

INTRODUCTION

The members of a profession share a sense of organic unity and consciousness of themselves as a group apart from laymen. This collective sense has its origins in the lengthy discipline and training necessary for professional competence, the common bond of work, and the sharing of a unique social responsibility. . . . Entrance into this unit is restricted to those with the requisite education and training and is usually permitted only at the lowest level of professional competence.

Samuel Huntington, 1957

The corporateness element of professionalism implicitly requires adherence to and maintenance of standards, both at an individual and institutional level. The requirement of professional standards implies that there must be training regarding these standards; otherwise, there is no opportunity to inculcate the values and methods of the profession. Furthermore, the training must not only transmit the profession's ethos, it must do so in such a way that allows no conflicting interpretations. Simply establishing accepted standards is insufficient. The accepted standards must be communicated to and enforced by LAPD officers.

Implementing the requisites of corporateness makes many demands on an organization and its leadership. Despite personnel and budgetary resource constraints, recruitment and hiring must still strive

to attract the type of individual that will meet the standard of a professional LAPD officer. Existing hiring processes that may “select out” less desirable candidates rather than “select in” more desirable candidates require revision.¹ Recruiting should seek individuals wanting a professional career in law enforcement rather than simply a steady paycheck. It would be better for the LAPD to hire fewer officers of high quality than greater numbers whose performance undermines public confidence. Promotion criteria should be set to support current goals of police professionalism. Training at every level should consistently seek to build the expertise, sense of commitment, and understanding of collective responsibility that is the foundation for a professional law enforcement organization.

Three different issues related to corporateness can abet further development of a more professional force (and hence one more qualified to manage the challenges inherent in the five areas of concern in this study). These issues are

- integrating lessons learned in the field into Department training in order to maintain and improve skills
- ensuring that the training function consistently preserves standards of excellence across the force and in its instructors
- restructuring the LAPD training organization to allow for optimum performance.

¹Assistant Chief James McDonnell, LAPD, interview by Estela Lopez and Barbara R. Panitch.

EVERY COP A TEACHER: A CALL FOR CREATING AN EFFECTIVE LESSONS-LEARNED PROGRAM

Primary Recommendation

Establish an LAPD lessons-learned program.

What is training? It is changing behavior.

William J. Bratton
City of Los Angeles Chief of Police
February 13, 2003

Lessons Learned and What They Offer the LAPD

A lessons-learned mechanism would have dual benefits in the area of community policing. Not only would it help senior lead officers and others to see how problems were addressed in another part of the city, it could provide the community link that is largely absent in training. Historically, residents have been the consumers of police services rather than contributors to the problem-solving process. There have been civilians working with officers who have done their share of the heavy lifting, but only the involved officers know this. A distribution avenue such as a lessons-learned center could ultimately result in modifications to training based on partnerships with the community.

Maintaining professional expertise is a continual process. Many professions require members to complete continuing education programs to maintain their standing. Other organizations hold periodic mandatory training sessions that focus on pertinent topics or require members to develop a personal reading program based on recommended readings focusing on the profession. Such programs seek to disseminate knowledge considered necessary for maintaining skills. A profession will stagnate, lapse in its expertise, or otherwise fail in its service to society if it does not constantly update the knowledge of its members.

Police organizations generally leave the discovery and teaching of new material to their training function and on-the-job experience. Only by exception, such as in the case of a fatal shooting involving an officer or a mishandled riot, do departments conduct investigations that result in dramatic training and policy changes. There is rarely a means in place for promoting the transmission of good practices among precincts or encouraging individual police officers to share innovative concepts. A valuable initiative can take months or years to gain recognition. When there is no mechanism in place to make an innovative officer's initiatives known to a wide audience, they can be lost entirely if he leaves the department.

We found little evidence of effective compilation and dissemination of lessons learned in the world of policing. Fortunately, there is an example from the military environment that provides a basis for study and adaptation. The U.S. Army historically suffered from problems in sharing lessons learned. The pressures of day-to-day operations meant that a unit developing means to overcome a new problem or enemy tactic would not typically share its experience unless leaders ensured that units were debriefed on return from missions. Even then the material would too often languish at a lower echelon or otherwise fail to progress up the chain of command and from there be disseminated to others in the field. Such failures cost lives.

The need for better passing of insights on to others in the organization repeatedly made itself evident. It surfaced during World War II and Korea and again in Vietnam. Units met the need in various ways. During the Vietnam War, for example, the 1st Cavalry Division collected field observations and took steps to ensure that such lessons were sent to those serving in the field. The division's school for soldiers newly arriving in the combat zone immediately introduced these field observations into its curriculum. Commands in Vietnam regularly submitted an "Operational Report—Lessons Learned" that spread the word regarding new discoveries and innovations by field soldiers.² Such reports served as an important source of the material used in the division school and passed to organizations in contact with the enemy.

²Glenn, 2000, p. 13.

The army found that it was also encountering problems in sharing peacetime lessons learned. In 1985, it therefore created the Center for Army Lessons Learned (CALL), the foremost center in the world for gathering information of value to its organization and making it available to those to whom it is of value. CALL collects lessons, observations, insights, and suggestions from the army's major combat training centers. It sends military and civilian analysts to theaters of operation to bring back information of value to the service as a whole. The organization also allows any soldier, anywhere, anytime, to provide his observations on how the army might better prepare for conflict. But collection is not enough. Any such program is worthless without distribution. CALL also sends instructor teams out to teach units in the field and provides its materials on a web site and in written form, sending particularly timely lessons directly to the service's top leadership and training centers.

Like the military, the police force must constantly learn and adapt. Changes in the law, equipment, and criminal behavior all require new skills and training. Most of these new skills requirements and training are identified through well-established mechanisms. Legislative liaisons or a department's legal personnel suggest adjustments based on changes to the law. Centralized police training standards are in part decided by outside entities such as Peace Officer Standards and Training (POST). Those responsible for bringing new equipment into a department either contract for training as part of the purchase or develop internal means of educating those who will employ the equipment in the field.

Other less routine needs for new training are not as easily identified. Innovations in one police department may take months or years to spread elsewhere. A member of the LAPD might recognize a shortcoming in a routine procedure and develop an innovative way to address it, but, without means to pass such innovations along, the idea will not spread beyond the few officers in direct contact with the innovator. Policing is a dynamic vocation; its environment, challenges, and capabilities are ever changing. Its education systems have to be equally dynamic in their ability to recognize and disseminate necessary change. There is need for a formal system of collecting, processing, and distributing lessons learned.

No police department can afford an organization like CALL, but neither can a department forsake the opportunity to teach its members lessons from those best qualified to understand their needs—fellow members of the police vocation. The following section reviews CALL operations further with an emphasis on determining how the LAPD can best take advantage of this educational methodology at a reasonable cost.

Supporting Recommendation

Assign the training group primary responsibility for the lessons-learned program.

Developing Lessons Learned

A “lesson learned” is one of “validated knowledge and experience derived from observation and historical study of training, exercises, and operations.”³ The initial objective in working with lessons learned is to determine what performance changes are necessary. Such changes “may result in either stopping something we have been doing, doing something differently . . . or doing something new that we have not done before.”⁴ Lessons learned complement training in bringing about desired change. Given the role they can fulfill in training, it is most appropriate to make the LAPD Training Group the repository for overseeing a lessons-learned program.

Developing lessons learned involves far more than simply collecting good ideas and passing them on to instructors. Lessons-learned submittals have to be screened by an individual with the expertise to recognize their value (if any) and relevance to ongoing or future operations. It may be feasible to assign lessons-learned collection responsibility to a single individual. However, that individual will have to be in contact with others possessing the necessary expertise and authority to determine how a lesson is best used and to whom it should be made available when he lacks that knowledge. These ad-

³Center for Army Lessons Learned, 2003.

⁴Ibid.

junct personnel can simply be points of contact—a specified member of the senior lead officers, gang unit, or narcotics division, for example. Their participation would be limited to corresponding with the primary lessons-learned manager via telephone or email in response to specific inquiries when their specialized expertise is necessary to evaluate a particular lessons-learned proposal. The following sections look at each of the components of the lessons-learned process in greater detail.

Identifying and Distributing Lessons Learned

Lessons-Learned Recipients. The purpose of establishing a system for collecting and distributing lessons learned is to enhance LAPD officers' expertise and, thereby, the quality of their service to the people of Los Angeles. Some of its products will be distributed to instructors for their use in courses. Others might be distributed more broadly to LAPD officers, while still others should be shared with law enforcement officers in other departments.

Supporting Recommendation

Establish and maintain lessons-learned links with other police departments and law enforcement agencies.

Assigning responsibility for a lessons-learned program to the training group gives the LAPD the opportunity to reach a broad number of officers. Some lessons might best be taught in only a single academy class or continuing education course; others may have broader application. The training group will need to synchronize the introduction of new material so that it is presented consistently at academy, continuing education, and roll-call sessions in a form suitable for each audience. In some cases, lessons will simply be one-time notices brought to the Department's attention. In other cases, lessons will become long-standing elements in particular courses, while yet in others, they may be incorporated into one or more training scenarios.

At times, the entire LAPD should receive selected items of information. Lessons might need to be distributed and put to work immedi-

ately rather than through the training process. This is especially true for subjects in which refresher training occurs infrequently or for those with immediate impact, such as a potential counterterrorism technique. Alternatively, lessons might go only to supervisors or particular leaders.

The last group of users for LAPD lessons learned—outside police agencies—might at first seem unnecessary. Several of these departments, however, will be neighbors with whom the LAPD consistently interacts in the field: the Los Angeles Sheriff's Office, other Southern California departments, or authorities with overlapping geographic and functional responsibilities (e.g., the FBI). As these various authorities might well work together, sharing lessons learned has potential positive repercussions for officers in all departments involved as well as for the people of Los Angeles. Similar cooperation with more-remote departments, such as those in New York City or Miami, may not yield such immediate benefits. However, reciprocity will eventually benefit policing work more generally and enable the LAPD to fulfill its obligation as a professional force to strengthen American (and perhaps international) law enforcement as a whole.

