<h1 style="text-align:center">ANALYSIS</h1>

<h2 style="text-align:center">Department of Public Safety Standards and Training
Instructor Development Program</h2>

Analyst: John Terpening

Request: Acknowledge receipt of a report on an instructor development program.

Analysis: The Department of Public Safety Standards and Training (DPSST) is reporting on agency plans for developing an instructor development program pursuant to a budget note approved in HB 5031 (2021).

DPSST notes that it currently uses 285 part-time instructors who work at the Oregon Public Safety Academy, the majority of which are current or former public safety professionals. Instructors must be certified; that certification includes an Adult Learning Core course on effective learning methodologies. Sometimes this course is part of a larger Instructor Development Course, but its inclusion is not always consistent and instructors teaching different courses may or may not receive additional training before becoming certified.

Typically, instructors are considered subject matter experts on specific topics, or just "general practitioners" and may end up having less than the desired level of familiarity with some topics they may be assigned to teach. Recent evaluations have found that there is wide variation in instructors' understanding and usage of evidence-based methods. While DPSST has spent the time developing research-based training content, there has not been a similar investment in instructional methods to provide that training.

DPSST's report provides a high-level outline of a training program to be housed within the Center for Policing Excellence. Program content will be developed and maintained within the Center, with content expanded from current course materials and the research manuscript *"Teaching Police to Teach: Enhancing Instructional Practices at the Police Training Academy"*. In addition to the initial training, the program would include quarterly updates on focused topics, advanced training provided twice a year, and annual evaluations.

Part of DPSST's proposal includes the procurement of a Learning Management System (LMS) which is a software platform designed to store, track, report and deliver virtual training programs. DPSST has estimated the cost of a LMS to be approximately $50,000 for one-time purchasing and $60,000 for the ongoing licensing and maintenance.

Finally, DPSST's report notes that the instructor development program is scalable and provides an estimate for additional Public Safety Training Specialists to create and deliver training, as well as the FTE costs associated with their instructors participating in the training. Total estimated costs of the program, including an IT position to support the LMS, is estimated to be $1,086,361. It is anticipated that DPSST will include an associated policy package as part of the agency's 2023-25 budget request.

Recommendation: The Legislative Fiscal Office recommends acknowledging receipt of the report.

Oregon

Kate Brown, Governor

January 14, 2022

Senator Elizabeth Steiner Hayward, Co-Chair
Representative Dan Rayfield, Co-Chair
Joint Committee on Ways and Means
900 Court Street NE
H-178 State Capitol
Salem, OR 97301

Dear Co-Chairpersons:

Nature of the Request

The Department of Public Safety Standards and Training (DPSST) respectfully requests to submit its plan for the development and delivery of an instructor development program.

Agency Action

The 2021 legislative session resulted in a directive for DPSST to return to the 2022 legislative session with a plan for an instructor development program. (HB 5031, Budget Note)

The attached report details DPSST's plan for an instructor development program. The report includes research on the importance of instructor development to enhance the quality of training, evaluation of current DPSST instructional practices and processes, recommendations for the addition of an instructor development program, a description of the recommended program, and identification of the additional resources needed to implement the recommended program.

The new program will provide a means of keeping DPSST's full and part-time instructors current on best practices in policing, cultural competence, implicit bias, emotional intelligence, police legitimacy and procedural justice, legal updates, use of force, and other topics.

HB 5031 provided DPSST with a $202,475 Other Funds expenditure limitation and one permanent position (0.83 FTE) to develop the training program for instructor development. Full implementation of the recommended instructor development program will require additional funding. The report outlines DPSST's resource needs for the instructor development program. The program includes seven additional FTE to develop and deliver the instructor development program. The recommended FTE positions include a training developer, two trainers to deliver the program, and part-time instructor hours to provide for instructors to participate in training. The program includes the purchase of a Learning Management System and a position to support the daily functionality of the system. The report includes scalability options to align the program with the funding approved by the Legislature.

If the Joint Committee on Ways and Means accepts the report, DPSST will submit a policy option package for the 2023-2025 biennium to request the resources needed for the new program.

Action Requested

DPSST requests the Joint Committee on Ways and Means acknowledge and accept the instructor development plan as documentation of its recommendations for the content, delivery mechanisms, and costs for the new training program.

