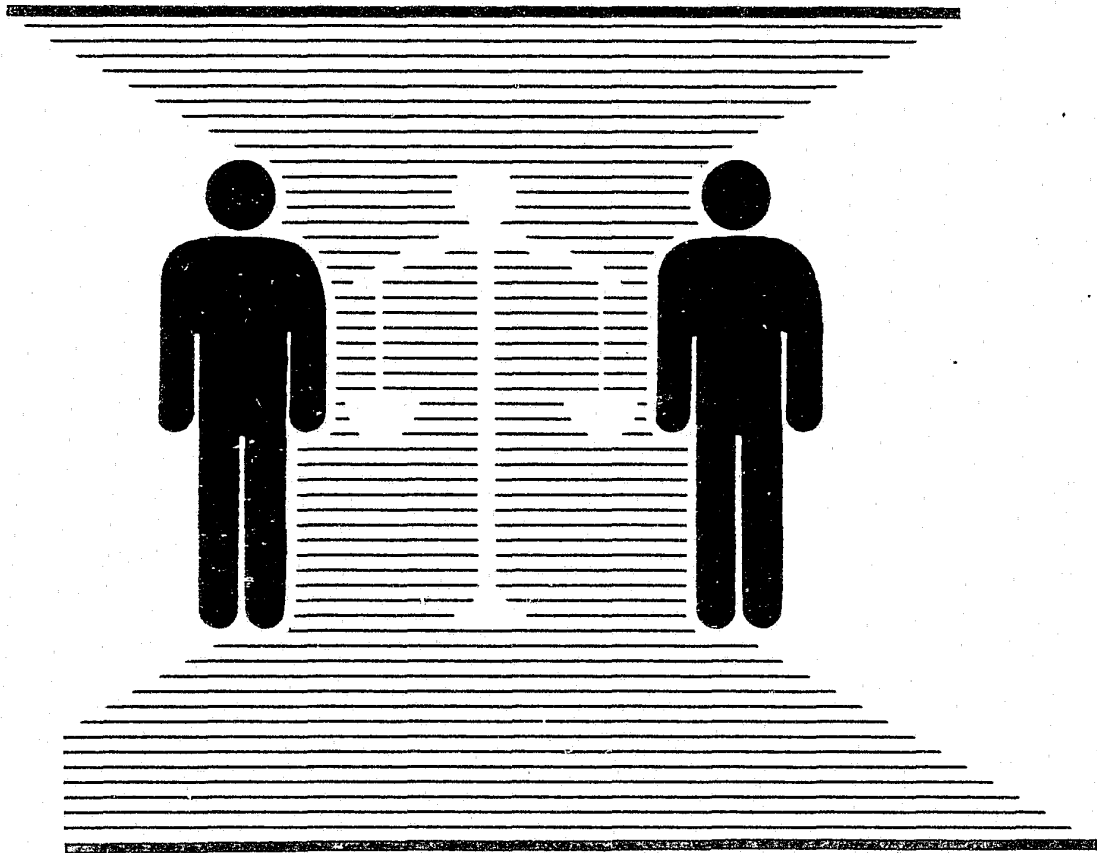


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# Criminal Justice System Training In Pennsylvania: A Status Report



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Pennsylvania Commission on Crime and Delinquency

CRIMINAL JUSTICE SYSTEM TRAINING IN PENNSYLVANIA:  
A STATUS REPORT

Report of the Pennsylvania Commission  
on Crime and Delinquency's Criminal Justice  
Training Task Force

Harrisburg, Pennsylvania

April 1987

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## PREFACE

The Pennsylvania Commission on Crime and Delinquency has been actively involved in the training of justice system personnel since its first predecessor agency was created 18 years ago. Through federal funds administered by PCCD, a variety of training programs have been presented to law enforcement, corrections and juvenile justice practitioners. In addition, PCCD has often acted as a facilitator for training by providing coordination and support for programs presented by other criminal justice agencies. While these efforts have been successful in providing educational programs for various occupations within the system, the Commission recognizes that the essential needs for training are too pervasive to continue to address on a limited, reactive, tenuously-financed, course-by-course, topic-by-topic basis. As a result, the Commission has established a Criminal Justice Training Task Force to examine the system's needs and propose strategies to address identified concerns.

The Criminal Justice System Training report is the product of the Task Force's initial efforts in this area. It provides an overview of the current status of criminal justice system training in the state, an assessment of this training on system agencies and occupations, a review of state training practices in comparison to national standards and a discussion of discretionary training resources. It is envisioned that the report will provide a starting point for developing future training initiatives at the state level as well as provide a blueprint for the Commission and other training providers to utilize in coordinating their efforts.

It is hoped that the information contained herein will serve as an impetus for further review and discussion of the various issues surrounding criminal justice training in Pennsylvania.

## Executive Summary

Criminal justice training issues have received considerable attention from those agencies responsible for providing instructional programs for system personnel, yet little of this research has examined the Commonwealth's criminal justice training efforts on a system-wide basis.

Recognizing the need for further examination of the status of training, PCCD established a Criminal Justice Training Task Force in 1986 to study this issue and provide a base line of information concerning justice system training programs, practices and needs. This document is the culmination of that effort. It provides an overview of existing training activities within the five major components of the system, examines the effect such activities have on a variety of agencies, occupations and skill levels and makes note of areas where incongruities occur in providing training opportunities. Additionally, the document presents a review of the Commonwealth's current training practices in relation to standards adopted by national advisory groups and describes the availability and impact of discretionary training programs as supplemental resources for the system.

Training requirements exist in a variety of forms including legislative mandates, agency policies and state standards. Existing mandates encompass more than 30 separate occupational classifications involving support staff, practitioner, supervisory, managerial and policymaker skill levels. Although each component includes several occupations covered by a training mandate, the law enforcement field accounts for the greatest number of positions having such requirements.

Entry-level or basic instructional programs are the most frequently designated type of training called for as part of a mandated educational requirement. Their existence is well-documented within each of the system's components; however, their application within individual disciplines shows little uniformity regarding the number of hours required to meet the minimum standard or the occupational skill levels of those required to attend such training. This uncoordinated approach has resulted in occupations which have similar job responsibilities, but are located in different parts of the justice system requiring vastly different training levels.

In examining the effect of existing training requirements on system personnel, several issues arose which were multi-disciplinary in scope. One such concern was the narrow focus of most legislation related to criminal justice training. Limited mandates often inhibit a training provider from expanding its activities into other areas since such programs were not part of its original duties. A second issue is that much of the training noted as mandatory is focused on the practitioner skill level. While training for individuals such as police officers, deputy sheriffs and district justices is important, the lack of specific training requirements for police chiefs, sheriffs, district attorneys and judges cannot be overlooked. Practitioner training is vital to insure a high level of service; however, neglecting the needs of managers and policymakers can lead to inefficiently operated agencies. Another concern is the lack of focus within state government to foster or facilitate the development of cross-component training programs. Existing training providers spend considerable resources to meet the needs of their

individual clientele, yet there exist training topics which can only be adequately addressed through the combined efforts of several agencies. Without such cooperative action, the impact of individualized programming is limited. Other issues which were specific to an individual system component are also presented in section three of the report.

The final sections of the report describe Pennsylvania's current training practices in relation to national minimum standards and provide an overview of the availability, value and impact of the various discretionary training resources available both inside and outside the state. In reviewing the state's training requirements, the report noted that nationally-adopted minimum standards frequently do not relate directly to individual occupations or skill levels. Likewise, they are only minimum standards and, as such, can provide only a starting point for examining current practices rather than acting as a definitive gauge for assessing the actual effectiveness of a particular training requirement.

In the overview of training providers whose programs are not considered as mandatory for system personnel, the report identified a variety of national and statewide agencies which provide supplemental programming. Although such resources are beneficial in meeting certain training needs, their overall impact is limited due to funding and manpower constraints and the lack of a mandate for their services. Discretionary training can and does supplement the efforts of the major system providers; however, it should not be considered as a viable solution for meeting the Commonwealth's needs.

Training is a critical issue for the justice system as it approaches the last decade of this century. Without a cadre of educated, well-trained practitioners, supervisors and managers to guide it into the next century, it is likely the system will have difficulty retaining current personnel and attracting new ones into its agencies. The need for greater cooperation and coordination among criminal justice trainers is an area where small improvements can have significant results in the entire system's effectiveness. It is hoped that this report will spur additional efforts to develop new and innovative approaches to meeting current and projected training needs.

## SECTION ONE

### Introduction

The criminal justice system in Pennsylvania involves a myriad of occupational titles and skill levels for those individuals employed by the various state, county and municipal agencies within the Commonwealth. While much research has been conducted on the system, individual components within the system, or specific occupations within disciplines, many areas and issues have received only sporadic attention or narrowly focused analysis. Criminal justice training, which has received considerable attention by those agencies and organizations responsible for providing training programs to system personnel, is one of these. Due to the compartmentalized approach to training within the state, little has been done on a system-wide basis to review Pennsylvania's criminal justice training services.

In the fall of 1985, the Pennsylvania Commission on Crime and Delinquency (PCCD) collected information from the various state agencies and professional associations involved in the provision of criminal justice practitioner training to provide the first-ever system-wide perspective and status of Pennsylvania's criminal justice training services. A review of the information collected indicated that while resources were being expended to provide entry level, in-service and continuing education courses within some individual system components, there remained several areas where no formalized training existed. In addition, little or no attention was given to training within any component which was interdisciplinary and coordinative in nature.

Realizing that the issues surrounding training needs for the criminal justice system were both complex and multi-dimensional, the Commission established a Criminal Justice Training Task Force in early 1986 to identify justice system training needs and to develop strategies for improvement. A key element of this effort was to insure that strategies and programs developed by the Task Force encouraged coordination among existing training resources as the first step in addressing identified needs, rather than fostering new training entities.

In response to that charge, PCCD's Training Task Force initiated a study of the state's criminal justice training system during the summer of 1986. The information contained in this report is the culmination of that effort. Its purpose is to provide a base line of information concerning criminal justice training programs, practices and needs in Pennsylvania. While every effort was made to be as specific as possible in the needs assessment process, the Task Force recognized that due to the size and complexity of the subject, it would not be possible in this current effort to catalogue every need for every occupation within the system. Rather, the Task Force focused on identifying significant areas or issues which affected several skill levels and occupations within a specific discipline or a single skill level which occurs throughout all disciplines. This report does not attempt to analyze the effectiveness with which current training operations meet their responsibilities nor does it



evaluate the effectiveness of current training programs in addressing the needs of individual justice system practitioners.

The report is composed of five major sections. Following the introduction, the initial portion of the document contains a review of legislative, administrative and regulatory requirements for training of specific occupations within the system. The next section is a comparative review of those mandates to the major occupations and skill levels within each component as a means of identifying areas or skill levels where training needs exist. Included in Section Four is an overview of nationally developed training requirements for various criminal justice occupations and a comparison of those standards to Pennsylvania's current training practices. The final section of the report provides a review of the major non-mandated training resources in Pennsylvania and the effect of these programs on the justice system's training needs.

