



Department of Criminology & Criminal Justice

**South Carolina Law Enforcement
Training Survey:
A National and State Analysis**

By

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EXECUTIVE SUMMARY

The present study examines the current state of law enforcement recruit training for municipal and sheriff's departments in South Carolina by addressing three questions. First, how does the state mandated training of South Carolina compare to the standards of other states? Second, what agencies within the state of South Carolina provide additional training for recruits before they enter the field, and what is the nature of this training? Third, what agencies within the state of South Carolina place their recruits through a field training program, and what are the characteristics of these programs?

The data for answering these questions were captured through two collection mechanisms, both of which took place in December 2006. Data for the comparison of state mandated training were gathered with a survey of the Peace Officer Standards and Training (POST) commissions or equivalent entity in each state. The data on the training efforts of South Carolina agencies were collected by surveying a sample 65 agencies, which represents 27.7% of municipal and county departments in the state (see Appendix B for the survey questionnaire). The overall sample was derived from a two stage sampling process. The first stage involved selecting a sample of 20 agencies from agencies in the state that had 75 or more officers/deputies. The second sample of 45 agencies was randomly drawn from the remaining agencies in the state with less than 75 commissioned officers or deputies (see Appendix A for a more detailed description of the data collection methodologies for this study). A total of 47 agencies responded to the two waves of surveys, representing a 72.3% response rate. There were 33 municipal agencies (70.2%) among these responding agencies and 14 sheriff's departments (29.8%).

The current survey of law enforcement training standards across the country and among a sample of South Carolina law enforcement agencies clearly shows that the State of South Carolina has fallen far behind national norms in its commitment to basic law enforcement training. South Carolina's 349 hours¹ of basic academy training, which equates to a mere nine weeks, was more than 40 percent below the national and southern region medians from 2006. In 1972, South Carolina ranked 14th in the nation in its number of state-mandated basic training hours. In 2006, our state ranked second only to Louisiana in requiring the *fewest* number of basic training hours for law enforcement certification. The problem is not only with the lack of total hours, however. South Carolina also has not kept pace with national standards with respect to basic academy course content. In South Carolina, for example, law enforcement recruits receive no dedicated training in community policing, problem-solving, or even first aid. By way of comparison, a 2002 Bureau of Justice Statistics survey of the nation's law enforcement academies reported that 90 percent of the responding academies provided training in community policing, 64 percent in problem-solving, and 99 percent in basic first aid and CPR. Nor are most agencies themselves making up for these curriculum deficiencies. Only 36 percent of the South Carolina agencies surveyed reported that they provide *any* post-academy basic training to new recruits.

The results from the field training portion of the survey depict a wide gulf between large and small agencies in South Carolina regarding field training practices. The median number of field training hours (475 hours) among South Carolina agencies with 100 or more officers is only slightly less than the required number of field training hours in the Austin (TX) Police Department, which has the lowest number of required hours among six agencies used as a benchmark for comparative purposes in the present analysis. However, the median number of required field training hours among smaller South

¹ As of the release of this report, the South Carolina Criminal Justice Academy reported that its basic law enforcement academy curriculum now stands at 376 hours. However, except as noted otherwise, all information and figures reported here were based on December 2006 data. At that time, the South Carolina Criminal Justice Academy curriculum showed 349 hours of mandated basic training. South Carolina's increase to 376 training hours now places it third in requiring the fewest hours for basic law enforcement certification in front of Louisiana *and* Oklahoma.

Carolina agencies drops off precipitously and stands at only 60 hours for agencies with 20 or fewer officers. In many of these small agencies, new officers receive an inadequate nine weeks of basic training at the South Carolina Criminal Justice Academy and then are handed the keys to a patrol car and told to report for duty. They receive no on-the-job field training at all. To be sure, this lack of field training in small agencies is a problem in other states as well, but it is exacerbated in South Carolina because of the insufficient training received by recruit officers at the basic academy.

New law enforcement officers and the citizens of South Carolina are being ill-served by the lack of resources and attention given to basic law enforcement training in our state. Improving South Carolina's deficiencies in basic law enforcement training will require, at a minimum, a thorough review and overhaul of the state Law Enforcement Training Council certification standards and the basic Criminal Justice Academy curriculum. These efforts to bring South Carolina's law enforcement training standards up to national norms should result in a substantially longer basic academy, adding critical subject areas, and mandating field training for all new officers.

Based on the results from this study, the following policy recommendations are offered:

- The Law Enforcement Training Council, with appropriate funding, should immediately undertake a comprehensive review and comparison of the South Carolina basic training standards to those in other states and among the nation's leading law enforcement agencies.
- Following this review, the Training Council should commission a new draft curriculum that would bring South Carolina to the forefront of national standards in basic law enforcement training.
- While the new curriculum is being prepared, discussion must begin in the South Carolina legislature and among the state's policy-makers on how best to fund a modern law enforcement training system that can meet the demands of 21st century policing in South Carolina.
- Policy-makers should consider all available options, including legislation that would permit regional and stand-alone academies for those political subdivisions willing to pay for them.
- At the same time, lawmakers should pass legislation that would mandate the training hours reflected in the new basic law enforcement curriculum drafted by the Training Council and that would require a reasonable number of field training hours for all new officers.

As South Carolina positions itself for economic growth and development in the 21st century, it must not give short-shrift to its public safety needs. Chief among those are the need to train its law enforcement personnel in accordance with best practices. The current state of basic law enforcement training in South Carolina, however, is far below national norms and is in need of reform.

INTRODUCTION

Modern American law enforcement can trace its origins back to 1845 with the formation of the New York Police Department, which was followed by the subsequent formation of police departments over the next few decades across the Northeast, Midwest, and South (Walker and Katz, 2005). These early agencies, however, had limitations by today's standards and expectations of law enforcement professionalism. They suffered from poor management, political corruption, and non-existent standards for selecting quality personnel. In addition, there was no formal training for newly hired officers before they were placed on the street; rather officers were trained informally on the job under an apprenticeship-type system. American law enforcement over time has taken a number of steps to address these deficiencies, including the establishment of formal training for recruits.

The early development of formal recruit training as it related to duration and form was largely left to the discretion of individual agencies. It was not until the late 1950s that states began to establish state standards boards or commissions to certify peace officers and establish minimum training and selection criteria. Over the last few decades law enforcement agencies have also increasingly implemented formalized field training programs to further develop recruits as they transition to the street. The present study focuses on where South Carolina fits within this evolutionary development of both formal academy and field training for new recruits by examining three research questions. First, how does the state mandated training of South Carolina compare to the standards of other states? Second, what agencies within the state of South Carolina provide additional basic training for recruits before they enter the field, and what is the nature of this training? Third, what agencies within the state of South Carolina place their recruits through a field training program, and what are the characteristics of these programs? Before addressing these research questions, however, a review of the literature on law enforcement training is presented.

REVIEW OF THE TRAINING LITERATURE

In an early effort to improve training for police, August Vollmer established the Berkeley Police School in 1908, generally considered to be the first formal school for law enforcement officers in the United States (Carte & Carte, 1975; Conser et al., 2005). Other police training schools or academies existed around the time Vollmer established his school. For example, Cincinnati created a police academy in 1888, though it survived only a few years, while the New York City Police Department created a School of Pistol Practice in 1895 that was restricted to firearms practice (Walker & Katz, 2005). Other early training schools included those created by the Pennsylvania State Police in 1906, the Detroit Police Department in 1911, and the New York State Police in 1917 (Brereton, 1961). While these schools provided training to law enforcement officers, pre-service training for new recruits apparently was not initiated until 1909 when New York City established the first police training academy (Conser et al., 2005).

Although formal on-the-job and pre-service training for police began around the early 1900s, it was slow to catch on. Training, when provided, was the responsibility of individual cities or counties and a few colleges and universities, and the content, quality, and duration of training varied widely (Robert, Crank & Kuykendall, 2000; Walker & Katz, 2005). A report by the

Wickersham Commission in 1931 was highly critical of the state of law enforcement training in the United States, and it made several recommendations for improvement. As a result of the Commission's report and the influence of progressive thinkers such as Vollmer and others, interest and activity in pre-service and in-service training increased substantially between 1920 and 1940 (Brereton, 1961).

Several new in-service training programs were developed during the 1930s in large cities, and in 1935 the Michigan State College at East Lansing developed an apparently well organized pre-employment training program. Notably, that same year the Federal Bureau of Investigation (FBI) established its National Police Academy, which was designed to train selected state and local police officials from around the country in modern law enforcement methods (Brereton, 1961).

Despite the development of the FBI's National Police Academy and the emergence of new pre-service and in-service training programs for police in the 1930s and 1940s, assessments of the state of police training in the United States during the 1940s and 1950s continued to be highly critical (Brereton, 1961; Edwards, 1993; Frost & Seng, 1983). Furthermore, formalized pre-service training continued to be uncommon. In 1931 the Wickersham Commission reported that a survey of 383 municipalities found that 80 percent of police departments provided no formal training for recruits (McCampbell, 1986b), and a 1956 survey of 4,000 law enforcement agencies conducted by the International Association of Chiefs of Police (IACP) found that only 15 percent of agencies provided pre-service training (Cosner et al., 2005:208). This situation would begin to change with the establishment of the first state commissions on Peace Officer Standards and Training (or POST) in the late 1950s.

State Standards

The Commission on Organized Crime, established by the American Bar Association, is generally credited with stimulating interest in the establishment of state standards boards or commissions with its 1952 report (Wall & Culloo, 1973). It was not until 1959, however, that the first commissions were established in New York and California. Growth in state standards commissions was slow until the release of the President's Commission on Law Enforcement and Administration of Justice Reports in 1967, which recommend the establishment of standards commissions in every state. In that year, just 17 states had commissions that enacted legislation requiring minimum standards for police recruits (IADSLET, nd). By 1972 that number had increased to 32. Nine other states enacted legislation regarding police recruit training, but compliance was voluntary.² An additional nine states had no legislation regarding police training on a statewide basis (Wall and Culloo, 1973). Interestingly, only Florida required recruits to be trained *prior* to performing law enforcement duties. Thus, despite the establishment of state minimum training standards, it was possible for officers in some states to work up to a year before they received formal training, a situation that persists to this day in South Carolina (S.C.

² These states were Arkansas, California, Idaho, Illinois, Kentucky, North Dakota, Tennessee, Washington, and Wisconsin, though by statute California required 58 hours of training (Wall and Culloo, 1972:429, Table 2).

Code Ann. § 23-23-40). All states had some form of POST board by 1981 (IADSLET, nd), and currently 47 states have legislation requiring minimum training standards for police recruits.³

Amount of Training

Table 1 shows the number of states having established mandatory minimum training hours for recruits in 1972 and 1998 and the number of training hours required by each state. The number of states establishing mandatory minimums and the number of training hours required increased significantly over the 26-year period, with the number of training hours more than doubling in many states. South Carolina reportedly required 244 hours of training in 1972, ranking 14th among states that had mandatory minimums.⁴ Although South Carolina increased its hours to 334 as of 1998, its rate of increase did not keep pace with the national average and its overall rank slipped to 42nd.

Table 1. Number of State Mandated Minimum Training Hours in 1972 & 1998

State	1972	1998	State	1972	1998
Alabama	240	480	Montana	-	480
Alaska	-	650	Nebraska	250	506
Arizona	200	585	Nevada	120	480
Arkansas	-	480	New Hampshire	260	510
California	-	664	New Jersey	240	552
Colorado	-	435	New Mexico	120	640
Connecticut	200	656	New York	285	510
Delaware	350	498	North Carolina	-	492
Florida	280	672	North Dakota	-	440
Georgia	114	400	Ohio	240	445
Hawaii	-	-	Oklahoma	120	324
Idaho	-	422	Oregon	338	370
Illinois	-	400	Pennsylvania	-	520
Indiana	240	480	Rhode Island	480	-
Iowa	240	480	South Carolina	244	334
Kansas	160	320	South Dakota	120	320
Kentucky	-	400	Tennessee	-	320
Louisiana	-	280	Texas	240	560
Maine	240	480	Utah	280	530
Maryland	245	600	Vermont	250	550
Massachusetts	480	800	Virginia	200	580
Michigan	256	494	Washington	-	440
Minnesota	280	-	West Virginia	450	690
Mississippi	-	400	Wisconsin	-	400
Missouri	-	470	Wyoming	150	443

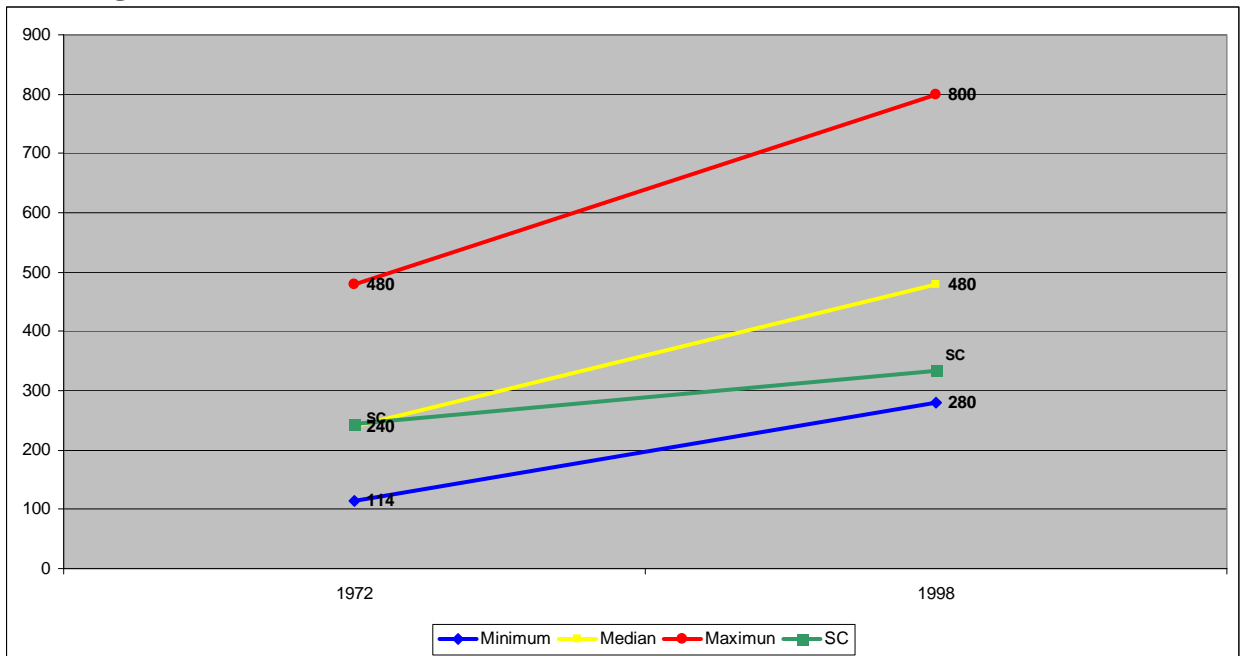
Notes: 1972 data are from Wall & Culloo (1972, p. 429, Table 2); 1998 data are from Bradford & Pynes (1999, p. 290, Table 1).

