

PERFORMANCE AUDIT
OF THE

MICHIGAN COMMISSION ON LAW ENFORCEMENT
STANDARDS DIVISION AND THE TRAINING DIVISION

OFFICE OF ORGANIZATIONAL DEVELOPMENT
MICHIGAN DEPARTMENT OF STATE POLICE

June 1999

EXECUTIVE DIGEST

MICHIGAN COMMISSION ON LAW ENFORCEMENT STANDARDS DIVISION AND THE TRAINING DIVISION

INTRODUCTION

This report, issued in June 1999, contains the results of our performance audit* of the Michigan Commission on Law Enforcement Standards Division (MCOLES) and the Training Division, Office of Organizational Development, Michigan Department of State Police (MSP).

AUDIT PURPOSE

This performance audit was conducted as part of the constitutional responsibility of the Office of the Auditor General. Performance audits are conducted on a priority basis related to the potential for improving effectiveness* and efficiency*.

BACKGROUND

The MSP Office of Organizational Development maintains two divisions at the State Police Training Academy in Lansing: MCOLES and the Training Division.

MCOLES's mission* is to ensure that selection, employment, and training standards are responsive to the needs of the people of the State of Michigan and to the law enforcement profession.

* See glossary on page 26 for definition.

MCOLES is authorized by Act 203, P.A. 1965 (Sections 28.601 - 28.616 of the *Michigan Compiled Laws*), to prepare and publish professional standards of physical, educational, mental, and moral fitness which govern the recruitment, selection, training, and certification of law enforcement officers. MCOLES is composed of 11 members. MSP has administrative responsibility for MCOLES. However, MCOLES has direct authority to exercise its statutory powers and duties.

The Michigan Justice Training Commission (MJTC) was transferred to MCOLES from the Office of Contract Management, Department of Management and Budget, in fiscal year 1992-93. MJTC derives its legal status from Sections 18.421 - 18.428 of the *Michigan Compiled Laws* and receives funds from assessments levied against certain civil infractions of the Michigan Vehicle Code (Sections 257.1 - 257.923 of the *Michigan Compiled Laws*). These funds are maintained in the Michigan Justice Training Fund*. MJTC is composed of 8 members.

MJTC distributes training funds to the criminal justice community for in-service training* of its law enforcement officers and distributes training grants to local units based on need.

The Training Division's mission is to provide leadership and coordination in the development and delivery of innovative training programs, educational opportunities, and support services.

The Training Division is responsible for operating the State Police Training Academy and providing recruit and continuing training for MSP employees. Instruction is

* See glossary on page 26 for definition.

provided by Training Division staff and supplemented by other division and outside staff.

For fiscal year 1997-98, MCOLES reported operating expenditures of approximately \$1.4 million and the Training Division reported operating expenditures of approximately \$4.1 million. As of December 31, 1998, MCOLES had 20.5 full-time equated positions and the Training Division had 40.0 full-time equated positions.

**AUDIT OBJECTIVES
AND CONCLUSIONS**

Audit Objective: To assess the effectiveness of MCOLES's coordination of law enforcement officer employment standards and training programs.

Conclusion: We concluded that MCOLES's coordination of law enforcement officer employment standards and training programs was generally effective. However, we noted reportable conditions* related to the candidate training and evaluation process, advanced in-service training, monitoring of training academies, information technology, and monitoring of program objectives (Findings 1 through 5).

Audit Objective: To assess the effectiveness of MJTC's process for distributing justice training funds to the criminal justice community.

Conclusion: We concluded that MJTC's process for distributing justice training funds to the criminal justice community was generally effective. However, we noted reportable conditions related to competitive grant* and law enforcement distribution* expenditures and registering of in-service training (Findings 6 and 7).

* See glossary on page 26 for definition.

Audit Objective: To assess the effectiveness and efficiency of the Training Division's administration of its trooper training and development programs and its operation of the training academy.