Legislation Affected

None.

Sincerely,

Brian Henson
Interim Deputy Director/Operations and Services Division Administrator

On behalf of, Jerry Granderson, Executive Director
Department of Public Safety Standards and Training

CC;
Granderson
Henson
Taylor
Seo
Herring
Yutze

Attachment A – DPSST's Instructor Development Plan Legislative Report

Department of Public Safety Standards and Training

Instructor Development Plan

2022 Legislative Report

Author- Staci Yutzie, Ed.D.
1-1-2022

Executive Summary

The 2021 legislative session resulted in a directive for the Oregon Department of Public Safety Standards and Training (DPSST) to return to the 2022 session with a plan for an instructor development program. This aligns with the December 2021 Secretary of State's audit of DPSST, *Additional Resources Needed to Strengthen Police Training and Accountability*, which included the following:

> DPSST has developed and implemented a Basic Police Academy training that complies with state laws and includes evidence-based curriculum and teaching methods. (pg. 23) However, only a small proportion of law enforcement officers have received this training. The agency's ability to provide police training and to certify and decertify officers is hindered by staffing and technology constraints. (pg. 25)

> RECOMMENDATION 12
> Request additional funds from the Legislature for:
> a) A dedicated instructor trainer who delivers initial and ongoing instructor training, and
> b) A Learning Management System that will track student progress and manage student curriculum.

This report details DPSST's plan to meet the legislative directive and the Secretary of State Audit recommendations. The following pages include research on the importance of instructor development to enhance the quality of training, an evaluation of current DPSST instructional practices and processes, recommendations for the addition of an instructor development program, a description of the recommended program, and identification of the additional resources needed to implement the recommended program.

Summary of Recommendations

DPSST recommends 7 additional FTE to develop and deliver a holistic instructor development program that is based on research. These FTE include a training developer, two trainers to deliver the program, and part-time instructor hours to provide for instructors to participate in training. The recommendation also includes the purchase of a Learning Management System and a position to support the daily functionality of the system.

The total cost for the recommended program is $1,086,361.

Additional Resources Needed	Cost
Learning Management System - Start Up *(estimate)*	$50,000 *(one time cost)*
Learning Management System – Annual License / User Fees *(estimate)*	$60,000
Subtotal- LMS	$110,000
2 FTE - PSTS 1 or TDS 2 (deliver the training)	$393,860
3 FTE - PSTS 1 (participate in training)	$590,790
1 FTE - TDS 2 (develop the training)	$196,930
1 FTE – ISS4 (LMS support)	$188,641
Subtotal- FTE	$976,361
Program Total	$1,086,361

Underlying Purpose

The current police-community relations crisis has resulted in a demand for police reform relating to policies and training (Engel et al., 2020). However, many of the approaches currently used in police training are not well-grounded in evidence-based practices (Lum et al., 2016; Schafer & Jarvis, 2017). The disconnect between academy training and adequate preparation for the field is related to both training content and delivery (Blumberg et al., 2019; Bykov, 2014; Caro, 2011; Cordner, 2017). Evidence-based police academy training should include the following elements, 1) What is taught should be as scientifically valid as possible based on crime and police science, and 2) How it is taught, or instructional methods, should be based on learning science (Cordner, 2017).

To improve police training in Oregon, the Department of Public Safety Standards and Training (DPSST) has spent the last five years developing training content that is based in research. However, the investment in instructional methods lags behind. DPSST does not currently have dedicated funding to develop and maintain the 285 (current as of December 1, 2021) part-time instructors who work at the Oregon Public Safety Academy. This lack of training and development impacts the quality of training. Of particular concern is the quality of instruction for difficult and complex topics such as cultural competence, implicit bias, emotional intelligence, procedural justice, legal updates, use of force, and more. An Instructor Development Program would enhance the quality of academy training by developing better qualified instructors to deliver complex, important, and current content.

