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## THE CALIFORNIA PLAN FOR PEACE OFFICERS' TRAINING\*

GEORGE H. BRERETON\*\*

For many years police executives and others interested in law enforcement have been trying to develop a program of training for peace officers. In developing a program of this kind, they had to consider the long hours of employment, the problem of securing trained instructors and the impossibility of having many men relieved from their duties to attend intensive training schools.

It has not been difficult to provide some form of training in the police departments of the large cities where there are usually a few experienced instructors and proper facilities for the establishment of schools. In most instances, however, little thought has been given to a comprehensive and continuous program, or to the proper selection and training of instructors. Far too often has the instruction of the department personnel been dependent upon lectures from a few individuals who are presumed to be specialists in all police subjects, but who, usually, have neither training nor experience in teaching. Although a few large departments have officers who are trained in teaching and have been able to establish schools, this has not solved the general problem.

In California, training has been a subject repeatedly discussed at various state conventions of law enforcement officers. But it was not until 1929 that any effort was made to provide a state-wide program. In that year the State Legislature amended the act which had created the State Bureau of Criminal Identification and Investigation, and made it the duty of the Board of Managers "to arrange for and organize schools at convenient centers in the State for training peace officers."<sup>1</sup>

Finally, in 1935, representatives from the California State Peace

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<sup>1</sup> Statutes of California, 1929, Chapter 788, p. 1582.

Officers' Association contacted Mr. J. C. Beswick, Chief of the Bureau of Trade and Industrial Education, State Department of Education, and he suggested a plan whereby state and federal funds might be used to establish a general police training program. In October, Mr. Beswick presented this plan to the Peace Officers' Association, in convention at Marysville. The president of the Association then appointed a state advisory committee<sup>2</sup> to meet with Mr. Beswick to work out the necessary details.

After its organization, the committee held a series of fourteen conferences in as many "zone areas" in the state. These zone conferences were held for the purpose of acquainting the sheriffs, district attorneys, chiefs of police and other peace officers with the training program, and also to demonstrate to these local officers proper teaching procedure.

The fundamental principle of the California Plan has been the application, to peace officer training, of methods and techniques already successfully used in the vocational training of persons in other occupations, trades and professions. For this reason the peace officers, or other specialists in fields allied to law enforcement, are given an intensive course in teacher training before being used as instructors in the training schools.

Although it is possible for a person having but five years' experience, to obtain a special teaching credential, the state advisory committee usually prefers that only officers with at least seven years practical police experience be trained and certificated as instructors.

At the completion of the zone conferences the advisory committee decided that the State of California should be divided into five zones, each zone having a supervisor and a number of instructors. It was also decided that a state supervisor should be appointed to organize and develop the peace officers' training program and to supervise the work of the zone instructors. Upon the recommendation of the state advisory committee and the Chief of the Bureau of Trade and Industrial Education, the State Superintendent of Public Instruction appointed me to this position in December, 1938.

The California Plan for Peace Officers' Training provides for the development and operation of four types of training schools:

<sup>2</sup> This committee is composed of the same men who constitute the Board of Managers of the State Bureau of Criminal Identification and Investigation. They are: The Honorable Earl Warren, Attorney General for the State of California; Mr. Eugene Biscailuz, Sheriff of Los Angeles County; Mr. William J. Quinn, Chief of Police, San Francisco; Mr. Clarence S. Morrill, Chief of the Bureau of Criminal Identification and Investigation, Sacramento; and Mr. J. C. Beswick, Chief of the Bureau of Trade and Industrial Education, representative of the State Superintendent of Public Instruction, as the fifth member of the committee.

the departmental training school, the zone training school, the summer school or "Peace Officers' Technical Institute," and the pre-employment training school.

*The Departmental School:* The departmental school is usually established in a police department, sheriff's department or in some other law enforcement agency which has sufficient personnel to justify its own training school,<sup>3</sup> and is able to furnish experienced men who may be trained as instructors. Because of geographical location or because of other factors, it is sometimes necessary to establish schools in small departments whose personnel, ordinarily, would be trained in a zone school.

During the zone conferences certain departments requested the Bureau of Trade and Industrial Education to assist them in establishing training schools. As a result, schools were established in the police departments of Oakland, Modesto, Santa Barbara and in the Los Angeles Sheriff's Office.