Conclusion: We concluded that the Training Division's administration of its trooper training and trooper development programs and its operation of the training academy were effective and efficient. We did not note any reportable conditions related to this objective.

**AUDIT SCOPE AND
METHODOLOGY**

Our audit scope was to examine the program and other records of the Michigan Commission on Law Enforcement Standards Division and the Training Division. Our audit was conducted in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States and, accordingly, included such tests of the records and such other auditing procedures as we considered necessary in the circumstances.

Our methodology included the testing of records primarily covering the period October 1, 1996 through December 31, 1998. We conducted a preliminary survey of MCOLES's and the Training Division's operations to gain an understanding of their activities and to form a basis for selecting certain operations for audit. This included discussions with staff regarding their functions and responsibilities, tests of program records, and a review of MSP and Division policy directives and operating procedures.

We assessed the effectiveness of the testing and certification process, reviewed MCOLES's continuing education records and records related to the monitoring of

regional basic and preservice training academies*, and analyzed outcomes* of the measurable objectives* included in MCOLES's annual report. Also, we reviewed and tested data related to Michigan Justice Training Fund distributions. In addition, we evaluated the recruit school and trooper development processes to determine effectiveness of recruit and in-service training. Further, we analyzed the training facility usage and operations.

**AGENCY RESPONSES
AND PRIOR AUDIT
FOLLOW-UP**

Our audit report includes 7 findings and 7 corresponding recommendations. MCOLES agreed with all 7 recommendations.

MSP complied with 6 of the 10 prior audit recommendations included within the scope of our current audit. The other 4 recommendations were rewritten for inclusion in this report.

* See glossary on page 26 for definition.

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Colonel Michael D. Robinson, Director
Michigan Department of State Police
714 South Harrison Road
East Lansing, Michigan
and
Mr. William Dennis, Chairman
Michigan Commission on Law Enforcement Standards
7426 North Canal Road
Lansing, Michigan

Dear Colonel Robinson and Mr. Dennis:

This is our report on the performance audit of the Michigan Commission on Law Enforcement Standards Division and the Training Division, Office of Organizational Development, Michigan Department of State Police.

This report contains our executive digest; description of agency; audit objectives, scope, and methodology and agency responses and prior audit follow-up; comments, findings, recommendations, and agency preliminary responses; and a glossary of acronyms and terms.

Our comments, findings, and recommendations are organized by audit objective. The agency preliminary responses were taken from the agency's responses subsequent to our audit fieldwork. The *Michigan Compiled Laws* and administrative procedures require that the audited agency develop a formal response within 60 days after release of the audit report.

We appreciate the courtesy and cooperation extended to us during this audit.

AUDITOR GENERAL

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AND THE TRAINING DIVISION
OFFICE OF ORGANIZATIONAL DEVELOPMENT
MICHIGAN DEPARTMENT OF STATE POLICE**

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Description of Agency

The Office of Organizational Development, Michigan Department of State Police (MSP), maintains two divisions at the State Police Training Academy in Lansing: the Michigan Commission on Law Enforcement Standards Division (MCOLES) and the Training Division.

MCOLES's mission is to ensure that selection, employment, and training standards are responsive to the needs of the people of the State of Michigan and to the law enforcement profession.

MCOLES is authorized by Act 203, P.A. 1965 (Sections 28.601 - 28.616 of the *Michigan Compiled Laws*), to prepare and publish professional standards of physical, educational, mental, and moral fitness which govern the recruitment, selection, basic training* and in-service training, and certification of law enforcement officers. MCOLES is composed of 11 members, consisting of the Attorney General, the MSP director, and 9 members appointed by the Governor with the advice and consent of the Senate.

MSP has administrative responsibility for MCOLES. However, MCOLES has direct authority to exercise its statutory powers and duties. MCOLES is composed of the Employment Standards Section, Field Services Section, Evaluation and Certification Standards Section, and Michigan Justice Training Commission (MJTC).