Why Instructor Development

Nationally, the majority of academy instructors are current or former public safety professionals. Often they are subject matter experts (SMEs) in a particular topic. However, research finds subject matter experts are not necessarily the most effective sources to deliver content. Some examples from the research:
- Although factually accurate, SMEs may bloat training by including too much extraneous content and overloading learners.
- Although experienced in the field, practitioners may not have a deep understanding of their experiences, including historical development, prevalence, surrounding dynamics, and relationship to other issues.
- Expert performance is intuitive or automatic, making it challenging to identify the step-by-step instructions needed for a novice.

In other instances, instructors are not subject matter experts, but rather general practitioners. An instructor may be a "good officer" who enjoys teaching a particular topic, however at DPSST they may be authorized to teach multiple classes beyond their specific interest. These instructors need additional training and development on these less familiar topics. Some examples:
- An instructor may be an experienced patrol officer with a strong understanding of processes and procedures, but they may lack a depth of knowledge on related topics.
- An instructor may be experienced in the processes and tactics of vehicle stops, but lack understanding of implicit bias and how bias can impact discretionary stop activities.
- Scenario instructors may have experience interacting with community members, but they may have no formal understanding of procedural justice or emotional intelligence.

Instructing requires a skill set separate from that of the police practitioner. Research from education and psychology provides robust guidance on instructional strategies to enhance learner outcomes. A theory that is important for academy instructors to understand to deliver effective training is andragogy, commonly referred to as adult learning.

There has long been support for police training academies to transition to an adult learning model (Birzer, 2003; Birzer & Tannehill, 2001; Chappell, 2008). Birzer (2003) identified the benefits of transitioning from the traditional, militaristic academy training approach to one that helps recruits learn to identify and solve problems. More than a decade later, Blumberg (2019) asserted that academies that utilize an adult-learning model understand effective training.

DPSST began transitioning to an adult learning model in 2018 and provides some instructor training on evidence-based learning methodologies including active learning, retrieval practice, and providing effective feedback. However, a recent evaluation of DPSST instructors found significant gaps in the use of these methods. Some findings from the evaluation:

- DPSST instructors have a general but shallow understanding of evidence-based learning principles.
  - o 73% of DPSST instructors reported understanding evidence-based learning methodologies.

- DPSST instructors' use of evidence-based learning methodologies varies widely.
  - o 60% of instructors reported using an active learning methodology every time or almost every time they teach.

- DPSST instructors' skill in the use of evidence-based learning methodologies varies widely.
  - o 87% of instructors recognize the value of asking questions, but the quality of questions vary significantly from simply gaining student involvement to promoting critical thinking.
  - o 81% of instructors report the ability to encourage a student's critical thinking.
  - o 63% of instructors report the ability to tell the difference between a student knowing something and understanding it.

DPSST Instructor Understanding and Use of Evidence-Based Learning Methodologies
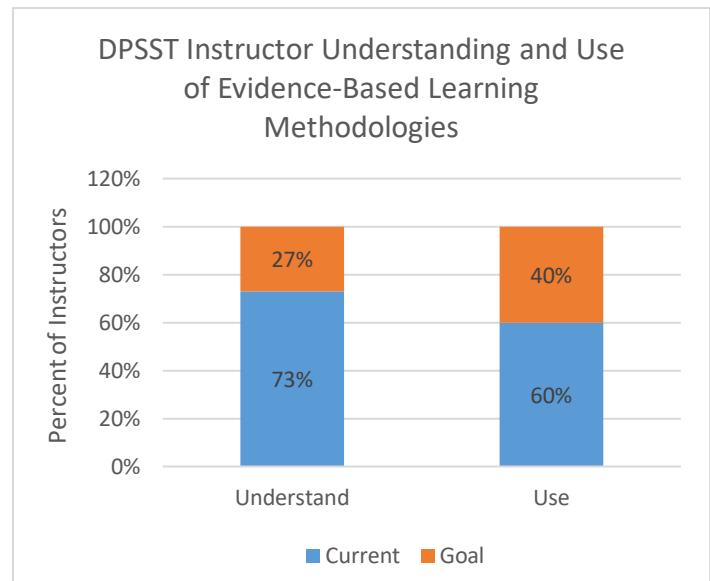
Current DPSST Instructor Development Process

Instructors must become certified by DPSST to deliver mandated training. Following application, instructors must pass a background check. They participate in a brief New Employee Orientation and then are assigned to shadow courses they are interested in teaching. To become certified, instructors must complete a two-hour Adult Learning Core course which provides a brief overview of adult learning and effective learning methodologies.

