

Iowa Law Enforcement Academy

**PERFORMANCE
REPORT**

**Performance results Achieved
for Fiscal Year 2009**

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INTRODUCTION

I am pleased to present the Iowa Law Enforcement Academy's performance report for fiscal year 2009. This report contains valuable information about the training and services the Iowa Law Enforcement Academy provided to Iowans.

Major accomplishments of the year include updating computers and software for employees; completing the reserve peace officer standardized training and state certification process; adding new specialty schools; continued development of a telecommunication training lab; and, training approximately 3,200 peace officers, dispatchers, and jailers.

The Iowa Law Enforcement Academy, despite continuing budget and revenue concerns, increased the number of new specialty schools provided, obtained new FATS equipment, and completed facility updates such as new roofing over the classrooms. The over-all number of newly certified peace officers decreased during fiscal year 2009 (from 236 in FY 08 to 198 in FY 09). Even though certification of officers is the largest source of earned revenue for the Academy and 38 fewer officers were certified in FY 2009, the Academy was still able to finish the year in the black.

The Academy is the sole regulator of law enforcement, jailer and telecommunicator training in Iowa. However, the Academy has competition from the regional Level I and Level II training academies. Persons with a 2-year or 4-year degree in police science or criminal justice can choose to attend the Level II short course training at Hawkeye Community College or Western Iowa Technical Community College. Agencies can also request permission for their officers to attend the Cedar Rapids or Des Moines Police departments' academies. However, the Academy continues to train by far the largest number of Iowa peace officers.

The Academy is confronted with two primary operational and strategic challenges: budgetary constraints; and, lack of personnel. Each of these challenges has a different set of problems and issues associated with it. The budgetary constraints resulted in the academy going into the negative by \$150,000 in FY 2004 and \$41,049 in FY 2005. In FY 2004, the Academy conducted only five Basic Certification Schools, not the six usually scheduled, because there was insufficient demand from law enforcement agencies in the field. This reduced earned revenues by perhaps \$80,000, and contributed to the Academy's financial difficulties that year.

The Academy has adjusted by cutting costs wherever possible and by increasing the tuition charged for attendance at the Basic Certification Schools. Under language inserted in the Academy's appropriation bill each year, the Academy is allowed to charge more than the statutory limit of 50% of the full cost of the basic training academy. Sixty-one percent was charged in FY 2009. The Academy has completed the last two fiscal years in the black. The Academy general fund appropriation for FY 2010 was decreased by approximately 8.5%. Budget constraints continue to be a major concern.

The Academy currently has three instructor vacancies and one Law Enforcement Academy Training Coordinator vacancy. These vacancies have been funded (ever since the incumbents retired) through the personnel budget established by the Department of Management, but they

have not been filled. One of the instructional vacancies is funded with a grant from the National Highway Traffic Safety Administration, and federal stimulus funding has been secured to cover a second instructional position for one year. It is expected that both positions will be filled during FY 2010. The instructor shortage continues to create problems in coverage of some classes.

The lack of sufficient instructional personnel has led to the administration teaching more classes, thus leaving less time for administrative and leadership matters. It also requires the Academy to rely on outside instructors, although the use of outside instructors decreased from FY 2008 to FY 2009. Even with these constraints the Academy is looked to for the best law enforcement training in the state. The Academy is proud of its service to Iowa law enforcement, the criminal justice system, and our communities.

Sincerely,
E.A. "Penny" Westfall, Director

AGENCY OVERVIEW

The Iowa Law Enforcement Academy (ILEA) was created by an act of the Iowa legislature in 1967 with its purpose being to upgrade law enforcement to professional status. The specific goals were to maximize training opportunities for law enforcement officers, to coordinate training and to set standards for the law enforcement services.

The Iowa Law Enforcement Academy Council, established under Chapter 80(B) of the Code of Iowa, oversees the Academy. The Council has a membership of seven persons. The Iowa Code specifies the seven members must include:

- A Sheriff;
- A police officer from city with greater than 50,000 population;
- A police officer from city with less than 50,000 population;
- A representative from the Department of Public Safety; and,
- Three representatives of the public.
- Additionally, a state senator and a state representative are appointed as ex-officio, non-voting members. Two federal agencies (the FBI and DEA) serve in an advisory capacity.

The voting members are appointed by the Governor with Senate confirmation and serve four-year terms. There is no limit on the number of terms that can be served.