The Employment Standards, Field Services, and Evaluation and Certification Standards Sections are responsible for mandatory pre-employment, drug, and certification testing of new law enforcement officers, as well as mandatory recertification testing of officers wishing to re-enter law enforcement. MCOLES develops test instruments, maintains a Statewide testing program, and reports test results to applicants and agencies. MCOLES conducts inspections at approved basic and career training schools to ensure compliance with mandated employment and training standards. It investigates complaints and reported violations of the minimum employment and selections

* See glossary on page 26 for definition.

standards and MCOLES policies and procedures. It also makes training materials available to users through MCOLES's Law Enforcement Resource Center.

MJTC was transferred to MCOLES from the Office of Contract Management, Department of Management and Budget, in fiscal year 1992-93. MJTC derives its legal status from Sections 18.421 - 18.428 of the *Michigan Compiled Laws* and receives funds from assessments levied against certain civil infractions of the Michigan Vehicle Code (Sections 257.1 - 257.923 of the *Michigan Compiled Laws*). These funds are maintained in the Michigan Justice Training Fund. MJTC is composed of 8 members, consisting of persons representing the criminal justice community.

MJTC distributes training funds to the criminal justice community for in-service training of its law enforcement officers and distributes training grants to local units based on need. The available training funds are distributed as follows:

- a. Sixty percent of the Michigan Justice Training Fund is distributed annually to law enforcement agencies on a formula basis for in-service criminal justice training for certified law enforcement officers*. The distribution is made on a per capita basis of the number of certified, full-time sworn law enforcement officers employed. MJTC distributed approximately \$4.1 million to law enforcement agencies in fiscal year 1996-97.
- b. Forty percent of the Michigan Justice Training Fund, less administrative costs, is distributed on a competitive grant basis to State and local agencies providing in-service criminal justice training programs for all areas of the criminal justice community. The distribution is based on review of submitted applications. MJTC distributed approximately \$2.7 million in training grants in fiscal year 1996-97.

The Training Division's mission is to provide leadership and coordination in the development and delivery of innovative training programs, educational opportunities, and support services.

The Training Division is responsible for operating the State Police Training Academy and providing recruit and continuing training for MSP employees. The Division is

* See glossary on page 26 for definition.

composed of the Academy and Support Services, Career Development, and Trooper Development Sections.

Instruction is provided by Training Division staff and supplemented by other division and outside staff. The Training Division provides both meals and lodging for program participants.

For fiscal year 1997-98, MCOLES reported operating expenditures of approximately \$1.4 million and the Training Division reported operating expenditures of approximately \$4.1 million. As of December 31, 1998, MCOLES had 20.5 full-time equated positions and the Training Division had 40.0 full-time equated positions.

Audit Objectives, Scope, and Methodology and Agency Responses and Prior Audit Follow-Up

Audit Objectives

Our performance audit of the Michigan Commission on Law Enforcement Standards Division (MCOLES) and the Training Division, Office of Organizational Development, Michigan Department of State Police (MSP), had the following objectives:

1. To assess the effectiveness of MCOLES's coordination of law enforcement officer employment standards and training programs.
2. To assess the effectiveness of the Michigan Justice Training Commission's (MJTC's) process for distributing justice training funds to the criminal justice community.
3. To assess the effectiveness and efficiency of the Training Division's administration of its trooper training and development programs and its operation of the training academy.

Audit Scope

Our audit scope was to examine the program and other records of the Michigan Commission on Law Enforcement Standards Division and the Training Division. Our audit was conducted in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States and, accordingly, included such tests of the records and such other auditing procedures as we considered necessary in the circumstances.

Audit Methodology

Our audit procedures were performed between September 1998 and January 1999 and included the testing of records primarily covering the period October 1, 1996 through December 31, 1998. We conducted a preliminary survey of MCOLES's and the Training Division's operations to gain an understanding of their activities and to form a basis for selecting certain operations for audit. This included discussions with MCOLES and Training Division staff regarding their functions and responsibilities, tests of program records, and a review of MSP and Division policy directives and operating procedures. In addition, we reviewed MCOLES's meeting minutes.