## SECTION TWO

### Training Mandates in Pennsylvania's Justice System

For purposes of searching out both the legislative and administrative mandates which address training for criminal justice occupations in the Commonwealth, the system was initially divided into five areas: law enforcement, courts, institutional corrections, non-institutional corrections, and non-institutional corrections - juvenile. Within each of the areas, the major organizations which provide training programs for occupations related to that area were then identified. Once specific organizations were identified, knowledgeable individuals associated with the training function for that agency were contacted to determine the authority under which they provided training, their audience, and the general requirements of their training mandate.

In the area of law enforcement training, a variety of public and private agencies were contacted to ascertain their authority for conducting educational programs. Among these were the Municipal Police Officers' Education and Training Commission (MPOETC), the State Police, the Office of Attorney General, the Minor Judiciary Education Board, the Deputy Sheriffs' Education and Training Board, and the Administrative Office of the Pennsylvania Courts. Information on institutional corrections and probation and parole training came from the Department of Corrections and the Board of Probation and Parole respectively. Lastly, the Juvenile Court Judges' Commission and Department of Public Welfare were contacted regarding juvenile justice.

Each division of this section describes those agencies providing training in that component of the justice system, beginning with those having legislative mandates. Other agencies with administrative authority for their training efforts are also noted. Where applicable, the appropriate Act, section of the Pennsylvania Code, or Administrative Code is cited as a basis for an agency's program.

## LAW ENFORCEMENT

Law enforcement services within the state are most frequently provided via a combination of state, county, city, borough and township police agencies. Supplementing these organizations are numerous special authority police departments and private police which possess specific enforcement powers related to the functions they perform. Training for these occupations (if provided at all) is generally accomplished under state statutes which address specific police positions or agencies.

### MUNICIPAL POLICE OFFICERS' EDUCATION AND TRAINING COMMISSION

Police officers serving in county or municipal law enforcement organizations receive their training from the Municipal Police Officers' Education and Training Commission (MPOETC). Created by Act 120 of 1974 (53 P.S. §§740-749), the Commission's responsibilities include establishing minimum courses of study and training for municipal police officers, establishing courses and in-service training for municipal police appointed prior to June 18, 1974, and certifying schools and instructors to deliver the basic and in-service programs. Administration of the training program is the responsibility of the State Police whose Commissioner serves as Chairman of the Training Commission. In addition to the Chairman, the Commission includes the Attorney General, Secretary of Community Affairs, a member of the Senate appointed by the President Pro Tempore, a member of the House appointed by the Speaker, and representatives of law enforcement, local government, the FBI and the public, all appointed by the Governor.

The legislative mandate for the training of county and municipal police officers is contained in Section 9 of the Act, which declares that, "All political sub-divisions of the Commonwealth or groups of sub-divisions acting in concert shall be required to train all members of their police departments hired by them after the effective date of this Act" (June 18, 1974). Those individuals designated to receive this training include both full or part-time employees of a city, borough, town, township or county police department assigned to criminal and/or traffic law enforcement duties and includes security officers of first-class city housing authorities, but not auxiliary fire police or individuals employed to check parking meters or perform administrative functions. The current curriculum for both the 12-week and modular basic courses requires 480 hours of instruction. Determination of the specific curriculum for these courses is set by the Commission and currently includes courses introducing the criminal justice system, law, human values and problems, patrol and investigation procedures, and police proficiency.

The Commission, as noted earlier, is also responsible for establishing courses of study and in-service training for municipal police officers appointed prior to June 18, 1974. The courses presented via the in-service training program are established by the Commission as relevant to the needs of police officers affected by Act 120. Currently, there is no established requirement for the number of in-service hours which an officer must complete or how often an officer must attend in-service instruction.

### PENNSYLVANIA STATE POLICE

Under the provisions of Section 711 of the Administrative Code of 1929 (71 P.S. §251), the Commissioner of the State Police is responsible for providing

training for the members of the force and for maintaining a training school for providing instruction to such individuals. Currently, the Department provides entry-level training for its officers at the State Police Academy. This training is developed and conducted by the Bureau of Training and Education. The content of the basic training program for State Police cadets is established by the Commissioner and currently requires 810 hours of instruction.

The State Police have also been authorized under the provisions of Act 411½ of 1935 (71 P.S. §1195) to conduct training courses for police officers from municipal law enforcement agencies. The Act grants the Department the power to conduct courses of instruction for persons acting as police officers in political sub-divisions of the Commonwealth, empowers the Commissioner to establish standards of proficiency, training, and discipline for persons attending such courses, and to issue certificates of qualification to graduates of the various training programs. Under this mandate, the State Police have been developing and presenting training programs for local police using a yearly calendar of training courses. These courses provide a form of continuing education for municipal police officers as well as State Police personnel. It should be noted that although the State Police have the authority to conduct this type of training, there is no requirement that local police agencies avail themselves of these courses.

In addition to the aforementioned programs, a departmentally-sponsored in-service training effort was initiated by the State Police in October of 1986. While primarily focused toward personnel in the enlisted ranks, the program is open to all members of the department. The training program will consist of a number of phases or modules instructed by State Police personnel. Instructors receive their training from the Bureau of Training and Education and, in turn, act as trainers for specific troops within the department. Generally, each course offering is packaged into a six-hour format to accommodate the many participants commuting to the program. Currently, the program does not set a required number of hours of instruction during a calendar year; however, it is anticipated that the effort will evolve to that level during the coming years.

#### OFFICE OF ATTORNEY GENERAL

The Attorney General's areas of responsibility include criminal investigation and narcotics investigations and drug control efforts. Training for entry-level personnel is required by the Bureau of Narcotics Investigations and Drug Control, while the Bureau of Criminal Investigation requires its new personnel to attend training only if their level of experience warrants such action.

Drug investigation training is provided through a 12-week, 480-hour program modified to meet the backgrounds and experience levels of new hires. Actual training time varies depending on the individuals participating in the course and may be reduced to half the 12-week program, if appropriate. While there is no mandatory requirement that agents receive annual or in-service training, the Bureau does conduct firearms qualifications for its personnel.

Entry-level training for criminal investigators is not a mandated requirement at this time; however, the Bureau of Criminal Investigations does require those new hires with little or no law enforcement background to attend training, usually the Municipal Police Officers' Education and Training Act course, prior to assuming field responsibilities. Annual training is a

requirement for agents with programs varying in length from 24-40 hours including firearms qualification.

#### FISH COMMISSION

Entry-level and in-service training for state Waterways Conservation Officers is the responsibility of the Pennsylvania Fish Commission's Law Enforcement Division. Current Commission requirements include a 780-hour curriculum incorporating many of the subjects contained in the Municipal Police Officers' Education and Training Act course. The curriculum focuses on the specialized duties of a Waterways Conservation Officer and includes instruction on the fish and boat codes, the game code, forestry laws, crimes code and vehicle code.

Annual in-service training is also provided by the Law Enforcement Division on an as-needed basis. While no specific amount of in-service training has been established, recent years' programs have provided between 24-40 hours of instruction for all personnel. In addition, officers receive modular field training on a yearly basis and must successfully qualify with their weapon on an annual basis.

#### GAME COMMISSION

Training for Game Conservation Officers in Pennsylvania is the responsibility of the Game Commission's Bureau of Law Enforcement. Entry-level instruction is provided at the Commission's training academy located near Brockway, Pennsylvania in the northcentral area of the state. Under current Commission requirements, newly hired enforcement officers must undergo formal classroom instruction lasting for 952 hours. Of that amount, 407 hours have been classified as law enforcement related. The course of instruction is specifically designed to meet the responsibilities of Conservation Officers by focusing on the game code, fish code and forestry laws, rather than criminal law. While annual in-service training is not required, all armed enforcement officers must successfully qualify with their weapon on a yearly basis.

#### PENNSYLVANIA LIQUOR CONTROL BOARD

Enforcement of the Commonwealth's liquor code is the primary responsibility of the Liquor Control Board's Bureau of Enforcement. Training requirements for newly hired officers have been established by the Bureau with the approval of the Board. The Board's training program is currently conducted at its academy at Fort Indiantown Gap in southcentral Pennsylvania. Lasting four weeks, the curriculum involves a minimum of 160 hours of classroom and range instruction. As with other state agencies having specialized law enforcement responsibilities, the Board's training program is designed to instruct officers in the skills and knowledge necessary to execute their duties. Among the topics included in the course are the liquor code, investigation techniques and report writing. Annual weapons qualification is the only required form of in-service training currently mandated for these individuals.

#### SPECIAL AUTHORITY POLICE

There currently exists in Pennsylvania a variety of enforcement agencies which are not included in the traditional groupings of state or local police agencies. These agencies usually possess special enforcement powers for

specific property areas such as railroads, college campuses, or state buildings and grounds. Due to the unique role which these agencies play in law enforcement, they frequently are excluded when policies or statutes are established to professionalize police practices, especially with regard to training. Legislation affecting special police occupations currently exists in two areas: railroad and street railway police; selected college and university campus police.

#### RAILROAD AND STREET RAILWAY POLICE

Corporations which own or operate a railroad or street railway in the Commonwealth are required by Act 196 of 1982 (22 App., 22 Pa. C.S.A. §3303) to insure that individuals in their employ acting as police officers for that corporation successfully complete a training program prior to receiving their commission as a police officer. The course of instruction required by this Act is the same as is required of municipal police officers under the Municipal Police Officers' Education and Training Law.

Agencies affected by this Act include the Southeastern Pennsylvania Transportation Authority (SEPTA) and Conrail. SEPTA police officers receive their entry level training via the basic recruit course offered by the Philadelphia Police Academy. This 19-week program mirrors the training offered to Philadelphia police and exceeds the 480-hour requirements of the Municipal Police Officers' Education and Training Act. In a like manner Conrail police receive their basic recruit training through one of the 21 local facilities certified by the Municipal Police Officers' Education and Training Commission. As Conrail personnel are stationed throughout the state, officers attend their training at the MPOETC school nearest to their job location.

#### COLLEGE/UNIVERSITY CAMPUS POLICE

Security or campus police of all state universities, state-related or aided colleges and universities, and community colleges are required by Act 149 of 1978 (71 P.S. §646) to complete a course of instruction prior to receiving their commissions as police officers. Approval of the training program for these positions rests with the Department of Education, which has designated the curriculum contained in the 480-hour Municipal Police Officers' Education and Training Law as the standard.

#### LETHAL WEAPONS TRAINING

In addition to the many state, county, and municipal police officers serving the Commonwealth, there are a significant number of private detectives, investigators, watchmen, security guards, and patrolmen, under private employ, who carry and use lethal weapons as part of their duties. The provision certifying training for these occupations is found in a legislatively mandated educational program contained in Act 235 of 1974, as amended (22 Pa. C.S. §41 et seq.).

The Lethal Weapons Training Act, which provides for the education, training, and certification of privately employed individuals acting as watch guards, protective patrols, detectives, or investigators is administered through the Pennsylvania State Police. The Act empowers the Commissioner of the State Police to establish and administer or approve the minimum courses of study and training in the handling of lethal weapons, law enforcement, and the protection

of rights of citizens. In addition, the Act requires that physical and psychological testing and screening of candidates be conducted to bar from the training those not physically or mentally fit to handle lethal weapons.