The Sources of Lessons Learned. A relevant lesson learned can come from virtually any source, such as

- officers in the field
- instructors
- other police departments, professional publications, or events such as conferences
- best practices from other city service agencies
- findings during internal affairs or other investigations
- studies by outside agencies
- sources from those in fields with whom officers routinely work (e.g., fire, military, and emergency medical personnel).

Identifying *who* can provide the stuff of lessons learned is far more straightforward than determining *how* a department taps these potentially rich resources to the benefit of its members and clients.

Getting Lessons to the Field

The complete process of implementing lessons learned requires identifying, collecting, processing, screening, and disseminating them.

Lessons-Learned Collection As a Department-Wide Responsibility. CALL offers valuable approaches for developing and running a lessons-learned program. The center might rely on its internal observers for some of its material, but a considerable amount comes directly from the field. Instructors at training facilities, leaders in units on exercise or deployed on operations, and soldiers themselves are among those who can submit their lessons, observations, ideas, or other material through CALL's field representatives or directly to its headquarters. Given that the LAPD cannot afford a large staff dedicated exclusively to the acquisition of lessons learned, it may wish to implement the more economical procedures CALL uses to obtain insights from the field, those in which soldiers submit input directly to CALL headquarters.

An economical and effective means of collecting such information is the Internet. For the modest cost of establishing supporting web pages, an organization can provide its members with a direct and (if desired) anonymous means of communicating. Suggestion boxes are no longer efficient.

Supporting Recommendation

Encourage but do not pressure contributors to provide contact information. Remember that the receipt of quality lessons learned is the primary goal.

CALL uses the Internet (<http://call.army.mil>) to solicit lessons learned from the U.S. Army's half a million soldiers worldwide. Providing soldiers with an opportunity to answer the question, "How can I Help?" it encourages readers to

turn those "Ranger Stories" into helpful Lessons Learned, TTPs [tactics, techniques, and procedures], tips and "tools of the trade." Share your training and operational experiences with your peers, Army leaders, Soldiers, and NCOs [non-commissioned officers, i.e.,

corporals and sergeants] throughout the Army. Click [HERE](#) to get started.

Supporting Recommendation

Establish an LAPD lessons-learned web page that promotes submissions from the field and community.

Clicking on the link immediately takes the user to a form (<http://call.army.mil/forms/call/obser.htm>) for collecting the necessary information in a standard format and allowing him to provide observations and prospective lessons learned. CALL recognizes that the individual inputting the information is, for the purposes of the issue at hand, to be considered the subject matter expert. No one knows more about an idea than the individual proposing it. CALL therefore attempts to recognize that status overtly and treat the contributor in a manner that capitalizes on his willingness to help. The individual is asked to fully explain his contribution, provide what he believes are the pertinent lessons of value, and articulate how the army can best make use of them. Submissions can be anonymous or an individual can choose to provide contact information for feedback. (Providing feedback promotes continued participation. Failure to do so can lead to perceptions that input has been ignored. The occasional difficulty in creating a lesson learned from a less than clearly articulated original suggestion provides a further impetus for maintaining contact with contributors. However, CALL is careful not to pressure the submitter for contact information, understanding that the input is the primary objective.)

This process obviously implies that individuals desiring to provide lessons or observations have access to the Internet. LAPD units could provide access to a common-access computer if their officers do not otherwise have a means of going online during day-to-day operations.

A straightforward method of obtaining lessons learned minimizes setup and maintenance costs. In the case of the LAPD, a link from the Departmental internal home page should take an officer to a lessons submittal page similar to that used by CALL but tailored to

meet police needs. Guidance to sergeants, watch commanders, and other supervisors would encourage them to suggest that subordinates submit lessons learned and that they do so themselves. Instructors should be encouraged, if not required, to provide insights from class sessions, as should members of internal affairs teams or others performing investigations in the field. Promotion of participation in the lessons-learned program could take the form of public recognition for particularly valuable ideas, perhaps tied to a monetary reward or points toward promotion for officers and financial prizes or certificates for community members. (As part of a community-policing initiative, the Department could provide members of the public with a similar opportunity to submit lessons learned via an external web site. The likelihood for misuse is high, but there is potential value, both in the demonstration of the Department's interest in public input and from legitimate suggestions forwarded in this manner.)

An LAPD lessons-learned program should not limit its input to suggestions from members of the Department or the local community. The same training group representative who screens suggested lessons should be responsible for monitoring other police web sites, professional journals, and additional external sources of potential value to the LAPD. He or a designated representative should attend law enforcement conferences or conventions with the greatest promise for LAPD-relevant insights. Other members of the Department attending outside professional events should be required to submit candidate lessons learned or make observations regarding advances that seem worthy of the Department's tracking. These reports should include contact information for individuals outside the LAPD from whom more information could be acquired if follow-up is desired.

Processing the Input: Screening and Evaluating. As noted above, no single individual can evaluate the viability or usefulness of all incoming suggestions and recommendations. Some suggestions will need to be referred to those with specialized expertise. Suggestions will also need to be screened for their legal, political, or social implications and possible misunderstanding by the public. Selecting an experienced and mature officer (or retired officer) as the lessons-learned manager will ease much of the administrative burden. Most recommendations can be accepted or rejected by the manager with-

out the need to consult others. These can be consolidated and passed to the manager's supervisor for review and release. Those thought to be potentially sensitive or otherwise worthy of more-detailed evaluation can be forwarded to the appropriate Departmental agency for comment. Exceptional issues could be brought before the commander of the training group or considered by others deemed appropriate before their release.

Spreading the Word: Getting the Lessons Out. Whether a lesson learned “makes the cut” depends in part on its pertinence. Pertinence will also influence where and how the product should be disseminated. Such screening decisions will establish to whom lessons will be made available. The decisions regarding “to whom” will then determine the means used to get the word out: email, the web, or other method. The lessons-learned manager should develop and frequently update various distribution lists that allow him to quickly and effectively get his material to those in target audiences. These lists would include a command version, an instructor roll, watch commanders, and sergeants. Dissemination of appropriate lessons learned—whether daily, weekly, or on an as-needed basis—can thereby be completed efficiently and effectively. Other lessons and observations, those of interest but not essential for targeted dissemination, can be posted to an LAPD lessons-learned web page in a manner similar to that employed by CALL. The manager can suggest to Department leaders that exceptional material appear in articles or sidebars in Department or external publications, including local media. Whether the distribution method is active (e.g., sending word via directed emails) or passive (posting on the web page and thus depending on users to access it voluntarily), the key is to make valuable information available so as to enhance the expertise of Department personnel.

Supporting Recommendation

Create standing distribution lists to facilitate timely and efficient distribution of lessons-learned products.

Concluding Thoughts

Bureaucracies sometimes too closely emulate closed-minded curmudgeons: There is never a new idea that they like. Overwhelmed with internal and external regulations, requirements, specifications, policies, political dictates, codes, conditions, limitations, and qualifications, they give innovation short shrift. The penalties for maintaining such an attitude are considerable. Young and inexperienced minds see problems in ways those long within a system do not. Too often initiatives born of original insight suffer rejection. An innovation is likely to die before reaching those that could act on it. Experienced law enforcement officers grow so used to doing business as usual that they might not recognize the brilliance of adaptations they made months, years, or decades ago. Young or old, police officers can benefit their colleagues by aiding in educating the whole of the LAPD. They need only a mechanism for forwarding their ideas and the motivation to do so. Introducing and nurturing a lessons-learned program offer the potential for considerable payoff from the expenditure of very limited resources.

TRANSFORMING JOHN DOE INTO AN LAPD PROFESSIONAL: BUILDING EXCELLENCE INTO THE POLICE TRAINING FUNCTION

Primary Recommendation

Introduce and maintain consistently high quality throughout every aspect of LAPD training.

The Backdrop for Training at the LAPD

The mission of the Los Angeles Police Department Training Group is

to provide the Department and the City of Los Angeles with the finest trained law enforcement professionals in the nation In accomplishing this mission, and while recognizing that we have a mandate by the Department to develop its people to their greatest potential . . . the management is committed to providing the highest

quality, most realistic and technologically advanced training for all of our employees and reserves.⁵

To make specific training recommendations, we first must delineate the administrative and instructional infrastructure supporting the program under consideration. Our review of written course materials, our classroom observations, and comments by those in the training-coordinator and training-group focus groups all pointed to recurrent shortcomings in curriculum design and instructor skills. In addition, these implements of evaluation reflected the need for a Departmental evaluation process to measure training effectiveness. Subsequent reviews of previous external studies revealed that these same two concerns are recurring issues. Since changes to a curriculum are of little value if instructors present the new material ineffectively, we find it imperative to explain basic training principles.

Even though there are recurrent shortcomings in LAPD training, the Department does have exemplary courses and instructors. There are excellent examples of quality in both academy and post-graduation training. It is the inconsistency of curriculum and instructor quality that is the concern.

The findings of this section are drawn largely from analysis of written material reviews and course observations. When we conducted this fieldwork, each member of the team was assigned a topic area [i.e., (1) use of force, search and seizure, and arrest procedures; (2) community policing and diversity awareness; (3) values, ethics, and professionalism; or (4) professional development of training staff]. The assessment instrument served as the evaluation mechanism (see Appendix B). Reviews regarding given subject areas were eventually integrated to form an overall judgment regarding the area of concern and to identify relevant strengths and weaknesses (see Appendix L).

Training the Professional Police Officer

Training is a fundamental part of the police organization. It is a function of learning as well as teaching. Training not only prepares officers for the job, it also serves as a laboratory where we can think

⁵“LAPD Training Group Mission Statement,” provided to RAND in November 2002.

deeply about the meaning and essence of policing in a democratic society. By promoting open-minded and leading-edge thinking, the police training contributes to the evolution of the police role in creating a free, diverse, and democratic society for all.

George Gascón
Commander, Training Group, LAPD
June 2001

Educational theorist Jerome Bruner suggests that a curriculum ought to be built around the great issues, principles, and values that society deems worthy of continual concern.⁶ Bruner wrote about public education, but his vision is no less applicable to the education of those who serve the public. It is on such a foundation that the Department should construct its curriculum. Success will require that the tenets of professionalism influence both the content of that curriculum and the manner in which it is taught.