The Academy Council establishes minimum standards for Iowa law enforcement and grants officer's certification. The Academy Council has the responsibility of decertifying or suspending an officer's certification when necessary. In a manner, the Academy "polices the police."

The Academy provides residential training sessions varying in length from the 13-week basic training schools to one-day specialty and in-service seminars. The Academy can provide housing for 112 persons at any one time. The physical facility consists of dormitory rooms, classrooms, a cafeteria providing meals three times a day, a physical fitness center, a photography and video

production studio, and administrative offices. The Academy is located on Camp Dodge in Johnston, Iowa, and shares firearms ranges and tactical facilities with the Iowa National Guard.

The Academy, in addition to maximizing training opportunities for all of Iowa's peace officers, is responsible for providing basic and in-service training for all county and city jailers and telecommunicators in Iowa. The Iowa Law Enforcement Academy also establishes standards and training requirements for reserve peace officers in Iowa.

The Academy provides certification training for approximately 200 entry-level law enforcement officers every year through six 13-week basic classes. Records are kept on all Iowa peace officers showing that each officer has met the hiring standards and has become certified within one year of being hired.

The Academy conducted more than 100 in-service schools in FY 2009 at various locations around the state and at the academy. Approximately 3,300 Iowa peace officers, jailers, and telecommunicators attended this training. The Academy maintains and updates training files on approximately 6,000 active full and part-time peace officers in Iowa. All active status peace officers must obtain twelve hours of continuing education on an annual basis (or thirty-six hours over three years).

Three hundred and seventy five telecommunicators attended basic entry-level telecommunicators training and in-service schools. Records are maintained for each of the Iowa telecommunicators.

Forty-hour basic schools for jailers and jailer in-service schools were held across the state and at the Academy. One thousand fifty-three jail employees attended this training. Records are maintained for each Iowa jailer.

The Academy administers a program of psychological, cognitive and standards testing for all sworn personnel and jailers. The Academy conducts statewide testing with a cognitive examination, the National POST (Police Officer Standard Test), and a personality instrument, the MMPI-2 (Minnesota Multi-phasic Personality Inventory-2). The MMPI test volume is one of the largest databases of law enforcement applicants in the country (more than 17,000 evaluations done by ILEA since 1986). Over three-fourths of all psychological tests of Iowa law enforcement applicants are evaluated by ILEA. ILEA conducted or reviewed 232 POSTs and 702 MMPIs during FY 2009.

ILEA staff provides evaluation expertise and advice concerning the classification results of the MMPI-2 as well as counsel on fitness for duty, training issues, and disciplinary matters while considering an individual's MMPI-2. Emphasis is placed on high-risk and liability issues, such as the potential for aggressive behavior including domestic abuse and other violence-prone tendencies.

The Academy maintains and updates required files on all reserve peace officers in the state. These records include information on hiring standards, current active reserve officers, and weapon certifications for the reserve officers. All reserve peace officers who want to carry weapons must submit information that reflects their training and qualification. Background

investigation and fingerprint record checks with the Iowa Division of Criminal Investigation and Federal Bureau of Investigation must be completed before weapons certification is granted.

Requirements for standardized training and state certification of reserve peace officers were passed by the legislature in FY 2007. Training modules have been developed and certification testing is occurring. There are approximately 100 reserve peace officers certified in Iowa.

The Academy oversees and approves training provided at the recognized regional training facilities across Iowa (Cedar Rapids Police Department, Des Moines Police Department, Department of Public Safety, Hawkeye Community College, and Western Iowa Technical Community College.) The Cedar Rapids Police Department, Department of Public Safety, and Des Moines Police Department conduct Level I basic academy training (full academy). Hawkeye Community College and Western Iowa Technical Community College conduct Level II basic academy training (short course). The Academy is responsible for approving the curriculum and instructors at each program. Officer certification is given by ILEA once proof of successful completion is provided to the Academy.

All of the more than 600 law enforcement agencies in Iowa rely on the Academy not only for training but also for leadership, advice, and research. Academy instructors serve as expert witnesses for grand jury proceedings and civil cases filed against agencies and individual officers. Academy instructors are currently working with approximately fourteen grand jury and civil proceedings.

Vision: The Academy’s vision is “Excellence in Training – Training the Best Peace Officers, Jailers, and Telecommunication Specialists in the Nation.”

Mission: The Academy’s mission is “Professionalism through Training.”

