hours	Min Entry Edu	Governing Body
Georgia	Regional academies	All academies operated by Georgia Public Safety Training Center	Yes	State: 1 Regional: 8	408	HS/GED	Georgia Peace Officer Standards and Training Council
Hawaii	Decentralized - Agency Level	Not state centralized, all departments take on their own training	No	Training at agency	no mandate	HS/GED	N/A - though major city academies are accredited by national org CALEA
Idaho	Hybrid	One basic training academy and 2 year college programs	Yes		300	HS/GED	Idaho Peace Officer Standards and Training (POST)
Illinois	Hybrid	State LE Training & Standard's Board certifies schools to provide training. SW Illinois College (a CC) recruits from their administration of justice program. Direct hire before academy, with the exception of an internship trainee program (this program appears to be defunct).	No	State: 1 Regional: 2 Municipal: 1 2-yr. college: 1 4-yr. college: 1	480	HS/GED	Illinois Law Enforcement Training and Standards Board
Indiana	Regional academies	Two tiers of LE training, Tier II for officers in towns with no more than 1 marshal, and Tier I for officers in larger jurisdictions	No	State: 1 Regional: 4 Municipal: 2	600	HS/GED	Indiana Law Enforcement Training Board
Iowa	Central academy	Direct hire to the academy, although can be "sponsored" but not yet hired by a local LE agency	No	State: 1 Municipal: 1	560	HS/GED	Iowa Law Enforcement Academy
Kansas	Regional academies	State POST Commission-approved academies	No	State: 2 Regional: 1 Municipal: 4	560	HS/GED	Kansas Commission on Peace Officers' Standards and Training (POST)
Kentucky	Regional academies	3 state-approved academies	No	State: 2 Municipal: 1	768	HS/GED	Kentucky Law Enforcement Council
Louisiana	Regional academies	27 regional POST-approved academies	No	Regional: 27	400	N/A	Louisiana Peace Officer Standards and Training Council (POST)

State	Model	Model Description	Allow Self-Sponsored?	Types and # of Academies	Min Hours	Min Entry Edu	Governing Body
Maine	Central academy	3-phase program; self-sponsored applications can take phase one; one academy, but local agencies may have supplemental training	Yes	State: 1	720	HS/GED	Maine Criminal Justice Academy (MCJA)
Maryland	Hybrid	State accredited academies and collaboration with federal agencies due to proximity to DC; 6-month training. Option to obtain 18-36 college credits from training to apply to degree program	Yes	Fed: 1 State: 3 Regional: 3 Municipal: 5 2-yr college: 2+	1040	HS/GED	Maryland Department of Public Safety and Correctional Services (DPSCS)
Massachusetts	Regional academies	Regional and state academies via the Municipal Police Training Committee (state body); however, current LEO can participate in the Police Career Incentives Pay Program and receive federal funds to pursue college degree	Yes	State: 2 Municipal: 3 Regional: 2	800	HS/GED	Executive Office of Public Safety and Security
Michigan	Hybrid	3 tracks: 1) enter academy as employed candidate (50% of hires); 2) self-sponsor into regional academy (must have AA for this route); 3) 2- or 4-yr college program	Yes	State: 2 Regional: 12 Pre-service track (2- or 4-yr program): 6	594	HS/GED	Michigan Commission on Law Enforcement Standards (MCOLES)
Minnesota	Two Year College	2-year degree program	Yes	State: 1 Municipal: 2 2-yr. college: 9 4-yr. college: 10 Tech. school: 2	N/A	AA Degree	Minnesota Board of Peace Officer Standards and Training (POST)
Mississippi	Regional academies	6 state accredited regional academies & 12 part-time academies	Yes	Regional: 6 (F/T) 12 (P/T)	400	HS/GED	Mississippi Board on Law Enforcement Officer Standards and Training (BLEOST)