³ The exceptions are Rhode Island, Hawaii, and Minnesota. The Rhode Island Municipal Police Training Academy provides about 650 hours of training to all recruits in the state with the exception of state police and Providence Police Department recruits (G. Shibley, personal communication, May 17, 2007). In Hawaii, recruits generally receive over 1,000 hours of training through various training academies (www.honolulupd.org/main/training.htm; Wachi, Sandra, 2003). The Minnesota POST currently requires a two- or four-year degree from a POST-certified institution and the passing of a licensing exam. This change occurred in 1979, when previously the state required about 328 hours of training. Under the current system, the POST estimates that recruits receive about 1,050 contact hours of training (D. Glass, personal communication, May 17, 2007).

⁴ South Carolina began offering formal training in 1968 with a four-week voluntary basic training program (Holmes, 1992).

Figure 1 shows the maximum, minimum, and median number of training hours mandated by states for the years 1972 and 1998. Clearly, the national trend has been for states to increase the number of training hours, and in some cases substantially so. Over a sixteen year period, the maximum number of minimum hours reported by states increased from 480 in 1972 to 800 in 1998. The reported minimums increased from 114 to 280, while the median hours (represented by the yellow middle line) increased from 240 to 480 hours. Although the number of hours reported by South Carolina (represented by the solid green line) was slightly above the national median in 1972, it was substantially below the national median by 1998.

Figure 1. Minimum, Median, & Maximum Number of Mandated Minimum Training Hours, 1972 & 1998.



Content of Training Curricula

Although state standards and training boards have authority to establish the minimum number of training hours required and to certify curricula in most states, many do not have authority over how curricula are taught. In some states, colleges, universities, law enforcement agencies, and state agencies sponsor training academies, while in other states training boards may oversee regional training academies and mobile training units (Bradford & Pynes, 1999). Not surprisingly, one can expect wide variation not only in the minimum number of hours of training required within each state, but also in the content of the training and in the amount of time devoted to particular topics. Given the shift in law enforcement from the traditional and professional models of policing to the community policing model and the increasingly complex and expanded role of police, an important question is whether training has kept pace with these changes. Two studies examined state-based curricula and a third examined training academy curricula, the latter of which may meet or exceed mandated state minimums (Bradford & Pynes, 1999; Hickman, 2002; Wall & Culloo, 1973).

Wall and Culloo (1973) surveyed state training directors regarding 15 curriculum categories in 1972 and reported the minimum, maximum, and median training hours devoted to each category for states that had mandatory minimums. As expected, Table 2 shows wide variability in the amount of training within each topic. The survey revealed that most states devoted only a tiny fraction of training time to what Wall and Culloo (1973, p. 431) referred to as “people” subjects – police-community relations, psychology, or sociology. For example, only 11 of 32 states with mandatory minimums required more than five percent of instruction time be devoted to police-community relations, and four of these states required less than six percent.

Table 2. Minimum, Maximum, and Median State Mandated Minimum Training Hours, 1972.

Category	Min-Max	Median
Criminal investigation	4.0 – 82	32.0
Legal	6.0 – 65	31.0
Field training	4.0 – 52	27.0
Firearms	8.0 – 42	23.0
Traffic	4.0 – 75	21.0
Patrol	6.0 – 85	18.5
Physical training	2.5 – 50	18.0
Other	2.0 – 70	13.0
Criminal evidence	2.0 – 25	10.0
First Aid	8.0 – 29	10.0
Self-defense	2.0 – 36	10.0
Police-community relations	2.0 – 28	9.5
Psychology & sociology	2.0 – 45	6.0
Intro & orientation	2.0 – 22	5.0
Juvenile	1.0 - 16	4.0

Source: Wall and Cullo (1973, p. 431, Table 3).

In the late 1990s Bradford and Pynes (1999) analyzed syllabi and training curricula from state agencies responsible for certifying recruit training to determine how much of the training provided to recruits was congruent with modern principles of decision-making, problem-solving, and community policing (what they refer to as “cognitive training”) and how much of the training was consistent with the traditional and professional models of policing (“task-oriented training”). Although results varied substantially by state, they found overall that less than three percent of instruction was spent on cognitive training, indicating that little had changed since 1972 regarding state training curricula. Bradford and Pynes argued that additional time should be spent on problem-solving and interpersonal skills. It is important to point out, however, that individual agencies or training academies may provide training in content areas beyond that mandated by states. Thus, recruits in many jurisdictions may be receiving instruction in the cognitive domain beyond that specified by state standards commissions.

Other research on large police departments (greater than 500 sworn officers) found that the average percentage of pre-service time devoted to interpersonal skills training in 1990 was nine percent, with most time dedicated to police procedure (22%) and law (13%). According to a

survey of the same agencies four years later, these figures remained stable (Langworthy, Hughes, & Sanders, 1995).

In 2002 the Bureau of Justice Statistics (BJS) conducted a census of law enforcement training academies operating in the United States (Hickman, 2002). According to BJS there were 626 state and local law enforcement training academies that provided basic training to recruits: 274 were county, regional or state academies, 249 were college, university or technical school academies, and 103 were city or municipal academies. Academies provided training and/or certification for a variety of law enforcement positions. Most commonly, these were local police officers (93%), sheriff's deputies (75%), campus police officers (54%), and correctional officers (37%). Less common were school resource officers (29%), state police officers (27%), parole/probation officers (23%), firefighters (14%) private security officers (14%), tribal police officers (13%) and emergency medical technicians (13%).

According to the 2002 survey, the median number of hours in basic recruit training was 720, and the median number of hours exceeding state requirements was 100, which ranged from 70 hours among academies with fewer than 10 full-time equivalent (FTE) training personnel to 250 hours among academies with 100 or more FTE personnel. Table 3 provides a breakdown from the 2002 survey of the median number of basic training hours provided across 24 topical areas and the percentage of academies providing the types of training. As can be seen, many types of training are nearly universally taught in basic academy curricula. Regarding time devoted to each topic, the median number of hours of training was greatest for firearms skills (60 hours), followed by health and fitness (50), investigations (45), self-defense (44), criminal law (40), patrol procedures/techniques (40), emergency vehicle operations (36) and basic first-aid/CPR (24 hours). A median of 16 hours or less of training was provided in the remaining topics.

Interestingly, although 92 percent of academies included instruction on human relations, 90 percent on community policing, 86 percent on mediation skill/conflict management, and 64 percent on problem solving, the median number of hours devoted to these topics was low – 11 or fewer. As in prior examinations of law enforcement training, the BJS survey suggests that comparatively less time is devoted to “people” skills (Wall & Culloo, 1973, p. 431) or cognitive-oriented training (Bradford & Pynes, 1999).

Regarding the specifics of academy basic recruit training in 2002, BJS found the following:

- **Firearms:** Virtually all academies (99%) used semi-automatic pistols in the basic firearms training, and 36 percent included revolver training. Nearly all (99%) conducted firearms training under nighttime or reduced light conditions and most (90%) conducted training under simulated stressful conditions.

Table 3. Percentage of Academies Providing Training on Topic and Median Number of Hours of Instruction Required, BJS 2002.

Topic	% Providing Training	Median # of Hours
Firearms skills	99	60
Basis first-aid/CPR	99	24
Emergency vehicle operations	99	36
Self-defense	99	44
Criminal law	99	40
Domestic violence	98	12
Ethics & integrity	98	8
Investigations	98	45
Patrol procedures/techniques	98	40
Juvenile law & procedures	98	8
Constitutional law	96	11
Cultural diversity	95	8
Health and fitness	95	50
Officer civil/criminal liability	93	6
Human relations	92	11
Less-lethal weapons	91	12
Community policing	90	8
Stress prevention/management	86	6
Hate crimes/bias crimes	85	4
Mediation skills/conflict management	83	8
Domestic preparedness	78	8
Problem solving	64	6
Computers/information systems	59	8
Basic foreign language	35	16

Source: Hickman (2002:9, Table 16).

- Defensive weapons/tactics:** Most academies (96%) provided training with batons, 77 percent with chemical agents, 44 percent with flashlights, and only 12 percent provided training with conducted energy devices, such as the Taser or Stinger. Virtually all academies (99%) included instruction on weapon retention, 90 percent on pressure-point control techniques, 84 percent on ground fighting techniques, and 78 percent on speed cuffing. About one-third of academies provided instruction in the use of neck restraints. Most academies (97%) addressed disengagement techniques, i.e., how to tactfully disengage or withdraw from a stop or arrest as either part of their academic training (87%) or during practical skills training (79%). A majority used reality-based scenarios for training in a variety of weapons and tactics. Specifically, these were arrest and control tactics (93%), self-defense (92%), firearms (88%), verbal tactics (88%), use-of-force continuum (86%), less-lethal weapons (73%), and threat assessment (65%). Most academies (96%) also provided some instruction related to potential civil or criminal liability for the use of excessive force. Only nine percent utilized mock use-of-force review boards, while 73 percent gave instruction on how to identify and respond to the use of excessive force by peer officers.

- **Community policing:** A majority of academies provided training on identifying community problems (83%), history of community policing (80%), environmental causes of crime (61%), the use of problem-solving models (57%), and prioritizing crime and disorder problems (53%). Fewer than half the academies provided instruction on organizing/mobilizing the community (46%), assessing the effectiveness of responses (42%), creating problem-solving teams (38%) and analysis of crime/calls for service data (29%). One quarter of academies gave instruction on crime mapping to analyze community problems, and 21 percent gave instruction on research methods to study crime and disorder. Virtually all academies (99%) provided training on the development of partnerships with culturally diverse communities.
- **Terrorism:** Fifty-seven percent of academies gave instruction on responding to weapons of mass destruction. Fewer than half (48%) gave instruction on understanding the nature of terrorism, and 44 percent provided an overview of relevant federal, state and local agencies (e.g., FEMA, FBI). Less than a quarter (21%) provided training on related technology and/or equipment, the role of anti-terrorist task forces (15%), post-incident stabilization of the community (13%) or intelligence analysis (11%).
- **Misconduct:** Most academies (94%) provided instruction on identifying and responding to misconduct committed by peer officers. Most (83%) also gave instruction in identifying and responding to misconduct committed by superior officers. In addition, 96 percent of the academies provided training pertaining to racially-biased policing.

Because of concerns about safety, recruits traditionally “spend 90 percent of their training time on firearms, driving, first aid, self-defense, and other use-of-force tactics even though only 10 percent of their job duties will put them in positions where they need to use these skills” (Chappell, Lanza-Kaduce & Johnston, 2005:73). Although law enforcement officers receive training in a variety of additional topics (e.g., law, ethics, cultural diversity), this “90 – 10 rule” generally appears to hold. This may be because, despite the recent shift toward community policing and problem solving in law enforcement, the need for traditional skills has not diminished. However, combined with limited resources and time for training, this can result in relatively few hours of instruction in community policing or problem-solving (Bradford & Pynes, 1999). There have been some notable exceptions. For example, rather than simply adding additional hours in training on new topics, the San Diego and Phoenix regional training academies fundamentally restructured their training programs to incorporate principles of community policing and problem-solving throughout their curricula (Haarr, 2001; Stachnik & Sullivan, 1995). Such complete restructuring seems to be the exception, rather than the rule, though.

Extended Pre-service Training

While almost all states now mandate a minimum number of academy training hours, it is important to recognize that in many cases agencies provide their recruits with additional training before entering the field. The nature of how this training is delivered varies based on how each state approves basic training academies. In South Carolina, all recruits from municipal and county agencies are required to attend a single academy (South Carolina Criminal Justice

Academy), which provides the required hours of basic training. Thus, if individual agencies want their recruits to have more training they must provide for it on their own. Alternatively, many states allow for multiple independently operated academies as opposed to a single state operated academy. Each academy must meet some certification criteria and provide the state mandated training requirements, but they may also provide training beyond the minimum state standards.