The legislative mandate for this training is contained in Section 4(b) which states in part, "All privately employed agents, except those who have been granted a waiver from compliance herewith by the Commission who, as incidence to their employment, carry a lethal weapon shall be required to attend the program established by...the Commissioner." Currently, the training program consists of 26 hours of classroom instruction plus 14 hours of firearms training.

Re-certification of privately employed security personnel is required every five years. For those who use firearms as part of their duties, an eight-hour refresher course is required which includes both classroom and range training. Individuals using lethal weapons other than a firearm must undergo a shorter, three-hour program. Training requirements for re-certification are contained within the administrative regulations set forth by the State Police as noted in Title 37, Sub-section 21.24 of the Pennsylvania Code.

## JUDICIAL

The judicial component of the Commonwealth's criminal justice system functions under a structure established by the state Constitution of 1968 which created a unified judicial system under the state Supreme Court. Operating within the system are a variety of courts such as the special courts, Municipal and Traffic Courts of Philadelphia, Pittsburgh Magistrates Court, Courts of Common Pleas and the Commonwealth, Superior and Supreme Courts. Interacting with these judicial bodies are a number of court-related agencies whose official responsibilities bring them into working relationships with one or more of these courts. County prosecutors, public defenders, sheriffs and constables operate in conjunction with the judiciary and, as such, are considered as court-related positions even though they are independently elected or appointed to their positions.

Initial judicial responsibilities are provided through the state's special courts which include the Philadelphia Municipal and Traffic Courts and the Pittsburgh Magistrates Court. General trial jurisdiction is provided by the 60 Common Pleas Courts throughout the state. Above these courts are two levels of appellate court. The intermediate level is comprised of the 15-member Superior and nine-member Commonwealth Courts while the court of last resort is the seven-member Supreme Court which is the oldest court in the nation.

Although the court system functions as a unified judicial operation, the various occupations associated with this discipline are broadly classified. Generally, occupations in this component may be categorized either as system personnel or court-related personnel. System personnel include judges and their personal staffs, the administrative staffs of courts and district justices and the staff of the Administrative Office of the Pennsylvania Courts. Court-related occupations in contrast include all other persons employed at public expense to serve the unified judicial system. In general, a variety of required training programs are provided for system and related personnel through such agencies as the Supreme Court, Administrative Office of the Pennsylvania Courts (AOPC), Minor Judiciary Education Board and the Deputy Sheriffs' Education and Training Board. Judicial training, except for that specified by the Minor Judiciary Education Board, is primarily the responsibility of the Supreme Court and the Court Administrator under their constitutional authority whereas court-related training, such as the Deputy Sheriffs' Education and Training Program, are legislative in authority.

### JUDICIAL SYSTEM TRAINING

Educational programming for court system personnel is provided through the following organizations:

#### SUPREME COURT

The Constitutional authority vested in the Supreme Court to supervise and manage the state's unified judicial system is the basis for the court's authority to require judicial personnel to participate in training or professional development programs. For example, in 1985 the Supreme Court conducted a two-week program for those newly elected or appointed Common Pleas Court judges designed to prepare these new jurists for their duties and responsibilities on the Common Pleas bench.



## ADMINISTRATIVE OFFICE OF THE PENNSYLVANIA COURTS

The Administrative Office of the Pennsylvania Courts (AOPC) was established by the General Assembly to administer the Commonwealth's unified judicial system. Among the various duties for which AOPC has responsibility is the preparation of educational and training materials for judicial system personnel and the conduct of educational and training sessions. This responsibility is noted under Title 201 of the Pennsylvania Code relating to the Rules of Judicial Administration. Section 12 of Rule 505 specifies the duties given to AOPC with regard to training.

The Administrative Office's role in training involves both direct provision of educational sessions and facilitation of instructional programs conducted by professional associations representing various groups within the system. Areas where the office has provided training include programs for court administrators, chief juvenile probation officers, chief domestic relations officers and appellate judges. In its facilitator role, AOPC operates joint educational sessions with such groups as the Pennsylvania Conference of State Trial Judges, the Special Court Judges Association and the State Conference of Special Court Administrators. In addition to these responsibilities, the office is also responsible for providing support to the Minor Judiciary Education Board in the conduct of its training programs.

Programs developed and presented by AOPC are based on the needs of the system rather than a requirement that certain individuals or job titles receive specific training. In this manner, the office meets its responsibilities as defined within the Pennsylvania Code.

### MINOR JUDICIARY EDUCATION BOARD

Mandatory training for district justices, bail commissioners of the Philadelphia Municipal Court, judges of the Pittsburgh Magistrates Court, and the Traffic Court of Philadelphia, who are not members of the Bar of Pennsylvania, is provided through the Minor Judiciary Education Board. Created by Act 22 of 1970, as amended (42 Pa. C.S.A. §§2131 et seq., 3112), the Board is responsible for a variety of duties including prescribing the courses of instruction required of the aforementioned court personnel. Administration of the training program is the responsibility of the Administrative Office of the Pennsylvania Courts, subject to the Board's direction. The seven-member Board includes three individuals who are judges of the Pittsburgh Magistrates Court, the Traffic Court of Philadelphia, or district justices, three members of the Pennsylvania Bar, and one citizen.

The requirement that certain judicial officers complete a course of instruction in their duties is contained in Article V of the Constitution of the Commonwealth of Pennsylvania which states that "Judges of the traffic court in the City of Philadelphia and justices of the peace (Sic) shall be members of the bar of the Supreme Court or shall complete a course of training and instruction in the duties of their respective offices." Later legislation included district justices, judges of the Pittsburgh Magistrates Court, and bail commissioners of the Philadelphia Municipal Court.

The current training programs provided by the Board include a four-week course for district justices and Pittsburgh Magistrates, a separate four-week course for bail commissioners, and a two-week program for Philadelphia Traffic Court judges. The legislative requirements for these training programs also describe specific areas which the instruction must address such as civil and criminal law, summary proceedings, motor vehicles, and courses in judicial ethics. Further specification of course content is provided for bail commissioners and judges of the Traffic Court of Philadelphia.

In addition to the training mandates noted previously, all district justices are required to complete an annual continuing education program of not less than 32 hours while bail commissioners must complete an annual program of not less than 20 hours. Both training courses are established by the Board and new content is approved on a yearly basis to insure that relevant issues are addressed in the programs.

#### COURT-RELATED TRAINING

Training for court-related personnel has been identified for only the position of deputy sheriff.

#### DEPUTY SHERIFFS' EDUCATION AND TRAINING BOARD

In 1984, the General Assembly enacted the Deputy Sheriffs' Education and Training Act as a vehicle for providing standardized entry-level and continuing education programs for deputy sheriffs. Act 2 of 1984 (71 P.S. §§2101-2109) established within the Pennsylvania Commission on Crime and Delinquency an advisory board known as the Deputy Sheriffs' Education and Training Board which is responsible, with the review and approval of the Commission, for establishing, implementing, and administering the requirements set forth in the legislation. Chief among the Board's duties is the establishment of the minimum courses of study and training for deputy sheriffs, establishment of courses of study and in-service training for deputy sheriffs appointed prior to August 9, 1984, and establishment of a continuing education program for all deputy sheriffs.

The Board membership includes the Attorney General and eight gubernatorially-appointed members: two Common Pleas Court judges, two sheriffs with a minimum of six years' experience, three deputy sheriffs with a minimum of eight years' experience, and an educator qualified in the field of curriculum design.

The legislative mandate for the training required in this program is contained in Section 7 of the Act which states that every sheriff will insure that each full-time or part-time deputy employed by him who has less than five years of experience as of August 9, 1984, will receive 160 hours of basic training. Additionally, the Act requires that these deputies also receive between 16 and 20 hours of continuing education every two years.

The designation of the specific curriculum for both the basic and continuing education courses conducted under this legislation is set by the Board. Currently, the basic course includes 11 topic areas covering the role and function of the deputy sheriff, civil procedure, courtroom security, firearms, prisoner transport, and communication and professional development.

## INSTITUTIONAL CORRECTIONS

Pennsylvania's adult correctional system is comprised of the state Department of Corrections and county prisons and jails. The Department of Corrections currently administers ten State Correctional Institutions and a regional correctional facility located in Mercer. As a result of an extensive expansion project the Department will also be opening three more state institutions during calendar year 1987 bringing that total to 13 by year's end. Local correctional services are provided through the 67 county jails or prisons operating within the state. Training for employees at state institutions is conducted under policies established by authority of the Secretary of Corrections while county correctional personnel are subject to training requirements set forth in Title 37 of the Pennsylvania Code, Subsection 95.221, relating to minimum standards and operating procedures for county prisons.

Within the Department of Corrections, minimum training criteria have been established as part of the agency's operations manual OM-050, Training and Staff Development. The mandatory minimum training requirements provided in the training manual address six major categories of employees and designate the number of hours each group will receive during orientation, first year, and succeeding years of service. The Department's minimum training requirements apply to all full- and part-time personnel as well as those individuals performing contract work for the agency. In the case of contract employees, such as teachers, medical personnel and other professional specialists working full-time for an institution, their requirements are the same as state employees working in the facility. Part-time personnel receive training at the same rate as their average hours of work per week; e.g., a person working 15 hours a week on average should receive 15 hours of orientation, first-year, and annual training.

The table on page 14 depicts the general work classifications for all full-time personnel and the current minimum training requirements for these positions.

Training for county correctional employees has its origins in the authority granted to the Department of Justice under Act 502 of 1965 (61 P.S. §§460.3) which gave the Department responsibility for establishing standards for county jails and prisons. Based on this legislation, the then Bureau of Correction developed standards which were adopted by the Department of Justice as their Standards for County Jails and Prisons and became part of the Pennsylvania Code. Within the personnel sections of the minimum standards are several requirements relating to entry-level and in-service training for county employees. These include the requirement that all persons must be enrolled within six months of the date they entered on duty in the Department's training school, that before duty all personnel must be given a course of training in their general and specific responsibilities, and that after entering duty and at regular times during their career, all personnel must attend in-service training courses.

Although the standards establish certain minimum requirements for training, they do not provide specific guidance as to the length of training for new employees or the length or frequency of training for in-service courses. Generally, county employees receiving basic training are included with state employees in the same course so the length of their training program is based on

the time frames established by the Department for state employees. Department of Corrections staff indicated that the major category of county personnel attending this type of training was that of corrections officer. In addition, some county prisons have established their own training programs for employees to meet their specific needs. In such cases where these programs are recognized by the Department, this local training is considered to satisfy the requirements of the minimum standards.

In assisting local prisons in meeting the minimum standards for in-service training, the Department of Corrections maintains a county training and support unit. Programs presented through this unit are focused on addressing localized needs and the programs are provided based on the availability of resources.