State	Model	Model Description	Allow Self-Sponsored?	Types and # of Academies	Min Hours	Min Entry Edu	Governing Body
Missouri	Hybrid	State POST-approved academies; can be employed or self sponsored; academies on college sites can have ~32 credits applied to advanced degree	Yes	State: 1 Regional: 3 Municipal: 3 2-yr college: 9	470	HS/GED	Missouri Department of Safety's Peace Officer Standards and Training
Montana	Central academy	Can attend the basic academy as a new hire (most common) or self-sponsored ("pre-service")	Yes	State: 1	480	HS/GED	Montana POST Council
Nebraska	Central academy	One state-run academy for basic; recruits may have additional on-site training at their agency of hire	No	State: 1	600	HS/GED	Police Standards Advisory Council
Nevada	Hybrid	Mix of regional, municipal and CC academies; 2 academies allow for self-sponsored recruits	Yes	State: 1 Regional: 3 Municipal: 6 2-yr. college: 3	480	HS/GED	Nevada Commission on Peace Officers' Standards and Training (POST)
New Hampshire	Central academy	One state run academy for basic; "paramilitary in nature"	No	State: 1	640	HS/GED	New Hampshire Police Standards and Training Council
New Jersey	Regional academies	Most hires go through traditional academy at state-accredited regional/municipal academies. Alternate route is a process for self-sponsored recruits to attend one of 11 participating academies (mix of CC and private academies) To qualify for AR, candidate must have 60 college credits or 2 years of military service	Yes	State: 2 Regional (accept AR): 11 Regional (no AR): 1	790	HS/GED	Police Training Commission
New Mexico	Regional academies	State accredited academies (one main campus and regional satellites) can self-sponsor and receive college credit	Yes	State: 1 Regional Satellites: 8	674	HS/GED	New Mexico Law Enforcement Academy Board (NMLEAB)

State	Model	Model Description	Allow Self-Sponsored?	Types and # of Academies	Min Hours	Min Entry Edu	Governing Body
New York	Hybrid	Community colleges provide “pre-service” courses + traditional regional academies	Yes	Regional: 14 Pre-Service CCs and Academies: 12	649	AA Degree	Office of Public Safety
North Carolina	Central academy	One academy with 2 campuses	Yes	State: 1 (2 campuses)	632	HS/GED	Criminal Justice Education & Training Standards
North Dakota	Central academy	Four-month basic training at the state-approved training academy; 1 semester peace officer program can be coupled with an AA degree	No	State: 1	480	HS/GED	North Dakota Peace Officer Standards and Training (POST)
Ohio	Hybrid	State accredits more than 60 academies (mix of college, private and agency run); most larger jurisdictions operate a “closed” hire-first academy; other regions allow for “open” or self-sponsorship	Yes	Regional: 60+	728	HS/GED	Ohio Peace Officer Training Commission
Oklahoma	Hybrid	Basic academy happens at central site in a “semi-paramilitary” setting; some community colleges recognize BLEA for transfer credits	Yes	State: 1 Municipal: 3 Regional: 2	576	HS/GED	Oklahoma Council on Law Enforcement Education and Training (CLEET)
Oregon	Central academy	Consolidated training at central location (for local and state agencies)	No	State: 1	640	HS/GED	Department of Public Safety Standards and Training (DPSST)
Pennsylvania	Hybrid	Municipal training commission is nested under the state police, academies are operated regionally	Yes	State: 1 Regional: 3 Municipal: 7 2-yr. college: 6 4-yr. college: 4	758	AA Degree	Municipal Police Officers’ Education and Training Commission
Rhode Island	Central academy	One academy providing basic to non-state LEO	No	State: 1	953	AA Degree	Rhode Island Police Officers Commission on Standards and Training (POST)
South Carolina	Central academy	Single academy, though pre-training may happen at local agencies	No	State: 1	480	HS/GED	South Carolina Law Enforcement (SCLE) Training Council