Often the Adult Learning Core is part of a larger Instructor Development Course which varies by venue. For example, instructors teaching Emergency Vehicle Operations participate in a different training than those teaching Defensive Tactics. Those providing instruction in classroom sessions receive very little training. Effort is made to have all classroom instructors complete a twenty-hour Basic Facilitator Development Course. However, there are not any dedicated instructors to coordinator or deliver this course. As a result, long periods can pass with no facilitator courses offered and instructors begin teaching without this training.

The second part of the current instructor development process includes a system of new instructors shadowing existing instructors. This process is loosely defined. After some period of shadowing, the instructor will be authorized to teach certain courses. This authorization decision is not based on any formal evaluation. Instructors are usually authorized to teach multiple classes, whether they have completed any shadowing of those classes or not.

Once authorized, instructors receive no more development. There are no observations or annual evaluations. There is little opportunity for coaching or feedback. Instructors typically maintain their authorizations until they choose to discontinue instructing. In instances of behavioral problems, instructors have their authorizations removed and are terminated. Instructors do not have their authorizations removed for being an ineffective instructor.

A recent formal evaluation of the current DPSST instructor development process identified significant gaps. The evaluation identified gaps and inconsistencies relating to instructor hiring, on-boarding, preparing instructors for a teaching assignment, ongoing training and development, and resource availability. Following are some results from the evaluation:

- 55% of instructors reported the instructor training process prepared them to teach.

    o The following quotes from instructors represent themes of insufficient training identified in the evaluation:
        - "I think their development idea was that I shadow the class and then teach it, so no instruction at all, but here it is, watch this, and then now teach it."
        - "I went through the process: shadow a class, co-teach a class, then teach one, and then you get signed off on it. But once that happened, it's like, Oh, another warm body, and they assigned me to a bunch of classes that I had never even been to."

- 62% of instructors reported they have the resources they need to teach.

    o Lack of current knowledge and direction impacts quality
        - Part-time classroom instructors identified challenges with not having all of the necessary information to teach some classes. In some instances, a lack of necessary information stemmed from recent changes in case law and the failure to provide instructors clear direction on how to teach the current content.

    o Instructor shortages impact quality
        - "Sometimes when I'm up in front of the class, I'm not the best we've got. I'm the best we've got that day, meaning there was nobody else."
        - "Being cut loose and told good luck. Here's this class because we don't have anybody to teach it. And then you're hunting and pecking, and it shows. The recruits then don't have confidence in your ability."

- Instructors want feedback on their teaching.
    o "I wish we got more feedback, and I wish we got more feedback from the recruits."

- Instructors want on-going development.
    o "There's an upfront effort, but there is little to no ongoing development efforts."
    o "I would love somebody to audit me once a year and give me input. This is where you are strong. Here are some things you may want to think about. Here are some activities you can add in or do differently."

- 66% of instructors report the expectations are clear.
    o Instructors described needs in relation to DPSST's messaging regarding training philosophy, values, and beliefs. The evaluation finds a lack of an articulated vision from the top, but rather an informal message passed from staff member to staff member.