Guiding Principles (Values):

- Service
- Teamwork
- Excellence
- Ethics
- Professionalism

Goals:

- Provide essential, timely, and cost-effective law enforcement, jailer, and telecommunication specialists training at both entry and in-service levels.
- Maintain and enforce reasonable standards for the law enforcement service that are critically necessary for the protection of the public that is served.

Core Function:

Education

The Academy owns and maintains the Iowa Law Enforcement Academy facility located on Camp Dodge in Johnston, Iowa. The United States Congress, through Public Law 90-444, amended the land-use restriction applicable to Camp Dodge so that Iowa could use up to nine acres “for law enforcement academy purposes.” Although the specific acreage to which this modification was to apply was to have been agreed upon by the Secretary of the Army and the State of Iowa, no agreement has ever been signed.

The Academy also maintains 22 vehicles. Twelve vehicles are used in training Iowa peace officers during the basic training and for driver training instructor certification and re-certification classes. The Academy owns 11 of the 22 vehicles, including two buses. Academy instructors while training and/or testing at various locations across the state, use these vehicles. The buses are used to transport students to training activities.

The Academy provides 24/7 Web access for information concerning class and testing schedules as well as other information about the academy.

The Academy’s reporting relationship begins with the Governor, to whom the Director reports. The span of control was decreased within the last few years so that the Director oversees the instructors, security, maintenance personnel and public service supervisor while the public service supervisor oversees the secretaries and clerks.

There are 29.50 authorized positions at the Iowa Law Enforcement Academy. Currently 25.50 positions are filled. Two of the filled positions are supervisory, eleven are instructors, and 12.50 are support, including accounting and maintenance personnel.

ILEA
Organizational Chart

The general fund appropriation for the Academy in FY 2010 is \$1,166,033.

Chester J. Culver Governor

The Academy has three primary customer groups: the criminal justice community including law enforcement agency command staff, peace officers, jailers, telecommunicators, county attorneys, and judges; approved regional

E.A. (Penny) Westfall Director

Law Enforcement Academy Council

Budget and Accounting Staff

Administrative and Support Staff

Instructors and Training Staff

Arlen Ciechanowski Assistant Director

Clerical Staff

training academies; and, the public.

Although not identical, all customer groups have similar requirements – well-trained peace officers, jailers and telecommunicators who protect communities and who are willing to give their lives in doing so; who understand and protect everyone’s constitutional rights by not entering homes without legal justification, not making arrests without probable cause and using only the level of force necessary in carrying out their duties; and, who only use deadly force when no other alternatives are available.

A large part of the Academy’s success is directly related to the priority placed on:

- Building and maintaining a positive relationship with customers and suppliers;
- Knowing what customers’ needs and expectations are;
- Working with staff and suppliers to ensure those needs and expectations are met.

The Academy maintains open communication with customers and suppliers through:

- Telephone access Monday through Friday 24 hours a day.
- Regular meetings with law enforcement associations and their lobbyists.
- Surveys sent to customers at the end of each basic training Academy class.
- Bi-annual survey sent to Chiefs, Sheriffs, and other state agency commanders.
- Meetings held across the state with law enforcement personnel.
- Student evaluations completed on the cafeteria supplier and outside instructors.

This communication process provides the customer, supplier and Academy real-time information regarding the needs and expectations of all parties.

Strategic Plan Results

Key Strategic Challenges and Opportunities

The Academy is confronted with two primary operational strategic challenges:

- Budgetary constraints
- Lack of personnel

The Iowa Law Enforcement Academy is responsible for overseeing all training for peace officers, jailers, telecommunicators, reserve peace officers and training academies as well as compliance with all rules found in 501 Iowa Administrative Code. There are approximately 6,000 certified peace officers in Iowa. Each peace officer must receive basic training within one year of being hired. All certified peace officers must receive twelve hours of continuing education training each year (or 36 hours in three years).

There are five approved law enforcement academies in addition to the Iowa Law Enforcement Academy. The approved Level I Basic Training Regional Academies are Cedar Rapids Police Department, Des Moines Police Department and the Iowa Department of Public Safety. Hawkeye Community College and Western Iowa Technical Community College are approved to

conduct the short Level II Basic training program. This program is available for anyone who has a two or four-year degree in police science or criminal justice.

Training requirements are also established for jailers and telecommunicator specialists. The Iowa Law Enforcement Academy is responsible for offering this training or approving the training provided at the local level.