State	Model	Model Description	Allow Self-Sponsored?	Types and # of Academies	Min Hours	Min Entry Edu	Governing Body
South Dakota	Hybrid	Single academy; partner agreement with 3 technical colleges for students in good standing who can sit for certification exam. Any portion failed can be made up at the academy	Yes	State: 1 2-yr college: 3	520	HS/GED	South Dakota Law Enforcement Officers Standards and Training Commission
Tennessee	Central academy	Traditional academy route (priority when space is limited) or be in the fourth year of an accredited CJ program	Yes	State: 1 4-yr college:	501.5	HS/GED	Peace Officers Standards and Training Commission (POST)
Texas	Hybrid	Mix of county/cities-based academies and academic programs	Yes		618	HS/GED	Texas Commission on Law Enforcement
Utah	Hybrid	One central academy and 7 community colleges (college programs tend to be P/T nights and weekends, 10 months to complete)	Yes	State: 1 2-yr college: 7	725	HS/GED	Utah POST
Vermont	Central academy	One central academy	No	State:1	947	HS/GED	Vermont Criminal Justice Training Council (VCJTC)
Virginia	Regional academies	Hired by agency and sent to one of the 11 regional academies	No	Regional: 11	480	HS/GED	Virginia Law Enforcement Professional Standards Commission
Washington	Central academy	2 academies, one for state (WSP) and one for regional/municipal LEO (BLEA); must be hired to attend	No	State: 2	720	HS/GED	Washington State Criminal Justice Training Commission (WSCJTC)
West Virginia	Central academy	Single academy	No	State: 1	400	N/A	Law Enforcement Professional Standards (LEPS) Program
Wisconsin	Two Year College	Most training is done at technical colleges. Recruits must have 60 hours of college credits, as such AA degree pathways where recruit earns AA along with 520 hours of basic training. Recruits who already have 60 credits can go straight to the academy	Yes	State: 1, Regional: 1 Municipal: 2 2-yr. college: 6 4-yr. college: 1 Tech. school: 9	520	AA Degree	Wisconsin Law Enforcement Standards Board (LESB)

State	Model	Model Description	Allow Self-Sponsored?	Types and # of Academies	Min Hours	Min Entry Edu	Governing Body
Wyoming	Central academy	Single academy, can go in as a direct hire or self-sponsored through a separate “pre-service” program at the same academy	Yes	State: 1	605	HS/GED	Peace Officer Standards and Training Commission (POST)

Appendix B – Survey to Community and Technical College Criminal Justice Deans

- 1) What is the name of your college?
 - 2) What is your role at the college?
 - 3) Is your Criminal Justice Program self-support or generate State FTE?
 - a. Self-support
 - b. State FTE
 - 4) If FTE, what is the current FTE (Annual Estimate)?
 - 5) Do you award credit for individuals who have completed the Basic Law Enforcement Academy and then enroll in a Criminal Justice Program?
 - a. Yes
 - b. No
 - c. Case by Case
 - d. Unsure
 - 6) Do you offer or partner with a Reserve Academy?
 - a. Yes
 - b. No
 - 7) If so can you describe the Reserve Academy program?
 - 8) Approximately how many students enroll in the Reserve Academy program each year?
 - 9) Are you planning to adopt the 5-course common curriculum proposed by the Center of Excellence for Homeland Security and Emergency Management working group?
 - a. Yes
 - b. No
 - c. Maybe
 - d. Have not heard of it
- Open comment box: please describe your answer
- 10) How many tenured/tenure-track/full-time temp criminal justice faculty do you currently have?
 - 11) How many associate criminal justice faculty do you have?
 - 12) Based on what you know about the legislature's consideration of moving basic law enforcement training to the community and technical colleges, what are your thoughts and concerns about what this might mean for your college?

Appendix C – Police Officer Job Profile

The below job profile for an entry level police officer is built using the 13 core competencies as provided by the CJTC. The competency statements and required level of skill are derived using CSW’s Connecting Credentials Framework.⁶⁰ This framework uses the following skill dimensions leveled on a scale from 1 (lowest) to 8 (highest) to indicate the level of skill needed to perform each job competency.

- Knowledge (K): Describes what one knows, understands and can demonstrate
- Specialized Skills (SS): Critical thinking, integrative applications, systems thinking
- Personal Skills (P): Autonomy, responsibility, self-awareness and reflection
- Social Skills (S): Communication, teamwork and leadership