The goal of such training is *transformative* learning. Education author Benjamin Bloom describes the lowest levels of learning as rote memory and translation. These are based on information recall and seek simply to transmit information from instructor to student. Intermediate levels of learning include interpretation, application, and analysis, relying on *transaction*—or the ability of students to use logic to discover relationships, solve problems, and reflect on integral parts of the learning processes.⁷ The highest levels of learning are synthesis and evaluation. Here the student undergoes *transformative* learning, combining various knowledge, facts, skills, and logic to make unique personal judgments.

Current LAPD recruit training is based on a mid-20th-century military model. Like basic combat training, it seeks to tear down recruits and reconstruct them as LAPD officers. While this is certainly a transformation, the methods employed are more akin to information transmission than transformative learning. Yet the ultimate goal of academy training is to produce a graduate similar to the product of a transformative educational process—an individual skilled in synthe-

⁶Rippa, 1969, p. 490.

⁷Glickman, Gordon, and Ross-Gordon, 1995, p. 372.

sis and evaluation and in making informed personal judgments. There may be better ways of developing such an end product than emulating military basic training.

Supporting Recommendation

Clearly articulate the type of officer the Department wants to develop, and use police training to model the behaviors expected of police personnel.

Achieving the desired level of training sophistication (transformative learning) while also screening police candidates and replicating stresses like those found on the streets pose considerable challenges for those running the academy. They have little time and much to accomplish with every recruit. Instructors must establish the sense of unity so important to the concept of corporateness while instilling a sense of responsibility for students to monitor themselves and others. This acculturation process begins on the first day of academy instruction. Trainers teach not only hard skills, they communicate much regarding the expectations of the police profession, the Los Angeles Police Department, and law enforcement leaders. The academy experience should be tailored to ensure that the graduate fully understands expectations for LAPD officers.

Senior police and civilian leadership share a vision of the model LAPD officer as one who has the highest level of integrity, excellent interpersonal and communication skills, and strong problem-solving and decisionmaking ability.⁸ All police training—from the first day of the academy through in-service, supervisor, manager, and command-development instruction—must work toward the goal of developing this type of officer. Classroom observations, focus groups with trainees and trainers, and community and LAPD interviews all indicate that current training does not achieve this. During one classroom observation period, the instructors themselves were at odds over how to handle chain-of-command reporting, officer ethics, and safety issues. Many LAPD members could not identify what the

⁸James K. Hahn, Mayor, City of Los Angeles, interview by Estela Lopez and Barbara R. Panitch, December 5, 2002; LAPD Chief of Police William J. Bratton, interview by Russell Glenn and Barbara R. Panitch, February 13, 2003.

Department specifically expected of its officers when the question was posed during interviews and focus group sessions. Those who did respond contradicted each other, suggesting that whatever training is being offered in this regard is ineffective.

Educational Techniques

Effective training demands appropriate educational techniques. The traditional discipline-based classroom training environment currently employed during much of academy instruction may limit student learning.

Adult learners need a form of education that recognizes their higher cognitive development, existing knowledge base, and extensive life experiences.⁹

Experts advise that adult education should incorporate six learning principles:¹⁰

- Adults learn throughout their lives.
- They exhibit diverse learning styles and learn in different ways, at different times, for different purposes.
- As a rule, they like their learning activities to be problem centered and to be meaningful to their life situation.
- Adults want their learning outcomes to have some immediacy of application.
- The past experiences of adults affect their current learning, sometimes serving as an enhancement, sometimes a hindrance.
- Adults exhibit a tendency toward self-directedness in their learning.

⁹LAPD, 2001.

¹⁰Haney, 1998.

Supporting Recommendation

Employ theoretically grounded adult educational techniques such as interactive methods and self-directed learning.

Classroom observations indicate that the LAPD's in-service curriculum is more reflective of such principles than is current Department recruit training. While academy staff are seeking to bring their curriculum into line with accepted adult learning practices, it remains tied to more traditional classroom models in those sessions we viewed. Table 3.1 reflects this dichotomy.

Changing training methods from a military basic training model to one emphasizing adult learning would by no means imply that recruits should not be rigorously tested. Academy training that does not adequately screen its students would fail to act as an appropriate

Table 3.1
Training Methods Employed During LAPD
Recruit Instruction

Training Method	Percentage of all LAPD Courses
Adult learning	75%
Traditional	82%
Technical	25%
Multimedia	53%
Other	32%

NOTES: One or more of each type of method was found to be used (as part of each percentage shown):

- Adult learning: Case study/scenario, facilitation, learning activity, problem based (begin session with researching a problem), role playing, self-paced, simulator training, table top (simulation/vignette).
- Traditional: Anecdotes/examples given, lecture, questions and answers, workbook.
- Technical: Demonstration; repetitive drill.
- Multimedia: PowerPoint presentation as outline, PowerPoint file that is interactive.
- Other: Use of student questioning, explicit checks for understanding.

prerequisite for entry into the law enforcement profession. Demanding standards must be established and maintained. Situations that replicate the stress an officer is likely to confront must remain part of the training curriculum. Designing such training is far more difficult than introducing stress in the traditional basic training style. It will require innovation, adaptation, frequent updating, and an effective approach.

Problem-based learning is one means of meeting both the objectives of transformative learning and adequately testing/screening recruits. It employs an experiential activity-based format designed to take advantage of an adult learner's level of cognitive development.

Problem-based learning places students in the active role of problem solvers who are confronted with complex problems similar to those confronted in workplace situations. The model is learner centered and facilitates the transfer of knowledge from a classroom environment to real-life settings. Properly conducted, problem-based learning promotes collaboration, builds teamwork skills, and develops leadership abilities through cooperative work-group experiences. Students move through a series of inquiries involving the generation of ideas and discussion of known facts and learning issues. Participants then develop a plan of action to resolve problems and evaluate the learning process. Many medical schools, law schools, and business schools have adopted problem-based learning in recent years.

The process itself causes students to work as a team while the instructor serves as facilitator. Team members identify and prioritize relevant issues using a four-step method similar to the community policing SARA model (scanning, analysis, response, and assessment; Chapter Four includes a more detailed discussion of the SARA problem-solving process). Students are encouraged to supplement the curriculum with personal knowledge, experiences, and additional classroom research. Their shared task is not only to learn the material under consideration, but also to become increasingly capable of directing their own training activities and education.

Problem-based learning is increasingly being employed as a particularly appropriate model for police students. Law enforcement agencies across the country are implementing problem-based learning in

their recruit, field, and in-service training. The Royal Canadian Mounted Police force has designed its recruit training in accordance with this model's dictates. The Reno, Nevada, police department; that in Charlotte-Mecklenburg, North Carolina; and five other agencies are piloting a field training model that grounds both the instruction for field trainers and field training itself in a problem-based model.

Curriculum Design

Competent curriculum design is essential to training excellence. Determining the instruction's purpose, content, organization, and format establishes the basis for good curriculum design.¹¹ Below we address each of these four elements in turn.

What should the *purpose* of a curriculum be?

The goal or purpose of much professional education is to develop responsive personnel with appropriate technical skills who can make correct decisions on their own.¹² This means that the LAPD Training Group should combine instruction regarding the many specific elements of police expertise with those that address an ability to adapt to expected and unexpected situations in the work environment.

What should the instruction *content* be?

Every profession has a set of skills that are unique to it. (The expertise unique to the police profession receives greater attention in Chapter Five.) Competency-based learning addresses the dual requirements of an officer needing both a basic skill set and the ability to adapt to situations effectively. It entails instruction in which officers develop selected skills that are general in nature and transferable to many situations.¹³

¹¹Glickman, Gordon, and Ross-Gordon, 1995, p. 354.

¹²Ibid.

¹³Joan Sweeney, educational consultant, interview by Barbara R. Panitch and Dionne Barnes, February 17, 2003.

Supporting Recommendation

Maintain consistent and high-quality curriculum design and instructor performance throughout the Department.

How should the Department *organize* its curriculum?

There are three broad approaches to organizing curriculum content: discipline based, interdisciplinary, and transdisciplinary. Discipline-based curricula present information in discrete segments with each subject having a separate time block. There is no attempt to show relationships among them. This method suits basic information *transmission*, or rote learning.¹⁴

In an interdisciplinary curriculum, common themes connect traditional content areas. For policing, this could mean that community policing and diversity awareness are combined to form an instructional theme. Students are encouraged to discover relationships and develop applications across existing content areas through what is known as *transaction* learning.

The third approach to organizing a curriculum is transdisciplinary. In this case, an entire curriculum is organized around common themes, skills, or problems. Students do much of their learning through self-discovery and group interaction. Transdisciplinary curricula seek *transformative* learning. Problem-based learning is typically transdisciplinary.

A combination of these organizational methods will likely be most appropriate for police training. Technical skills, such as handling a weapon, provide a good example of where clear and concise transmission of information is critical. There is little need or desire for individual variation in weapon use. There is, however, a good deal of demand for individual decisionmaking and judgment during use-of-force or arrest-procedure instruction. An officer must be able to both execute specific drills and apply sound judgment during what can be very different situations. He is more likely to develop the ability to

¹⁴Glickman, Gordon, and Ross-Gordon, 1995, p. 375.

simultaneously exercise these many abilities through a curriculum that encourages transformative learning.

What should the *format* be?

The LAPD should use a standardized format for course outlines, lesson plans, and other written curriculum materials. The training group should develop a program for creating or revising all appropriate LAPD course materials, including individual lesson plans. The program should include a schedule for creating or revising all Department lesson plans. All work within the confines of this program should be completed by March 31, 2006.

Supporting Recommendation

Develop uniform format guidelines for written curriculum materials and revise instructional materials to meet those guidelines. Complete Department-wide revisions no later than March 31, 2006.

Any standardized format should include

- name of course or lesson
- overall goal and specific objectives of course or lesson
- a list of the core values of the Department and where they are emphasized in the curriculum
- discussion of how areas of particular emphasis (e.g., community policing, diversity awareness, interactive scenarios, and problem solving) are integrated into the instructional materials
- specific knowledge expected of students at completion of the course or lesson.