To assess the effectiveness of MCOLES's coordination of law enforcement officer employment standards and training programs, we reviewed test scores for a sample group of candidates to assess the effectiveness of the testing and certification process. We reviewed MCOLES's continuing education records and sampled a group of local law enforcement agencies to determine whether successful candidates met training and certification criteria. Also, we reviewed records related to the monitoring of regional basic and preservice training academies to assess their effectiveness. In addition, we analyzed outcomes of the measurable objectives included in MCOLES's annual report and evaluated MCOLES's process for maintaining training data.

To assess the effectiveness of MJTC's process for distributing justice training funds to the criminal justice community, we reviewed and tested data related to Michigan Justice Training Fund distributions.

To assess the effectiveness and efficiency of the Training Division's operations, we evaluated the recruit school process to determine if the MSP recruits are properly trained and qualified to begin their careers as troopers. We also evaluated the trooper development process to determine if in-service training meets the trooper needs to effectively carry out their duties. In addition, we analyzed training facility usage and operations to determine if revenues generally cover the costs of maintaining the training academy.

Agency Responses and Prior Audit Follow-Up

Our audit report includes 7 findings and 7 corresponding recommendations. MCOLES agreed with all 7 recommendations.

The agency preliminary response which follows each recommendation in our report was taken from the agency's written comments and oral discussion subsequent to our audit fieldwork. Section 18.1462 of the *Michigan Compiled Laws* and Department of Management and Budget Administrative Guide procedure 1280.02 require MSP to develop a formal response to our audit findings and recommendations within 60 days after release of the audit report.

MSP complied with 6 of the 10 prior audit recommendations included within the scope of our current audit. The other 4 recommendations were rewritten for inclusion in this report.

COMMENTS, FINDINGS, RECOMMENDATIONS, AND AGENCY PRELIMINARY RESPONSES

MICHIGAN COMMISSION ON LAW ENFORCEMENT STANDARDS DIVISION (MCOLES)

COMMENT

Audit Objective: To assess the effectiveness of MCOLES's coordination of law enforcement officer employment standards and training programs.

Conclusion: We concluded that MCOLES's coordination of law enforcement officer employment standards and training programs was generally effective. However, we noted reportable conditions related to the candidate training and evaluation process, advanced in-service training, monitoring of training academies, information technology, and monitoring of program objectives.

FINDING

1. Candidate Training and Evaluation Process

MCOLES had not developed minimum standards for candidate training and evaluations in the critical skill areas of defensive tactics and emergency vehicle operations.

MCOLES has oversight responsibility for Statewide candidate training and testing programs administered by regional training academies. Regional training academies administered training to basic and preservice candidates in 4 critical skill areas of law enforcement: firearms, first aid, defensive tactics, and emergency vehicle operations. Also, the academies developed and administered tests to evaluate a candidate's skills and written examinations to evaluate a candidate's knowledge in each of these areas.

Following the candidates' graduation from the training academy, MCOLES administered a written examination to evaluate the graduates' knowledge. The evaluation process was designed to protect the public safety by measuring minimum competencies and eliminating those graduates below an acceptable level

of performance. Upon passing the written examination, graduates are certified as law enforcement officers.

Our review noted weaknesses in the critical skills training and evaluation processes provided by the academies and MCOLES:

- a. Each training academy developed its own psychomotor skills* training in the critical skill areas of defensive tactics and emergency vehicle operations. As a result, training academy examinations that measured candidates' ability and knowledge in these critical skill areas varied between academies.

Providing minimum standards for training in all critical skill areas would allow MCOLES to develop standardized evaluations to be used by the training academies and would help ensure that training academies are consistent in evaluating the candidates' ability and knowledge.