BLEA Core Competency	Competency Statements	K	SS	P	S
Police Vehicle Operations	Operates police vehicles in compliance with driving laws and defensive driving practices	2	2	3	2
	Understands department policies on pursuits and other emergency operations	2	2	2	2
	Executes appropriate driving tactics during pursuits or emergency responses	4	3	3	2
	Maintains complete performance control of vehicle during all modes of operations	4	3	3	2
Conflict Resolution	Assesses scenes with multiple parties, creating physical separation and control to allow for a resolution of the conflict	5	4	6	4
	Articulates appropriate verbal communication selecting proper verbiage and tone in high stress situations to maintain control of the scene	4	2	5	4
Use of Force	Recognizes threats and implements appropriate physical control measures to preserve the safety of the community and officers	6	4	2	3
	Applies proper tactics for use of force including defensive tactics, use of less-than-lethal weapons and firearms	2	5	4	3
	Anticipates threats before they emerge and acts quickly to prevent escalation and/or threats to community and officer safety	4	6	7	4
Report Writing	Authors reports that convey the story of the case intelligently and chronologically, and meet legal standards for charges	5	4	2	5
	Understand and follows proper chain of custody and tracking requirements for physical and virtual evidence	2	2	3	2
	Writes reports using appropriate spelling and grammar and completes reports in a timely manner	2	3	2	4
Leadership	Responds to service calls and takes on appropriate role at the scene (officer in charge, supporting officer, etc.)	3	2	4	5

⁶⁰ <http://connectingcredentials.org/framework/>

BLEA Core Competency	Competency Statements	K	SS	P	S
	Presents self as officer in charge and delegates roles to other first responders and community members as appropriate	4	5	6	6
	Volunteers for duties in the agency beyond those assigned setting an example for other officers and in the community	4	4	5	6
Problem Solving	Assesses dynamic situations and creates a plan to resolve problems and conflicts	6	4	6	4
	Evaluates plan of action and reworks or modifies based on new information or changing situations	6	5	6	4
	Integrates community voices into plan creation, implementation and improvement to create long-term problem resolution	5	4	7	7
Cultural Diversity/ Special Needs Groups	Understands unique differences between diverse groups in the community and uses those differences to resolve problems and conflicts	2	3	4	2
	Serves diverse community groups objectively and fairly and is personally comfortable engaging different groups or individuals	4	4	4	3
	Represents law enforcement as an ambassador with community groups and leaders outside of the patrol setting in meetings or events	4	5	5	6
Legal Authority	Understands and applies legal elements for social contacts, terry stops, reasonable suspicion and probable cause; maintains current knowledge of case law and court decisions	2	2	3	2
	Administers legal authority and action based on the situation as it unfolds using current case law and statutes	5	5	4	4
	Documents reasons for actions taken including arrest and community caretaking within established legal frameworks	5	3	2	2
Individual Rights	Assesses and determines the boundaries of individual rights and the criminal code, and conducts investigations in compliance with legal protections	6	2	6	5
	Administers Miranda rights, seeks a warrant and takes appropriate action with respect to search and seizure	3	2	3	2
Officer Safety	Assesses safety risks in situations and incorporates officer safety procedures into plans of action	6	3	5	3
	Collaborates with other officers in a situation including communicating movements and updates, assuming safe tactical positions and calling for assistance when needed	5	4	6	5
	Determines when subjects need to be placed in a position of disadvantage and removes safety hazards to officers including frisk, restraint, position and location of the subject	3	3	4	3
	Maintains security of personal protective equipment to prevent accidental or intentional use for harm to other officers or community members	2	2	2	2
	Understands and applies all agency Officer Safety Procedures in accordance with policies and procedures.	2	3	3	3

BLEA Core Competency	Competency Statements	K	SS	P	S
Communication Skills	Applies verbal de-escalation skills to a variety of situations using tone, body language, tactical interruptions and active listening	3	6	5	7
	Facilitates questioning of subjects and witnesses, actively listening and verifying statements as part of on-scene investigations	5	6	7	5
	Conveys sincerity, interest and compassion in conflict situations to gain trust and create communication channels to facilitate resolution and investigation	4	5	6	6
Ethics	Avoids compromising situations and refuses gratuities or other inappropriate attempts to sway an officer's integrity	2	3	4	3
	Confronts potential unethical behavior by peers either in an informal or formal process as appropriate	3	4	7	5
	Provides accurate and truthful testimony at all times in reports, court testimony and other legal processes	2	2	4	2
Self-Awareness and Self Regulations	Applies stress-relief techniques as part of a regular professional preparation routine	2	2	5	2
	Identifies emotional triggers and attempts by others to create an emotional response, and maintains a calm and professional demeanor at all times	2	2	4	4
	Evaluates performance in after-action reviews and learns from mistakes, and accepts personal responsibility for both successes and failures	6	5	6	6

Appendix D – Center of Excellence Common Courses

The following common course descriptions were designed as part of the work by the Center of Excellence for Homeland Security and Emergency Management. These working documents are not yet final and were collected during a site visit in November 2018.