This multi-academy model allows for large agencies to operate a stand-alone academy that services their recruits, wherein they merge any additionally desired pre-service training into the basic academy course. For example, the state of California requires 664 hours of basic recruit training, but the San Diego Police Department Academy provides 952 hours (LEMAS, 2003). Given that stand-alone academies like this tend to be a luxury of large and well-funded agencies, states that allow for multiple academies will also have independently operated regional academies that are funded by and service agencies within a given portion of the state. Like the stand-alone individual agency academies, these regional academies have the ability to integrate additional training with the state mandated hours in a single basic recruit course. Additionally, some states within the multi-academy model allow community colleges to develop basic training academies that are certified as meeting the state training mandates.

According to the 2002 census of law enforcement training academies, many academies provide recruits basic training at levels exceeding state requirements (Hickman, 2002:9). Academies overall provided a median of 100 of hours of training above state-mandated minimums. Larger academies provided more hours of training than did smaller academies. For instance, academies with 100 or more full-time equivalent (FTE) personnel provided a median of 250 hours above state minimums, those with 25-49 FTE personnel provided 110 hours, while those with fewer than 10 FTE employees provided a median of 70 hours above state minimums. In the findings sections below, we discuss whether the South Carolina agencies surveyed provide additional basic training hours to their new officers beyond what they receive at the South Carolina Criminal Justice Academy.

Field Training

Field training programs, commonly known as Field Training Officer (FTO) programs, consist of “formalized, actual on-the-job instructions by specially selected and trained personnel called Field Training Officers (FTOs)” (McC Campbell, 1986a, p. 2), with training typically lasting from several weeks to a year. FTO programs bridge the gap between classroom learning and real-world police work and thus play an important role in the training of new recruits. The 1965 President’s Commission on Law Enforcement and Administration and the 1973 National Advisory Commission on Criminal Justice Standards and Goals recommended that police departments implement field training programs, with the latter Commission recommending a minimum of four months of FTO training. Furthermore, in 1983, the Commission on Accreditation for Law Enforcement Agencies (CALEA) required agencies seeking accreditation to conduct formal field training for entry-level officers (McC Campbell, 1986a). Few states, however, mandate field training for new recruits (Cosner et al., 2005).

The San Jose Police Department (SJPD) implemented its FTO program in 1972, and it is generally recognized as the first agency in the United States to do so.⁵ The SJPD program served as the model for many other law enforcement agencies that would later develop their own programs (Cosner et al., 2005; McCampbell, 1986a). Training in the San Jose Police Department FTO program consisted of three phases. Phase I comprised academy and in-house training (16 weeks). Phase II (14 weeks) consisted of assignment to a primary FTO for two weeks with no evaluations, followed by assignment to other FTOs with daily FTO observation reports and weekly evaluations by supervisors. In Phase III (22 weeks) recruits worked solo, with supervisor evaluations occurring with decreased frequency. During this phase, a review board met to recommend retention, remedial training or dismissal. The final two weeks were reserved for recruits needing remedial training (McCampbell, 1986a).

Although most states do not mandate FTO programs, many law enforcement agencies have established such programs for their entry-level personnel. A nationally representative survey of 588 law enforcement agencies found that by the mid-1980s, about 64 percent of law enforcement agencies had established formal FTO programs, with larger agencies being more likely than smaller agencies to have them. Among agencies with 100 or more sworn officers, 82 percent reported having a formal FTO program. Of the agencies without a formal FTO program, the vast majority (95%) provided on-the-job training with a senior officer, sometimes supplemented with additional classroom hours (McCampbell, 1986a).

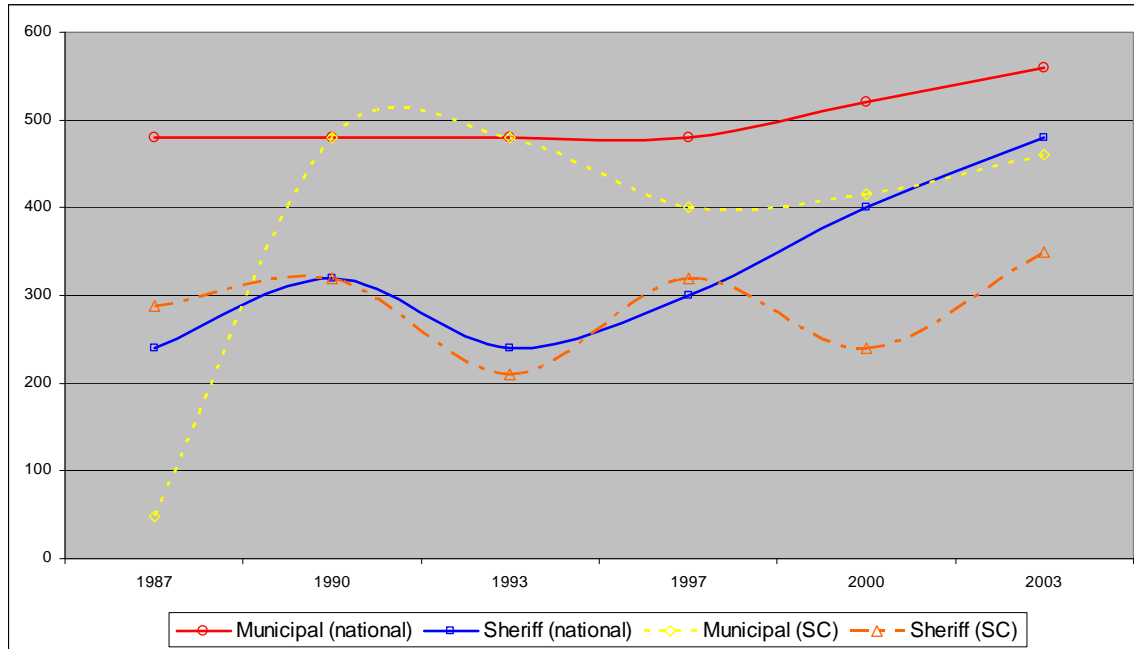
According to surveys of individual agencies with 100 more sworn personnel during 2003-2004, 95 percent required field training for their new recruits (LEMAS, 2003), indicating substantial growth in such programs since the mid-1980s, at least among larger agencies. Of the agencies during 2003-2004 requiring field training for new recruits (whether state mandated or not), the number of hours ranged from a low of four to a high of 2,660, with a median of 520 hours. Of the departments operating in states *with* mandated minimums for field training (392 or 46% of agencies), the number of hours required ranged from a low of four to a high of 2,080, with a median of 428. Of these agencies, 53 percent did not require any additional hours of field training beyond that mandated by their states. Of those that did require additional hours of field training beyond state minimums, the number of hours required by agencies ranged from a low of eight to a high of 1,644, with a median of 200 hours.

Figure 2 draws on field training data captured in six successive waves of the Law Enforcement Management and Administration Statistics Survey (LEMAS, various years) of agencies with 100 or more commissioned personnel to illustrate the trend in these training programs. The median hours of field training in 2003 was 520 hours. As figure 2 reveals, municipal agencies reported more field training hours than sheriff's departments, with the former having a median 560 hours, up from a median of 480 hours in 1987. However, sheriff's departments also reported a considerable increase in median field training hours, from 240 hours in 1987 to 480 hours in 2003. The survey data also reveal that South Carolina law enforcement agencies with 100 or more commissioned personnel increased their field training hours. The median field training hours among municipal agencies in the state with 100 or more officers increased from 48 hours

⁵ Some state police and highway patrol agencies reportedly had FTO programs dating back to at least the mid-1930s (McCampbell, 1986c).

in 1987 to 461 in 2003, and similar sized sheriff's departments in South Carolina increased from a median of 288 field training hours in 1987 to 350 hours in 2003.

Figure 2. Median Number of Field Training Hours for Large Agencies, 1987 – 2003.



McC Campbell (1986a) found that FTO programs had several characteristics in common; training was divided into identifiable phases, FTO officers were specially selected and trained, training and evaluation methods were standardized, evaluations occurred regularly, and agencies used FTO programs as a continuation of the personnel selection process (e.g., rookies could be terminated). The criteria against which rookies were evaluated in the mid-1980s were nearly universal. Between 88 and 97 percent of agencies surveyed evaluated recruits on the following, listed in rank order (McC Campbell, 1986c):

- Knowledge of department policies
- Report writing
- Knowledge of state laws
- Use of the radio
- Patrol procedures
- Use of officer safety skills
- Arrest procedures
- Relationship with citizens
- Relationships with other employees
- Attitude
- Investigative procedures
- Knowledge of local laws
- Knowledge of local geography
- Following instructions

It is difficult to determine empirically what impact FTO programs have had on police officer performance, but agencies that have implemented FTO programs report several benefits, including standardization of the training process, better documentation of recruit performance, improved decision-making regarding recruit retention, and fewer civil liability and equal employment opportunity (EEO) complaints (McCampbell, 1986a).

The original SJPD FTO model, however, has been criticized as being out of date in large part for failing to incorporate principles of community policing and problem-solving (Walker, 2005). With funding from the Office of Community Oriented Policing Services, a group of experts developed a new model that incorporated principles of community policing and problem-solving, called the Policing Training Program (PTO). This new field training program was implemented in the Reno, Nevada, Police Department in 2001, followed by implementation in five other jurisdictions during that year and in 2002 (Colorado Springs (CO) Police Department, Savannah (GA) Police Department, Lowell (MA) Police Department, Richmond (CA) Police Department, and the Charlotte-Mecklenburg (NC) Police Department). Other agencies have since adopted the model.⁶ Although formal evaluations of the model appear to be pending, anecdotal evidence suggests substantial support for it (Walker, 2005).

Retooling FTO programs to specifically promote community policing and problem-solving principles during training appears to be critical for departments embracing these practices. For instance, research has found that training academies incorporating community policing and problem-solving throughout their curricula positively impact knowledge of and support for these principals among recruits during academy training (Haarr, 2001; Stachnik & Sullivan, 1995). However, once recruits are exposed to their respective agency FTO and work environments, support for community policing and problem-solving rapidly dissipates (Haarr, 2001).

FINDINGS

The present study examines the current state of law enforcement recruit training for municipal and sheriff's departments in South Carolina by addressing three questions. First, how does the state mandated training of South Carolina compare to the standards of other states? Second, what agencies within the state of South Carolina provide additional training for recruits before they enter the field, and what is the nature of this training? Third, what agencies within the state of South Carolina place their recruits through a field training program, and what are the characteristics of these programs? The data for answering these questions were captured through two collection mechanisms, both of which took place in December 2006. Data for the comparison of state mandated training were gathered with a survey of the Peace Officer Standards and Training (POST) commissions or equivalent entity in each state. The data on the training efforts of South Carolina agencies were collected by surveying a sample 65 agencies,

⁶ For example, the Police Society for Problem Based Policing lists several other departments that have implemented PTO programs as of January, 2007. These are: Cypress Police Department (CA), Duluth Police Department (MN), Folsom Police Department (CA), Gastonia Police Department (NC), Gig Harbor Police Dept (WA), Greensboro Police Dept (NC), Jackson Police Department (MI), Kentucky Department of Criminal Justice Training (KY), Lakewood Police (WI), Riley County Police Department (KS), South Dakota Game, Fish & Parks Department, St. Louis Park Police Department (MN), Tacoma Police Department (WA), University of Wisconsin, Madison Police Department (WI), Virginia Beach Police Department, Yakima Police Department (WA). (See <http://www.pspbl.com/agency.htm>).

which represents 27.7% of municipal and county departments in the state (see Appendix B for the survey questionnaire). The overall sample was derived from a two stage sampling process. The first stage involved selecting a sample of 20 agencies from agencies in the state that had 75 or more officers/deputies. The second sample of 45 agencies was randomly drawn from the remaining agencies in the state with less than 75 commissioned officers or deputies (see Appendix A for a more detailed description of the data collection methodologies for this study). A total of 47 agencies responded to the two waves of surveys, representing a 72.3% response rate. There were 33 municipal agencies (70.2%) among these responding agencies and 14 sheriff's departments (29.8%). Table 4 provides further detail on characteristics of these agencies.

Table 4. Characteristics of Surveyed South Carolina Agencies.