- b. MCOLES's evaluation process for training academy graduates did not provide a psychomotor skills proficiency test to evaluate the graduates' ability in defensive tactics and emergency vehicle operations prior to certification. Though MCOLES had developed a written test to evaluate the graduates' knowledge, it relied on psychomotor skills tests developed and administered by the training academies to eliminate candidates who did not demonstrate proficiency in three critical skill areas.

MCOLES's evaluation process for training academy graduates should ensure that graduates are competent in both psychomotor skills and knowledge prior to being certified as law enforcement officers.

RECOMMENDATION

We recommend that MCOLES develop minimum standards for candidate training and evaluations in the critical skill areas of defensive tactics and emergency vehicle operations.

* See glossary on page 26 for definition.

AGENCY PRELIMINARY RESPONSE

MCOLES agreed and will comply with the recommendation. MCOLES staff is developing a standard program of training and assessment for subject control and defensive tactics. This will be completed by January 1, 2000. The development of a standardized emergency vehicle operations program will be completed no later than December 31, 2000.

FINDING

2. Advanced In-Service Training

MCOLES had not developed minimum courses of study and attendance requirements for advanced in-service training of law enforcement officers.

Section 28.609 of the *Michigan Compiled Laws* states that MCOLES shall include categories or classifications of advanced in-service training programs for certified law enforcement officers and minimum courses of study and attendance requirements for those categories or classifications.

MCOLES developed guidelines for voluntary in-service training in the areas of subject control, firearms, and chemical agents. However, MCOLES did not develop mandatory in-service training requirements.

A survey completed in 1997 by the International Association of Directors of Law Enforcement Standards and Training disclosed that 33 states had developed some type of mandated in-service training for their criminal justice officers. These states required from 8 to 40 hours of in-service training annually with an average in-service training requirement of 19 hours per year. The importance placed on advanced in-service training is evidenced by the fact that law enforcement officers can be decertified, removed, or suspended in 27 of the 33 states for not completing the required hours of in-service training. MCOLES stated that a majority of large- and medium-sized law enforcement agencies in Michigan currently require that their officers receive continuing advanced training, particularly in topics that address high-liability job tasks (e.g., firearms use). For small agencies, regular in-service training is not as prevalent because of the lack of adequate monetary and personnel resources.

Advanced in-service training is necessary to provide for the continued competency of law enforcement officers and the safety of the public, as well as to reduce potential liability related to actions of law enforcement officers.

RECOMMENDATION

We recommend that MCOLES develop minimum courses of study and attendance requirements for advanced in-service training of law enforcement officers.

AGENCY PRELIMINARY RESPONSE

MCOLES agreed with the recommendation and informed us that compliance will require substantial budgetary support. The State's law enforcement administrators support mandated training for incumbent officers but have expressed considerable concern about how the mandated training will be funded. Local agencies cite funding of training and providing replacement officers for officers taking mandatory training as concerns that have to be satisfactorily addressed before implementing mandatory training.

FINDING

3. Monitoring of Training Academies

MCOLES did not conduct complete inspections of the 22 approved training programs and ensure that instructor files were maintained at regional police training academies.

Section 28.611 of the *Michigan Compiled Laws* provides for MCOLES to visit and examine the curriculum and training procedures of training academies. Also, MCOLES policy and procedures require that instructors possess the necessary experience, knowledge, and skills to effectively instruct in their assigned area.

Inspections of training academies focused primarily on assessing candidates' abilities to meet MCOLES standards. MCOLES staff visited regional training academies at the beginning of each training session to review candidate enrollment applications, pre-employment test scores, physician statements, and drug test results. At the end of each session, staff again visited the academies to collect student evaluations and student performance records and to review

candidate qualifications for certification. MCOLES staff also address areas that are reported as problems or violations of policy. Staff utilize information gathered from the student evaluations and complaints received during an approved session to schedule targeted inspections at those academies experiencing problems.