There are approximately 1,700 reserve peace officers in Iowa. The reserve peace officers are to receive 80 hours of training over an eighteen-month period. Rules concerning personal hiring standards for reserve peace officers became effective June 2, 2004. The Iowa Reserve Peace Officer Association worked with the Academy to develop training standards and to establish a certification program for reserve peace officers that became effective in the Iowa Code July 1, 2007. The Academy also approves weapons certification for reserve officers.

There has been an increase in violence in our society over the last several years. It appears that more officers are being injured or killed in the line of duty. Approximately 150 officers were killed in this country during 2009. Increased violence and a decrease in the number of law enforcement officers in many agencies underscores the need for up-to-date training and training facilities.

The Academy is exploring all options to continue to provide the best possible law enforcement, jailer, and telecommunicator training in the state with these key strategic challenges.

GOAL #1: Up-to-date and state-of-the-art training to peace officers, jailers, and telecommunicators, provided by well-trained instructors with adequate equipment in a state-of-the-art facility.

Strategies:

- Fill all vacant instructor positions.
- Obtain funding for needed equipment
- Obtain approval and funding for new joint criminal justice training facility
- Find quality up-to-date national training that will keep ILEA instructors on the cutting edge.
- Find quality up-to-date training for ILEA support personnel.

Measures/Results:

Performance Measure: Percent of persons successfully completing basic training programs.

	2007	2008	2009
Number Enrolled	200	239	204
Number Certified	189	236	198
% Completed	95%	99%	97%

Data Sources:

Iowa Law Enforcement Academy

Data Reliability:

The actual number of students entering basic academy training was compared to the number of students graduating and being certified by the Academy.

What was achieved:

The number of persons completing basic training at the Academy has remained fairly constant. The number certified did decrease in FY 09 but not to the level of FY 07. It would be helpful to determine the percentage of students graduating from each of the regional academies.

Analysis of results:

Some students are dismissed for discipline reasons while others are unable to complete the training due to injuries or inability to meet requirements. Comparisons should be made with other regional academies.

Link(s) to Enterprise Plan:

The goal aligns in unspecified ways with the Governor’s Just and Inclusive Communities goals.

GOAL #2: Become less reliant upon general fund monies.

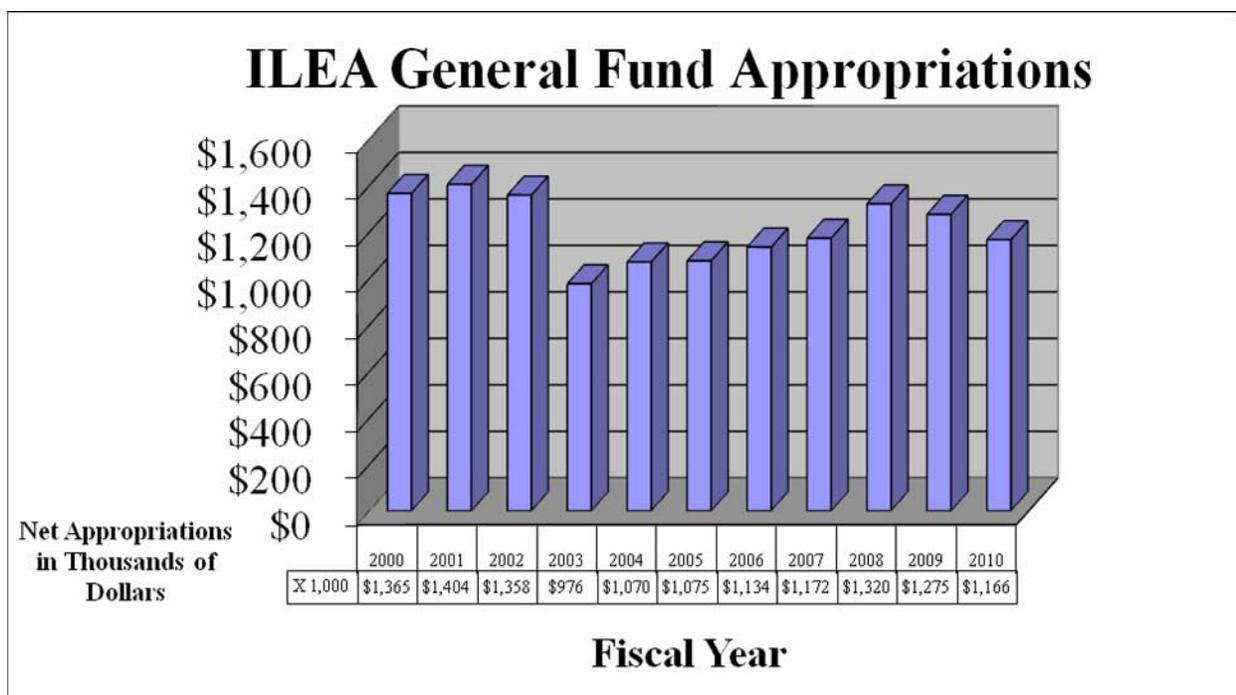
Strategies:

- Search out possible federal grants and funding
- Search out foundations that provide money for education purposes
- Develop private giving program initiative to raise money for ILEA

Measures/Results

Performance Measure

Increase other funds leveraged by the ILEA by 5% each of the next 3 to 5 years.



Data Sources:

Iowa Law Enforcement Academy

Data Reliability:

The Academy receives its information from the I-3 Budget System.

What was achieved:

Total resources for the Academy in FY 2009 were \$2,812,881, including an appropriation from the general fund of \$1,275,199. The annual general fund appropriation as a percentage of the Academy’s total budget has fluctuated between 45.0% and 46.8% over

the past four years. Just under 54% of ILEA revenue came from other than the general fund appropriation in FY 2009.

Analysis of results:

The general fund appropriation was approximately 46% of the Academy’s total budget in FY 2009.

Link(s) to Enterprise Plan:

This goal aligns in unspecified ways with the Governor’s foundation of quality, value and delivery.

GOAL # 3: Expand the current market for ILEA services by developing training for reserve officers, security personnel and sponsored individuals who have not yet been hired by a law enforcement agency.

Strategies:

- Develop a training program for private security industry personnel that will include an annual joint conference, special training classes and joint law enforcement/security industry personnel training.
- Develop a training program for reserve peace officers that will meet basic training requirements.
- Develop a marketing plan to bring sponsored individuals not yet hired by a law enforcement agency to ILEA.

Measures/Results

Performance Measure: The number of non-traditional persons attending ILEA training, including security personnel, reserve peace officers, and sponsored but not yet hired individuals.

Data Sources:

Iowa Law Enforcement Academy

Number of Persons	2007	2008	2009
Sponsored but not hired	1	0	1
Reserve Peace Officers State Certified	0	0	61
Security Personnel	0	0	

Data Reliability:

The Academy will maintain records documenting the total number of non-traditional individuals attending ILEA training.

What was achieved:

The data displayed are the baselines from which future analysis will proceed. Development of this training is continuing at this time.

Analysis of results:

The ‘sponsored but not yet hired’ and “reserve peace officers’ groups are currently the most promising areas from which to generate increased revenue. Work will continue in these areas.

Link(s) to Enterprise Plan:

This goal aligns in unspecified ways with the Governor’s foundation of quality, value and delivery.

GOAL #4: Become the research source for law enforcement issues in Iowa.

Strategies:

- Encourage staff to conduct research and publish articles on a local and national level
- Give research projects to students attending the basic training programs.

Measures/Results

Performance Measure:

The number of articles submitted and/or published by staff

Number of Articles	2006	2007	2008	2009
	9	10	3	5

Data Reliability:

Information was taken from individual performance plan reviews and publications.

What was achieved:

The number of articles submitted and/or published by staff decreased from FY 2007 to FY 2008, but increased from FY 2008 to FY 2009.

Analysis of Results:

This is an output measure. A better measure of the impact of this goal would be the number of calls/questions received after articles are published. The number of articles increased in 2009 but not to the level of 2007 due to staff shortage. Work will continue in this area to have more articles published.

Link(s) to Enterprise Plan:

This goal ties in unspecified ways to Goal 3 of the Just and Inclusive Communities.

GOAL #5: Increase the level of professionalism of law enforcement officers, jailers, and telecommunicator specialists in Iowa by providing testing services as needed, through educational opportunities, and by assuring compliance with required standards.

Strategies:

- Develop a partnership with a university program to establish evening and weekend undergraduate and graduate programs at ILEA.
- Provide training to law enforcement agencies concerning ILEA required standards.
- Develop an Ethics and Professionalism train-the trainer program.
- Develop a command staff training and certification program.
- Develop a command staff discussion forum where current topics and publications are discussed.
- Develop a better mechanism to assure compliance with required standards.
- Develop one-day testing procedures for all required hiring standards, having ILEA staff conduct classes around the state on a quarterly basis.