	Number of Agencies	Percent
Agency Type		
Sheriff Department	14	29.8%
Municipal Department	33	70.2%
Region		
Upstate	14	29.8%
Midlands	17	36.2%
Pee Dee	8	17.0%
Low Country	8	17.0%
Jurisdiction Population		
0 to 5,000	12	25.5%
5,001 to 25,000	14	29.8%
25,001 to 75,000	7	14.9%
75,001 or more	14	29.8%
Number of Commission Personnel		
1 to 20	12	25.5%
21 to 50	14	29.8%
51 to 99	5	10.6%
100 or more	16	34.0%

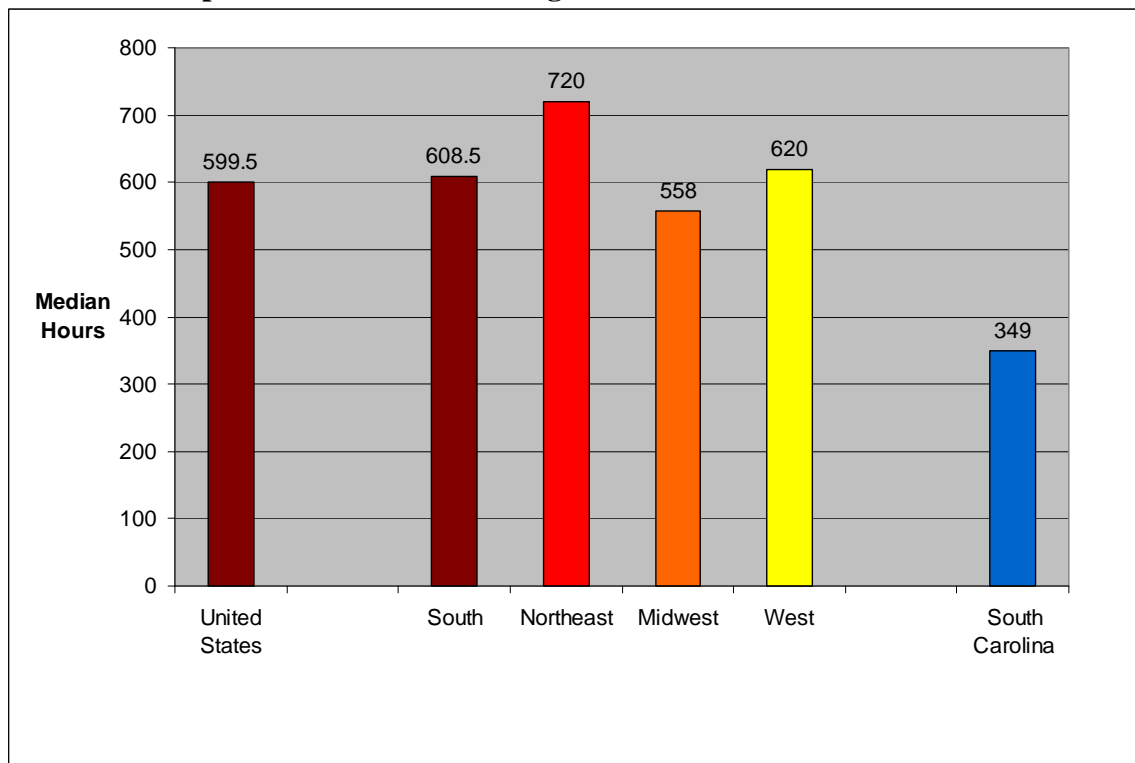
Comparison of State Minimum Standards

The survey of state mandated minimum law enforcement recruit training hours reveals that 46 states had such standards in 2006. The mandated hours across these 46 states ranged from a minimum of 320 in Louisiana to a maximum of 1,582 hours in West Virginia, with a median of 599.5 hours. Although four states (Hawaii, Minnesota, New Jersey, and Rhode Island) had no minimum hours, it does not appear that academies in these states operated below the above median. Each of these four states has a state regulatory framework that allows for multiple academies, and a review of these independent academies reveals basic training hours that far

exceed 599.5 hours. For example, the Somerset County Police Academy in New Jersey has a 960 hour basic training course, and similar training hours were found across New Jersey academies.⁷

Figure 3 provides a graph of the median mandated hours for the 46 states with a minimum standard in 2006, a break-down of median hours by region, and a comparison of these to the South Carolina state-mandated training hours. The Northeast states had the highest median hours with 720 hours, and the Midwest had the lowest with 558 hours. The South Carolina mandated hours delivered were below the national and even the southern median. In fact, the South Carolina mandated median training hours were 43 percent lower than the median hours required by the other southern states.

Figure 3. 2006 Median State Mandated Total Academy Training Hours: South Carolina Compared to National and Regional Median Hours.*



* Regions are consistent with the state designations used by the Uniform Crime Report.

Table 5 adds the data collected in the state minimum standard survey to the data provided in table 1 to create a 35 year comparison of state standards. The table shows there has been considerable growth over the past 35 years in the number of states establishing mandated minimum training hours and in the overall hours required. South Carolina, however, has not kept pace with this expansion of mandated hours. As noted earlier, South Carolina ranked 14th in

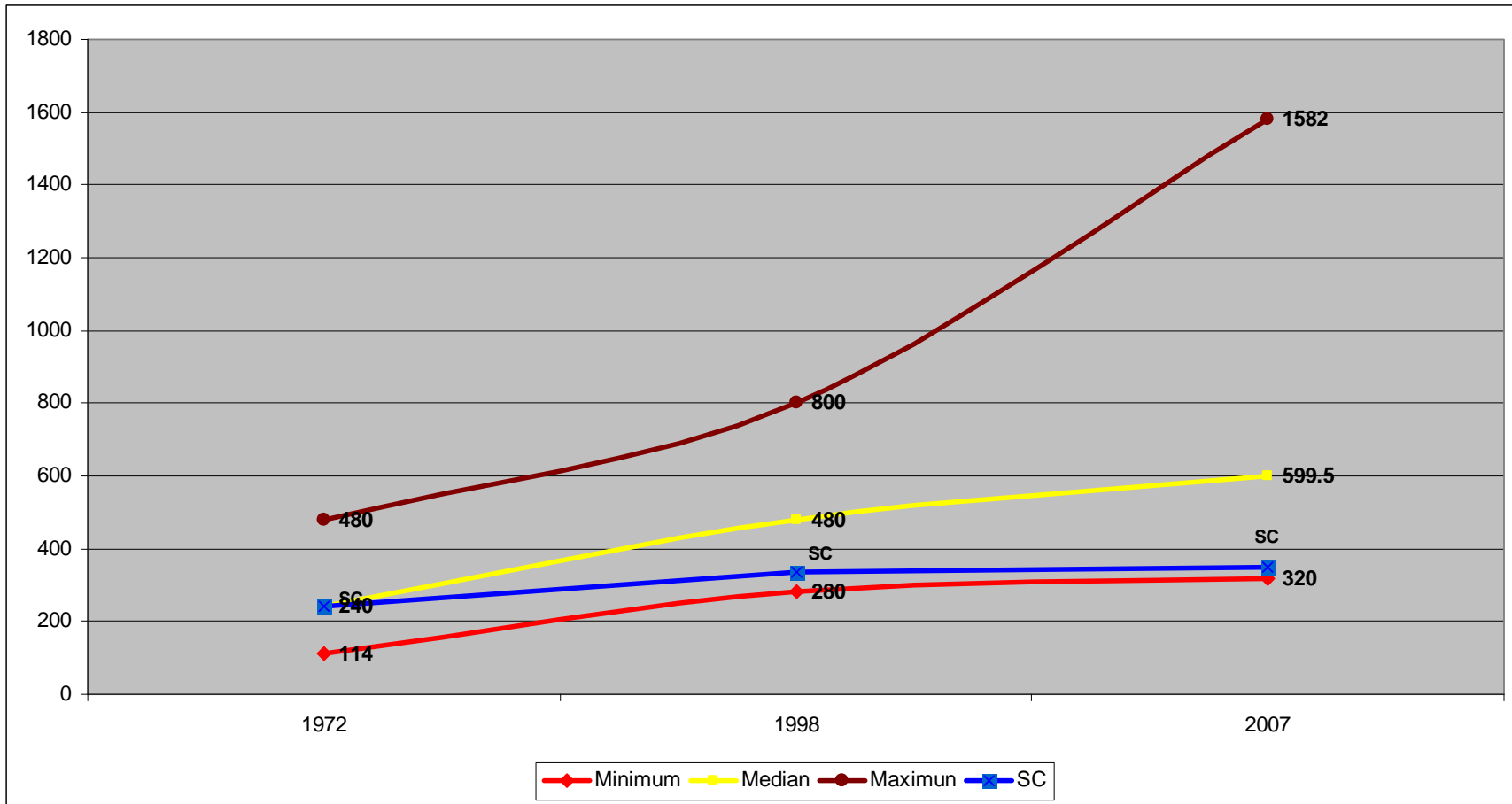
⁷ The state of New Jersey has a commission that establishes training standards. However, certification of regional academies under this commission is based on an assessment of each academy's coverage of required topics, rather than a specified number of minimum hours. See footnote 2 for discussion of training requirements in Hawaii, Minnesota, and Rhode Island.

mandated minimum training hours in 1972, and had slipped to 42nd in 1998. Table 5 reveals that by 2006 the state had slipped in ranking to 45th out of 46 in mandated training hours. Louisiana was the only state with fewer mandated hours (320). Figure 4 provides an additional illustration of this slip in the ranking of South Carolina relative to other states by graphing the state's mandated hours over the past 25 years, along with the minimum, maximum and median mandated hours of other states over the same period.

Table 5. State Mandated Minimum Training Hours 1972 - 2006 and Changes in Hours 1998.

State	1972	1998	2006	Difference	% Change
Alabama	240	480	480	0	0
Alaska	-	650	775	125	19.2
Arizona	200	585	585	0	0
Arkansas	-	480	480	0	0
California	-	664	664	0	0
Colorado	-	435	546	111	25.5
Connecticut	200	656	646	-10	-1.5
Delaware	350	498	599	101	20.3
Florida	280	672	760	88	13.1
Georgia	114	400	408	8	2.0
Hawaii	-	-	-	-	-
Idaho	-	422	600	178	42.2
Illinois	-	400	480	80	20.0
Indiana	240	480	600	120	25.0
Iowa	240	480	537	57	11.9
Kansas	160	320	560	240	75.0
Kentucky	-	400	754	354	88.5
Louisiana	-	280	320	40	14.3
Maine	240	480	720	240	50.0
Maryland	245	600	842	242	40.3
Massachusetts	480	800	800	0	0
Michigan	256	494	562	68	13.8
Minnesota	280	-	-	-	-
Mississippi	-	400	400	0	0
Missouri	-	470	600	130	27.7
Montana	-	480	480	0	0
Nebraska	250	506	607	101	20.0
Nevada	120	480	672	192	40.0
New Hampshire	260	510	512	2	0.4
New Jersey	240	552	-	-	-
New Mexico	120	640	800	160	25.0
New York	285	510	510	0	0
North Carolina	-	492	618	126	25.6
North Dakota	-	440	428	-12	-2.7
Ohio	240	445	558	113	25.4
Oklahoma	120	324	375	51	15.7
Oregon	338	370	640	270	73.0
Pennsylvania	-	520	754	234	45.0
Rhode Island	480	-	-	-	-
South Carolina	244	334	349	15	4.5
South Dakota	120	320	520	200	62.5
Tennessee	-	320	421	101	31.6
Texas	240	560	618	58	10.4
Utah	280	530	496	-34	-6.4
Vermont	250	550	903	353	64.2
Virginia	200	580	640	60	10.3
Washington	-	440	720	280	63.6
West Virginia	450	690	1582	892	129.3
Wisconsin	-	400	520	120	30.0
Wyoming	150	443	516	73	16.5

Figure 4. Minimum, Median, & Maximum Number of Mandated Minimum Training Hours, 1972, 1998, & 2006.



Comparison of Mandated Curriculum

Table 6 provides a breakdown of hours dedicated to general curriculum categories with national and regional median hours and South Carolina's hours.⁸ South Carolina was below the median national hours in 11 of the 14 curriculum categories, with a particular deficit in providing zero hours of first aid training. A similar pattern is found when comparing South Carolina to the median hours of other southern states in each category; South Carolina was below the median of the southern states in 12 of the 14 categories.

Table 7 compares hours dedicated by South Carolina to general curriculum categories to the hours dedicated by other states in the South. This comparison reveals more diversity in the mandated curriculum hours among southern states than is reflected in the median hours of Table 6. In each of the curriculum categories, at least one state had fewer mandated hours than South Carolina, except for first aid. South Carolina, however, tends to be on the lower end of the range in hours for each category. It is important to recognize the limitation in this comparison given the structure of academy training in different states. South Carolina has a single academy so the reported hours reflect the training that recruits actually receive. In other states where there are multiple independently run law enforcement academies, it is possible that academies are providing more hours of training than reported in Table 7. This leaves the possibility that the actual hours provided in the other southern states may be higher.

The Special and Miscellaneous category in Tables 6 and 7 represent a catch-all category for a variety of specific topics that did not fit into the more common categories depicted in these tables. Within this catch-all category were some specific topics of note that are reviewed in Table 8. Table 8 examines whether South Carolina provided training on these topics relative to their representation in national and regionally mandated curricula. Community policing and problem-solving skills are examined since there has been a concerted effort over the past 15 years to integrate these topics into basic recruit training in order aid the process of shifting the law enforcement field to these models. Gangs and domestic violence are specific criminal behavior topics that have received considerable attention by law enforcement for the past 20 years. As there has been growing recognition of the need for law enforcement to work effectively with diverse communities, the topics of cultural diversity and foreign language are examined to determine the extent to which these issues are being integrated into basic training. Lastly, since the federal government has mandated that all state and local law enforcement agencies incorporate the National Incident Management System into their disaster response efforts (FEMA, 2007), the extent to which academies are providing training on this topic also is examined.