We determined that MCOLES staff did not verify that instructors prepared lesson plans or that lesson plans, if prepared, conformed to MCOLES's approved training curriculum. Also, our review of records at 3 of the 22 training academies disclosed that instructor files were not maintained at these academies. Therefore, MCOLES staff could not verify that instructors were qualified to teach their assigned courses or that training directors performed the required performance evaluations of instructors at least once every two years. Because of limited resources, MCOLES had one staff person and contracted with two half-time adjunct staff from the private sector to perform inspections at the 22 training academies.

MCOLES reimbursed local law enforcement agencies \$676,200 for approved training programs in fiscal year 1996-97. Conducting complete inspections of training academies and maintaining instructor files at academies would help ensure that approved training programs are effective and meet established standards.

RECOMMENDATION

We recommend that MCOLES conduct complete inspections of the 22 approved training programs and ensure that instructor files are maintained at regional police training academies.

AGENCY PRELIMINARY RESPONSE

MCOLES agreed with the recommendation and informed us that compliance will require budgetary support. MCOLES will attempt to conduct inspections within its budgetary means at all approved basic police training academies that go above and beyond the approved sessions' opening, closing, and problem areas. The additional inspections will be directed at verifying that instructor files and lesson plans are properly maintained.

FINDING

4. Information Technology

MCOLES's mainframe-based system was not effective and efficient in providing important certification and training data.

MCOLES's system was originally designed to track only law enforcement officer training. This system is used to maintain a data base of law enforcement officers throughout the State and contains not only training data but also certification, in-service training, registration for the law enforcement distribution, and other tracking type data. Also, MCOLES uses this data base to verify law enforcement officer certification before distributing training funds to law enforcement agencies for in-service training purposes. Further, the data base is used to verify officer training and certification when law enforcement agencies request this information for employment purposes.

Our review disclosed areas in which the mainframe-based system could be improved:

- a. The mainframe-based system contains officer training records for only in-service training approved by MCOLES. With this system, MCOLES cannot maintain records of other in-service training completed by training vendors and/or law enforcement agencies if attendance at the training is not reported to MCOLES.
- b. MCOLES staff were unable to determine the current number of certified law enforcement officers in the State. The data base contains names of law enforcement officers who are retired, deceased, or no longer employed as law enforcement officers for some other reason. The system does not allow for separation of the data base into certified and non-certified officer files.

According to the Michigan Uniform Crime Report, there were 20,482 law enforcement officers employed in Michigan during 1997. MCOLES staff could not compile this information from its data base of approximately 48,000 names.

- c. Information retrieved from the system was difficult to interpret. Because of the age and design of the computer system, staff were unable to enter or retrieve data in a form that was easy to understand. Codes were used to indicate items such as type of training (basic training, preservice training*, waiver of training*), in-service training courses completed, registration for law enforcement distribution, and employment history. To understand the meaning of each code, staff had to look up the code and its description in a separate computer printout.

Additionally, the system was not programmed to list data entries chronologically. As a result, staff had to manually put the data in chronological order after the data was retrieved. This procedure could take 20 minutes or more depending on the number of pages of data retrieved.

- d. The system is not directly linked to word processing software. Consequently, staff had to manually transfer data in order to print certificates, letters, or other correspondence, resulting in inefficient use of staff time.

A complete data base, the ability to compile and verify information, user friendly reporting of information, and the ability to link the data base with other software could result in a more efficient use of MCOLES resources.

RECOMMENDATION

We recommend that MCOLES improve its mainframe-based system by taking advantage of new technology to improve its effectiveness and efficiency in providing important certification and training data.

AGENCY PRELIMINARY RESPONSE

MCOLES agreed with the recommendation and informed us that it has developed a design plan to take advantage of new technology. MCOLES must obtain funding to develop and implement the proposed system.

* See glossary on page 26 for definition.

FINDING

5. **Monitoring of Program Objectives**

MCOLES had not established a formal program evaluation system to monitor and evaluate its efforts to meet program objectives.