The LAPD initiated the standardization of its written curricula prior to the commencement of this research.¹⁵ While the existing guid-

¹⁵Sergio Diaz, Captain, Training Division, interview by Russell Glenn and Barbara R. Panitch, August 29, 2002; Mark Olvera, Lieutenant, Training Division, interview by Dionne Barnes, August 29, 2002; Robin Greene, Director of Training and Education, interview by Barbara R. Panitch, February 10, 2003.

ance may require revision in light of changes resulting from this study, this Department initiative is a positive initial step. Standardizing the written format will make it easier for course evaluations to track the congruence of written lesson plans and course material as actually taught during class sessions. Standardization will also assist in efforts to validate that the instruction as designed meets Department and training group objectives.

Models of Teaching—Instructor Development and Delivery

Development of high-quality curricula is a vital first step. The next is ensuring that capable instructors present the materials. Law enforcement personnel are rarely hired for their teaching skills. As staff at the FBI academy found, instructors need to be taught how to educate effectively.¹⁶ The current quality of instructor training in the LAPD falls well short of acceptable standards.

Current LAPD instruction ranges from excellent to unacceptable. It is particularly critical that those in such positions as instructor development and field-training-officer (FTO) development are effective teachers and capable of developing quality faculty.

Unfortunately, the training group lacks sufficient authority to set and maintain uniform standards for LAPD instructors. This problem is due to a combination of factors, including lack of selection authority for many officers in teaching positions (e.g., FTOs), Department personnel policies, union or other external bureaucratic influences, and a division of instructor oversight responsibility within the training group itself. The Los Angeles Police Department should centralize the authority to set teaching standards, conduct instructor training, and validate instructors before they are allowed to train others. This centralization of authority should include the power to remove instructors who fail to perform acceptably.

¹⁶FBI trainers' interview by Russell Glenn, July 23, 2002.

Supporting Recommendation

Vest the training group with the power to validate instructors before they are allowed to train others and to remove instructors who fail to maintain acceptable levels of training performance.

The instructor development course (IDC) requires revamping both on paper and in practice if it is to come into line with the adult learning principles and the scenario training that the Department is already appropriately advancing as its preferred instructional technique. Every LAPD instructor should have to successfully complete a revised and better taught IDC. Such a course would train candidate instructors and test their ability to prepare educational materials, train effectively, facilitate group learning, and otherwise orchestrate classroom activities. Instructor evaluation should additionally include validation of an individual's subject matter expertise in the areas for which he is responsible. After a Departmental transition period, no individual should be allowed to train LAPD personnel prior to successful IDC completion. Exceptions can be made for guest instructors from outside the LAPD, but the training group should audit these individuals' classes and bar those whose performance does not meet established standards. When possible, individuals wishing to invite outside instructors should observe them beforehand to assure the quality of instruction.

Supporting Recommendation

Do not allow any LAPD instructor to train officers prior to his successful completion of the Department instructor development course.

Successful teaching requires practice. An instructor needs to be familiar with his material and comfortable teaching it. Repeated practice with a variety of audiences, including peers and master instructors, is necessary for honing teaching skills and achieving class-

room success. Practice audiences should provide constructive evaluations of instructor performance.¹⁷

Supporting Recommendation

Teach LAPD instructors via the same curricular format and organization that they will be expected to teach.

Establishment of high standards and rigorous testing does not imply that those educating LAPD officers will be automatons. It would be counterproductive were every class to follow an identical format and employ the same training aids. Instructors must have a great deal of discretion in selecting a teaching style and in choosing the means they use to communicate with their students. They will operate with relatively little surveillance and few standard operating procedures, which will have a number of implications. Instructor standards for the LAPD must be clearly articulated and followed. The concept of professionalism applies here no less than elsewhere. Department members have a duty to ensure that trainers meet established standards (corporate self-policing) and possess the mastery of techniques and material (expertise) needed to properly prepare others to serve society (responsibility).

We are not implying that drills and repetition do not have a role in law enforcement training. As mentioned above, it is likely that the LAPD will appropriately choose to continue to develop basic tactical and technical expertise through its current methods of training (those favoring rote memorization and transmission of procedural facts).

Instructors who have previously employed the use of lectures and other traditional “direct” instruction formats will find adoption of problem-based learning a challenge. Sending proven instructors to the Royal Canadian Mounted Police department training, the FBI academy, or other institutions familiar with performance-based learning may help instructors make the transition. It is essential that these unfamiliar approaches be well understood. It is therefore criti-

¹⁷Diaz interview, 2002.

cal that instructor candidates receive training from and observe teaching by others experienced in problem-based learning. This initial training must include extensive practice in applying this technique in the presence of veterans in its use.

Most instructor candidates will be unaccustomed to engaging in the problem-solving activities that characterize problem-based learning. Those providing instructor training will need to guide their instructor recruits through such exercises to build their confidence in the approach. If the instructor is open with his students, as those teaching problem-based learning should be, then students will learn not only via the material presented but also by example of those they are observing.

The Case for Evaluating Training Programs

The final step of the training development process is evaluation. The limited time frame allotted to our project did not allow sufficient time for the LAPD to implement recommended changes and for us to then measure the results. Nevertheless, we acknowledge and stress the importance of thoroughly and regularly evaluating training effectiveness. Improving training is a continual process involving a cycle of instruction, evaluation, and adjustment.

It is not enough to test learning when a student completes a course. Evaluation should also focus on performance in the field. Recognizing this, the LAPD has initiated work toward a “results-based” evaluation model.¹⁸ Introduction of a lessons-learned-feedback mechanism will offer further means for evaluation of training; former students should be encouraged to provide their observations on the strengths and weaknesses of the training they have received, the objective being adjustment of that training to meet field requirements.

Many organizations do little to measure training effectiveness.¹⁹ Field evaluation can be expensive and disruptive. Managers forgo evaluation because training often addresses competencies that do not easily lend themselves to quantified measurement. Training

¹⁸Murphy and Gascón, 2001, p. 3.

¹⁹Jenkins, 2002, p. 3.

evaluations are therefore frequently limited to “smile sheets,” the course evaluation forms that trainees complete at the end of instruction. Formal measurement beyond this type of evaluation sheet is rare. Experts in training and development agree that these are not valid excuses for failing to evaluate training effectiveness.²⁰

The RAND assessment instrument (see Appendix B) used in support of data collection for this study can be used to assist the LAPD in conducting evaluations to gauge the effectiveness of its training. Whether used by training group evaluators, Department leaders designated to observe training, or other personnel, the instrument provides a starting point for use in both evaluating written material and making classroom observations. It should be noted that while there certainly should be correlation between what is taught to recruits and officers and how they later perform in the field, there are many confounding variables (i.e., influences other than training) that also affect that performance. Thus any evaluation of performance needs to consider the influence of training and of these other factors that have positive or negative effects on performance in the field.

LAPD Approach to Training Evaluation. The LAPD has embarked on a centralized training delivery approach for post-academy officer education. This approach, the Continuing Education Delivery Plan (CEDP), includes a corresponding training evaluation process. The CEDP design team chose to implement an evaluation mechanism that consists of multilevel analysis of training outcomes.²¹ This model is sometimes called the four-level model or the Kirkpatrick model after the name of its proponent, Donald L. Kirkpatrick.²² The four levels are the parameters to be evaluated: reaction, learning, behavior, and results.

Reaction refers to participants’ responses to the training program. It is a measure of participant satisfaction with training.²³ At its most basic level, reaction is measured using course evaluation forms. This is a relatively simple parameter to measure that is commonly tracked

²⁰Kirkpatrick, 1998, p. xv.

²¹Murphy and Gascón, 2001, p. 3.

²²Kirkpatrick, 1998, p. xv.

²³Ibid., p. 25.

by organizations. The LAPD has addressed this first level by designing course critiques to gauge officers' opinions of training.²⁴

The second evaluation level, learning, encompasses the knowledge, skills, and/or attitudes affected or improved by training. Measuring learning involves gauging the extent to which trainees absorbed the content of what was taught. Kirkpatrick proposes that one or more of the following questions should be answered: What knowledge was learned? What skills were developed or improved? What attitudes were changed? The LAPD designed assessment tools to survey comprehension and retention of training topics to meet this demand.²⁵

Behavior, the third evaluation level, refers to training's effect on individual behavior. Training is not conducted simply for education and retention sake; improvement of individuals' performance in the field is critical. Behavior is more difficult to measure than learning, but Kirkpatrick suggests methodologies such as testing before and after training and comparing the results with those of a control group where practical. The major difference between testing involving level two (learning) and level three (behavior) is that in the latter case the evaluation is conducted through people who work with the trainee—supervisors, peers, and/or subordinates—rather than the trainee himself. Surveys of and focus groups with police officers and community members are the tools the LAPD plans to employ to track behavior change.²⁶

The fourth and final training evaluation level, results, is concerned with the tangible outcomes of training. These generally refer to attainment of organizational as opposed to individual goals. All organizations ultimately expect to see "bottom-line" results from training. Results, however, are difficult to measure. The primary caveat regarding evaluation at level four is that the results should not be expected to unequivocally reflect the actual value of a training program. Results-based evaluation can reveal evidence that training has succeeded in achieving organizational goals, but it is rarely if ever possible to establish a causative relationship when the goals are top-

²⁴Murphy and Gascón, 2001, p. 3.

²⁵Ibid.

²⁶Murphy and Gascón, 2001, p. 3.

level measures influenced by many different factors. In general, results-based evaluation works best when the training is aimed at specific, quantifiable organizational objectives that can be easily measured and that have a strong causal relationship with the techniques or skills being trained. The LAPD intends to address this evaluation level by conducting return-on-investment (ROI) analyses of training programs.²⁷ The ROI analysis will compare training costs with risk management costs such as lawsuits and awards against the Department.

The LAPD has reported some preliminary results of CEDP evaluation involving levels one and two of the four-level model: reaction and learning. The Department has not yet attempted level three and four evaluations. The LAPD has used these early results to establish a knowledge baseline and direct remedial training. It had not employed the results of its training evaluation to alter curriculum, delivery, or other aspects of training or workforce management at the time of this writing.²⁸

Supporting Recommendation

Implement procedures to use all four levels of the Kirkpatrick model to evaluate Department training effectiveness.