Measures/Results

Performance Measure: Number of officers decertified each year

Number of Officers Decertified	2006	2007	2008	2009
	12	14	9	12

Data Reliability:

Information is taken from the ILEA Council minutes of action taken.

What was achieved:

The data displayed are the baselines from which future analysis will proceed. New procedures are in place to increase the number of decertifications.

Analysis of results:

Decertifications did increase in FY 2009. There was also a suspension of an officer's certification in FY 2009.

Link(s) to Enterprise Plan:

This goal aligns in unspecified ways with the Governor's foundation of quality, value and delivery.

Performance Plan Results

Core Function Education

Name: Iowa Law Enforcement Academy

Description:

The Iowa Law Enforcement Academy provides the best possible basic, specialty, and supervisory training to Iowa peace officers, jailers, and telecommunicators. This training includes instructor certification in several areas such as firearms, defensive tactics, driving, and jail training. The training is conducted both at the Academy located on Camp Dodge in Johnston as well as across the State of Iowa. Three thousand, two hundred and ninety one law enforcement personnel were trained in fiscal year 2009. More than 60 reserve peace officers were state certified.

The Academy is the sole regulator of law enforcement, jailer, and telecommunicator training in Iowa. The Academy oversees three Level I regional basic training academies at the Des Moines Police Department, the Cedar Rapids Police Department, and the Department of Public Safety, as well as two Level II short program basic training academies at Hawkeye Community College and Western Iowa Technical Community College. The staff psychologist conducts psychological and cognitive testing for those people being hired in all law enforcement agencies. The Academy sets standards for continuing education requirements of law enforcement personnel. The Academy sets standards for hiring and training of Iowa reserve peace officers. The Academy is responsible for certifying all peace officers in the state of Iowa and for decertifying those officers who violate the established standards of behavior for Iowa peace officers.

Why are we doing this:

The Iowa Law Enforcement Academy was created by statute in 1967 to improve the professionalism of Iowa peace officers through standardized training. Over the years the Academy has become the number one source of law enforcement training in the State of Iowa. The Academy oversees all basic training of peace officer, jailers, and telecommunicators.

Results:

Performance Measure:

Percent of stakeholders rating Academy training very good to excellent is: 93%

Performance Measure:

Percent of agencies in compliance with all applicable rules and regulations is: 96%
(estimate based on information available to Academy)

Performance Measure:

The number of articles published by professional staff during FY 2008 is: 5

Performance Measure:

The percent of electronic training records containing accurate information is: 98%

Data Sources:

Iowa Law Enforcement Academy

Data Reliability:

Information is obtained from ILEA evaluation survey and records.

Why are we using these measures:

The Academy is working to develop the best measures for this core function. This measurement may be adjusted in the future. Generally, agencies that are satisfied with training they receive will use the Academy again.

What was achieved:

See above discussion.

Analysis of results:

No further study needs to be done because the Academy knows why each student leaves a Basic training class. Some students are dismissed for discipline reasons while others are unable to complete the training due to injuries or inability to meet requirements. Comparisons should be made with other regional academies.

Factors affecting the results:

Some students leave the academy due to an inability to meet necessary requirements. Others are sent home due to injury or for disciplinary reasons.

Resources used:

Iowa Law Enforcement Academy staff and record information.

Resource Reallocations

The Iowa Law Enforcement Academy has vacant three instructional positions plus the position of Law Enforcement Academy Training coordinator. Although all four are funded, these positions have not been filled. It has been necessary to reallocate the work primarily to other ILEA staff. The director and assistant director are each teaching additional classes to cover at least part of the extra instructional load. This takes them away from administrative and leadership responsibilities. Outside instructors from other agencies are also utilized to cover this shortfall. Use of outside instructors can result in a lack of standardized training if the instructor changes from session to session. For example, three different instructors have taught traffic accident investigation over the last two years. Each instructor had a slightly different teaching style. Each outside instructor works for a law enforcement agency and at times could not make it to the scheduled class due to work conflicts. This resulted in last minute changes in the student's schedule.

The workload that would be assigned to a Training Coordinator is not, at present, being handled by anyone at the Academy. All workload reassignments will continue until the vacant positions are filled.

AGENCY CONTACTS

Copies of the Iowa Law Enforcement Academy's Performance Report are available on the Department of Management Web site:

www.dom.state.ia.us/planning_performance/plans_reports/reports.html.

Copies of the report can also be obtained by contacting Director Penny Westfall at 515-242-5214 or penny.westfall@iowa.gov

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