TABLE 1

Summary of Orientation and Minimum Training Hours

<u>TITLE</u>	<u>POSITION</u>	<u>ORIEN- TATION</u>	<u>FIRST YEAR</u>	<u>EACH YEAR THEREAFTER</u>
Clerical/Support (non-contact)	Secretaries, Clerks, Typist, Accountants, Personnel Staff	40	40 (Basic)	16
Clerical/Support (daily contact)	Food Service, Industry Work Supervisors Farm Work Supervisors Maintenance Work Supervisors	120	160 (Basic)	40
Professional Specialist	Counselors, Psychologists, Teachers, Librarians, Medical Personnel, Chaplains, Recreation Supervisors	120	160 (Basic)	40
Corrections Officers	All staff assigned to full- time custody and/or security posts	120	160 (Basic)	40
Administrative Management Personnel	Bureau Directors, Chief, Ass't Chiefs, Superintendents, Deputy Superintendents, Major, Captains, Lieutenants, Departmental Supervisors	40	40 (New Supervisor)	40
Emergency Unit Staff	Members of Emergency Squads of Confrontation Units	*40	-	**20
Part-Time Personnel			Equal to average number of hours worked weekly.	

\*May be part of 120 hours of on-the-job training required in first year as a Corrections Officer.

\*\*May be part of 40 hours annual training required of all Corrections Officers.

## PROBATION AND PAROLE

Responsibility for the supervision of adult convicted offenders placed on probation or parole in Pennsylvania is shared by the state Board of Probation and Parole and county probation and parole organizations.

### PENNSYLVANIA BOARD OF PROBATION AND PAROLE

Training for state employees is required in accordance with the policies established by the Board and the criteria provided in the Manual of Operations relating to training and staff development. Currently the Board requires that all full-time employees receive 40 hours of orientation training prior to a job assignment. On an annual basis, the Board also requires that full-time clerical and support personnel receive a minimum of 16 hours of training while professional employees are required to attend 40 hours of training. Hourly requirements for both orientation and in-service training are based on standards developed by the American Correctional Association which the Board has adopted into its policies.

Although orientation and on-the-job training programs are provided via the Board's internal resources, continuing education may be any combination of job relevant training from the joint state/county training program, out-service courses, or other training which meets Board approval.

Under the provisions of Act 501 of 1965 (61 P.S. §§331.17), the Board is responsible for providing in-service training for personnel of county probation offices when requested to do so by the county court. This training is conducted through the Board's Joint State/County Training Program which provides continuing education programs for clerical, direct service, and management personnel from county probation offices and the Board's offices. The training program is administered by the Staff Development Division and provides a sufficient number and variety of courses that all types of employees may meet their annual in-service needs through these sessions.

County probation offices which choose to participate in the Board's grant-in-aid program are encouraged to meet the minimum training standards established by the Board. Standards for the grant-in-aid program require that all new employees receive 40 hours of orientation training prior to job placement and that, on an annual basis, clerical and support staff receive a minimum of 16 hours training while professional employees attend 40 hours of course work. Currently, a county must meet 80% of the standards set forth by the Board in order to receive a grant. However, a county may selectively choose not to meet a specific standard and still receive funding as long as it meets the 80% requirement. In effect, a county may receive state aid for its adult probation services without meeting the training standards set by the Board.

## JUVENILE JUSTICE

Criminal justice services for youth are provided through the various state, county, local and private agencies which comprise the Commonwealth's juvenile justice community. Juvenile programs are governed under the guidelines established in the "Juvenile Act" (42 Pa. C.S. §6301 et seq.), which focuses on efforts to provide supervision, care, and rehabilitation of youth rather than punishment. Interaction between a youth and the juvenile system may occur through a variety of situations involving the police, the Juvenile Court, the local juvenile probation agency, and public or private juvenile correctional institutions.

Training requirements for occupations in this area have been established by the Juvenile Court Judges' Commission while the Department of Public Welfare has included general training standards for its employees and those public and private detention facilities which it licenses.

### JUVENILE COURT JUDGES' COMMISSION

Standards for the training and education of juvenile probation officers have been established by the Juvenile Court Judges' Commission under the powers granted to it through Act 177 of 1959 (11 P.S. §§270-1 et seq.). The Commission oversees juvenile probation services across the state and administers a grant-in-aid program which financially assists county juvenile probation departments. This program provides resources similar to those of the Board of Probation and Parole's grant program for adult probation services.

Among the several duties for which the Commission has responsibility is the examination of personnel practices and employment standards used in probation offices, the establishment of standards, and the provision of recommendations to the court regarding these issues. This mandate has been translated into the Commission's Juvenile Court Standards manual which sets forth requirements for the administration and operation of a juvenile court. Included in these standards are two separate requirements regarding training:

- The administrative judge shall ensure that the chief juvenile probation officer completes at least 20 hours of approved training each year.
- The administrative judge and the chief juvenile probation officer shall ensure that each juvenile probation officer completes at least 20 hours of approved training each year.

In addition to the standards previously noted, juvenile probation officers are required to have a bachelor's degree as a minimum prerequisite for employment, and attend 20 hours of in-service training each year as a requirement for continuing employment.

Training courses for juvenile probation personnel and others involved in the juvenile justice system are provided through the Center for Juvenile Justice Training and Research (CJJTR). All training provided through CJJTR meets the standards set forth by the Commission.

DEPARTMENT OF PUBLIC WELFARE

The Department of Public Welfare has established standards for secure detention facilities for youth as part of its responsibilities in licensing such facilities to operate within the Commonwealth. The specifics of these standards are contained in 55 Pa. Code §3760.51 relating to staffing, staff responsibilities, and staff qualifications for these centers. While not specifically the exact amount of training required for these positions, the standards do state that there shall be an ongoing training program for staff which includes, but is not limited to, academic training and participation in professional conferences, institutes, and workshops. Additional standards require that staff having regular contact with children be trained in basic first aid and fire safety procedures.

Public welfare has also recently developed a draft policy regarding training for staff positions at its seven Youth Development Centers/Forestry Camps. Although not yet a part of the Department's operations manual, the policy requires that each facility staff member receive 30 hours of training annually.



## Summary of Training Mandates

The training mandates described in this section (as noted in Exhibit 1) impact on nearly 30 different job titles within the criminal justice system. While the largest number of occupations with training requirements are in the law enforcement field, all components of the system have job titles which are covered by some form of mandated requirement.

In addition to the various occupations which have required training, the authority for individual training mandates generally emanates from one of three sources: statute, state standards, or agency requirements. While these authorities differ in their approach to requiring training, it does not appear that these differences have any impact on the type or quality of training mandated.

Entry-level training is the most prevalent type, with all occupations except those related to private security requiring this level of instruction. The private security occupations are trained under the Lethal Weapons Act which is specialized instruction in the use of deadly force. Annual or continuing education instruction appears frequently in the judicial, institutional corrections, non-institutional corrections, and juvenile components while it is rarely addressed in the law enforcement area.

In general, occupations which are involved in direct provision of criminal justice services are more likely to have a training mandate than occupations which are support or managerial in nature. Those mandates which address support or managerial training emanate from standards or agency requirements rather than legislative statute.

Perhaps the most significant issue raised in Exhibit 1 is the apparent lack of a standardized approach to determining who should receive training and the amount of instruction necessary. While some occupations have statutory mandates, others are by state standards or agency requirements. Similarly, while certain positions receive only entry-level course work, others attend both entry-level and annual training. Of greater divergence is the amount of training required under each mandate. Entry-level training ranges from a high of 810 hours for a State Police cadet to a low of 40 hours for clerical/support positions and does not appear to be predicated on any standard described within the existing mandates.

Section Three of the report will build on the information presented here by reviewing the relationship between existing training requirements and the various agencies within the system's major divisions.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
CRIMINAL JUSTICE SYSTEM TRAINING REPORT

EXHIBIT 1

SUMMARY OF TRAINING MANDATES

	TYPE MANDATE			TRAINING TYPE IN HOURS			Comments
	Statute	State Standard	Agency Requirement	Entry Level Hours	Annual Hours	Other Training Hours	
<b>Criminal Justice Occupations</b>							
<b>Law Enforcement:</b>							
State Police Officer			X	810	*		*No set hourly requirement
State Criminal Investigators			X		24-40		
State Drug Agent			X	480			
Waterways Officer			X	780	24-40		
Game Conservation Officer			X	952			
Liquor Board Enforcement Officer			X	160			
County Police Officer	X			480			
City/Borough/Twp./Officer	X			480			
Housing Authority Police Officer	X			480			1st class city only
Railroad Police Officer	X			480			
College/University Police Officer	X			480			
Private Detectives	X			40		8/3	Re-certification
Private Investigators	X			40		8/3	training required
Watchmen	X			40		8/3	every five years
Security Guards	X			40		8/3	"
Private Patrolmen	X			40		8/3	"
<b>Judicial:</b>							
Common Pleas Court Judge			X	*			*No set hours
District Justices	X			160	32		
Magistrate's Court Judge	X			160			Pittsburgh only
Traffic Court Judge	X			160			Philadelphia only
Bail Commissioner	X			160	20		Philadelphia only
Deputy Sheriff	X			160	16-20		Bi-annual requirement
<b>Institutional Corrections:</b>							
Clerical/Support Staff			X	280	40		Staff w/inmate contact
Professional Staff			X	280	40		
Corrections Officer			X	280	40		*Includes new
Administrative Management			X	40	40	40*	supervisory training
County Corrections Officers		X		160			
<b>Probation and Parole:</b>							
<b>(State Agency)</b>							
Clerical/Support			X	40	16		
Professional Staff			X	40	40		
Management			X		40		
<b>(County Agency)</b>							
Clerical/Support		X		40	16		
Professional Staff		X		40	40		
Management		X			40		
<b>Juvenile Justice:</b>							
Detention Center Staff		X			*		*No set hourly requirement
Chief Juvenile Probation Officer		X			20		
Juvenile Probation Officer		X			20		
Youth Development Center/ Forestry Camp Staff			X		30		Draft policy at this time

### SECTION THREE

#### Assessment of Training Requirements and Needs

As described in Section Two, there are a number of legislative mandates and administrative policies affecting the provision of training to justice system personnel. While both types of requirements are effective in establishing a basis for developing and providing training, it is important to note that differences exist between the two approaches. Statutorily mandated training requirements are set forth in the parameters of the enabling legislation established by that legislation. In most instances, the original law describes the target audience for the training, the general requirements of the training program and provides some guidance on administering the training itself. Legislatively mandated programs are frequently created in response to problems or concerns affecting a large category of persons, such as municipal police officers. They generally provide a single set of requirements for such individuals as a means of insuring that all employees in that occupation receive uniform instruction and pass a standardized set of evaluations. Statutorily mandated training requires legislative action when changing the requirements established in the original Act. As a result, legislatively mandated programs frequently exist for extended periods without undergoing significant modifications.

Administrative policies, while meeting the same broad purposes as legislative mandates, do so without the force of a law. Rather, they derive their authority from the powers granted to certain appointed or elected officials charged with managing a particular state agency. Examples of such individuals would be the Attorney General, Commissioner of State Police and the Commissioner of Corrections. Administrative policies apply to occupations within the state agency which establishes them and do not attempt to have their requirements applied to individuals at the county or local level in similar positions. As with statutory mandates, administrative policies are usually established to address specific training concerns in a coordinated, uniform manner for all individuals of similar status. Unlike mandated programs, policies are more easily modified as they do not require legislative action. This situation allows for a more responsive approach to change than traditional legislative procedures.

It is interesting to note that occupations covered by statutory mandates are generally those associated with local or county government while administrative policies are utilized by state agencies. Also of note is the fact that no organization identified in this report operates under dual requirements, i.e., both legislative and administrative policies.