⁸ General curriculum categories are used to facilitate comparisons across states. There are no standard terminologies for law enforcement training topics. Thus, when examining the curriculum of various states it was often the case that there were several course names used to represent the same general curriculum topic. In an effort to reduce confusion and foster comparison, the various courses mandated in each state were grouped into the 14 categories found in Tables 6 and 7. Placement in these categories was based on the name of each course or topic. Although this is an improvement for comparative purposes, there is still some potential degree of error. While in some cases the name of a course may place it one category, a review of the actual content of the course may place it in another. However, given that we did not have an outline of the content for each course, we had to classify based on name only.

Table 6 – 2006 National and Regional Variation in Specific Training Topics Compared to South Carolina.*

	Introduction to Law Enforcement	Communications & Writing	Vehicle Operations	Criminal Procedure	Patrol Techniques	Juvenile Procedures	Criminal Investigations
United States	13.5	30.0	32.0	58.5	33.5	8.0	54.0
Region							
South	11.0	30.0	32.0	58.0	39.0	8.0	49.0
Northeast	20.0	31.0	24.0	86.0	38.0	10.0	56.0
Midwest	12.0	28.0	31.0	50.0	16.0	12.0	53.0
West	15.0	30.0	40.0	52.0	39.0	6.0	66.0
South Carolina	2.0	18.0	21.0	50.0	35.0	8.0	24.0

	Traffic Operations	First Aid	Terrorism & Homeland Security	Defensive Tactics & Physical Fitness	Firearms & Weapons	Officer Health & General Fitness	Special & Miscellaneous Topics
United States	78.0	14.0	5.0	90.0	57.5	4.5	66.0
Region							
South	58.0	16.0	6.0	78.0	56.0	4.0	66.0
Northeast	103.0	40.0	8.0	112.0	56.0	8.0	66.0
Midwest	77.0	13.0	2.0	90.0	57.0	4.0	65.0
West	80.0	10.0	4.0	88.0	65.0	8.0	85.0
South Carolina	31.0	0.0	12.0	65.0	50.0	3.0	30.0

* Virginia was excluded from this analysis since the state does not mandate hours for specific topics.

Table 7. 2006 Variation in Specific Training Topics for Southern States.*

	Introduction to Law Enforcement	Communications & Writing	Vehicle Operations	Criminal Procedure	Patrol Techniques	Juvenile Procedures	Criminal Investigations
Alabama	8	24	21	58	14	8	46
Arkansas	14	18	32	29	22	20	54
Delaware	40	55	44	129	60	0	58
Florida	35	55	48	42	86	0	53
Georgia	6	27	24	64	18	12	49
Kentucky	32	40	30	73	33	4.5	97
Louisiana	5	28	0	40	39	0	20
Maryland	24	41	48	77	47	12	55
Mississippi	0	0	22	56	56	0	31
North Carolina	6	54	40	110	32	8	52
Oklahoma	0	0	26	46	52	0	48
South Carolina	2	18	21	50	35	8	24
Tennessee	11	30	36	26	18	5.5	32
Texas	20	40	32	112	52	10	44
West Virginia	86	212	48	94	82	18	142

Table 7. Variation in Specific Training Topics for Southern States (Con't).

	Traffic Operations	First Aid	Terrorism & Homeland Security	Defensive Tactics & Physical Fitness	Firearms & Weapons	Officer Health & General Fitness	Special & Miscellaneous Topics
Alabama	65	8	4	109	43	4	54
Arkansas	56	16	7	76	64	6	66
Delaware	2	40	4	50	80	0	36
Florida	94	40	27	92	134	0	108
Georgia	48	9	10	56	32	6	70
Kentucky	97.5	16	39	120	84	3	84
Louisiana	16	14	0	38	40	0	80
Maryland	101	59	11	160	96	4	108
Mississippi	58	14	0	98	52	0	13
North Carolina	64	40	4	86	56	8	58
Oklahoma	31	8	0	65	66	0	33
South Carolina	31	0	12	65	50	3	30
Tennessee	49.5	12	6	78	40	10	49
Texas	92	16	0	64	40	14	82
West Virginia	217	44	44	270	132	22	188

* Virginia was excluded from this analysis since the state does not mandate hours for specific topics.

Table 8 shows that consistent with the majority of the states in the nation and in the South, South Carolina provided specific training for domestic violence and cultural diversity. South Carolina also provided training on gangs, which just over half of states nationally mandate and just less than half mandate in the South. South Carolina, however, did not mandate training for community policing and problems-solving skills, which is surprising given the proliferation of these law enforcement approaches nationally over the last 20 years. Encouragingly, South Carolina has made an effort to comply with the federal mandate regarding NIMS training, which is less common among other southern states.

Table 8. 2006 National and Regional Mandated Training for Select Special Topics Compared to South Carolina.

	<i>Percent of States that Provide Training*</i>	<i>Percent of Southern States that Provide Training**</i>	South Carolina Provides Training
Community Policing	61.4%	40.0%	No
Domestic Violence	93.2%	80.0%	Yes
Gangs	56.8%	46.7%	Yes
Cultural Diversity	75.0%	60.0%	Yes
Foreign Language	13.6%	26.7%	No
Problem-Solving Skills	36.4%	33.3%	No
National Incident Management System (NIMS)***	25.5%	33.3%	Yes

* Analysis includes the 44 states that specify hours within categories use for this study.

** Analysis includes the 44 states that specify hours within categories use for this study.

*** NIMS is included in the category of Terrorism and Homeland Security in the present study, but is examined separately here given the federal mandate that all state and local entities adopt this model.

South Carolina Post-Academy Basic Training

Given that South Carolina has a single academy that provides a limited number of training hours, one of the primary questions in the South Carolina agency survey was the whether agencies provided additional training on their own initiative before a recruit enters the field. As Figure 5 reveals, only 36% of agencies (n=17) reported providing such post-academy training. There was little variation on this question by type of agency (sheriff or police department) or in which region the department resides. However, as Figure 6 illustrates, whether departments had a post-academy training program did vary by the size of the agency. While medium and large size agencies were equally as likely to report having a post-academy training program (approximately 40% reporting programs), small agencies with 20 or less full time officers were considerably less likely to provide additional training (16.7%).

Figure 5. Percent of South Carolina Agencies with Post-Academy Basic Training for Recruits (n=47).

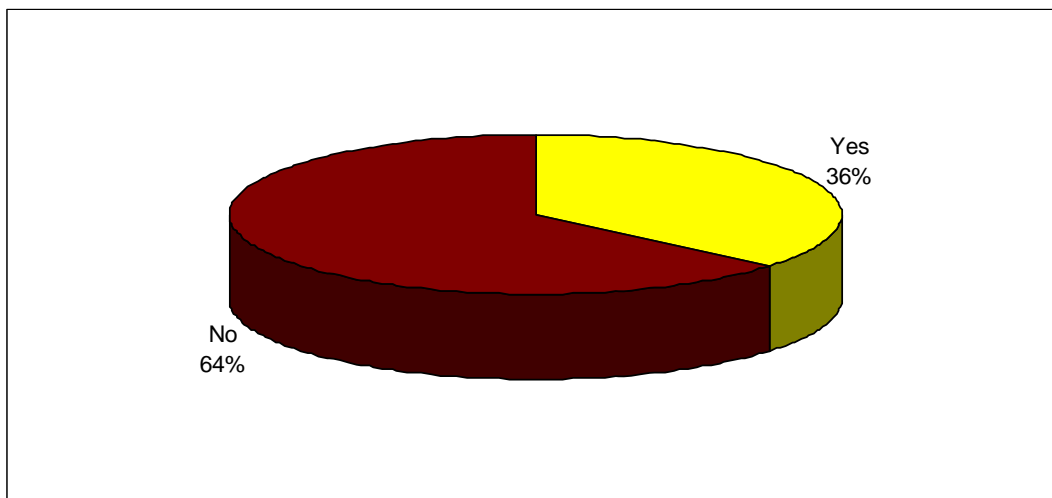
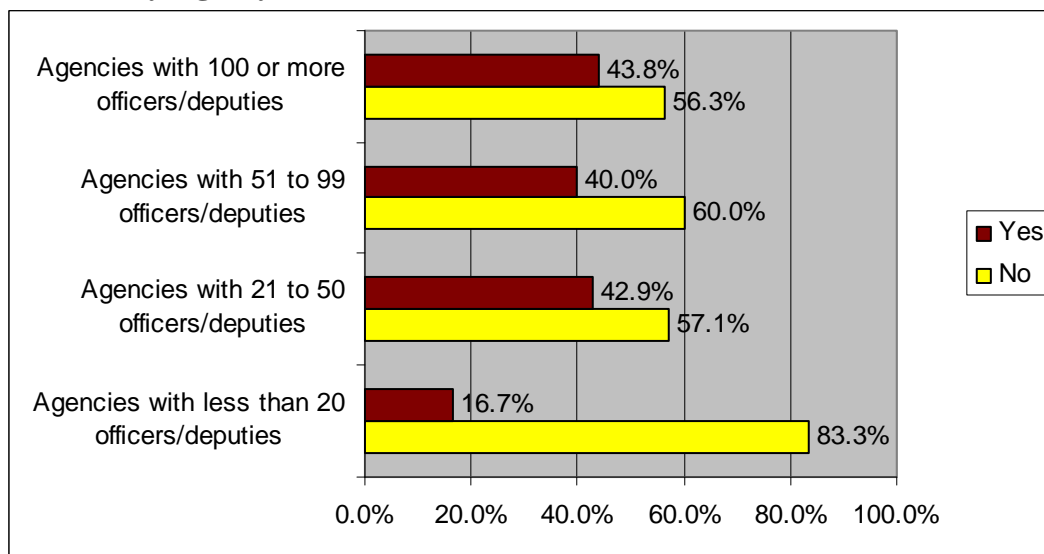


Figure 6. Percent of South Carolina Agencies with Post-Academy Training for Recruits by Agency Size.



The median number of total post-academy hours for agencies with these programs was 34 hours, with a minimum of 6 hours and maximum of 200 hours. Table 9 provides a breakdown of reported topics provided by agencies that have post-academy programs. Given that there were only 17 agencies that reported providing additional training, there was no single subject area provided by all agencies. The most common areas that agencies provided additional training in were: emergency vehicle operations, legal issues, firearms skills, domestic violence, defensive tactics, and emergency medical/CPR/AED.

Table 9. Topics Covered by South Carolina Agencies with Post-Academy Programs.

Training Topic	<i>Number of Agencies Covering Topic</i>	Minimum Hours Spent on Topic	Maximum Hours Spent on Topic
Firearms Skills	11	2	12
Emergency Medical/CPR/AED*	9	4	16
Emergency Vehicle Operations	12	2	8
Defensive Tactics	9	2	8
Legal Issues	12	2	4
Domestic Violence	11	2	4
Ethics Issues	7	1	4
Investigations	3	2	4
Patrol Techniques & Procedures	3	4	6
Juvenile Law	3	2	4
Identity Theft	2	2	4
Cultural Awareness	3	1	8
Health & Fitness	4	1	4
Officer Liability	2	-	2
Less Lethal Weapons	7	2	8
Terrorism/ Homeland Security	5	2	4
Community Policing	4	1	8
Conflict Management	4	1	4
Information Systems/Technology	3	1	4
Foreign Language	1	-	4
Departmental Operations/Procedures	7	2	108
Communications Skill / Report Writing	8	1	40

* Automated External Defibrillator (AED)

South Carolina Field Training Programs

Relative to post-academy programs, formal field training programs were more common among the reporting agencies, with 91% stating they had such programs (n=43). The term formal field training is used since there were three additional agencies that reported providing field training, but the programs were informal in nature with no fixed number of hours. Only one agency reported having no field training program, formal or informal.

Figure 7. Percent of South Carolina Agencies with Formal Field Training Programs (n=47).