To alleviate these gaps and improve the quality of police training, DPSST has drafted a proposed instructor development program based on research. The remainder of this report describes the proposed program and the resources necessary to implement.
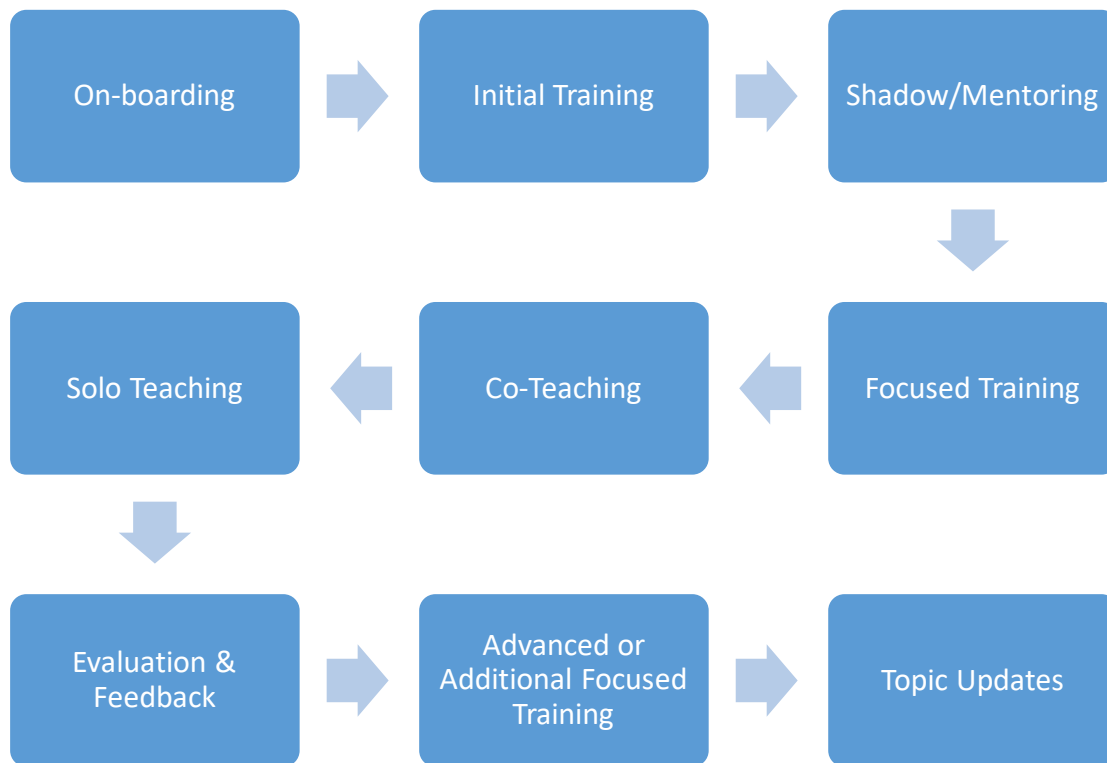
Proposed Instructor Development Program

Successfully changing academy training to develop recruits' skills more effectively requires training delivery changes (Makin, 2016; Rosenbaum & Lawrence, 2017; Sereni-Massinger & Wood, 2016; Vander Kooi & Bierlein Palmer, 2014) and thorough training for instructors (Blumberg et al., 2019). Investing in instructor development is a need.

With dedicated funding for instructor development, DPSST can implement a holistic instructor development program. As diagramed below, a holistic program begins with new instructor onboarding, connects to initial instructor training, and provides ongoing support and development in a number of ways throughout an instructor's career.

The program will be grounded in the research literature on organizational change, learning, and motivation. The program will emphasize learning and motivation theories and models. Additionally, the program will incorporate an evaluation model tied to training outcomes to improve the program, maximize learning transfer, and demonstrate organizational value (Kirkpatrick and Kirkpatrick, 2016).

Proposed Instructor Development Program High-Level Content

- Instructor On-boarding:
    - DPSST training philosophy
    - Goals of basic training
    - Expectations for instructors
    - Treatment of students
    - Available resources
        - Instructor Guidebook

- Initial Training (Core):
    - Review training philosophy and goals of basic training
    - Understanding course goals and learning outcomes
    - Using a facilitator guide
        - Facilitator responsibilities
    - The learning process
    - Bloom's Taxonomy
    - Foundations of evidence-based training
        - Adult learning
        - Active learning
        - Managing cognitive load
        - Establishing value
    - Methodologies and Associated Skills
        - Asking questions/listening
        - Class activities/discussions
        - Retrieval practice, drawing connections
        - Effective Feedback
    - Topic familiarization
    - Practical application

- Shadow and Mentoring
    - Assign mentor
    - Observe mentor delivering training (may be different topic)
        - 2 times
    - Observe assigned topic delivery
        - 2 times
    - Meet with mentor

- Focused Training (Academy/Topic Specific)

Basic Police Classroom:
- o Behavioral Health
- o Community Relations
- o Investigations
- o Legal
- o Patrol Procedures
- o Wellness

Basic Police Skills:
- o Building Search
- o Defensive Tactics
- o Emergency Vehicle Operations
- o Firearms
- o Physical Fitness/ORPAT
- o Scenarios
- o Use of Force