CJ& 101 Intro to Criminal Justice

Course Description:

This course provides an overview of the criminal justice system discussing law enforcement, the courts, corrections, juvenile justice and current issues. This course examines the constitutional requirements, historical development of the system, the agencies, processes and theories within the criminal justice system. Emphasis is placed on how the various systems interrelate and interact with each other to attain the goal of an equitable delivery of crime-related public services.

Outcomes:⁶¹

- 1) Compare and contrast criminal justice agency roles, responsibilities and functions on the local, state and federal level.
- 2) Identify and effectively use a broad range of criminal justice terminology.
- 3) Describe the criminal justice process, including arrest and progressing through trial, adjudication and disposition, as viewed from law enforcement, judicial and correctional perspectives.
- 4) Students will explain the history of law and discuss how the constitutional principles and fundamental rights are relevant to our criminal justice system.
- 5) Identify significant theories and/or perspectives of the criminal justice system.
- 6) Discuss the role of police and police functions.
- 7) Discuss the court officials and court structures in the United States at the local, state and federal level including the goals, process and challenges of judicial disposition.
- 8) Describe offender management both within institutional corrections and community-based corrections.
- 9) Describe the juvenile justice system and how it works within the larger criminal justice system in the United States.
- 10) Articulate the issues surrounding ethics, bias, discretion, diversity and professionalism within the criminal justice system and how these relate to, reflect and influence the community as a whole.

Course Content

- 1) The Foundations of Criminal Justice
- 2) Law Enforcement
- 3) The Courts
- 4) Corrections

⁶¹ Note: If colleges chose, they could choose to remove Outcomes 7-9 as they could be covered in assessment of Outcome 1.

- 5) Juvenile Justice
- 6) Current Issues in Criminal Justice

CJ& 104 Intro to Policing

(Currently *not* a common course number. We chose this number to fit with the other numbers already used for other courses. We chose the title based on feedback from CWU who was present at our February meeting. Forms were submitted in November 2018 to Articulation and Transfer Council for approval of this course as a CCN course.)

Course Description:

This course examines the role of policing in U.S. society. Theories and practices are covered from historical and contemporary perspectives. This course identifies challenges in law enforcement including the political, social, organizational and legal environments where the police perform their roles.

Objectives

- 1) Identify and effectively use a broad range of policing and law enforcement terminology.
- 2) Describe the origins and historical evolution of policing, and how that evolution affects current policy and practice.
- 3) Compare and contrast basic patrol procedures, investigative processes, crime control theories/practices and operations.
- 4) Identify the law enforcement department organization, special units and administration structure from local to federal levels.
- 5) Describe the various policing agencies, both public and private, and their jurisdictions in the local, state and federal governments.
- 6) Discuss the role and responsibilities of discretion, ethics, accountability, code of conduct, corruption, professionalism, police culture, sub-culture and integrity and how these impacts the field of law enforcement.
- 7) Identify the psychological, physical and physiological impact of the law enforcement professional.
- 8) Analyze how diversity issues, bias and use of force by law enforcement affects civilians and community relations.
- 9) Explain the relationship between politics, crime, the media and policing in current society.
- 10) Discuss the legal limitations placed upon the exercise of police powers in the United States.

Course Content

- 1) Foundations: Development of U.S. Policing and Police Officers
- 2) Practices and Challenges
- 3) Police Work
- 4) Agency Organization and Administration
- 5) Adhering to Law, Ethical Principles and Public Expectations

Course Number and Title: CJ& 105 Intro to Corrections

Course Description:

This course will examine the historical context, philosophical concepts and major theories that have shaped corrections in the United States. Various sentencing options, correctional approaches and programs, the role of corrections in the larger criminal justice system, and contemporary correctional issues are discussed. Emphasis is placed on the effects of the corrections system on the individuals, families and society.