Outstanding examples of successful departmental schools are those in the Police Department at Oakland and in the Sheriff's Department at Los Angeles. The Oakland school having recently completed its second year in operation has trained more than 350 men, has a staff of trained teachers, and has developed some fine instructional material. The men must attend school for a period of two hours, twice a week, but may select afternoon or evening classes. The Los Angeles Sheriff's school has been operating for more than a year and now has nine branch schools located in as many different substations, has 55 trained instructors in the department and over 900 men in training. Officers may also select an afternoon or evening class of two hours duration, but attend school only one day in each week. Lt. Thomas Lynskey is the director of training and has done a splendid job in promoting and coordinating the departmental program.<sup>4</sup>

The usual method of establishing a training school is for the executive of the department to contact the Chief of the Bureau of Trade and Industrial Education or the Supervisor in charge of Peace Officers' Training. The Supervisor then meets with the executive of the department to discuss his particular training problem and to arrange for the appointment of advisory and command group com-

<sup>3</sup> There should be at least fifteen men in average daily attendance in any one class in order to justify the establishment of a training school.

<sup>4</sup> "A Peace Officer's Curriculum," Industrial Education, News Notes, February, 1938, Vol. I, No. I, pp. 20-21, published by the Bureau of Trade and Industrial Education. State Department of Education, Sacramento, California.

mittees.<sup>5</sup> The advisory committee is usually composed of the executive, his chief assistants and certain subordinate officers, while the command group committee is made up of a group of officers who are in command of certain details, bureaus or divisions. The Supervisor then arranges for advisory and command group conferences in which he assists the officers to determine what courses should be taught, what persons are best qualified to act as instructors, where the school should be located, how often classes should be given, and the other necessary details for establishing the training school.

After the officers who are to act as instructors have been selected, they are given an intensive course in teaching methods and techniques. The teacher training is arranged, whenever possible, to suit the convenience of the students. Sometimes this instruction is conducted for a period of two hours, one day a week. If so, this training must be carried on for fifteen weeks, as there is a minimum requirement of thirty hours of teacher training before an officer can be certificated by the State Department of Education. It is also possible to complete the teacher training in one week if the men can be detached from active duty for daily instruction.

Upon completion of the teacher training, the departmental school is then ready to function just as soon as the first instructor has prepared his lesson, or lessons, as previously outlined by the advisory and command group committees.

*The Zone Training School:* The zone training school is established in an area having several departments which, individually, are too small to operate their own training schools efficiently and economically, but whose personnel can be brought together at some geographical center or joined with one or more larger departments. This area may be that included in one county or may include several counties, depending entirely upon local conditions.

The procedure in establishing a zone training school is practically the same in all communities, and is similar to that followed in the establishment of departmental schools. The Supervisor of Peace Officers' Training contacts the sheriff, the district attorney, the city and county superintendents of schools, the director of vocational education, the dean or president of the junior college or state college, the chiefs of police, captains or inspectors of the California Highway Patrol, and any other peace officers of the area which is to be served by the zone school.

<sup>5</sup> It is unnecessary to have command group committees in small departments.

During the preliminary meetings, the Supervisor appoints a local advisory committee headed by a sheriff, a chief of police, or a district attorney, and including local school officials and representatives from law enforcement organizations. He then meets with this committee, explains the training plan in detail, helps them to select instructors and makes the necessary arrangements for their teacher training. Whenever possible, a departmental or zone training school is established in a junior college, state college or vocational school. In this way the training school will be operated without regard to political changes, will have the necessary classroom facilities, the supervision of a trained educator and the finance necessary to pay the instructors.

The peace officers' training program is financed through the use of both state and federal funds as provided in the Smith-Hughes and George-Deen Acts. When the training schools are placed under the supervision of the local school authorities, the peace officer instructor may be paid at the same rate that is paid to any other vocational teacher employed on an hourly basis. The local school district is then reimbursed by the State Department of Education out of vocational education funds, in an amount determined by the average daily attendance plus an additional percentage of the cost of instruction.<sup>6</sup>

The first counties in which zone schools were established are Riverside, San Diego, Imperial, San Bernardino and Orange. The San Bernardino and Riverside County officers were given a week's course in teacher training at Riverside, while the Imperial and San Diego County officers received their training at San Diego. Forty officers received teacher training in these two schools. The teacher training school for the Orange County peace officers was conducted for one week at Santa Ana. Twenty-two peace officers attended this school and received state credentials to teach police subjects.