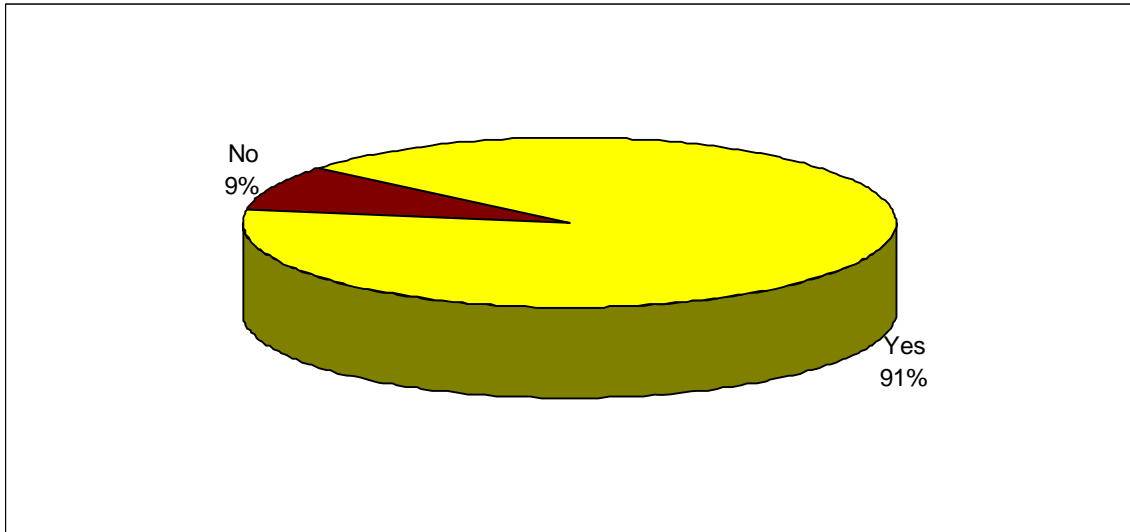
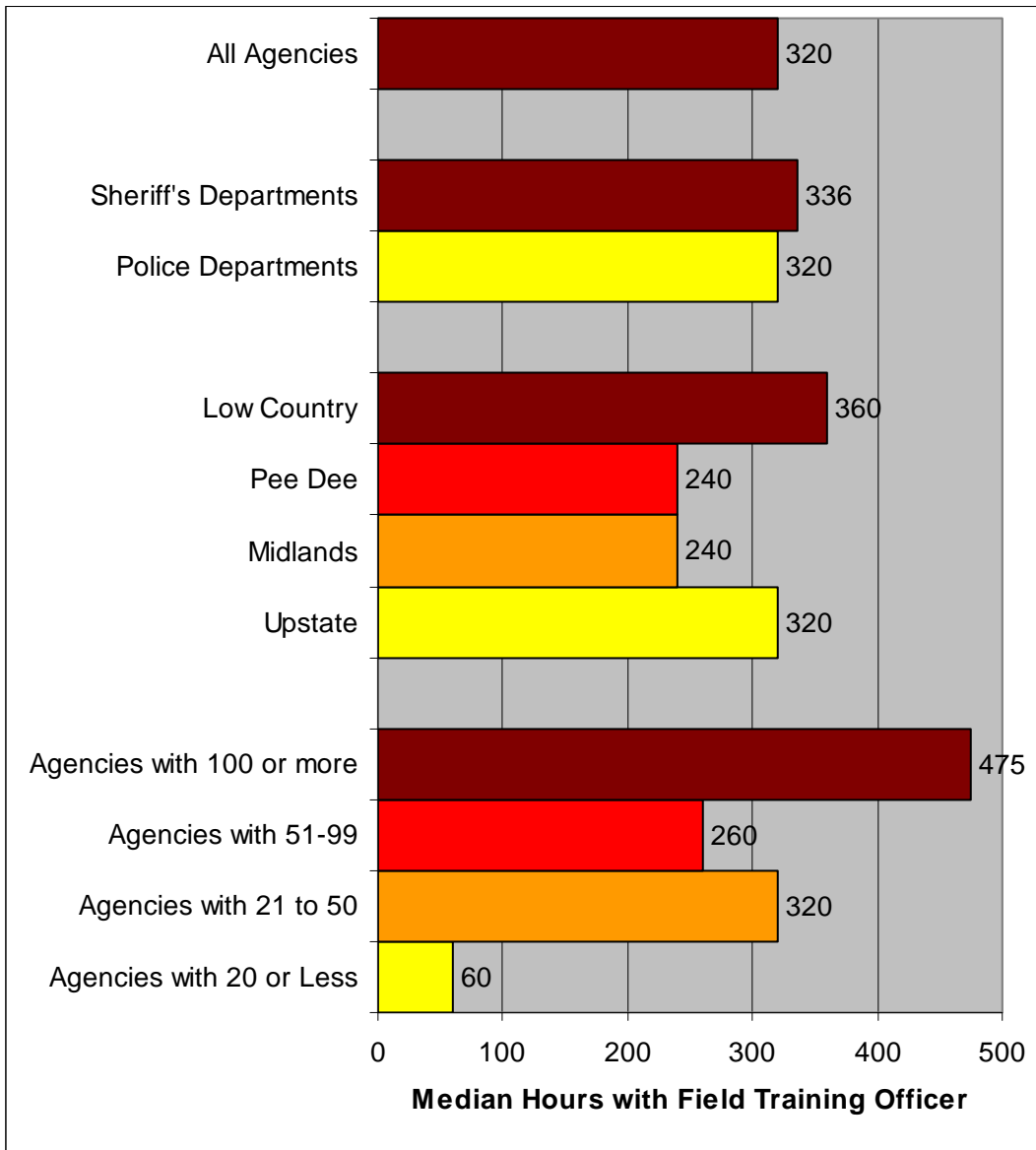


Figure 8 provides the median field training hours by agency characteristics. The median field training hours for agencies reporting a formal program was 320 hours, ranging from a minimum of 20 hours to a maximum of 776 hours. There was little reported difference between sheriff's and police departments with median hours of 336 and 320 respectively. Agencies in the Low Country and Upstate provide more median hours than agencies in the Midlands and Pee Dee regions. The largest difference in median field training hours, however, was found by agency size. Agencies with 100 or more officers reported a median of 475 hours of field training, agencies with between 51 and 99 officers reported a median of 260 training hours, and agencies with between 21 and 50 officers reported a median of 320 hours of field training. Agencies with 20 or less officers reported a median of just 60 field training hours. Overall, larger agencies in South Carolina provided more field training than smaller agencies, although agencies with 21-50 officers reported providing more training than agencies with 51-99 officers.

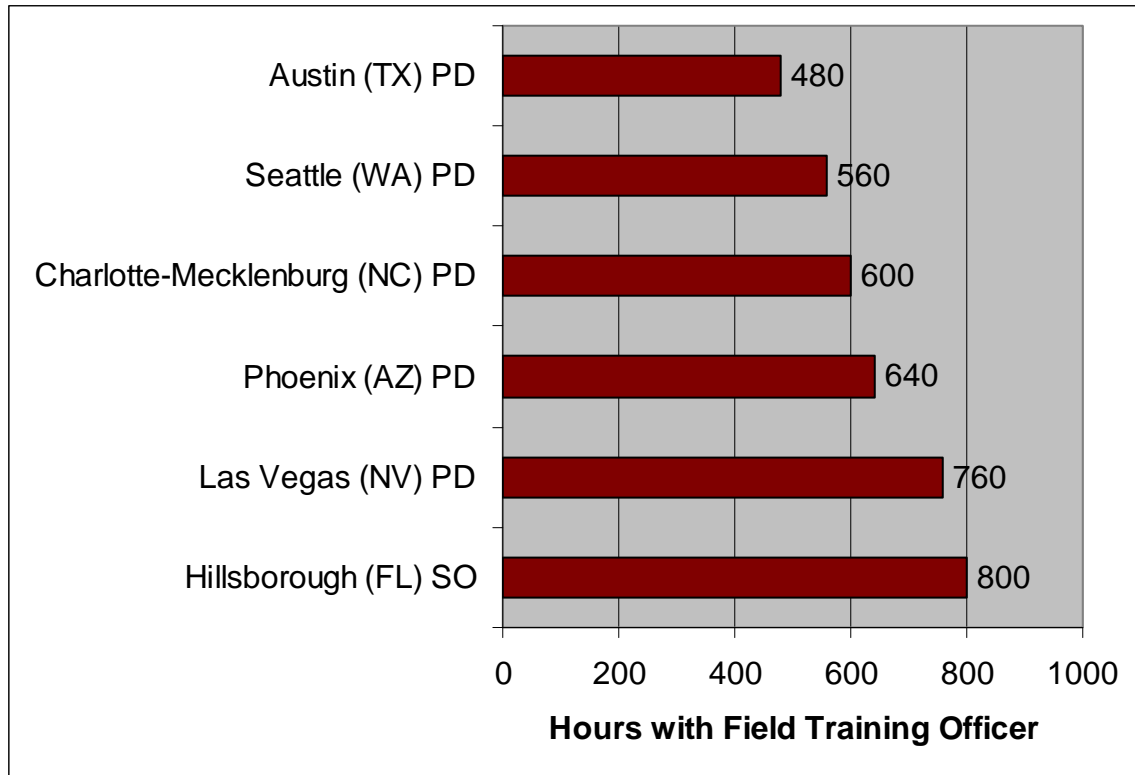
Figure 8. Median Hours of Field Training Programs for South Carolina Agencies by Agency Characteristics.



For comparative purposes, the field training hours of six nationally recognized agencies are presented in figure 9. While there are agencies across the United States with more field training hours, the agencies selected here represent desirable benchmarks since each is accredited by the Commission on Accreditation of Law Enforcement Agencies (CALEA) and each is frequently represented on Justice Department-sponsored panels and focus groups involving local law enforcement issues in the United States. Among knowledgeable law enforcement executives, each of these agencies likely would be considered among the leading professional agencies in the country. Among this group of benchmark agencies, the Austin (Texas) Police Department has the least amount of field training hours at 480 and the Hillsborough County (Florida) Sheriff's Office has the most with 800 hours. The average number of hours for these six agencies was 640. Comparatively, only three of the surveyed South Carolina agencies (7%) had an equal or

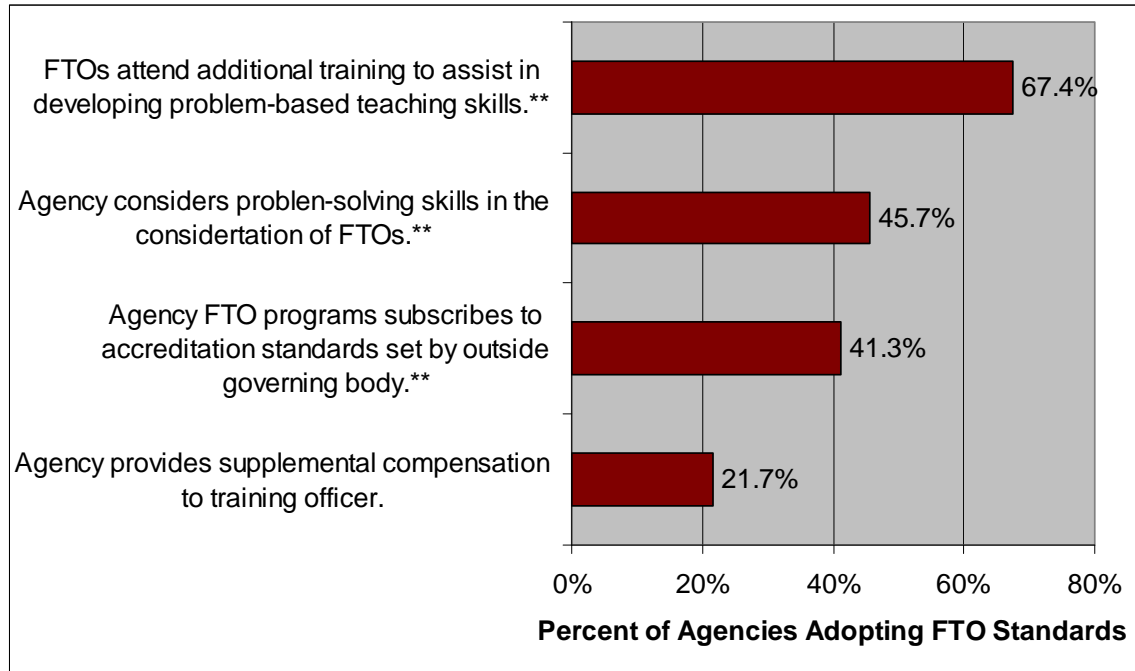
greater number of field training hours than the average for the benchmark agencies, and only 9 agencies (20%) had an equal or greater number of hours than the minimum represented by the Austin Police Department.

Figure 9. Field Training Hours for Select CALEA Accredited Agencies



In addition to questions on the existence and total hours of field training, agencies were asked about some specific characteristics of these programs. Figure 10 illustrates some of the responses to these additional questions. A recent emphasis within the field training models of policing has been to emphasize and develop the problem-solving skills of recruit officers (Scheer, 2007). Given that field training officers should play an important part in developing these skills, agencies were asked about the role problem-solving skills play in the selection of field training officers (FTOs) and whether additional training in this area is provided to FTOs. Approximately 45% of agencies reported that they considered these skills in the selection of FTOs, and approximately 67% stated that they provide training to FTOs in this area. Additionally, 41.3% of agencies reported that their FTO program subscribes to standards set by an outside governing body. Lastly, however, only 21.7% of agencies reported that they provided supplemental compensation to FTOs for their additional responsibilities.

Figure 10. Characteristics of Field Training Programs for Surveyed South Carolina Agencies.*



* Analysis included 46 agencies, the 43 agencies that reported formal hours and the 3 that reported an informal program with no set hours since the latter responded to the related questions.