Outcomes

- 1) Identify and effectively use a broad range of adult and juvenile corrections terminology.
- 2) Describe the history of corrections and the theories of punishment, and these effects on current correctional policy and practices in the United States.
- 3) Compare the management of diverse inmate populations (i.e. race, gender, sexual orientation, etc.) and how the corrections field addresses these issues.
- 4) Analyze how incarceration, supervision and alternate sentencing affects individuals, families and society.
- 5) Discuss capital punishment.
- 6) Examine the process through the correctional system from arrest to final release from custody or supervision.
- 7) Compare the differences and similarities of various correctional facilities.
- 8) Define correctional personnel roles, to include command roles, management issues and discretionary powers.
- 9) Examine jail/prison life, to include (but not limited to) inmate norms, inmate rights, facility rules, inmate interactions, facility overcrowding and violence.
- 10) Explore factors that may reduce recidivism.

Course Content

- 1) The Correctional System: How and Why We Correct
- 2) Types of Correctional Sanctions
- 3) Correctional Practices
- 4) Living in the Correctional Institution and Reentry to Society
- 5) Correctional Challenges and Perspectives

Course Title: CJ& 106 Juvenile Justice

Course Description:

This course will cover the history and philosophy of juvenile justice in the United States and the impact of present societal reforms on the juvenile justice system. This course will discuss the theories that support the creation, development and continuance of juvenile justice systems, practices, and procedures in the United States.

Outcomes:

- 1) Identify and effectively use a broad range of juvenile justice system terminology.
- 2) Summarize and explain the history and evolution of the juvenile justice system and its effects on current juvenile justice policies and practices within the United States.
- 3) Examine the major theories and psychological foundations of delinquent behavior.
- 4) Analyze the association between social, economic, personal and demographic factors that influence directional changes, trends and crime rates of delinquent behavior.
- 5) Distinguish the differences between the adult and juvenile justice systems
- 6) Describe the laws, procedures, prevention programs and agencies (private, non-profit, county, state and federal) of the juvenile justice system.
- 7) Recognize the roles, responsibilities and discretionary powers of juvenile justice professionals, as well as external professions that affect the juvenile justice system.
- 8) Identify the effects of diversion programs on the individual, the family and society.
- 9) Identify the evolution of criminal procedure as it applies to the juvenile justice system.
- 10) Analyze the current issues and challenges of diverse populations within the juvenile justice system.

Course Content

- 1) History of Juvenile Justice System and Offending
- 2) The Causes of Delinquency
- 3) The Juvenile Justice System at Work
- 4) Special populations and current issues

Course Title: CJ& 110 Criminal Law

Course Description:

This course is designed as an introduction to the study of criminal law and will review the difference between crimes against property, crimes against public and crimes against a person. This course will study the various mental states required for criminal responsibility and those defenses used in a criminal trial, along with definitions, classifications, elements and penalties of crime and criminal responsibility.

Outcomes:

- 1) Identify major concepts, definitions, classifications, elements and criminal responsibility.
- 2) Summarize and explain the history, development and evolution of criminal laws in the United States.
- 3) Describe the relationship between *Mens Rea*, *Actus Reus* and Concurrence.
- 4) Examine the Model Penal Code and the elements of crimes.
- 5) Compare the four levels of *mens rea* (mental state) and evaluate when/if society should punish criminal acts committed by persons.
- 6) Examine and apply the general defenses available to criminal defendants.
- 7) Apply the constitutional safeguards and procedural protections for the accused.
- 8) Identify the major differences between civil law and criminal law
- 9) Be able to differentiate crimes against persons, crimes against property and public order and morals crimes.

Course Content:

- 1) Foundations and Elements of Criminal Law
- 2) Defenses
- 3) Crimes Against Persons
- 4) Crimes Against Property
- 5) Other Crimes

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WASHINGTON STATE CRIMINAL JUSTICE TRAINING COMMISSION

Susan L. Rahr, Executive Director

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June 5, 2019

ELECTRONIC DELIVERY

Ms. Jennifer Masterson
Office of Financial Management

Dear Jennifer,

Thank you for the opportunity to comment on the CSW study. I appreciate the thoroughness and diligence that went into this study and the time the CSW team spent meeting with the staff at CJTC to learn about our operation. I agree with many of the conclusions and recommendations. I think the study has properly identified that the risks and costs of moving to a full-regional academy model operated by the CTCs far outweigh the benefits.