There are evaluation models that compete with the Kirkpatrick approach. There seems to be no reason to change course at this time given that the Department has already adopted and is employing the four-level method and given the relative ease and low cost of its use compared with most alternatives. LAPD valuation objectives can be achieved through the use of this model if it is applied with all four levels incorporated.

²⁷Ibid.

²⁸Greene interview, 2003; Captain William Sutton (continuing education division, CED) and Lieutenant William Murphy (CED), interview by Barbara R. Panitch, February 3, 2003; Murphy and Gascón, 2001.

The relevance of training evaluation to professionalism is clear. Evaluation provides a self-policing means of measuring instructor effectiveness and officer expertise.

CURRENT LAPD TRAINING ORGANIZATION STRUCTURE

The purpose of the following section is to give a brief overview of the current organization of the LAPD's training function (see Figure 3.1) and how structure relates to some of our findings regarding police training.

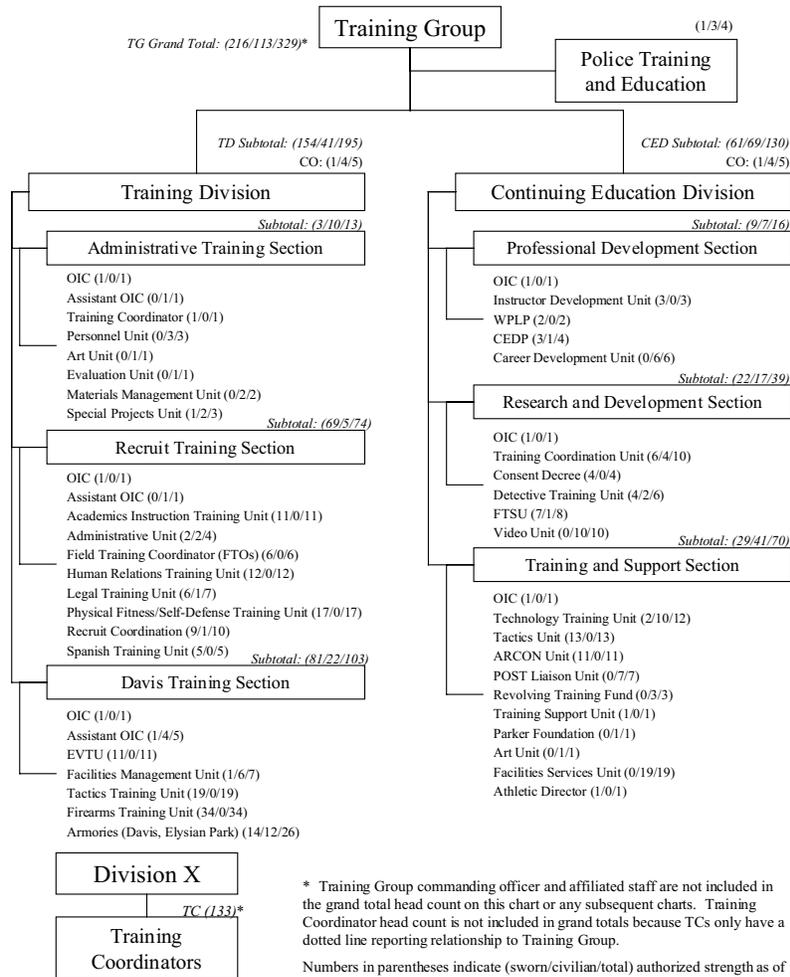
The LAPD Training Group is currently commanded by the Chief of Support Services, who reports directly to the Office of the Chief of Police. The Assistant Chief in charge of Human Resources directly supervises four positions, one of which is the commander who heads the training group. Within the training group there are three major functional areas: the training division, the continuing education division (CED), and police training and education.

The training division has primary responsibility for recruit training. The commanding officer (CO) fills a captain-level position and in turn has responsibility for three subordinate groups: the Davis training facility section, the recruit training section, and the administrative training section. Each of these groups has several functional training units. For example, the recruit training section includes academic instruction, physical fitness/self defense, Spanish, legal, and human relations training units. There are a total of 195 staff positions in the training division, including 154 sworn officers and 41 civilians.²⁹

The CED is primarily responsible for in-service training to experienced officers. Like the training division, the commanding officer occupies a captain-level position with three reporting functional areas. These are the training and support section, the professional development section, and the research and development section. Each section is divided further into smaller units; for example, the training

²⁹LAPD data as of March 2003. Numbers include vacant positions and pending changes proposed at the LAPD Staff Officers' Annual Retreat (SOAR), Oxnard, Calif., January 26, 2003.

Current LAPD Training Organization Structure



SOURCE: Robin Greene, Director of Training and Education, interview by Barbara R. Panitch, February 10, 2003.

Figure 3.1

and support section has a tactics unit, an arrest and control (ARCON) unit, POST liaison unit, and others. There are 130 total personnel in the CED, including 61 sworn officers and 69 civilians.³⁰

The police training and education group is small, including an authorized strength of three civilians and one sworn officer. Its primary mission is to provide subject matter expertise in the area of adult learning and to review and evaluate training policies, curricula, and program delivery for the LAPD. A director-level position heads the group. Notably, while it has the *responsibility* to oversee these areas, it lacks the *authority* to set standards and enforce them.

There are several other training functions distributed throughout the Department that do not fall directly under any one of these three training group core training components. The foremost of these is the FTO role that serves as the principal on-the-job training resource for probationary officers. Similar to other police departments, the program pairs a rookie officer (probationer) with an FTO, whose job is to provide training, supervision, and evaluation during the less experienced officer's transition from academy to patrol. There are roughly 900 FTOs in the LAPD. Training coordinators are another such training resource. A training coordinator is a sworn officer located in a bureau or division who provides various training-related services. These include myriad administrative training activities such as conducting training needs assessment for his organization's personnel, scheduling training programs, and performing ancillary duties such as reviewing use-of-force cases. Many training coordinators also serve part-time as instructors for CEDP training. There are 133 training coordinators in the LAPD at the given time.³¹ The full-time position of training coordinator developed out of a desire to provide locally focused training programs and training activities; it represented an effort to provide local, decentralized training services in an otherwise centralized model.³² It is worth noting that training coordinators technically have no reporting relationship to the training group even though they serve part-time as instructors there. The

³⁰Ibid.

³¹LAPD training coordinator roster, November 2002.

³²"A Training Analysis of the Los Angeles Police Department," October 21, 1991.

training group does not have control over their selection or retention.³³

There are several other training functions embedded within the LAPD that notionally report to the CED but are virtually autonomous. For example, there are training resources devoted to investigative analysis training, juvenile school, and information technology training. These functions represent a way of providing subject-matter-specific learning and development programs.

There are proposed training organization structure changes pending at the LAPD at the time of this writing. LAPD leadership discussed reallocation of some decentralized training resources during the January 2003 LAPD Staff Officers' Annual Retreat (SOAR). Among the suggested changes were to

- move oversight of FTO training to the training division
- move career development, detective/investigative analysis training, and technical (information technology) training to the CED.³⁴

The ultimate disposition of these proposals is pending.

Together these training elements combine to form the vehicle of instruction for the LAPD's sworn and civilian personnel.

GUIDING PRINCIPLES FOR THE RESTRUCTURING OF THE TRAINING GROUP

Primary Recommendation

Restructure the LAPD Training Group to allow the centralization of planning; instructor qualification, evaluation, and learning retention; and more efficient use of resources.

³³Assistant Chief George Gascón, LAPD, interview by Russell Glenn and Barbara R. Panitch, December 10, 2002.

³⁴LAPD SOAR conference, Oxnard, Calif., January 26, 2003; LAPD proposed organization charts (see later in this chapter).

The rationale for changing the organizational structure of the LAPD training function derives from two guiding principles set out in this book. The first of these is the ethic of police professionalism. The second is the proposed shift away from compartmentalized training toward a more integrated approach that ensures continuity among recruit, continuing education, and all other instruction. These guiding principles should underpin all decisions the LAPD makes regarding its training organization structure.

A key implication of the requirement for adherence to standards that the concept of corporateness implies is the need to centralize the responsibility and authority for training curriculum development, delivery, and assessment. Centralization implies that a single authority has the job of ensuring that Department-wide training is being conducted in accordance with professional standards. The central authority must have oversight of all instructors to ensure the consistency, clarity, and quality of the messages being delivered to all recruits and officers. The central authority must also administer formal performance management processes for instructors and others directly involved in training to maintain management accountability and improve the quality of the training function.

The reorganization ramifications of less compartmentalized, more integrated instruction are significant ones. The nature of the work performed by an organization should in general drive its organization structure. If the LAPD fundamentally changes the way it trains its officers by ensuring continuity throughout its curriculum as this book proposes, it should restructure its training organization to reflect the new way of doing business. It is irrational to make fundamental changes to the content of training only to leave the organization structure as it currently stands. To use a hypothetical example, assume that there is a company that has separate organizations for sales and customer service. After some analysis, the company determines that it can increase sales and improve customer satisfaction by taking a more integrated approach to the sales and service process. If the company adopts this new work process, it should also consolidate its sales and customer service organizations to reflect the change. Similarly, if the LAPD adopts a less segmented training approach in which some topics are integrated into others (as is also proposed with the integration of community policing and diversity

into all aspects of training), then the structure of its educational organization should reflect the change.

How does this guiding principle specifically affect the LAPD? Primarily, it means that the Department will need to develop a cadre of instructors who are well versed in all aspects of the integrated training approach, are not narrowly confined to functional categories, and teach throughout the training system (e.g., recruit training as well as continuing education). Certain technically demanding skills or highly specific knowledge bases may still call for the functional division of responsibilities—for example, specialized instruction in the use of firearms—but a considerable proportion of the faculty should be generalists who have a comprehensive understanding of what it means to be a professional police officer in today's world. (It should be noted that some classes could combine these two groups, matching the generalist who is predominantly responsible for conducting a session with a specialist who assists with a technical subject area.) An organization composed of generalist instructors who teach via an integrated training approach needs to have a centralized resource responsible for oversight. This is a consequence of the corporate element of professionalism: Self-policing and regulation of standards are paramount. Otherwise, training standards are likely to degenerate naturally over time as distinct cells of training experts exert influence over content and methods and nonexperts supervise instruction. Again, it bears repeating that some degree of divergence in training based on context-specific differences is inevitable and even desirable; however, the Department's training organization needs an ultimate arbiter to determine how and when training can deviate from Department standards.