** Analysis for question included 45 agencies, since one agency did not respond to related questions.

Total Recruit Training

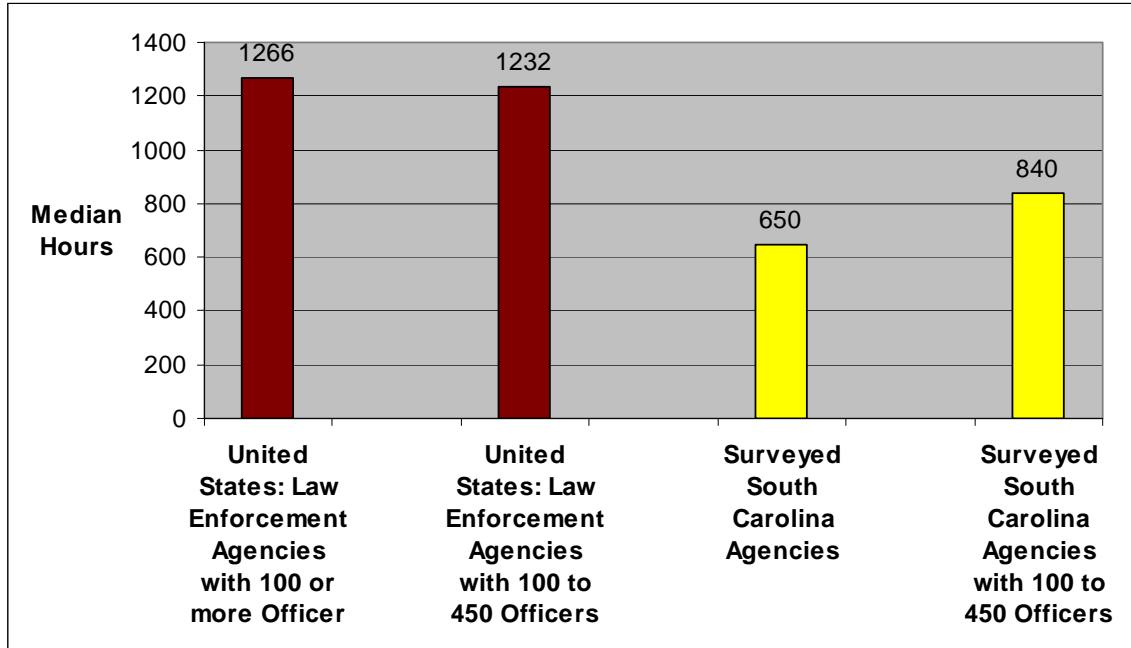
The different stages of training discussed to this point (basic recruit standards, additional academy or post-academy training, and field training) have been examined in isolation. It is important to consider, however, the total training effort provided to a recruit before he or she is deemed prepared to operate as a stand-alone officer or deputy. Figure 11 provides a comparative analysis of median total recruit training hours for the United States and South Carolina. The total recruit hours was calculated by adding the state mandated basic academy training hours, additional academy or post-academy training hours⁹, and field training hours. The data for the U.S. median hours were derived from the 2003 LEMAS, which represents the best national level data that was collected closest to the date of the present study. One limitation of the LEMAS data, however, is that it only captures agencies with 100 or more officers.

Figure 11 shows that the median total training hours for agencies included in the 2003 LEMAS survey was 1266 hours. For all surveyed South Carolina agencies, the median total training hours is 650, which represents an approximate 600 hour deficit from the LEMAS agencies. This comparison has limitations, however, since the South Carolina agencies include large, medium, and small agencies and the LEMAS data includes only large agencies. For a fairer comparison, LEMAS agencies with between 100 and 450 officers were compared to the agencies in the South

⁹ As noted above, in South Carolina, this training is provided by agencies after the academy and before the recruit enters the field. In other states, this additional training is incorporated into the initial academy.

Carolina survey with the same agency size range. The national median for these select agencies was 1232 hours, and for the South Carolina agencies it was 840 hours. Thus, the sample of South Carolina agencies still had an approximate 400 total training hour deficit relative to their counterparts across the U.S.

Figure 11. Comparison of National and South Carolina Median Total Recruit Training Hours. *



* The LEMAS data for all agencies includes 812 agencies, and the analysis for LEMAS agencies with 100 to 450 officers includes 659 agencies. The surveyed South Carolina agencies included agencies that provided a specific number of field training hours (n=43), and surveyed South Carolina agencies with 100 to 450 officers is 16.

Figure 12 examines the total training hours for agencies captured in the South Carolina Survey by agency characteristics. The median for all surveyed agencies is 650 hours. Although there is a small difference between the median hours of sheriff's and police departments (667.5 and 621 hours, respectively), more notable differences were found by agency size. The median total training hours for agencies with 100 or more officers was 840 hours, whereas the total training hours for agencies with 20 or less officers was 399. The latter essentially represents 50 hours of post-academy and field training combined, given that the state academy training program is 349¹⁰ hours in length.

¹⁰ 2006 data. Current figure is 376 hours.

Figure 12. Median Total Recruit Training Hours for Surveyed South Carolina Agencies by Agency Characteristics.

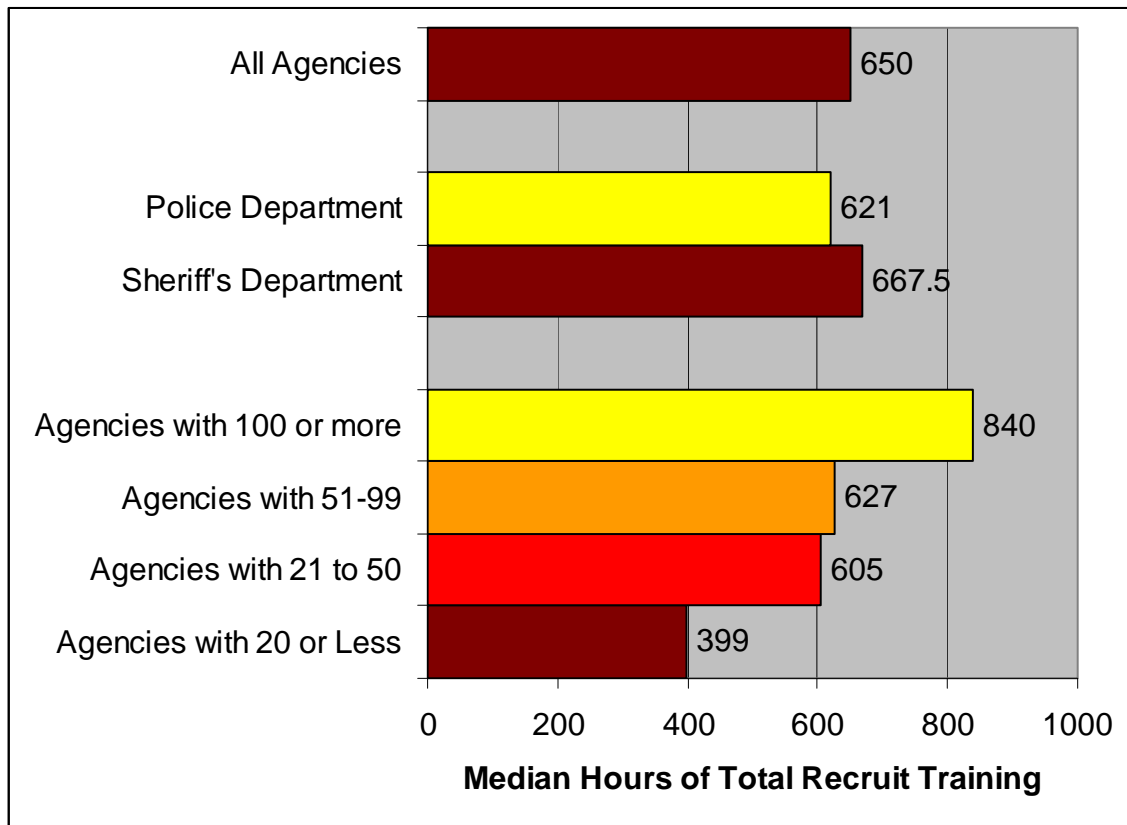


Table 10 provides a comparison of total training hours between the select CALEA accredited agencies discussed above and the surveyed South Carolina agencies with 100 or more officers. Given the large number of South Carolina agencies that reported offering no post-academy basic training, averages for academy and post-academy hours, combined hours, field training hours, and total training hours were calculated.¹¹ The average academy hours for the CALEA agencies is 893.5, and the average total academy and post-academy hours for the surveyed South Carolina agencies is 399.3. The average field training hours for the CALEA agencies is 640 hours, compared to 463.6 hours for the South Carolina agencies. Finally, the average total recruit training hours for the CALEA agencies stands at 1533.5 hours, while the average total recruit training hours for the surveyed South Carolina agencies is only 831.5. The analysis reveals an approximate 700 hour difference in the average total training hours between the CALEA benchmark agencies and the large surveyed South Carolina agencies. Moreover, this difference appears to be largely impacted by a lack of academy and post-academy training among South Carolina agencies. While the average field training hours for the South Carolina agencies is approximately 180 hours less than the CALEA agencies, the average academy and post-academy

¹¹ The median post-academy training hours was zero among the 16 South Carolina agencies with 100 more officers in the sample.

training hours among the surveyed South Carolina agencies is almost 400 hours less than the CALEA agencies.

Table 10. Comparison of Total Training Hours for Select CALEA Accredited Agencies and South Carolina Agencies with 100 or More Officers/Deputies – 2006.

Select Accredited Agencies	State Mandated Total Academy Hours	Academy Hours Beyond State Mandate	Total Academy Hours	Hours with Field Training Officer	Total Recruit Training Hours
Austin Police Department (TX)	618	542	1160	480	1640
Charlotte-Mecklenburg Police Department (NC)	618	384	1002	600	1602
Hillsborough County Sheriff's Department (FL)	760	122	882	800	1682
Las Vegas Police Department (NV)	672	115	787	760	1547
Phoenix Police Department (AZ)	585	55	640	640	1280
Seattle Police Department (WA)	720	170	890	560	1450
<u>Average Hours</u>	<u>662.2</u>	<u>231.3</u>	<u>893.5</u>	<u>640.0</u>	<u>1533.5</u>
South Carolina Agencies with 100 or More Officers (n=16)	State Mandated Total Academy Hours	Agency Based Post Academy Training Hours	Total Academy and Post Academy Hours	Hours with Field Training Officer	Total Recruit Training Hours
<u>Average Hours</u>	<u>349</u>	<u>18.9</u>	<u>399.3</u>	<u>463.6</u>	<u>831.5</u>

SUMMARY AND CONCLUSIONS

At the beginning of the 20th century, a movement emerged in law enforcement to develop training for new personnel. Since the 1970s, many states have carried this movement forward by establishing mandated training hours and curricula for recruit personnel. Moreover, the required hours that fall under these mandates have continued to grow as the demands for professional law enforcement have increased. South Carolina, however, has been relatively stagnant over the past 35 years in mandated training hours for law enforcement recruits. In 1972, South Carolina mandated 244 hours of recruit training. By 2006, the mandated hours in South Carolina had increased to just 349 hours¹². By contrast, the 2006 national median for state mandated training hours was just shy of 600 hours, placing South Carolina 45th out of 46 states that require minimum basic law enforcement training hours. This variation is perhaps even more drastic when the structure of state-approved academies is considered across the nation. Absent the South Carolina Highway Patrol, all law enforcement recruits in the state of South Carolina attend the same academy and thereby receive the same hours of training. A number of other states, however, allow for individual agencies and regions in the state to develop their own academies, which generally exceed their state mandated hours by considerable margins. In some cases these

¹² The current figure stands at 376 hours.

agency and regionally-based academies have a six to seven month basic recruit training course, which equates to 960 to 1120 academy hours.

The survey of South Carolina agencies revealed that some departments have attempted to compensate by placing their recruits through additional in-house training before they enter the field. Seventeen out of the forty-seven agencies (36%) stated that they provided such training. For all surveyed agencies, the hours dedicated to this training ranged from 6 to 200, with a median of 34 hours. This agency-based post-academy training was more common among large and medium-sized agencies than small agencies, with approximately 40% of large and medium sized agencies providing some type of post-academy training and only 16.7% of small agencies doing so.

On a positive note, the vast majority of the surveyed South Carolina agencies (91%) stated that they have a formal field training program for recruits as they enter the field. The median number of field training hours was 320 among the surveyed agencies, with a minimum of 20 hours and maximum of 776 hours. The length of field training varied considerably by agency size, however. The median number of field training hours for agencies with 100 or more commissioned personnel was 475, whereas the median number of hours for agencies with 20 or less officers was only 60.

Additional analysis was conducted on the total amount of training that new officers or deputies receive before they are allowed to work independently or with less supervision. In South Carolina, this represents the combination of academy hours, post-academy hours, and field training hours. Analysis using the 2003 LEMAS survey of U.S. law enforcement agencies with 100 or more commissioned personnel reveals a considerable gap between these agencies and South Carolina agencies. The median total training hours for all LEMAS agencies was 1,266 hours, compared to just 650 hours for all surveyed South Carolina agencies. Even comparing LEMAS agencies to similar-sized South Carolina agencies (between 100-450 commissioned personnel) reveals a large training hour deficit in South Carolina. Although the gap between the two groups was smaller, it was still considerable, with the median for total training hours for the LEMAS agencies at 1,232 and for the large South Carolina agencies at 840.

The current survey of law enforcement training standards across the country and among a sample of South Carolina law enforcement agencies clearly shows that the State of South Carolina has fallen behind national norms in its commitment to basic law enforcement training. In 2006, South Carolina's 349 hours of basic academy training, which equates to a mere nine weeks, was more than 40 percent below the national and southern region medians. In 1972, South Carolina ranked 14th in the nation in its number of state-mandated basic training hours. Today, our state is third only behind Louisiana and Oklahoma in requiring the *fewest* number of basic training hours for law enforcement certification.¹³ The problem is not only with the lack of total hours, however. South Carolina also has not kept pace with national standards with respect to basic academy course content. In 2006, for example, law enforcement recruits in South Carolina received no dedicated training in community policing, problem-solving, or even first aid. By way of comparison, the 2002 BJS survey of the nation's law enforcement academies reported that 90 percent of the responding academies provided training in community policing, 64 percent

¹³ Current figure is 376 hours of training for basic law enforcement certification.

in problem-solving, and 99 percent in basic first aid and CPR. Nor are most agencies themselves making up for these curriculum deficiencies. Only 36 percent of the South Carolina agencies surveyed reported that they provide *any* post-academy basic training to new recruits.