I have two significant areas of concern with the recommendations in the report: The delivery of CORE classes at CTC's prior to recruits attending the academy, and the implantation of the Law Enforcement Training and Community Safety Act - LETCSA (I-940).

I do not agree with the assessment of the practicality of having CTCs deliver CORE classes to recruits before they attend BLEA, essentially as a substitute for recruits receiving that training at CJTC. There are significant logistical and structural hurdles that I don't think can be overcome.

Structural Challenges - The Basic Law Enforcement Academy (BLEA) curriculum is completely integrated, not delivered in CORE blocks of instruction that can be disaggregated and taught in another setting. Because the job of the Police Officers requires officers to quickly assess complex situations and quickly respond both cognitively and physically, it is necessary for them to practice and demonstrate the ability to integrate both throughout the academy. They must learn to apply complex legal principles as they are handling a physical confrontation.

Further, the job involves a high level of discretion and the need to exercise good judgment and self-control. These abilities need to be practiced and demonstrated in controlled, yet high-stress situations. Learning the law in a classroom setting is not the same as applying it during a high-stress mock scenario. The curriculum addresses foundational skills in the early weeks and each subsequent week new and more complex skills and knowledge are added. As the classroom lessons become more complex, so do the mock scenario exercises. If all the classroom instruction were to be delivered before the students have the opportunity to apply the principles, learning and skill acquisition will be severely diminished. If the classroom lessons are delivered many months or years before the application exercises, the learning will be even further compromised. I could not in clear conscience tell the public that this bifurcated method of delivering training will be as effective as the integrated model.

Logistical Challenges - If the state decided to require CORE classes to be taken at a CTC before entering BLEA, we would have to completely re-write and re-structure our curriculum back into CORE blocks, which goes against everything we know about adult learning, particularly as it relates to applying skills and academic learning. Re-writing our curriculum would be a massive undertaking as it would affect every area of instruction. If the state made attending CORE classes at CTC's voluntary, we would have to operate under two different curriculums, one that included CORE classes and one that didn't. Then we would have to run separate cohorts, each comprised of recruits who all took CORE classes before attending or those where none had taken the classes ahead of time. It would not be feasible to enroll a cohort unless all recruits had taken the CORE classes, or none had. Further, about 1/3 of our current recruits already have AA's or BA's. Would we require them to "go back to a CTC" and take CORE classes for a year, without an income, before attending a 3 or 4-month BLEA? This would likely have a very detrimental impact on an already shrinking pool of qualified applicants. Additionally, any personnel cost savings from outsourcing CORE training classes would be eaten up by adding personnel to coordinate, monitor, and audit the training done at the CTC's.

Implementation of the Law Enforcement Training and Community Safety Act - LETCSA (former known as I-940) - I have concerns about the ability of CTC's to address the myriad of new training requirements in the new law. A great deal of work and negotiations have been underway between CJTC staff and Commissioners and stakeholder groups from around the state, representing community constituents and law enforcement groups. Agreements have been negotiated that anticipated training being done at a central location with very specific agreements about collaboration with the various stakeholders groups named in LETCSA. The new law mandates integrated training involving mock scenarios. New curriculums are being developed which will have roles for community members to assist with training development and delivery. It will be challenging to manage a cadre of community level trainers at one academy. I don't know how CTC's will recruit and manage various cadres from around the state.

Additionally, the development and implementation of new curriculum is an iterative process that requires many frequent discussions and collaboration between curriculum developers, trainers, and students. This is very challenging at a central academy. It will be even more difficult when dealing with multiple CTC's and an ever-changing cast of trainers.

In conclusion, I think that overall, this report is well-written and very illuminating and will benefit an informed discussion about the most cost effective way to train new police officers in WA State. I welcome the opportunity to discuss various aspects of this report as we continue to weigh the risks and benefits of maintaining our current training model, or explore others.

Sincerely,

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Susan L. Rahr,
Executive Director