The ability to share training resources among recruit training, continuing education, and other functions is key to Department-wide consistency in subject matter coverage as well as standards of instructor performance. As it exists now, the LAPD Training Group has separate functional divisions for recruit and in-service training. By better consolidating instructional resources between the two functions, the LAPD could abet both this consistency and a reduction in the training resources needed to teach similar subject matter to different audiences. The first of these benefits is straightforward. If the same instructor teaches both novice officers and those with experience in the field, there will be less variance in the institutional

knowledge imparted to each group. There should also be a more effective hierarchy of instructional presentation; i.e., what is taught to officers in the field should build on and complement, not simply repeat, what recruits receive. Overly similar training to both groups can be avoided as training oversight and instructors deliberately design progressive classes. Jarring gaps between functional area material should likewise be avoidable.

The second benefit (reduction of training resources) is less obvious. It presumes that there are redundancies in resources; for example, two instructors teach the same subject matter to different groups of trainees. If this is true, then consolidating the instructor corps would free staff resources—for example, effective centralized scheduling should, in some cases, permit a single trainer to handle the burden currently borne by two. Of course, the instructor-trainee dynamic is somewhat different from that for recruits and for those receiving in-service training.³⁵ There is no reason this difference has to be an insurmountable obstacle if instructor quality achieves desirable levels via changes as previously discussed.

Supporting Recommendation

Carefully plan and implement restructuring to minimize organizational and personal turbulence.

So far the motivation for restructuring LAPD training has been discussed in terms of two guiding principles: the corporateness element of police professionalism and an integrated training approach. Both of these reflect the desire of the LAPD to improve training quality as part of its ongoing efforts to improve service to the community. There are two additional, supporting considerations that should direct the LAPD's decisions regarding restructuring. First, personnel reductions in training are a likely outcome of restructuring and should be factored into the analysis. As mentioned above, there are likely to be synergies that arise from the consolidation and centralization of certain training activities. For instance, in addition to re-

³⁵Sutton and Murphy interview, 2003; training coordinator focus group notes, November 14, 2002.

ducing numbers by taking advantage of instructors teaching the same material to different audiences, scheduling could be handled in a more centralized manner, obviating the need for multiple staff members to perform the work in separate units. Second, the Department should seek to minimize organizational disruptions to the greatest extent possible as it pursues structural changes. The recommendations for organization structure by no means require a complete dismantling of the structure as it currently exists. The LAPD should capitalize on continuities (e.g., by assigning individuals to positions that best take advantage of their experience and demonstrated talents) and program its implementation to allow continuity in functions rather than closing down aspects of training for extended periods. Such a plan might include the following steps:

- Gather data and complete reorganization analyses.
- Share proposed organization design(s) with key stakeholders.
- Finalize redesign and communicate the changes to those affected.
- Set the timetable for changes to reporting relationships and addition, elimination, or physical movement of positions, perhaps taking advantage of training schedule slack time and heavy vacation periods (during which individuals' offices could be moved for them).
- Carry out changes and assess progress.

The time required to conduct the reorganization should be determined less by haste and more by efficiency and minimization of organizational and personnel disruptions. It could conceivably be completed in three to four months. It should be possible to complete without undue difficulty within a year. The major variable is whether the LAPD automates its training management system and the accompanying training time that is deemed necessary to support that automation. In addition to affecting the transition schedule, automation would significantly influence the character of the final training group structure. Restructuring should occur simultaneously with any move to greater automation; personnel intimately involved with automated processes would require training before their positions could be considered fully functional.

Supporting Recommendation

Carefully coordinate reorganization with any further automation of training group functions.

TRAINING ORGANIZATION STRUCTURE FINDINGS

RAND analysis in support of this book identified several ways in which the LAPD's training organization structure does not conform to the demands of a training paradigm that emphasizes police professionalism and integrated training. In particular, the corporate requirements of enforcing standards and self-policing demand that Department instruction meet acceptable standards. Without high-quality instruction, the LAPD cannot expect its members to gain the level of expertise essential to serving society effectively. The present arrangement of training resources within LAPD supports a training model that is appropriate for building technical proficiency for which the Department was especially known in past decades. Moving ahead, LAPD's training organization requires adjustments that reflect the internal and external forces that are shaping its future role as a servant of the community.

Perhaps the most immediate shortcoming of the current organization structure is its inability to provide adequate continuity between recruit and field training. FTOs suggest that they do not know what is taught in the academy, stating that they have to ask recruits what they learned. (Note: Training group personnel are aware of this issue and have recently housed the FTO program in the academy as a first step to integrating recruit and field training.) Current evidence suggests that LAPD officers sometimes receive very different instruction from the time they start at the academy to the time they receive training in the field as veteran officers. As previously noted, continuing education should not simply repeat what is taught in the academy. However, it is essential that recruit training be consistent with the demands of service in the field. Similarly, continuing education instruction has to be consistent with and support academy training. This will help to address the common refrain that FTOs

teach officers to “forget what [they] learned in the academy.”³⁶ Uniformity of training messages is considered a “huge problem.”³⁷ Further evidence of a fissure between recruit and field training came from officers’ comments that were centered on the lack of “real-life” training in the academy, which is perceived as less rigorous and challenging than it should be to prepare them for the challenges of the street.³⁸ Regarding ongoing instruction, comments were also made about CED instruction being out of touch and “ivory tower” in substance.³⁹ The key flaw implied by these findings from a structural perspective is a lack of coordination and communication between the resources allocated to recruit and in-service training. Philosophically, too, it appears that conflicting values are at play. The FTO reorganization that is under way at the LAPD is critical to complement other structural changes recommended here.

The authority for ensuring that a shared message is delivered in all training venues is diffused over different training functions. Although the authority for ensuring consistent training messages is nominally assigned to the head of the training group, the sizable workload involved prevents all of these vital roles from being performed by one staff member. The result of such an authority vacuum is a progression toward different value systems and away from uniform standards.

Another major finding is that the LAPD Training Group has no real entity in charge of curriculum development and training quality assurance.⁴⁰ Apart from the commander-level position that heads the training group—which ostensibly has authority and control over all curriculum development and training delivery decisions—there is no single unit that has the responsibility to perform all of the day-to-day activities associated with these functions within the group. Nor does the training group’s commander have control over FTO, training coordinator, or other training functions as identified above. Authority

³⁶LAPD probationers focus group notes, December 14, 2002.

³⁷Gascón interview, 2002.

³⁸LAPD FTO focus group notes, December 14, 2002.

³⁹Ibid.

⁴⁰Sutton and Murphy interview, 2003; Greene interview, 2003; Gascón interview, 2002.

and workload are diffused throughout the Department. The consequence of this structural arrangement is that there is no unit with the authority to control a variety of vital training activities, including oversight of instructor selection, deselection, and training; development and review of major components of the training curriculum; audit and evaluation of training programs to ensure consistency with the Department's mission, goals, and values; and restructuring of all LAPD training. Variants of this finding were cited in past studies. It remains a key area of opportunity for the LAPD.⁴¹

In a related matter, the CED has an acute problem with instructor resources. As noted, centralization of training management authority as recommended here would assign all faculty members into a single organization—what henceforth will be referred to as the “training oversight” function. Specifically, the CED borrows training coordinators for CEDP module instruction on a part-time basis. As a result, the CED does not have the full-time resources it requires to adequately deliver in-service training.⁴² The organizational boundaries between the training division and the CED mean that recruit instructors and continuing education instructors are distinct. This generates the aforementioned problems of consistency in the delivery of training messages and inefficient allocation of staff resources. There are also indications that the Department too rarely makes use of instructor resources, to include non-sworn personnel, from outside the LAPD.⁴³

Another finding related to training organization structure (one discussed at length earlier in this chapter) shows that there are no formal mechanisms for incorporating lessons learned into training. The LAPD conducts some ad hoc activities to capture knowledge from the field and other police agencies, but these efforts are largely informal and rarely focus on “softer” areas such as training.⁴⁴ The LAPD does not have training group staff positions with primary re-

⁴¹See “Department Analysis of Rampart Independent Review Panel Recommendations,” January 25, 2003; “A Training Analysis of the Los Angeles Police Department,” October 21, 1991; and “In the Course of Change: The Los Angeles Police Department Five Years After the Christopher Commission,” May 30, 1996.

⁴²Sutton and Murphy interview, 2003; Gascón interview, 2002.

⁴³Gascón interview, 2002.

⁴⁴Meeting with City of Los Angeles representatives, July 8, 2002.

sponsibility for acquiring and disseminating internal and external lessons learned, nor does it have the processes or information systems to facilitate such information exchange. Training coordinators in the divisions have some degree of responsibility for collecting lessons learned from the field (especially in complaint and use-of-force reviews) and distributing the information to officers in their divisions as a learning device, but this distribution of knowledge is not a comprehensive process.⁴⁵ The absence of a mechanism to incorporate lessons learned into training has a variety of consequences. In the most extreme outcomes, failure to learn from errors can lead to serious risk exposure for the Department. More typically, the lack of a structure and/or processes to capture best practices means that the LAPD fails to capitalize on opportunities to enhance the technical proficiency and professionalism of its officers. Whatever the ultimate impact, the lack of feedback loops from the field to the training function and vice versa is a deficiency.

Supporting Recommendation

Introduce an automated learning management system as discussed in Appendix I.

Further, the LAPD does not have an integrated learning management system or other information technology platform to handle training logistics such as course scheduling, instructor assignments, and facilities allocation. Although training data and documents are often in electronic formats, they are not housed in a single database or system. Personnel must piece together course materials, lesson plans, and trainee and instructor data from disparate sources in a very inefficient system. For example, the training organization could benefit greatly from an electronic master schedule that shows which instructors are teaching which courses on any given day and which students are assigned to each course.⁴⁶ Such a resource would considerably ease rescheduling in the event of an unforeseen instructor cancellation (e.g., due to illness). Beyond the basics of instructor and trainee

⁴⁵Training coordinator focus group notes, November 14, 2002.