Throughout this section, the terms mandate and policy will be used when discussing training requirements for agencies or occupations within a component of the system. In those instances where reference is made to a mandate it refers to any requirement operating under a legislatively enacted authority. The term policy is meant for those requirements which were created via an administrative authority.

As previously noted, there are a variety of mandates and policies relating to training for state and local government agencies. While some of these requirements are specific as to the occupations to receive training and the extent of this instruction, others are much broader in scope. To appreciate these differences and to more fully understand the current situation regarding the state's justice system, it is important to look beyond the legal or administrative requirements of training in assessing the utility of a specific mandate or policy.

This section of the report illustrates how the various statutory and administrative training requirements currently in existence relate to specific agencies and occupations in each component of the system. It also identifies areas where mandated training is not provided and briefly discusses the issues arising from this situation.

This presentation is based on the major divisions utilized in Section Two: law enforcement, judicial, institutional corrections, probation and parole and juvenile non-institutional corrections. The format for each component area will include a brief review of the mandates which affect that part of the system, an overview of the major agencies or organizations which comprise that discipline, a review of how existing training mandates or policies impact on the general skill levels for occupations in that component area, and identification of skill levels where training is needed. Concluding each presentation will be a discussion of the training requirements for the area.

In identifying the major agencies/organizations within each component, the report does not attempt to present all possible public and private entities which fall under that discipline. Instead, each sub-section provides examples of agencies which represent the various service providers in that area. Agencies are grouped according to their areas of responsibility, i.e., statewide, regional or county, municipal or local, and other categories as appropriate.

Due to the myriad of occupational titles for individuals employed by criminal justice agencies, the report has categorized the various positions within the system under five broad classifications. Since the report addresses occupations for state and local government agencies as well as private enterprises, the traditional classification for job titles of justice system employees was unacceptable and a new set of categories was devised.

The groupings noted below were developed based on the unique purpose of this report and not on job classifications utilized in personnel management. They should not be considered as definitive classifications of justice system occupations, rather they are benchmarks to be used when identifying those positions which do or do not have training mandates. In developing the general criteria for each classification, resource information for several sources was combined to create these groupings. The five classifications utilized in this section are by design broad in scope to insure that all occupations could be included within one of the groups. The titles for each class and the general criteria used in describing occupations within each group are:

Support Personnel - positions which provide administrative, clerical or other types of assistance to practitioners, e.g., radio dispatcher or clerical positions.

Practitioners - positions which provide direct services to a specific clientele within the justice system or the general public, e.g., police patrol officer or investigator, probation officer, or assistant district attorney.

First-line Supervisory - positions which involve assigning work to practitioners and support personnel and also provide direct services, e.g., shift supervisor for a police department, corrections officer supervisor.

Managers - positions which plan, direct, coordinate, and integrate the activities over which they have responsibility, e.g., chief probation officer or police command positions.

Policymakers - positions involved in determining policy for an organization/agency, e.g., chief of police, sheriff, or district attorney.

Each sub-section also contains a cross reference table which provides a visual comparison of current training requirements and the various skill levels within those agencies that make up that discipline. This table provides a basis for assessing training within each component since it illustrates where training exists and where it is lacking in each area.

## LAW ENFORCEMENT

The largest component within Pennsylvania's criminal justice system, both in terms of individual employees and separate agencies, is the area of law enforcement. The 1985 Pennsylvania Uniform Crime Report notes that more than 25,700 persons were employed by state, county, or municipal law enforcement agencies in the Commonwealth and that more than 1000 separate organizations reported crime figures to the state. Training for these various occupations is provided through statutes or individual agency policies which generally identify the specific classification of practitioner required to be trained and the length of training which must be attended. This sub-section will examine the current situation in law enforcement training to identify specific agencies or skill levels where needs exist.

The bases for examining this training are those requirements previously described in Section Two of the report. Statutory mandates presently apply to county, city, borough, and township police as well as housing authority police in cities of the first class, railroad and street railway police, and police officers from state universities, state-related universities and colleges and community colleges. Occupations with training requirements emanating from agency policy include the State Police, Liquor Control Board enforcement officers, Game Commission game protector positions, Fish Commission conservation officers, and Public Utility Commission enforcement officers. Special legislation focuses on those individuals under private employ acting as security guards, private detectives/investigators, watchmen, or private patrolmen who use lethal weapons in their duties. Exhibit 2 presents a table which illustrates the major agencies employing these occupations, the general skill levels within the agencies, and those specific agencies and skill levels where existing training occurs.

To provide a clearer understanding of the impact these mandates and policies actually have in the law enforcement component, each agency has been placed into one of four general classifications based on their jurisdiction. As an example, those agencies with statewide authority, such as the State Police, Liquor Control Board, Fish and Game Commissions, and Public Utility Commission, would be grouped together while organizations such as the Capitol Police, Conrail and SEPTA Police, and university campus police would, due to their special authority jurisdictions, comprise another category for the table. Highlights from this illustration include:

1. Training requirements are primarily focused on the practitioner skill level.
2. Training for support staff, managers and policymakers was not identified for any agency noted in the table.
3. Local agencies with special law enforcement functions are less likely to have a training requirement than other types of organizations.

The major issues affecting law enforcement training focus on the need to provide entry-level training for those agencies which currently are not required to attend such programs, to significantly expand the requirements of continuing education for police officers with entry-level mandates, and to develop training

requirements for the supervisory, managerial, and special duty positions within all agencies. Although most agencies listed in Exhibit 2 have some form of training mandate, policy or standard, there are several which do not, including the State Capitol Police, local fire or school police and those private security firms which do not have employees utilizing lethal weapons. Establishment of minimum training standards for these and related occupations would close many of the existing gaps in the overall field of law enforcement education.

Expansion of the requirements for continuing education of all law enforcement personnel is also a pressing need within this component. While entry-level training is a requirement for most occupations, it is frequently forgotten as departments utilize on-the-job learning experiences for all skill levels. This situation exists equally for state, local, special authority, and private security agencies. Given the ever-changing aspects of law enforcement work, it is critical that all practitioners receive additional training on a yearly basis to insure a sound knowledge of their duties.

Current training also lacks educational requirements for skill levels in specialized areas of law enforcement. Support staff such as radio dispatchers and practitioners in juvenile, arson investigation, and crime prevention units are just a few examples of areas where training requirements are needed. Although training programs provided by state and federal agencies are generally available in these areas, the lack of a requirement for practitioners in these specialized areas to attend training results in a reduced level of expertise within the police field. A related matter is the need for training of those skill levels beyond practitioner which currently have no requirements and few educational opportunities. Supervisory and managerial training would provide the necessary skills for these individuals to efficiently utilize the resources available within an agency. While this type of instruction is not directly related to enforcing the law or detecting crime, as is basic training, it is essential to any agency's ability to efficiently service its citizenry.

Current law enforcement training has proven effective in instructing many practitioners in the skills and duties of their respective occupations. However, these requirements have been inadequate in meeting the basic needs of supervisors and managers, of providing training to officers in specialized duty assignments, and for providing continuing education to practitioners, supervisors or managers.

A review of current requirements for the Municipal Police Officers' Education and Training Act reveals several shortcomings. Chief among these is that the Act does not apply to supervisors, managers or individuals in special duty assignments and, therefore, in its current form cannot provide training to these individuals unless its basic focus is modified. Another is that the continuing education component of the Act does not specify the number of hours which an officer should receive on a yearly or bi-yearly basis to retain his commission as a police officer. A similar situation exists for the State Police training policy and the Lethal Weapons Act. In both instances, the original intent of these programs was to provide specific basic instruction. As needs within the State Police and the private security area have changed, the training requirements for these areas have not been updated to address current issues.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
CRIMINAL JUSTICE SYSTEM TRAINING REPORT

EXHIBIT 2

Training Requirements by Occupation and  
Skill Level for Selected Law Enforcement Agencies.

Criminal Justice Agency	Training Mandate Policy or Standard	Occupational Title	Skill Level				
			Support Staff	Practitioner	Supervisor	Manager	Policy-Maker
<u>STATE</u>							
State Police	Yes	Cadet		X			
Crime Commission	No						
Liquor Control Board	Yes	Enforcement Officer		X			
Game Commission	Yes	Game Protector		X	X		
Fish Commission	Yes	Conservation Officer		X	X		
Attorney General's Office	Yes	Drug Agent		X			
<u>COUNTY/MUNICIPAL</u>							
County Police	Yes	Officer		X			
City/Borough/Twp. Police	Yes	Officer		X			
County Detective	Yes	Detective		X			
<u>SPECIAL AUTHORITY</u>							
Capitol Police	No						
Conrail Police	Yes	Officer		X			
S.F.P.T.A. Police	Yes	Officer		X			
State University/ State-Related/Community College Campus Police	Yes	Officer		X			
Public Housing Authority Police	Yes	Officer		X			
Fire Police	No						
School Police	No						
Auxiliary Police	No						
<u>PRIVATE SECURITY</u>							
Contract Security Companies Using Lethal Weapons	Yes	Watchman Detective Investigator Patrolman Security Guard		X X X X X			
Contract Security Companies Not Using Lethal Weapons	No						



## JUDICIAL

The state's judicial system includes a variety of occupations ranging from Supreme Court Justice to Common Pleas Judge to District Justice to support staff for the special courts. Additionally, there are numerous court-related positions such as prosecutor, public defender, sheriff and constable which also serve the system. While many differences exist for the duties, responsibilities and authority of these occupations, there is one common element which relates to all. Training is of critical importance to maintaining the high level of professional competence necessary for most judicial system positions. This sub-section will review how current judicial and court-related occupations are affected by the parameters of existing training mandates and programs.

To set the stage for examining this situation, a brief review of those training requirements previously identified in Section Two is useful. For judicial system occupations, there are both legislative and administrative training requirements as illustrated by the mandatory educational criteria set forth for individuals functioning as District Justices, Traffic Court Judges in Philadelphia, Judges of the Magistrates' Court in Pittsburgh or Bail Commissioners for the Philadelphia Municipal Courts if they were not members of the Bar. Administrative requirements for judicial and court staff positions were also noted in the authority provided to the Supreme Court and the Administrative Office of the Pennsylvania Courts. For court-related occupations, the report identified the requirements established under the Deputy Sheriffs' Education and Training Act which noted that deputies hired after August 9, 1984 were to receive 160 hours of entry-level training while all deputies regardless of their length of service were required to attend a bi-annual continuing education program.

Exhibit 3 provides a comparative table illustrating the major agencies which are a part of the court system, the general skill levels associated with occupations in those agencies, and where existing training mandates affect these agencies and skill levels. To facilitate comparison of training requirements among offices which function at the same level in the judicial system, each agency has been placed into one of three general groups. For example, district justices and the Philadelphia Municipal Court function as part of the minor judiciary, while the District Attorney's Office and the Sheriff's Office function at the county level with the Court of Common Pleas and the Commonwealth and Superior Courts functioning at the state level.