In the southern part of the State the teacher training has been conducted by Dr. David F. Jackey,<sup>7</sup> his assistant, Mr. Sam Fick, and myself.

In conducting the teacher training of peace officers, emphasis is placed on explanation and demonstration of "the four instructional operations,"<sup>8</sup> the various methods which may be used in "putting

<sup>6</sup> "The California Plan for Trade and Industrial Education," Bureau of Trade and Industrial Education, State Department of Education. Bulletin No. C-3 (Revised, 1938) pp. 1, 2, 8, 12, 40 & 41.

<sup>7</sup> Dr. David F. Jackey, Supervisor of Teacher Training, Bureau of Trade and Industrial Education, assigned to the University of California at Los Angeles.

<sup>8</sup> Steps: I Preparation (or introduction), II Presentation, III Application, and

over" the lesson,<sup>9</sup> job analysis, lesson planning and the actual "doing" or presentation of sample lessons by each member of the class. Very little conference method is employed as it has been found that time does not permit its inclusion in the thirty hours allotted to teacher training.

At the completion of each teacher training school the Supervisor again meets with the advisory committee. A local peace officer is selected as the director of the zone training school, instructors are certificated and assigned to specific lessons, and final arrangements are made for classroom facilities. Then a mimeographed bulletin is prepared containing a list of courses, names of the local advisory committee, place, date and time of the school, etc., which is sent to every officer in the county.

The Riverside County Peace Officers' Training School, located at the Riverside Junior College, was the first zone school to be established in the State. The peace officers of that county attend school for a period two hours every Tuesday, for thirty-six weeks of each year. They may attend the afternoon class from 2:00 to 4:00 or the evening class from 7:00 to 9:00 as the same instruction is repeated twice daily. This school opened March 14 with an enrollment of fifty-two peace officers in the afternoon class, and fifty-seven peace officers enrolled in the evening session. The total enrollment has increased to one hundred thirty officers at the present time, indicating a growing interest in the training program. The courses include Patrol and Observation, Investigations, Arrests, Records and Report Writing, Identification and Photography, Firearms and Gas Equipment, Jail Procedure and Care of Prisoners, Civil Process and Procedure, Traffic Control, First Aid, etc.

The San Diego Peace Officers' Training School, which includes all peace officers in the county with the exception of the San Diego Police Department, opened at the San Diego Vocational School on March 21 with an enrollment of more than one hundred peace officers. Instruction in this school is also given on Tuesday afternoon from 2 to 4, and it repeated again from 7 to 9 in the evening.

In addition to the zone school in San Diego County, a departmental school was planned for the members of the San Diego Police Department. Dr. Jackey has completed the teacher training and

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IV Test. Charles R. Allen, "The Instructor, The Man and The Job," pp. 129 and 132-142.

<sup>9</sup> Ibid, 147-164, Illustration, Demonstration, Experimentation, "On the Job," Lecture, etc.

it is hoped that instruction will start when the present departmental reorganization has been completed.<sup>10</sup>

The Imperial County Peace Officers' Training School started on Wednesday, March 29. This school is conducted from 3 to 5 and from 7 to 9 p.m., in the El Centro Junior College and has an enrollment of over eighty officers.

The San Bernardino Peace Officers' Training School, with a total enrollment of one hundred and twenty-eight officers was started at the San Bernardino Valley Junior College on Thursday, March 30. Classes are held each Thursday from 3 to 5 and from 7 to 9 p.m., and include the same course of instruction given in other zone schools.

On May 1, the Orange County Peace Officers' Training School was opened in the Santa Ana Junior College with one hundred and eight officers in attendance although the total registration at this time has increased to one hundred and forty men. Classes are conducted in this school on each Monday from 3 to 5 and from 7 to 9 p.m.

The teacher training has been completed for the Fresno County Peace Officers' Training School which will also include officers from Kings, Madera and Tulare Counties, but this zone school will not open until next fall. It will be established in the Fresno State College.

In Contra Costa County, a zone school will be established at Martinez just as soon as the teacher training is completed. However, a departmental school, which was started May 18, is already operating in the Police Department at Richmond.<sup>11</sup> This school, although conducted primarily for the officers of the Richmond Department, is also attended by officers from Albany, El Cerrito and other adjoining communities.