Basic Corrections Classroom:
- o Legal Considerations
- o Security Procedures
- o Inmate Supervision
- o Inmate Health Care/Behavioral Health
- o Professional Skills
- o Wellness

Basic Corrections Skills:
- o Defensive Tactics
- o Firearms
- o Physical Fitness/CORPAT
- o Use of Force

Basic Parole and Probation Classroom:
- o Roles and Responsibilities
- o Facilitating Change
- o Offender Supervision
- o Field Procedures
- o Wellness

Basic Parole and Probation Skills:
- o Defensive Tactics
- o Firearms
- o Physical Fitness/ORPAT
- o Use of Force

Basic Telecommunications Classroom:
- o Behavioral Health
- o Community Relations
- o Emergency Medical Dispatch
- o Field Procedures
- o Legal
- o Telecommunications
- o Wellness

Basic Telecommunications Skills:
- o Scenarios

Basic Oregon Liquor and Cannabis Commission Classroom:
- o Communication and Accountability
- o Legal
- o Field Procedures

Basic Oregon Liquor and Cannabis Commission Skills:
- o Defensive Tactics
- o Physical Fitness/ORPAT
- o Use of Force

Supervisor Leadership Academy

Organizational Leadership & Management Academy

- Co-Teaching
    - Deliver training with an authorized instructor, sharing delivery responsibilities
        - 2 times

- Observed Solo Teaching
    - Primary delivery of training
        - 2 times
        - Mentor observes and provides feedback
            - 1 time
    - Recommend authorizations

- Evaluation
    - Annual audit and evaluation
    - Compile student feedback
    - Provide evaluation and student feedback
    - Provide coaching
    - Refer for remedial, advanced, or other specialty training

- Topic/Course Updates
    - Legal changes- mandates, statutes, case law
    - Content updates
    - Delivery updates

- Advanced or Additional Specialty Training
    - Developing higher-order thinking
    - Methodologies
        - Metacognition
        - Spaced/varied/interleaved
    - Facilitating challenging discussions, navigating discomfort
    - Troubleshooting problems
    - Learning versus performance
    - Training design and curriculum development
    - Practice and feedback

How Relevant Content Will Be Developed and Maintained

The proposed Instructor Development Program will be housed within DPSST's Center for Policing Excellence (CPE). The CPE is a legislatively created unit tasked with the application of research to improve public safety outcomes. Currently, the CPE employs one individual with a doctoral degree in Education who will oversee the development, implementation, and delivery of the program. As additional positions are funded and filled, knowledge and experience in training and education will be a priority.

All program content will be developed and maintained within the CPE. Content will expand upon already developed materials, such as DPSST's research-based Adult Learning Core and Basic Facilitator Development Course. Additionally, the research manuscript *Teaching Police to Teach: Enhancing Instructional Practices at the Police Training Academy* (Heintzman-Yutzie, 2021) will serve as the guide.

The CPE already oversees the development and maintenance of basic academy curriculum. The instructor development curriculum will follow a similar process. With dedicated funding to staff this program as recommended, development and maintenance will be achievable.

How and When Content Will Be Delivered

In addition to developing content, the proposed Instructor Development Program requires staffing to deliver the training and manage the on-going development of approximately 300 instructors.

The proposed delivery of program offerings is as follows:
- On-boarding
  - Offered monthly to all new instructors
- Initial Training
  - Offered monthly or bi-monthly (depending on the number of participants) to all new instructors
- Focused Training
  - Offered quarterly to all new and existing instructors
- Evaluation
  - Conducted an on-going basis, each instructor receives a formal annual evaluation
- Advanced Training
  - Offered twice a year to all existing instructors
- Topic Updates
  - Offered throughout year as needed for all instructors (for example, legal updates at the end of each legislative session)

Training and development opportunities will be delivered both in-person and via a virtual platform. DPSST currently lacks the technology to effectively deliver and manage virtual training. A Learning Management System is commonly used in education and corporations to manage the on-boarding and training of employees. A Learning Management System can be used to develop, store, track, and deliver education and training programs. Learning Management Systems are used by other academies to train both recruits and instructors. With dedicated funding to acquire and utilize a Learning Management System, effective delivery and tracking will be achievable.