A review of the information contained in Exhibit 3 reveals the following highlights:

1. Required judicial system training involves newly elected/appointed Common Pleas Judges, District Justices, Magistrates' Court Judges, Traffic Court Judges, Bail Commissioners, and Deputy Sheriffs.
2. Current training requirements affect positions only at the county or local level.
3. Training requirements do not exist for court-related positions such as District Attorney, Public Defender, Sheriff and Constable.

4. Training for system and court-related occupations at the support staff, supervisory, managerial or policymaker levels occurs infrequently.

In assessing the current training situation regarding both system and court-related personnel, it is apparent from the information contained in the exhibit that a number of issues exist in each of these areas. Regarding system personnel at the state level, one of the primary concerns is that none of the agencies or skill levels which comprise this segment has identifiable training requirements. Due to the unique role which the appellate courts play in the overall administration of justice, mandatory training may be unnecessary; however, when no entry-level or continuing education requirements exist, it is too easy to neglect such instruction. A similar situation exists with the Administrative Office of the Pennsylvania Courts. As a pivotal agency in the administration of the state's court system, AOPC's personnel at all levels should participate in annual training as a means of improving their abilities and strengthening the resources of the office.

Another major concern in this component is the paucity of training opportunities for judicial system agency managers and policymakers. The importance of practitioner education is vital to the proper handling of each case within the court system; however, managerial training for the court is just as critical in ensuring that the related agencies' judicial system components operate efficiently and in a coordinated manner.

The area of court-related personnel also contains a number of concerns. While the Deputy Sheriffs' Education and Training Board program addresses the specific needs of this discipline, there are numerous other occupations where entry-level and continuing education training requirements do not exist. At the local level, the most obvious concern is that of constables and their deputies. In addition to serving warrants for district justices, constables have considerable police powers and frequently carry weapons. These individuals currently have no statutory mandates to attend training related to performing their duties nor must they participate in any form of in-service or continuing education programs to maintain their knowledge of this occupation. This lack of training has a negative impact on the effectiveness of the constable in performing his or her duties, on the quality of services provided by constables, and most importantly has ramifications for liability in conducting their work. Constables remain one of the few occupations within the state with arrest powers and the authority to carry firearms that are under no training requirements whatsoever. Further complicating the issue of constable training is their unique position in the justice system. While recognized as a locally elected official responsible for serving district justices, constables are not under the authority of the Supreme Court or the Court Administrator which has created some confusion regarding training responsibilities for these individuals.

While judicial occupations at the county and local level have training programs, the same does not hold true for court-related positions. Of those agencies which interact at the Common Pleas Court level, only deputy sheriffs have a training mandate. This situation is a major need considering the critical positions which district attorneys, public defenders and district court administrators have within the state's court system. Due to the education requirements for prosecutors and public defenders, there may not be a need for

entry-level training; however, the constant changes in trial law precedents and opinions certainly require that regular educational sessions be provided for individuals in this field. Similarly, educational opportunities for court administrators, sheriffs and other related positions should be considered as essential to these individuals in developing and maintaining expertise in their careers. When coordinated with existing judicial educational efforts, the development of training courses for these court-related occupations would provide this component of the justice system with a comprehensive range of programs.

There are a number of factors which have an impact on the ability of judicial training providers to address many of the court system's needs. A chief contributor has been that current mandates focus only on a small portion of the system's occupations. For example, the guidelines established in the state Constitution for training of minor judiciary identify very specific individuals for this training. As a result, a number of other judicial skill levels which could benefit from training programs simply do not have the established authority for initiating such training. This situation is especially true for the judges and staffs of the appellate courts. A similar situation occurs for those individuals supervised by the Court Administrator. The authority granted to the Administrative Office of the Pennsylvania Courts to provide training is so broad as to be difficult to meet with the agency's existing resources. AOPC has the administrative authority to provide training as they deem necessary; however, there are no minimum criteria to use in determining what judicial occupations or skill levels need training. Due to the vagueness of this authority, the provision of training becomes a by-product of budgetary issues. Since there is no specific activity or program which is required in the training area, the allocation of resources for this activity becomes a low priority during periods of minimal budget growth. This results in training efforts for system personnel operating on limited resources which cannot fully satisfy existing needs.

Another factor which appears to affect training in the court system is the traditional separation of the legislative and judicial branches of government. Historically, the judiciary has resisted actions by the Legislature to direct the operation of the courts. Enactment of statutes directing judicial system personnel to attend legislatively established training programs could be viewed as a form of legislative encroachment into the court area which would raise the issue of constitutionality of any action of this kind.

While the issues facing judicial system training programs are generally concerned with clarifying and expanding the parameters of existing mandates, those affecting court-related personnel are more complex. The obvious absence of training mandates or requirements for such occupations as county prosecutor, public defender, sheriff or constable is itself a major impediment to providing training to these classes of personnel. Without some form of mandated requirement, it is unreasonable to expect that training will spontaneously be established for these occupations by an existing or new educational resource. Additionally, as certain court-related positions are elected officials, it would be appropriate to examine whether these individuals could be legislatively or administratively required to attend training. Another problem constraining the provision of training to court-related occupations stems from their being mutually inclusive and exclusive as to their educational needs, effectively requiring that separate educational programs be developed for each area.

Further compounding this problem is that existing providers, such as the Administrative Office of the Pennsylvania Courts or the Deputy Sheriffs' Education and Training Board, do not have jurisdiction over training for these non-system personnel. To entirely alleviate this problem would require major changes to these agency's areas of responsibility or establishment of new organizations to provide such services. In either case, significant legislative action would be necessary to fully accomplish such changes.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
CRIMINAL JUSTICE SYSTEM TRAINING REPORT

EXHIBIT 3

Training Requirements by Occupation and  
Skill Level for the Selected Judicial System Agencies

Criminal Justice Agency	Training Mandate Policy or Standard	Occupational Title	Skill Level				
			Support Staff	Practitioner	Supervisor	Manager	Policy-maker
<u>STATE</u>							
Supreme Court	No						
Superior Court	No						
Commonwealth Court	No						
Administrative Office of PA Courts	No						
<u>COUNTY</u>							
Court of Common Pleas	Yes	Judge		X	X	X	X
District Attorney's Off.	No						
Public Defender's Off.	No						
Sheriff's Office	Yes	Deputy Sheriff		X			
Clerk of Courts	No						
<u>LOCAL</u>							
District Justice Court	Yes	District Justice		X			
Pittsburgh Magistrate's Court	Yes	Judge		X			
Philadelphia Traffic Court	Yes	Judge		X			
Philadelphia Municipal Court	Yes	Bail Commissioner		X			
Office of Constable	No						

## INSTITUTIONAL CORRECTIONS

Whether employed at a state or regional correctional facility or a county prison or jail, an individual is normally considered within one of the following occupational classifications: clerical, support, professional staff, corrections officers or administrative management. Training for individuals of state and regional institutions is conducted under policies established by the Department of Corrections, while local jail training is addressed in standards promulgated by the department.

Exhibit 4 presents a comparative illustration of those correctional titles generic to corrections employees and the extent to which current training policies or standards affect these positions. Examination of the information contained in the exhibit reveals several findings:

1. Training for occupational titles of state and regional correctional facilities covers all skills within these agencies.
2. Corrections officers are the only occupation currently covered by training requirements at the local level.
3. Support staff, supervisors, managers, and policymakers at county correctional facilities have no training requirements.

While it appears that existing training policies are adequately meeting the needs of all skill levels in state facilities, the same is not true for county prisons or jails. The major concern in this area is that minimum standards established by the Department of Corrections for county prisons and jails do not provide specifics for employee training. The minimum requirements contained in the standards (Pennsylvania Code) are written in general terms rather than specifying positions requiring certain types of training. A second concern is the vagueness of the requirements presented in the standards. For example, the requirement for continuing education states that after entering duty, and at regular times thereafter, all personnel must attend in-service training courses. While the basic premise of the requirement is worthwhile, the fact that it does not contain time frames for receiving such training, designate what types of training are acceptable, or provide consequences if the standards are not met, significantly reduces its effectiveness as a training mandate. A similar situation exists with regard to the requirement that all local jail personnel must be enrolled in the Department of Corrections' training school within six months of employment. Since the department does not keep records on local hires, it is difficult to determine if a specific employee at a particular county facility has, in fact, met the requirements of this standard. To further cloud the issue, several county prisons have internal training programs which have been recognized by the department as satisfying the requirements of the standards. This creates some confusion in that the standards do not address alternative training programs as acceptable means of meeting minimum requirements.

Other issues related to county training include determining which agency should be responsible for training county personnel, what amounts of basic and in-service training are appropriate for local corrections personnel, and which skill levels should have mandated training. Specific training for supervisors,

managers, and policymakers is also a critical need at the county level. As corrections facilities continue to be overcrowded, the burdens placed on existing institutions can only be met through improved management of these prisons.

The issues surrounding county corrections training appear related to the use of minimum standards as the basis for requiring local personnel to attend specific instructional programs. The value of these standards in setting goals for county facilities to emulate is not at question; however, the ability of these general standards to function as mandates for training to local individuals is questionable. Specifically, the existing standards do not possess an enforcement provision nor do they provide an incentive for local corrections personnel to attend training. Without such provisions, there is little, if any, motivation for counties to send staff to training.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
 CRIMINAL JUSTICE SYSTEM TRAINING REPORT

EXHIBIT 4

Training Requirements by Occupation and  
 Skill Level for Selected Institutional Corrections Agencies

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Criminal Justice Agencies	Training Mandate Policy Standard	Occupational Title	Skill Level					
			Support Staff	Practitioner	Supervisor	Manager	Policy-Maker	
<u>STATE</u>								
State Correctional Institutions	Yes	Clerical	X		X			
		Support	X		X			
		Professional		X	X			
		Corrections Officers		X	X			
		Administrative Management			X	X	X	
<u>COUNTY</u>								
County Prison/Jail	Yes	Corrections Officers		X				



## PROBATION AND PAROLE

Supervision of adult offenders placed on probation or paroled from a correctional facility is shared by the Pennsylvania Board of Probation and Parole and county adult probation offices. Direct provision of services comes from professional staff employees usually titled as probation or parole officers and serving a specified geographic area. Training for officers/agents, the clerical staff which supports them and the supervisory or managerial positions which direct them is provided by the state's Board of Probation and Parole. As noted in Section Two, the Board's courses are offered to both state employees and county personnel through its Joint State/County Training Program.

Exhibit 5 presents a table which illustrates the various skill levels within state and county parole/probation agencies and where existing training requirements affect these agencies and skill levels. As can be seen in the table, the current policies appear to address the major occupations and skill levels within this area of the justice system. This is especially true given the Board of Probation and Parole's policies for training of their employees and the training standards set by the Board for county personnel as part of its grant-in-aid program. The later program has been especially successful in encouraging county agencies to improve their training standards.

The major concern for training in this component comes at the county level. While the Board's grant-in-aid program establishes minimum standards for a variety of areas related to operating a county probation/parole agency, it does not require that each of these standards be met. Currently, only 80% of the standards set by the Board need be fulfilled to receive a grant. This situation allows counties to by-pass the training requirements of the Board without sacrificing state funding. This situation could result in poorly trained or under-trained agents operating at the county level.