Since, ordinarily, the men attend class but two hours a week in the departmental and zone schools, instruction must be extended over a long period of time in order to include all police subjects. In most cases the zone schools will be operated throughout the school year, and will be maintained as permanent training centers, but they will not be conducted during the summer vacation period.

<sup>10</sup> The City Manager and Chief of Police resigned after a change of Council personnel in the city election of May, 1939, and a new Chief of Police has not been appointed.

<sup>11</sup> Teacher training in both the Fresno and Richmond Schools was conducted by, or under the direction of Mr. Lynn Stockwell, Supervisor of Teacher Training for the Bureau of Trade and Industrial Education, assigned to the University of California at Berkeley.



*The Technical Institute:* The third type of training school developed under the California Plan is the summer training school or Technical Institute for Peace Officers' Training. The Bureau of Trade and Industrial Education has previously held the Institute at the San Jose State College but this year, during July and August, the Institute will be conducted in two sessions—one at the University of California at Los Angeles, and the other at the University of California in Berkeley.

This school, which is of two weeks duration, differs from the zone and departmental schools in that it offers an intensive type of instruction. Classes are held from 8:00 a.m. to 6:00 p.m. daily, excepting Sundays, and a variety of courses are offered so that the officer may select subjects from several fields.<sup>12</sup>

The Technical Institute supplements rather than supplants the training given in the departmental or zone school, and makes it possible for officers to secure instruction from outstanding leaders in the field of law enforcement.

*Pre-employment Training Schools:* The California Plan also provides for the development of pre-employment training schools. These schools, which will be established in selected state and junior colleges, will train persons who hope to secure employment in police or sheriff's departments or other law enforcement agencies. Although various police courses have been offered for a number of years at the University of California, Berkeley, the University of Southern California,<sup>13</sup> and the Los Angeles Junior College, the first actual pre-employment training school to be developed in this State is one which was established in 1930 at the San Jose State College.<sup>14</sup>

<sup>12</sup> Bureau of Trade and Industrial Education, California State Department of Education, announcement, "The Third Annual California Technical Institute for Peace Officers' Training, 1939," 15 pages.

<sup>13</sup> The Daily Trojan (University of Southern California) in its issue of June 16, 1939, states, "In September, 1929, the first after-hour in-service courses were offered" in the School of Government at the University of Southern California.

"Full time students first were in attendance on the main campus in 1930. Certificates were offered in 1931, bachelor's degrees in 1932, and master's in 1933." Also see outline, "After-hour classes," School of Citizenship and Public Administration, Civic Center Division, University of Southern California, January 4, 1932; courses in Police Education and Training, winter quarter, 1930-31; University of Southern California Bulletin, Vol. XXV, No. 9, School of Citizenship and Public Administration, June 15, 1930. George H. Brereton, "Police Training in College and University," American Journal of Police Science, January-February, 1932, Vol. III, No. 1, pp. 66-68. University of California (Berkeley) Summer Session Bulletins, 1922, 1923, etc., and University of California announcement of courses, 1931-32, pp. 266-269 and announcements for subsequent years.

<sup>14</sup> Established by the author, this school requires an attendance of at least two years in order to complete the courses for graduation. National Commission

The San Francisco Junior College, in cooperation with the San Francisco Police and Civil Service Departments, plans to establish a two year course in police training in September, 1939.

The Bureau of Trade and Industrial Education is primarily concerned with In-service Training but is also cooperating with local law enforcement agencies and colleges in developing pre-employment training schools. However, the Bureau insists, if it is to participate or assist financially in the development of such a program, that the same fundamental procedures be followed as are used in the development of departmental or zone training schools. In all cases the local pre-employment training program must be approved and supported by a local advisory committee composed of executives from the police, sheriff's and district attorney's departments in addition to representation from schools or other local agencies.

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on Law Observance and Enforcement, Report on Police,, pp. 83-85; George H. Brereton, "Police Training in College and University," American Journal of Police Science, Jan.-Feb., 1932, Vol. III, No. 1, pp. 69-71; San Jose State Teachers College Bulletin, 1931-1932, pp. 158-161; Bulletins 1932-1933, 1933-1934, etc. 1932-1933 announcement of San Jose State College Course in Police Administration.