A program evaluation system can help ensure that an agency is effectively using its resources to provide necessary services. An effective program evaluation system includes the establishment of objectives and related performance measures*, as well as a process to evaluate and report on the agency's success in reaching those objectives.

MCOLES established program objectives and related performance measures in its fiscal year 1997-98 and 1996-97 annual work plans and, in some instances, staff had accumulated and assessed data related to the program objectives. However, they had not accumulated and assessed data relevant to all objectives.

By developing a formal evaluation component for its program evaluation system, MCOLES could help ensure that it is effectively using resources to achieve annual work plan objectives.

RECOMMENDATION

We recommend that MCOLES establish a formal program evaluation system to monitor and evaluate its efforts to meet program objectives.

AGENCY PRELIMINARY RESPONSE

MCOLES agreed and will comply with the recommendation by October 1, 1999. MCOLES will present its program objectives to the MCOLES commissioners for their approval and report on the outcomes at the end of the fiscal year.

* See glossary on page 26 for definition.

MICHIGAN JUSTICE TRAINING COMMISSION (MJTC)

COMMENT

Audit Objective: To assess the effectiveness of MJTC's process for distributing justice training funds to the criminal justice community.

Conclusion: We concluded that MJTC's process for distributing justice training funds to the criminal justice community was generally effective. However, we noted reportable conditions related to competitive grant and law enforcement distribution expenditures and registering of in-service training.

FINDING

6. Competitive Grant and Law Enforcement Distribution Expenditures

MJTC did not conduct inspections to verify the accuracy of expenditures reported by recipients of competitive grants and law enforcement distributions.

Recipients of funds from competitive grants and law enforcement distributions are required to maintain detailed records documenting expenditures in compliance with generally accepted accounting principles. Also, recipients of funds are required to permit inspection of these records and cooperate with any audit requested or authorized by the local unit of government or MJTC.

Grant recipients submitted quarterly financial reports and law enforcement distribution recipients submitted annual expenditure reports as required. Grant expenditures are reviewed for eligibility based on the approved contract budget, contract conditions, and competitive grant guidelines. Law enforcement distribution expenditures are also reviewed for eligibility based on the law enforcement distribution guidelines and the balance of funds available to the recipient agency. However, MJTC did not review expenditure documentation maintained by the recipients to verify the accuracy of reports submitted. MJTC awarded approximately \$2.7 million and \$2.8 million in fiscal years 1996-97 and 1995-96, respectively, for competitive grants and \$4.1 million and \$4.0 million in fiscal years 1996-97 and 1995-96, respectively, for law enforcement distributions.

Verifying the accuracy of expenditures submitted by recipients of competitive grants and law enforcement distributions, on a rotating or random basis, would help ensure that money is being spent in accordance with grant and distribution requirements.

RECOMMENDATION

We recommend that MJTC conduct inspections to verify the accuracy of expenditures reported by recipients of competitive grants and law enforcement distributions.

AGENCY PRELIMINARY RESPONSE

MJTC will comply with the recommendation by January 1, 2000 by conducting random inspections of a sample of recipients.

FINDING

7. Registering of In-Service Training

MCOLES did not coordinate in-service training courses for certified law enforcement officers at the time that MJTC awarded the in-service training grants.

MJTC distributes training grants to the criminal justice community for in-service training of certified law enforcement officers. The training must be registered by the Evaluation and Certification Standards Section of MCOLES for certified officers' training to be entered into the MCOLES data base. The data base contains the certified law enforcement officers' official training history, which may be needed if the officers' training record is called into question.

Grant applicants are required to go through two separate application processes:

- a. A law enforcement agency first submits a grant application to MJTC to receive funding for its in-service training program. The application includes a budget, objectives, list of courses, etc. MJTC staff and commissioners review the application based on established criteria, and the grant is either approved or denied. MJTC then sends a letter to the agency advising approval or denial of the application.