The training standards established by the Board are an effective means of instructing county personnel in the duties and skills of their respective occupations. However, by allowing a county to decide whether or not it will adopt a specific standard, such as the one on training, this system has a built-in loophole.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
CRIMINAL JUSTICE SYSTEM TRAINING REPORT

EXHIBIT 5

Training Requirements by Occupation and Skill Level  
for Selected Probation and Parole Agencies

Criminal Justice Agencies	Training Mandate Policy or Standard	Occupational Title	Skill Level				Policymaker
			Support Staff	Practitioner	Supervisor	Manager	
<u>STATE</u> State Board of Probation and Parole	Yes	Clerical	X		X		
		Direct Service		X	X		
		Management			X	X	
<u>COUNTY</u> County Adult Probation Office	Yes	Clerical	X		X		
		Direct Service		X	X		
		Management			X	X	

## JUVENILE JUSTICE

The juvenile justice system in Pennsylvania includes a number of diverse functions including law enforcement personnel, juvenile court judges, county probation and detention services, state institutions, and private care facilities. All of these functions involve individuals with various duties and responsibilities as part of the juvenile component. Training requirements for juvenile system occupations have been identified for county probation officers and certain state, county and private secure detention facility staff. The Juvenile Court Judges' Commission has established standards for county probation officers and supervisors while the Department of Public Welfare promulgated the standards for secure detention facilities.

Exhibit 6 identifies six organizations or types of organizations which constitute the major functional areas within the juvenile system. The information contained in the table illustrates those agencies, occupations and skill levels with training mandates as well as those without such requirements. A review of the exhibit reveals that:

1. Law enforcement personnel do not have a training requirement in the area of juvenile justice.
2. Although mandatory training exists for juvenile probation officers and chiefs, there is no such requirement for judges serving the juvenile court.
3. Youth Development Center/Forestry Camp training involves only those skill levels where employees are in direct service positions.
4. County and private secure juvenile detention facilities have the most comprehensive requirements for training of their employees.

Training standards have been identified for a number of occupations in the field of juvenile corrections; however, for police and court personnel, there currently exists no such training requirements. This is a major concern, especially in the law enforcement field where considerable time and resources are allocated by state and local police to handling juvenile matters. The 1985 Uniform Crime Report figures for the state indicate that more than one-third of all Part I crime arrests were persons under age 18, while juveniles accounted for more than one-quarter of Part II arrests. With such large amounts of police time being devoted to juvenile matters, the need for a training effort in this area is critical if law enforcement agencies are to be effective in dealing with youthful offenders. Currently, police agencies must rely on the 12 hours of juvenile training mandated in the Municipal Police Officers' Education and Training Act curriculum or local updates provided by the District Attorney's Office. For small-sized departments, the assimilation of juvenile law and process frequently occurs only through on-the-job experiences. As a result, many police officers are under-trained in handling situations involving juveniles which may lead to improper actions by the officer or worse, no action at all due to a lack of understanding of juvenile procedures.

The quality of juvenile justice is directly related to the decisions of the juvenile court. However, under current circumstances training requirements have been established only for chief juvenile probation officers and their staffs. With more than 29,000 cases of delinquency disposed of through the juvenile

court system in 1985, the need for both entry-level and continuing education programs for court judges and support staff is clearly a necessity.

Other training issues within the juvenile justice component include the need for training requirements at the support staff level for all agencies within this area and the need for managerial training at the state youth development and youth forestry camp facilities. While not as critical a problem as the police and court training issues, these needs are worth examining as part of the juvenile justice system's efforts to develop a comprehensive training program for its employees and managers.

A review of training for juvenile system agencies indicates that current requirements are not designed to meet the needs of all police or court personnel. For example, the current 480-hour Municipal Police Officers' Training and Education Act curriculum devotes 12 hours to juvenile arrest and processing; however, this information is presented in the context of a basic introduction and is not designed to provide a complete understanding of the police role in the juvenile system. In the juvenile court area, training standards have been established by the Juvenile Court Judges' Commission for probation officers; however, other court personnel such as judges are currently without such requirements. As raised elsewhere in the report, comprehensive training for newly elected or appointed judges in all facets of the criminal and juvenile justice system is desirable and necessary to insure an effective justice system.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
 CRIMINAL JUSTICE SYSTEM TRAINING REPORT

EXHIBIT 6

Training Requirements by Occupation and Skill Level  
 for Selected Juvenile Justice System Agencies  
 and Related Functions

Criminal Justice Agencies	Training Mandate Policy or Standard	Occupational Title	Skill Level				
			Support Staff	Practitioner	Supervisor	Manager	Policy-maker
<u>STATE</u>							
State Police	No						
Youth Development Center/ Youth Forestry Camp	Yes	Direct Service Staff	X	X	X	X	X
<u>COUNTY</u>							
County Juvenile Court	No						
County Juvenile Probation Office	Yes	Chief Probation Officer				X	
		Probation Officer		X	X		X
County Secure Juvenile - Detention Facility	Yes	Staff		X	X	X	X
<u>LOCAL</u>							
Local Municipal Police	No						
<u>PRIVATE</u>							
Private Secure Juvenile Detention Facility	Yes	Staff		X	X	X	X

## Summary of Training Issues

Pennsylvania's criminal justice system has long recognized the importance of training for its practitioners. Currently, there are training requirements established within the system's major components encompassing more than 30 individual occupations. While these training programs have made significant contributions to the professionalism of those who labor in the justice system, their impact has been limited due to the uncoordinated manner in which current training efforts operate. This lack of uniformity has created a variety of required training programs which address a few specific job titles or skill levels in each functional area rather than comprehensively training all occupations within a component. While mandatory training exists for municipal police officers, deputy sheriffs, district justices and county juvenile probation officers, to cite a few examples, many similar positions with equal or greater authority are without such requirements.

Many agencies providing training do so based on the specifics of legislation, agency policy, or standards. This has frequently caused training efforts to be focused on meeting the requirements set forth in a mandate, policy or standard, rather than addressing the needs of individuals within that part of the system. By creating training programs which are mutually inclusive and exclusive, as to their scope and audience, the overall needs of an agency or component are left unmet. Many existing requirements suffer from this malady of shortsightedness.

Existing training has generally focused on the needs of direct service occupations such as police officer, parole agent, or deputy sheriff. This has resulted in entry-level training programs for these skill levels, with little or no emphasis on the specific needs of others such as supervisors or managers. While practitioner training is vital to providing a high level of service, the lack of supervisory/management training can lead to inefficient operating procedures which reduce an agency's overall effectiveness.

While the narrow focus of some training requirements noted in this section has caused problems in meeting individual needs, the opposite is also true. Several of the existing mandates, policies or standards are too general in nature, making it impossible to accurately determine the specific occupations which are covered under these requirements. By utilizing terms such as all staff or employees, to designate those individuals covered by these requirements, local interpretation frequently determines skill levels attending such training rather than uniform criteria.

Although many areas within the system have well-established training programs for their individual agencies, there has not been coordination between these training providers nor any system-wide strategy that would identify opportunities for training in those topics which could be provided in a cross-component manner. Issues such as management strategies for clients with AIDS, crisis management techniques and even basic managerial skill training for criminal justice occupations typify those areas where economies and efficiencies in programming could be realized through a more coordinated approach.

## SECTION FOUR

### State Training and National Standards

In the preceding section various training requirements within the state's justice system were reviewed. Through this process those occupations and skill levels covered by statutory or administrative programs were identified, those areas without such requirements were also noted and the factors which inhibit existing programs from meeting the system's educational needs were briefly discussed. Although this information is extremely useful in understanding Pennsylvania's current status, it merely represents an internal view of the situation. To more fully appreciate the Commonwealth's justice training effort, it should be reviewed in the context of nationally recognized minimum standards for such programs. This approach provides a clearer understanding of Pennsylvania's current efforts in relation to established national benchmarks.

Available research indicates that a variety of minimum training and educational standards have been promulgated by national organizations and advisory groups. Within each component area, these guidelines frequently serve as a starting point for determining state and local efforts and provide the basis for establishing acceptable state or local standards for various topics such as training. Among the groups which have created such standards are the:

National Advisory Commission on Criminal Justice Standards and Goals  
(Police, Courts, Corrections);

National Conference of State Trial Judges;

Institute of Judicial Administration/American Bar Association;

American Correctional Association;

National Advisory Committee for Juvenile Justice and Delinquency  
Prevention;

National Advisory Committee on Criminal Justice Standards and Goals Task  
Force on Juvenile Justice and Delinquency Prevention;

Commission on Accreditation of Law Enforcement Agencies; and

National District Attorneys Association.

It should be noted that the requirements cited herein as national standards should not be viewed as definitive criteria regarding the exact number of training hours needed for a specific occupation or skill level. Rather, they are guidelines reflecting the best estimates of what should be considered minimum training requirements for certain occupations. Although the term "national standard" is used to identify these minimum requirements, caution should be exercised in using these figures to gauge the appropriateness of specific state training practices. In this report, the standards are referenced only as an indicator of generally agreed upon minimum criteria for training.

In reviewing Pennsylvania's training requirements with the minimum standards adopted by national advisory bodies or other groups, it is important to remember that state mandates are generally very specific as to their clientele, hours of training and other factors while national guidelines often take a much broader perspective. Due to these differences, exact relationships between standards cannot and should not be made. In discussing the various standards, the report endeavors to highlight those factors which are relevant to training and how those factors relate to Pennsylvania's requirements. When hourly requirements are available for both state and national standards, they are included in the review. In those instances where no numerical requirements are noted, the report simply examines the responsibilities or tasks set forth in each standard.

By identifying areas where state requirements exceed or fall short of national standards, the report attempts to illustrate the differences in such standards as a basis for further research into that specific situation. It should not be inferred from these comparisons that Pennsylvania's requirements are superior if they exceed a standard or inferior if they do not. Rather, the comparison provides a starting point for examining current training practices in the state with a set of known minimum standards.



## LAW ENFORCEMENT

Training standards for police personnel are included in the National Advisory Commission on Criminal Justice Standards and Goals Report on Police. Standard 16.3, Preparatory Training, includes a statement that, "Every state should require that every sworn police employee satisfactorily complete a minimum of 400 hours of basic police training." This standard has been the basis for the establishment of many state efforts in police training. While only a minimum requirement, the 400-hour figure has become part of the background information utilized by other police standard-setting organizations such as the Commission on Accreditation of Law Enforcement Agencies (CALEA). The Commission's standards are somewhat less defined, yet also mandate recruit training. In their discussion of the length and intensity of police recruit training, the Commission noted that such programs should be based on a job-task analysis as measured by competency-based testing and involve 400 hours of instruction.

As described earlier, entry-level police training in Pennsylvania is currently set at 480 hours for those county and local agencies covered by the Municipal Police Officers' Education and Training Act (Act 120) and at 810 hours for State Police personnel. The training for municipal police is available in both full- and part-time formats. The full-time program is accomplished during a 12-week schedule while the part-time or modular program normally involves a period of 10-12 months depending on the training academy providing the instruction. It should be noted that officers required to attend Act 120 training have a year period in which to complete their instruction regardless of which format is utilized. In those instances where an officer needs additional time to complete his training, an extension may be granted by the Commissioner of the State Police. Extensions are usually granted for a period of six months.