Recommended Program Resources

- Learning Management System
- One IS position to support Learning Management System
- One full-time program coordinator (previously funded)
- Two full-time program instructors
- One program content and resource developer
- Funding to pay the hourly wages of the approximately 300 instructors who will participate in training and development

Program Scalability

The resources allocated for the Instructor Development Program will determine the scalability of offerings. With each recommended resource, the following can be achieved.

With current funded Public Safety Training Specialist 2 (PSTS2)
- Can deliver the existing two-hour Adult Learning Core on a monthly basis.
- Can deliver the existing twenty-hour Basic Facilitator Development Course on a quarterly basis.
- Can participate in existing instructor development classes to improve quality and consistency.

Add one Public Safety Training Specialist 1 (PSTS1) or Training and Development Specialist 2 (TDS2)
- Can add participation in monthly new instructor on-boarding to improve messaging quality and consistency.
- Can deliver the existing twenty-hour Basic Facilitator Course on a monthly or bi-monthly basis
- Can add participation in existing instructor development classes to improve content quality and consistency.

Add one Training and Development Specialist 2 (TDS2)
- Can create additional developmental training program modules as described above.
- Can develop training modules for Learning Management System.
- Can create and disseminate instructor development resources and job aids.

Add Learning Management System and one IS Support Position
- Can deliver more effective virtual training. This will help make training options available to the approximately 300 part-time instructors who are located across the state while reducing mileage costs.
- Can maintain LMS system needs.
- Can make available a library of virtual and on-demand instructor resources.

Add second Public Safety Training Specialist 1 (PSTS1) or Training and Development Specialist 2 (TDS2)
- Can deliver additional developmental instructor training modules.
- Can add observation, evaluation, and feedback processes.
- Can deliver virtual training via a Learning Management System.

Add three Additional Public Safety Training Specialists 1 (PSTS 1)
- FTE to be used for the approximately 300 instructors to participate in training and development offerings.
- Can add development opportunities through shadowing and mentoring with experienced and qualified instructors.
- Would provide approximately 25-30 hours of training and mentoring per instructor each year.

Additional Resources Needed	Cost
Learning Management System - Start Up *(estimate)*	$50,000 *(one time cost)*
Learning Management System – Annual License / User Fees *(estimate)*	$60,000
Subtotal- LMS	$110,000
2 FTE - PSTS 1 or TDS 2 (deliver the training)	$393,860
3 FTE - PSTS 1 (participate in training)	$590,790
1 FTE - TDS 2 (develop the training)	$196,930
1 FTE – ISS4 (LMS support)	$188,641
Subtotal- FTE	$976,361
Program Total	$1,086,361

Implementation Timeline

The Instructor Development Program will be implemented in stages during the 2021-2023 biennium, or after funding.

First Two Months
- Begin delivering monthly instructor on-boarding
- Post additional positions
- Begin the bid/procurement process for a Learning Management System

First Six Months
- Begin delivering monthly/bi-monthly initial training
- Fill additional positions
- Identify mentors
- Development of focused training modules
- Development of instructor resources/training aids

First Year
- Implement mentoring process
- Continued development of focused training modules
- Development of advanced training modules
- Begin delivering topic updates
- Begin development of Learning Management System modules

Second Year
- Implement annual instructor evaluation process
- Implement curriculum maintenance process

Conclusion

The Department of Public Safety Standards and Training has and will continue to invest in improving training content. As the research shows, improved content is only part of the solution. To continue to improve Oregon's police training, DPSST needs to also invest in the quality of instruction. An Instructor Development Program would ensure all instructors are properly trained and skilled at delivering training. Skilled instructors, using evidence-based learning methodologies with fidelity, will enhance student learning and retention. Skilled instructors, who have a deep understanding of their experiences, including historical development, prevalence, surrounding dynamics, and relationship to other issues, will be better prepared to help recruits develop a deep understanding of critical topics. Skilled instructors will benefit Oregon's communities by developing more knowledgeable, informed, and skilled new officers.

Such an investment requires dedicated resources, including FTE and technology. The requested resources to implement the holistic plan as described in this report and train and develop approximately 300 instructors is $1,086,361.