- b. If the agency receives grant approval for in-service training for certified law enforcement officers, it must submit another application to MCOLES to register the courses so that officers can receive in-service credit for the training. If the agency fails to submit an application to register the courses, there is no mechanism available for certified officers to receive credit for the courses.

Registering in-service training courses for certified law enforcement officers at the time that the grant is awarded would allow officers to receive credit for in-service training and eliminate the need for an agency to reapply to have the courses registered by MCOLES.

RECOMMENDATION

We recommend that MCOLES coordinate in-service training courses for certified law enforcement officers at the time that MJTC awards the in-service training grants.

AGENCY PRELIMINARY RESPONSE

MJTC and MCOLES agreed with the recommendation and will comply by January 1, 2000. Contract conditions will stipulate that no funding will be released until the training is registered with MCOLES.

TRAINING DIVISION

COMMENT

Audit Objective: To assess the effectiveness and efficiency of the Training Division's administration of its trooper training and development programs and its operation of the training academy.

Conclusion: We concluded that the Training Division's administration of its trooper training and trooper development programs and its operation of the training academy were effective and efficient. We did not note any reportable conditions related to this audit objective.

Glossary of Acronyms and Terms

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| basic training | MCOLES's approved training provided to law enforcement recruits employed by law enforcement agencies and to eligible preservice candidates. |
| certified law enforcement officer | A person who meets the minimum standards as established by MCOLES to be employed as a certified law enforcement officer. |
| competitive grants | The distribution of 40% of the Michigan Justice Training Fund, less administrative costs, to various State and local agencies providing in-service criminal justice training programs based on review of submitted applications. |
| effectiveness | Program success in achieving mission and goals. |
| efficiency | Achieving the most outputs and outcomes practical for the amount of resources applied or minimizing the amount of resources required to attain a certain level of outputs or outcomes. |
| in-service training | Training completed by law enforcement officers after the initial completion of basic or preservice training. |
| law enforcement distribution | The annual distribution of 60% of the Michigan Justice Training Fund to law enforcement agencies, made on a per capita basis, for the direct costs of in-service criminal justice training of certified law enforcement officers. |
| MCOLES | Michigan Commission on Law Enforcement Standards Division. |

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| Michigan Justice Training Fund | The fund created by Act 301, P.A. 1982, which provides for district courts to collect a \$5 assessment on each traffic violation conviction. |
| mission | The agency's main purpose or the reason the agency was established. |
| MJTC | Michigan Justice Training Commission. |
| MSP | Michigan Department of State Police. |
| objectives | Specific outputs a program seeks to perform and/or inputs a program seeks to apply in its efforts to achieve its goals. |
| outcomes | The actual impacts of the program. Outcomes should positively impact the purpose for which the program was established. |
| performance audit | An economy and efficiency audit or a program audit that is designed to provide an independent assessment of the performance of a governmental entity, program, activity, or function to improve public accountability and to facilitate decision making by parties responsible for overseeing or initiating corrective action. |
| performance measures | Information of a quantitative or qualitative nature indicating program outcomes, outputs, or inputs. Performance measures are typically used to assess achievement of goals and/or objectives. |
| preservice training | Basic police training provided in conjunction with a degree program. Graduation from a preservice training program allows the individual to be certified as a law enforcement officer upon employment. |

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| psychomotor skills | A candidate's performance in critical police skill areas involving physical and mental coordination. |
| regional basic and preservice training academies | Training facilities approved by MCOLES to provide basic or preservice police training to eligible candidates. |
| reportable condition | A matter coming to the auditor's attention that, in his/her judgment, should be communicated because it represents either an opportunity for improvement or a significant deficiency in management's ability to operate a program in an effective and efficient manner. |
| waiver of training | The certification process available to previously certified Michigan law enforcement officers who have left law enforcement for a period of time and individuals who are certified as law enforcement officers in states other than Michigan. |