⁴⁶Sutton and Murphy interview, 2003.

scheduling, a learning management system could also contain features such as scenario databases that could aid in curriculum development. While an effort to determine the personnel savings attributable to such automation is included in Appendix I, the full extent of such benefits is virtually impossible to measure without introducing such a system or conducting a very lengthy and expensive survey of current training management procedures throughout the Department.

The geographic dispersion of the Department's training facilities significantly affects how the Department uses its instructional resources. Between the two major components of the training group—the training division and the CED—training facilities are located in Elysian Park, Westchester, and Granada Hills. In addition, many of the ancillary training functions mentioned previously (e.g., training coordinators) are located at various sites throughout the city. There are considerable constraints on resource sharing and economies of scale in the training function because of the physical distance among sites and the related considerable travel time required to move between them. It is very difficult, for example, to have an instructor teach a continuing education course in the morning in Elysian Park and a Westchester recruit class in the afternoon without building in a significant amount of transit “downtime.” Restructuring decisions obviously will need to take this factor into account.

In summary, the standing LAPD organizational structure is a design that may have worked well in years past but could benefit from changes that reflect an increased emphasis on police professionalism and integrated training approaches. Such changes would not only enhance training effectiveness but would also produce potential resource allocation efficiencies. Specific recommendations to achieve these objectives appear in the following section.

TRAINING ORGANIZATION RECOMMENDATIONS

The primary recommendation to the LAPD flows directly from the findings presented above; namely, that the LAPD should centralize authority for training curriculum development, training quality assurance, and instructor oversight in a single entity within the training group to ensure that Department values and standards of police professionalism are met. Several key findings would be addressed by

this recommendation, including the lack of a central training management authority and the lack of continuity between recruit training and continuing education. Specifically, the LAPD should establish a training function—not a single staff member—subordinate to the commander-level head of the training group with development and enforcement authority regarding curriculum evolution; instructor selection, evaluation, and removal; and other critical tasks. The scope of responsibilities and workload would prevent the individual occupying the commander position from performing all of these roles. Centralizing authority and enforcement responsibility in an organization subordinate to the head of the training group would provide the commander with the resources to carry out all of the aforementioned tasks. A group of highly qualified personnel with extensive knowledge of police training, adult education methods, and related learning and development competencies could serve as a training oversight function with responsibility for quality assurance, instructor approval, and the maintenance of standards. It is recommended that the head of this organization hold the rank of a level-three captain or its civilian equivalent.

To reiterate a point made in the opening paragraphs of this section, the term “centralize” does not mandate the physical collocation of personnel. Rather, centralization implies the consolidation of authority in a single entity or organizational unit. As long as lines of communication are open and reporting relationships are clear, these personnel could conceivably be located in a number of different sites (an option made more viable by the introduction of significantly increased training group automation). In the proposed organization designs presented in this book, there are personnel who would report to a manager not envisioned to be collocated with those individuals.

We present two proposed designs that could fulfill this recommendation for consideration. Each is discussed in turn. (As noted, the reader should see Appendixes G and H for proposed organization structures and explanations of manpower reallocations.) The first proposed design, “Alternative 1” (see Figure 3.2), places the training oversight function under the auspices of the commander in charge of the training group and assigns it organizational status equal to the two major divisions that currently reside there in parallel (the CED

Alternative 1: Proposed LAPD Training Organization Structure

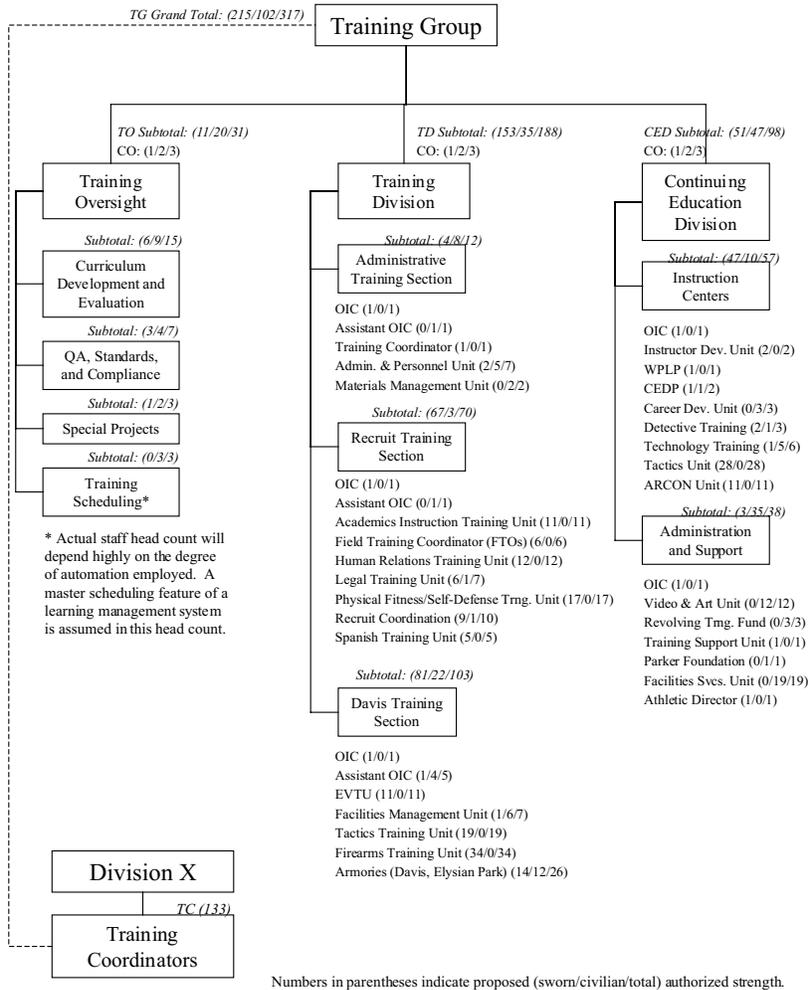


Figure 3.2

and the training division). This design establishes a separate authority to handle all of the oversight roles previously mentioned. It has the advantage of preserving the function's autonomy and enabling it to provide services to all areas of training, whether recruit or in-service. Parts of the function's role—for example, scheduling—could be parceled out to other groups if deemed appropriate, but this risks losing some of the synergies that spring from housing all responsibilities together under the same reporting line. Instructors would still report to their respective divisions (the training division or the CED) or be drawn on a part-time basis as necessary from other areas, but the oversight function would have a mandate to manage them closely and make recommendations regarding their work. In addition, the oversight organization could be given responsibility to manage the scheduling of students and instructors. This would allow top-performing instructors in a particular subject area to be better assigned to classes delivered in any part of the Department and would reduce the number of personnel engaged in schedule coordination. However, this would result in a matrix-type organization for faculty members because they would report to their respective training division or CED leader while having to meet the demands of a schedule created by the oversight capability. Centralizing scheduling activities in the oversight function is contingent upon the implementation of a computerized master scheduling function.

Under Alternative 1, the total training group head count would decrease from 329 to 317. Most of this reduction would occur as the result of elimination of redundant activities as well as from improvements in information technology. For example, the current organization expends considerable staff time performing instructor/student coordination and scheduling tasks. Much of this effort will be eliminated through the establishment of a centralized scheduling unit and the implementation of a learning management system with master scheduling capabilities.

There are some significant changes from the status quo in Alternative 1. Most notably and as discussed above, a training oversight function is established to centralize critical activities for both recruit and in-service training. The new training oversight function has four units under its authority: curriculum development and evaluation;

quality assurance, standards, and compliance; special projects; and training scheduling.⁴⁷ The LAPD may at some point find it advisable to form functional subunits under each of these groups as it refines the organization. Some of the support functions that were formerly in subunits of the CED or the training division would be subsumed by the training oversight function. For instance, consent decree and POST liaison units could be considered part of the new quality assurance, standards, and compliance subunit.

The CED has been reorganized into two sections, instruction centers and administration and support, to correct its current and somewhat arbitrary three-section division. The instruction centers focus on the delivery and coordination of continuing education programs. Administration and support consolidates all of the administrative functions performed in the CED. Total head count in the CED decreases in Alternative 1 because much of the “back office” training support work previously performed there has been moved to the new training oversight function. Consequently, the CED head count decreases from 130 to 98, with some of the work moving to training oversight. The reduction in head count represents not only the transfer of personnel to training oversight but also the elimination of duplicative work. It should be noted that there is an increase in one area of the CED: the tactics unit. The head count there is increased by 14 instructors and one supervisor to allow the LAPD to reduce its current in-service training cycle for tactics from five years to two years. This addition is also reflected in Alternative 2 below.

The training group’s current police training and education is subsumed by the new training oversight function because its work activities closely mirror the charter of the new group. If this function retains its internal consulting role for all LAPD training programs, it might be considered a separate subunit of the training oversight function to preserve its autonomy.

The training division remains largely unchanged in Alternative 1 although there are a few minor changes in the administrative training section. Some support functions (e.g., evaluation and special projects units) have been subsumed by the new training oversight func-

⁴⁷The names of proposed organizational units in this book are merely suggestive; the LAPD should select appropriate unit names as it proceeds with restructuring.

tion, and Westchester-based administrative support has been consolidated into a single administration and personnel unit. Even though the structure of recruit training is similar to the current state, the training oversight function will exercise authority over curriculum, delivery, instructors, and quality just as it will for the CED. The training division head count falls from 195 to 188.

Training coordinators remain in the divisions in Alternative 1 but will then have a “dotted-line” (functional) reporting relationship to the commander of the training group. This change reaffirms the training coordinators’ responsibility for training delivery and signals to division management that training coordinators need to be relieved of some of their ancillary duties when they are required to teach. Because training coordinators are often an integral instruction resource—especially for continuing education and the CEDP module in particular—the new reporting relationship should be communicated throughout the LAPD.

A second possible restructuring design that facilitates central training oversight involves its consolidation in a unit that not only performs the functions described above, but also includes a host of dedicated instructors for both recruit and in-service training programs. This design appears in Figure 3.3 as “Alternative 2.” Only the most basic administrative and support units would remain in the CED and training division areas; all full-time faculty would then belong to the training oversight function. This arrangement would allow the training group greater control over its vital instructor resources and would provide a dedicated staff of generalist and specialist instructors for all training levels.