As noted above, the results from the field training portion of the survey depict a wide gulf between large and small agencies in South Carolina regarding field training practices. The median number of FTO hours (475 hours) among South Carolina agencies with 100 or more officers is only slightly less than the benchmark agency with lowest required number of FTO hours – Austin, Texas at 480 hours. However, the median number of required FTO hours among smaller South Carolina agencies drops off precipitously and stands at only 60 hours for agencies with 20 or fewer officers. In many of these small agencies, new officers receive only nine weeks of basic training at the South Carolina Criminal Justice Academy and then are handed the keys to a patrol car and told to report for duty. They receive no on-the-job field training at all. To be sure, this lack of field training in small agencies is a problem in other states as well, but it is exacerbated in South Carolina because of the insufficient training received by recruit officers at the basic academy.

New law enforcement officers and the citizens of South Carolina are being ill-served by the lack of resources and attention given to basic law enforcement training in our state. Law enforcement is a demanding and increasingly complex profession that requires high quality personnel who have been well trained to handle a myriad of social problems. That is especially true in South Carolina, which in 2005 had the highest violent crime rate in the nation (Federal Bureau of Investigation, 2005) and a motor vehicle crash fatality rate that was almost twice the national average (National Highway Traffic Safety Administration, 2005).

Improving South Carolina's deficiencies in basic law enforcement training will require, at a minimum, a thorough review and overhaul of the state Law Enforcement Training Council certification standards and the basic Criminal Justice Academy curriculum. These efforts to bring South Carolina's law enforcement training standards up to national norms should result in a substantially longer basic academy, adding critical subject areas, and mandating field training for all new officers.

South Carolina is one of only a handful of states that trains all new law enforcement officers at a single academy. Informal discussions with police chiefs and sheriffs around the state reveals dissatisfaction with the ability of some agencies to reserve training slots for new hires at the Criminal Justice Academy. According to some, the Academy does not have enough training slots available to keep up with demand and chronic under funding has resulted in an aging facility and a basic curriculum that clearly has not kept pace with national standards.

Modernizing and lengthening the basic law enforcement curriculum in South Carolina will require a substantial and permanent increase in funding to the Criminal Justice Academy or an alternative system for training new officers. West Virginia, with a population less than half of South Carolina's and many of the same social and economic challenges, runs a single academy for all officers that, at 1,582 hours, easily leads the nation in the number of required basic training hours for new recruits. Florida, which is home to some of the nation's most progressive law enforcement agencies, handles much of its new officer training through its community

colleges. It also permits agencies to run their own academies if they have the resources to do so. Another training model is represented by Virginia, which contains both regional police academies funded by groups of smaller agencies and stand-alone academies run by large agencies.

South Carolina has a number of models that it can look to in its efforts to improve basic law enforcement training in the state. In the near term, the Law Enforcement Training Council, with appropriate funding, should immediately undertake a comprehensive review and comparison of the South Carolina basic training standards to those in other states and among the nation's leading law enforcement agencies. Following this review, the Training Council should commission a new draft curriculum that would bring South Carolina to the forefront of national standards in basic law enforcement training. While the new curriculum is being prepared, discussion must begin in the South Carolina legislature and among the state's policy-makers on how best to fund a modern law enforcement training system that can meet the demands of 21st century policing in South Carolina. Policy-makers should consider all available options, including legislation that would permit regional and stand-alone academies for those political subdivisions willing to pay for them. At the same time, lawmakers should pass legislation that would mandate the training hours reflected in the new basic law enforcement curriculum drafted by the Training Council and that would require a reasonable number of field training hours for all new officers.

As South Carolina positions itself for economic growth and development in the 21st century, it can no longer afford to give short-shrift to its public safety needs. Chief among those are the need to train its law enforcement personnel in accordance with best practices. The current state of basic law enforcement training in South Carolina, however, is far below national norms and is in need of reform.

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APPENDIX A

Data Collection Methodology

The South Carolina Law Enforcement Training Survey was undertaken by the Department of Criminology and Criminal Justice at the University of South Carolina. The results presented in this report are based on two data collection components for the survey. The first component captured the minimum training standards established by all fifty states. Some states have a governing body, such as a Peace Officer Standards and Training (P.O.S.T) commission, that establishes the minimum mandated hours and curriculum for the multiple academies that exist within the state. Other states, such as South Carolina and West Virginia, have a single academy that all recruits from municipal and county agencies in the state must attend. By default these sole state academies establish the mandated hours and curriculum for the state. The data collected for the present study on the minimum mandatory hours and curricula were gained from either these commissions or single state academies.

The majority of state commissions and academies place their hours and curriculum online. As a result, the data collected on state minimum training standard was primarily obtained by visiting these websites. The commissions and agencies that do not post their hours and curriculum online were contacted via phone to gather this data. This data collection process revealed that four states do not establish minimum training hours: Hawaii, Minnesota, New Jersey, and Rhode Island. Virginia has minimum required hours of total training, but does not specify a required number of hours for given topics. As a result, analysis of minimum standards for total training hours was based on 46 states, and subsequent analysis for hourly requirements for specific topics was based on 45 states. In addition, while there is general similarity in the curriculum topics between states, the specific terminology varied. Thus, the specific curriculum outlined by each state was grouped into broad topic categories to facilitate cross-state comparisons of hours for training topics.

The second data collection component for this study was a survey of South Carolina law enforcement agencies. The survey focused on post-academy classroom-based training and field training provided by the agencies (see Appendix B for the survey questionnaire). In December 2006, the survey was sent to a sample of 65 agencies municipal and county agencies in the state, which represents 27.7% of the state's 235 agencies. The sample was developed in a two stage process. First, a sample of 20 agencies was selected from agencies in the state with 75 or more officers, which was composed of agencies that ranged in size from 79 to 453 officers/deputies. These agencies were selected because it was believed that their size would correlate more with robust post-academy and field training programs. In order to avoid a bias examination of post-academy and field training in the state, however, an additional random sample of 45 agencies was created from the remaining agencies with less than 75 sworn personnel. The size of the agencies in this additional sample ranged from 1 to 54. The survey questionnaire was sent to all 65 agencies in two waves. The first wave was mailed, and a second wave was sent by facsimile to non-responding agencies after the initial wave. After the two waves, a total of 47 out of the 65 sample agencies (72%) responded to the survey.

APPENDIX B



2006 South Carolina Law Enforcement Survey

Instructions for responding to this survey: Please answer the following questions as they pertain to your agency’s training program for both post-academy training and field training. Please refer to definitions at the start of each section.

Agency information

Agency name
Agency ORI (Originating Agency Identifier, assigned by the FBI)
Jurisdiction served (city, town or county) Number of sworn officers
Street address of agency headquarters
City State Zip Code
Main telephone number
Name of agency head Rank
Name of person completing survey
Rank or title Unit / section
Contact telephone number (extension)
Fax number Email
Name and phone number of training supervisor (if applicable)

Section 1: Post-academy training

For the purposes of the following survey, the term “post-academy training” is defined as “mandatory classroom-based basic law enforcement training offered to recruits by an individual agency, following graduation from a state-sponsored academy, designed to either supplement or complement state-mandated academy training”.

- 1. Does your department require recruits for law enforcement positions to attend any form of post-academy training prior to placement in the field? Yes No

(If you answered “no” to the above question, please skip to question #9.)

- 2. What is the duration of your agency’s post-academy training in hours?
3. Which of the following are methods used to determine the post-academy training curriculum used by your agency? Please mark all that apply.
State-level mandates Departmental objectives
Job-task or needs analysis Legislative mandates
Law enforcement advisory board Community involvement
Other (please specify)

4. Can any post-academy training required by your agency be completed online?
Yes___ **No**___
5. Do post-academy instructors used by your agency hold any of the following certifications? **Please mark all that apply.**
 Subject-matter expert _____
 Academy instructor certification _____
 Degreed in subject matter _____
 Other certification requirement _____
6. Are post-academy classroom instructors used by your agency **also** employed **by your agency** in other capacities?
 Yes, our post-academy classroom instructors are employed in other capacities.

 No, our post-academy classroom instructors are hired exclusively to teach.

7. Which are methods of evaluation used by your agency in post-academy training? **Please mark all that apply.**
 Written tests _____ Oral tests _____
 Presentations _____ Other methods (please specify) _____

8. Can a recruit obtain college credit for post-academy basic training?
Yes___ **No**___
9. Using the following table, indicate the number of hours in each subject area required in your agency's post-academy training program.

Topic	Hours	Topic	Hours
Firearms skills		Cultural awareness	
Emergency Medical/CPR/AED		Health & fitness	
Emergency vehicle operations		Officer liability	
Defensive tactics		Nonlethal weapons	
Legal		Terrorism / Homeland Security	
Domestic violence		Community policing	
Ethics issues		Conflict management	
Investigations		Information systems / technology	
Patrol techniques & procedures		Foreign language training	
Juvenile law		Departmental Operations / Procedures	
Identity theft		Communications skills / report writing	
Other:		Other:	

Section 2: Field training

For the purposes of the following section, please use the following definitions for terms provided.

- The term “**problem-based learning**” refers to a learning technique where the **student** examines a real-life problem for study, and learns to ask the right questions about the problem using available resources and training. The **field training officer** acts as teacher, supporting and encouraging the student trainee in the process of questioning or guiding him or her appropriately.
- The term “**field training program**” refers to a standard agency program pairing a new recruit with an experienced and trained officer for the purpose of applying concepts learned in academy training, identifying departmental policies, and implementing new skills in a “real world” setting.
- The term “**ride-along observation**” refers to the period of time when a recruit *observes* the patrol activities of his or her field training officer, usually in the early stages of a field training program, and is **not** the primary responding officer in the two-man unit.
- The terms “**evaluation only**” and “**shadowing**” refer to the period of time, usually late in the field training program, when the recruit is the primary responding officer in the two-man unit, and his or her patrol activities are being *observed* and evaluated by the field training officer.

10. How many hours does your department require a recruit to participate in a field training program? _____

11. Other than the field training officer, who else in your agency shares responsibility for evaluating the progress and success of the recruit during the field training program?

Please mark all that apply.

- Agency administrative staff _____
- Patrol supervisory staff _____
- Training officer or unit _____
- Other personnel _____

12. Of the total hours indicated in your answer to question 9, how many hours does the trainee or recruit spend engaged in the following topics:

Topic	Hours
Problem-based learning	
Initial ride-along observation	
Developing knowledge of primary patrol neighborhood	
Deployment in patrol area other than primary neighborhood	
Using problem-solving or conflict-resolution skills	
“Evaluation only” or “shadowing” training phase	

17. What person or group has the authority to terminate a trainee in your agency?

APPENDIX C

Participating South Carolina Agencies

Our sincere thanks to the following agencies that responded to the training survey:

AIKEN COUNTY SHERIFF'S OFFICE	HEMINGWAY POLICE DEPARTMENT
BAMBERG POLICE DEPARTMENT	HORRY COUNTY POLICE DEPARTMENT
BEAUFORT COUNTY SHERIFF'S OFFICE	IVA POLICE DEPARTMENT
BERKELEY COUNTY SHERIFF'S OFFICE	LANCASTER COUNTY SHERIFF'S OFFICE
BOWMAN POLICE DEPARTMENT	LEXINGTON COUNTY SHERIFF'S DEPARTMENT
CAMDEN POLICE DEPARTMENT	LORIS POLICE DEPARTMENT
CAMERON POLICE DEPARTMENT	LYNCHBURG POLICE DEPARTMENT
CHARLESTON CITY POLICE DEPARTMENT	MARION POLICE DEPARTMENT
CHARLESTON COUNTY SHERIFF'S OFFICE	MOUNT PLEASANT POLICE DEPARTMENT
CHESNEE POLICE DEPARTMENT	MYRTLE BEACH POLICE DEPARTMENT
CHESTER POLICE DEPARTMENT	NEWBERRY POLICE DEPARTMENT
CLINTON POLICE DEPARTMENT	NORTH CHARLESTON POLICE DEPARTMENT
CLOVER POLICE DEPARTMENT	ORANGEBURG COUNTY SHERIFF'S DEPARTMENT
COLLETON COUNTY SHERIFF'S DEPARTMENT	ORANGEBURG DEPARTMENT OF PUBLIC SAFETY
COLUMBIA POLICE DEPARTMENT	PICKENS POLICE DEPARTMENT
CONWAY POLICE DEPARTMENT	RICHLAND COUNTY SHERIFF'S DEPARTMENT
DARLINGTON POLICE DEPARTMENT	ROCK HILL POLICE DEPARTMENT
DILLON POLICE DEPARTMENT	SPARTANBURG PUBLIC SAFETY DEPARTMENT
FAIRFAX POLICE DEPARTMENT	SUMTER COUNTY SHERIFF'S DEPARTMENT
FAIRFIELD COUNTY SHERIFF'S OFFICE	TRENTON POLICE DEPARTMENT
FOREST ACRES POLICE DEPARTMENT	UNION COUNTY SHERIFF'S OFFICE
GAFFNEY POLICE DEPARTMENT	UNION DEPARTMENT OF PUBLIC SAFETY
GOOSE CREEK POLICE DEPARTMENT	YORK COUNTY SHERIFF'S OFFICE
GREENVILLE COUNTY SHERIFF'S OFFICE	