In Alternative 2, the training oversight function would require a captain-level position or its civilian equivalent to lead its activities. The recruit section would also require a captain-level commanding officer (and most likely not a civilian position) because of the large number of recruits under his command. The support functions in the continuing education section could most likely be managed by a lieutenant-level position or a similar civilian position.

As in Alternative 1, the oversight function would be able to centrally manage curriculum development, quality control, audits, compli-

Alternative 2: Proposed LAPD Training Organization Structure

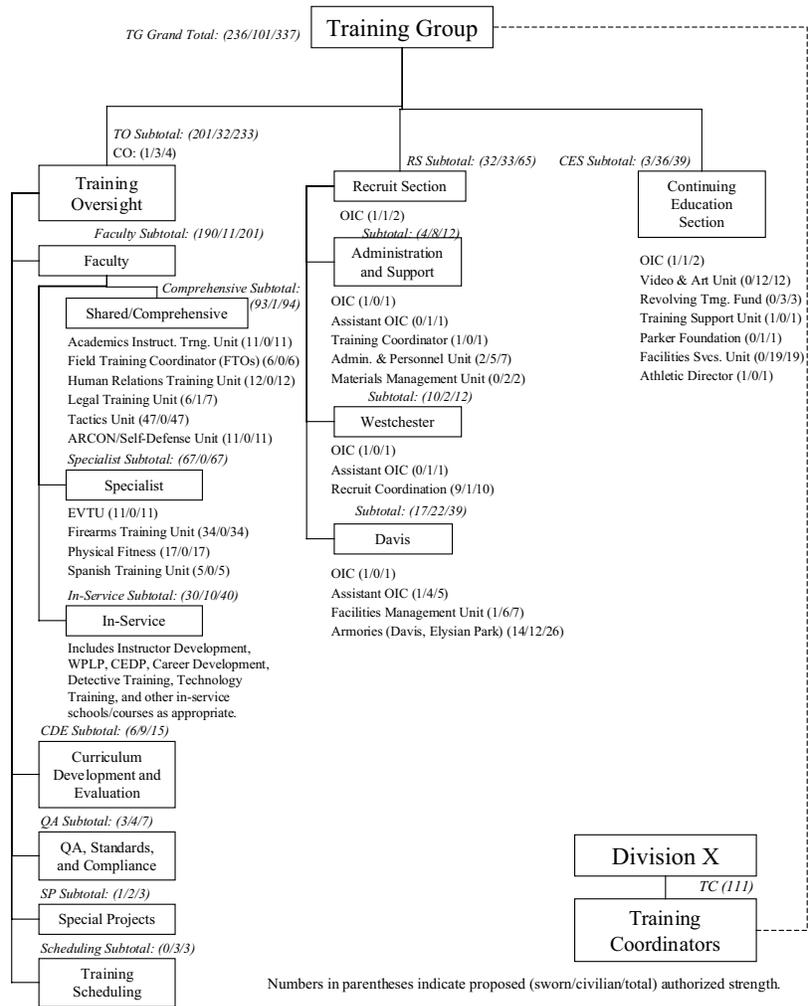


Figure 3.3

ance activities, and scheduling processes. Many of the structural changes in Alternative 2 are also the same as in Alternative 1. Only administrative and support positions remain in the former training division (renamed the “recruit section” here) and the CED (called the “continuing education section”). Site-specific functions, such as armories and facilities management, remain under the control of these sections. All other work has been moved to training oversight. Consequently, the head count of the recruit section is now only 65 and the head count of the continuing education section only 39.

Alternative 2 departs from Alternative 1 in that the resources directly involved in teaching are moved entirely to training oversight. Training oversight has the same units as in Alternative 1, but with an added “faculty” function that has authority for all recruit and continuing education instructors. As the LAPD moves to an integrated training paradigm and strives to maintain professional standards in training, a centralized faculty corps such as this will greatly benefit the Department with increased continuity of policy messages, tighter adherence to standards, and resource flexibility. Within this faculty section are three subgroups: shared/comprehensive, specialist, and in-service.

The shared/comprehensive group would teach subjects that require broad knowledge of multiple elements of law enforcement. For example, arrest and control (“ARCON Unit”) from the former CED would now report to the shared/comprehensive group because the training content involves a wide variety of policing issues that are relevant to both recruits and veteran officers, such as verbal communication and human relations skills, legal issues, and tactics. Ideally, the subunits of faculty under the shared/comprehensive unit would naturally consolidate over time as the LAPD moves toward a fully integrated training approach that values less “stovepiping” of instructors.

Recognizing that some skills are highly specialized and not as conducive to integration, there is a subgroup of “specialist” faculty. As proposed, this subgroup is composed of instructors for firearms and physical fitness. The subunits of the specialist faculty may vary, depending to some extent on technical factors.

Also, there is a third subgroup named “in-service.” Although much of the training curricula associated with in-service training could well fall under the domain of the shared/comprehensive or specialist faculty, there may be some schools and courses under the continuing education umbrella that require distinct instructor staff because of the expert nature of the subjects (e.g., information technology or detective training) or other factors. In the final analysis, the LAPD may determine that the in-service differentiation is unnecessary and all faculty can be considered either generalists or specialists.

The faculty section has 201 personnel in total. This number includes all instructors from the former training division and CED as well as a new contingent of 40 dedicated instructors in the in-service category. These 40 “new” instructors are not necessarily new hires: Some would be drawn from the ranks of the training coordinators. In Alternative 2, in fact, 22 training coordinators have been transferred to the dedicated faculty section. Twenty-two training coordinators were chosen for transfer because this number reflects a percentage of the training coordinators who already perform significant instruction duties for the training group. Most of these training coordinators are located in the geographic divisions or bureaus, representing roughly 60 of the total of 133. Moving about one-third of these 60 coordinators out of the divisions would give the training group more dedicated instructors while still leaving sufficient resources in the divisions.⁴⁸ The remaining training coordinators would still report to their local commanding officers, but there would be a dotted-line reporting relationship to the commander of the training group. (Training coordinators would also be subject to oversight by the commander of the training group.) This way, the training coordinators can still be stationed in the local divisions but have the same quality assurance and oversight standards applied to them as the main instructor corps. Division management could still tap the training coordinators to perform some highly targeted, customized training programs for their local personnel, and their work emphasis

⁴⁸Many of the geographic divisions have three or four training coordinators. Transferring one from each of these divisions to the training group—if his pedagogical skills merit such a move—would still leave enough training coordinators in place to carry out divisional training tasks, assuming their nontraining duties are not overly burdensome and there are no work shift constraints.

would shift away from administrative tasks to more-direct involvement in training and instruction.

Supporting Recommendation

Conduct an intra-Department analysis of training coordinator usage to determine how many positions should be assigned to the training group and how many others can be consolidated.

Two points are important in this regard. First, the number 22 is an estimate. It may turn out that a greater or smaller number of training coordinators can feasibly be moved to the faculty section after a detailed analysis of the current workload of these officers, an analysis beyond the scope of this study. (Such an analysis would logically also consider how to consolidate the remaining duties of various training coordinators in a manner that allows a reduction in the remaining number of such positions.) The analysis should be conducted by a disinterested party within the LAPD because reallocation of training coordinator positions will be very unpopular with those losing the slots. However, it is strongly advised that this reassignment be made. The current on-call nature of training coordinator support for CED instruction is inefficient and precludes the establishment and maintenance of the professional standards essential to achieving the quality of instruction sought by the Department. Second, it is this movement of 22 positions to the training group that accounts for the apparent advantage in “savings” of personnel Alternative 1 offers over Alternative 2. (Currently, the total strength of the training group under Alternative 1 is 317, and under Alternative 2, it is 337.) In other words, the Department does not save 20 positions by adopting Alternative 1 versus Alternative 2; the 22 training coordinators in question remain in the LAPD at large in the first case while in Alternative 2 they are assigned to the training group. The bottom line is therefore that the overall savings offered by the two alternatives are nearly identical.

Supporting Recommendation

Conduct further analyses of instructor positions, both before and after consolidation, to determine where additional redundancies exist.

The total Alternative 2 training group head count might be lower if further synergies in the ranks of instructors are found after consolidation. For example, after consolidating faculty, the LAPD might determine that there are seven instructors who teach essentially the same topics, yet demand requires only four such positions. A more detailed analysis that maps the number of instructors to the number of students in each subject area needs to be conducted.

It is worth repeating here that changes in reporting relationships do not necessarily imply the physical movement of personnel from one site to another. So, for example, if recruit instructors in Westchester now report to a training oversight authority in Elysian Park, it does not mean that the instructors are actually stationed in Elysian Park. The restructuring recommendations simply outline how lines of authority should shift to enhance lines of communication and improve both management and quality control.

Both of the proposed designs would achieve the ultimate goal of solidifying authority for training oversight in a group with the organizational leverage to introduce substantive change. The Department training function could then better ensure that consistent messages are delivered across training programs, whether they are in the training division, the CED, or elsewhere. For changes currently under consideration, Department specialized schools might or might not report to the training group. (Some proposals influencing this aspect of the training group structure were left open for consideration after the SOAR conference.) We strongly recommend that responsibility for the quality control of all such training be assigned to the training group even though instructors may in these exceptional cases remain with their original organizations. The training oversight function should still have the authority to manage course curricula and instructor qualification, evaluation, and retention. This recommendation will also assist the LAPD in its efforts to roll out less compartmentalized, more integrated officer training because it em-

powers a team of experts within the oversight function to closely monitor curriculum and classroom results.

As noted above, it is strongly recommended that the LAPD implement an integrated learning management system. Such a system would provide the training organization with an automated method of managing training logistics. The time required to perform work manually—for example, scheduling instructors—could be significantly reduced with the use of software. Centralization and consolidation of training resources and their attendant improvements in efficiency and effectiveness are virtually impossible to achieve without automation. There are many elements to consider in the design and implementation of such a system. Again, Appendix I outlines the range of options available to the LAPD with respect to learning management systems.