According to a recent National Association of State Directors of Law Enforcement Training (NASDLET) survey, Pennsylvania is among 48 states which have a standardized law enforcement training curriculum and among 43 states which responded as offering mandatory training in the police area. Basic training programs were the most frequently identified type of instruction provided by these states with courses ranging in length from 230 hours for Alaska to 660 hours for Rhode Island. While Pennsylvania's 480-hour municipal police curriculum falls approximately midway between the course length previously noted, the State Police program exceeds these parameters by a considerable amount.

With regard to in-service training for police personnel, the National Advisory Commission declared in its Standard 16.5 that, "Every police agency should provide 40 hours of formal in-service training annually to sworn police employees up to and including Captain or its equivalent." In a similar vein, the Commission on Accreditation of Law Enforcement Agencies (CALEA) noted in its in-service, roll-call and advanced training standard (Standard 33.5.1) that a directive should require all sworn personnel to complete an annual re-training program inclusive of firearms re-qualification. In comparison to these national standards, Pennsylvania's in-service training efforts are markedly deficient. While many police agencies do provide in-service training opportunities for their personnel on an informal basis, there are no mandatory re-training or re-certification requirements for municipal police at this time. To meet this

concern, the Municipal Police Officers' Education and Training Commission has proposed a series of changes to Act 120 which would address this problem for municipal police.

Educational standards have also been established for police chief executives. In its report to the National Advisory Committee on Criminal Justice Standards and Goals, the Police Chief Executive Committee of the International Association of Chiefs of Police proposed regional and national executive enrichment and development programs for chiefs/executives. Standard 16 of their report notes that, "Every state, individually or in concert with one or more contiguous states, should enact legislation to establish executive programs for police chief executives' enrichment and development." As with in-service type training, Pennsylvania has generally relied on informal seminars and non-mandatory programs for police executives. Although this mechanism has been successful in providing a limited amount of upper management training, it falls far short of the type of programs envisioned by the national standards. The Commonwealth, like most other states, is currently without a formal educational requirement for its police chiefs.

Later in this section, Exhibit 7 summarizes the information previously discussed in a comparative matrix of state and national training requirements.

## JUDICIAL

National standards relating to education and training of various occupations with the judicial system have been advocated by a number of public and private organizations including the National Advisory Commission on Criminal Justice Standards and Goals, the American Bar Association, the National District Attorneys Association and the National Conference of State Trial Judges. Available research indicates that many of the standards adopted by these groups are similar in respect to their criteria for training.

Educational criterion for judges have been established in the Standards for Judicial Education of the National Conference of State Trial Judges. These standards closely parallel the National Advisory Commission's recommendations in Standard 7.5 of their Report on Courts, which noted the need for judicial education at the state and national levels. Although these criteria do not dictate a set amount of instruction for new judges or specific continuing educational requirements for sitting jurists, they do set forth several proposals aimed at initiating and maintaining judicial education. For example, Standard 7.5 of the National Advisory Commission on Criminal Justice Standards and Goals includes language advocating that every state should create and maintain a comprehensive program of continuing judicial education. Further clarification of this standard specifies that all new trial judges should attend a local orientation program immediately before or after the judge takes office. Additional criteria from the National Conference of State Trial Judges notes that judges should attend, on a regular basis, programs on the substantive, procedural and evidentiary law of his or her state, and every three years at least one residential national program of an advanced or specialized nature. While both these standards address judicial education, it is important to note that the specific time frames for orientation training and continuing education are not provided.

Pennsylvania's trial court judges are encouraged by the Supreme Court to participate in both orientation and continuing education programs. Although these programs may not be statutorily mandated, they do address the general requirements promulgated in national standards. Due to the broadness of standards in this area, it is difficult to make a quantitative comparison between Pennsylvania's situation and national criterion except to note that, in an informal manner, the state does attempt to provide judicial education.

Prosecutorial training and public defender training have also been established through national recommendations. The Report on Courts of the National Advisory Commission on Criminal Justice Standards and Goals proposes in its Standard 12.5, Education of Professional Personnel, that, "All newly appointed or elected prosecutors should attend prosecutors' training courses prior to taking office...All prosecutors and assistants should attend a formal prosecutors' training course each year in addition to the regular in-house training." These guidelines are consistent with the standard adopted by the American Bar Association in its Standards Relating to the Prosecution Function, which recommends that newly elected or appointed prosecuting attorneys receive at least 16 hours of orientation training focusing on the nature of the prosecutorial function and that veteran prosecutors and assistants receive at least 16 hours of training annually in programs conducted outside of the office. In a like manner, training for public defenders and assigned counsel is also

provided for in the court standards of the National Advisory Commission. Standard 13.16 recommends that states should establish their own defender training program to instruct new defenders and assigned panel members [counsel] in substantive law procedure and practice. Later in this standard, the Commission proposes that in-service training and continuing legal education programs should be established on a systematic basis at the state and local levels for public defenders. Although these standards call for orientation and continuing education programs for defenders and their assistants, it is important to note that such standards do not provide specifics as to the number of hours of training appropriate to these occupations. The determination of such criterion has been ceded to the individual states in these instances to allow for local factors to be included in the standard-setting process.

Prosecutor and defender training programs in Pennsylvania continue to be informal in nature utilizing the resources of professional associations or other private organizations to develop and conduct such instruction. This places prosecutors and defenders in a situation similar to that of judges in that some training is available to these individuals, but without specific statewide standards for such programs, it is difficult to determine if these courses do fulfill the established national criteria.

A comparative summary of these training requirements is presented in Exhibit 7 on page 51 of this report.

## INSTITUTIONAL CORRECTIONS

Standards relating to training and continuing education practices for personnel employed at adult correctional institutions have been established by the American Correctional Association (ACA). The Association's minimum training requirements are categorized into six areas: Clerical/Support (minimum contact with inmates), Support (regular or daily contact with inmates), Professional Specialist, Corrections Officers (all levels), Administrative/Management Personnel and Emergency Unit Staff. Within the Association's Manual of Standards for Adult Correctional Institutions, there are seven specific criterion relating to entry-level and continuing education of personnel. These requirements specify that all new full-time employees receive 40 hours of training prior to being independently assigned to a particular duty (Standard 2-4088). In the case of clerical/support staff having minimum contact with inmates, the standard requires an additional 16 hours of training during their initial year of employment and 16 hours continuing education each year thereafter (Standard 2-4089). Support staff with regular or daily inmate contact, professional staff and administrative management personnel are required to attend an additional 40 hours of training during their first year of employment as well as participate in 40 hours of in-service programming during each succeeding year (Standards 2-4090, 2-4091, and 2-493). For correctional officers, the training standards note that in addition to pre-assignment instruction, these individuals should receive 120 hours of course work during their first year of service. In subsequent years, correctional officers should receive 40 hours of training (Standard 2-4092). The final occupational category addressed by these standards involves those individuals designated as emergency unit staff. As these positions normally utilize staff who already have their own entry-level and first-year training requirements, emergency unit staff need only to receive 16 additional hours of instruction on a yearly basis. This instruction frequently is incorporated into the annual training required of all correctional officers.

Section Two of this report described the mandatory minimum training requirements for state and county corrections employees. At the state level, these requirements meet or exceed the standards developed by ACA in the training criterion for adult correctional institutions. The most noticeable differences between Pennsylvania's requirements and the national criterion involve the hourly requirements for orientation training of state personnel versus the same standards from the ACA. Support positions, corrections officers and professional specialists positions in Pennsylvania received three times the amount of pre-duty assignment training as was required by the National standards. Similar situations were also noted for these positions with regard to first-year training where the Department of Corrections' training requirements exceeded ACA's criterion. Exhibit 7 on page 51 provides a comparative summary of both sets of training requirements.

Minimum standards and operating procedures for county prisons in Pennsylvania have also been adopted by the Department of Corrections. These minimum requirements include the criterion that, before duty, all personnel must be given a course of training in their general and specific responsibilities; that after entering duty, and at regular times during their career, all personnel must improve their knowledge and professional capacity by attending in-service training courses; and that all persons must enroll in the

Department's training course within six months of entering on-duty. While these standards generally address the three areas of training recommended by ACA, i.e., pre-duty orientation, initial training and continuing education, they do not provide specifics as to the length of orientation, basic or in-service training required nor do they identify the particular occupations which must meet these guidelines. As a result, it is difficult to quantitatively compare the state's minimum standards for county prisons with ACA's national standards except in the position of corrections officer. Information provided by the Department of Corrections indicates that most county prisons do send their corrections officer to the 160-hour basic course provided by the department.

Exhibit 7, which appears later in this section, includes county corrections officers in its review of training standards for institutional corrections.

## PROBATION AND PAROLE

Standards for adult paroling authorities, adult probation field services and adult parole field services are contained in the American Correctional Association's standards manuals for these areas. Similar to its standards for correctional training, the ACA's requirements for probation and parole employees have been classified into two main areas: clerical and support; and professional staff. Clerical and support positions are self-explanatory in their description while professional staff includes management personnel, parole agents, parole warrant officers and parole investigators. As part of the Association's Manual of Standards for Adult Probation and Parole Field Services, there are two specific requirements established for training. The first relates to all new full-time employees and designates such persons to receive 40 hours of orientation prior to being assigned to their duties (Standard 2-3065). The second addresses annual training for full-time personnel assigned to clerical, support and professional positions. Annual training for clerical and support staff must involve a minimum of 16 hours of instruction while yearly continuing education for professional employees should include at least 40 hours of training (Standard 2-3066). In a like manner, the Association's Manual of Standards for Adult Parole Authorities provides for orientation and annual training requirements with similar hourly minimums (Standards 2-1057 and 2-1059).

As was described earlier in the report, training mandates established by the Board of Probation and Parole for its employees have been modeled after the standards advocated by the American Correctional Association. These requirements include the necessity for 40 hours of orientation training for all new personnel, 16 hours of annual training for clerical and support employees and 40 hours of continuing education for professional staff positions. A comparative summary of state and national training requirements for parole and probation occupations is contained in Exhibit 7 on page 51 of the report.

## JUVENILE JUSTICE

Entry-level and continuing education requirements for occupations in the juvenile justice system are contained in standards adopted by several national groups. Organizations such as the National Advisory Committee on Criminal Justice Standards and Goals and the American Correctional Association have developed educational criteria for law enforcement, judicial, community supervision (probation) and institutional occupations within the juvenile component.

Training standards for law enforcement personnel operating as juvenile police officers are provided for in the Report of the Task Force on Juvenile Justice and Delinquency Prevention of the National Advisory Committee on Criminal Justice Standards and Goals. Standard 7.7 of the report includes requirements that all police recruits should receive at least 40 hours of mandatory training in juvenile matters, that all officers selected for juvenile work receive at least 80 hours of training prior to assignment or during their first year of duty and that all juvenile officers participate in 40 hours of in-service training on an annual basis.

Currently in Pennsylvania, the 480-hour basic police recruit training program, conducted by the Municipal Police Officers' Education and Training Commission, includes a 12-hour module pertaining to juvenile problems and investigations. While this training is a mandated component of recruit training, it equals less than one-third of the amount of instruction recommended in the national standards. No other training standards for juvenile police officers have been established within the state.

In the area of judicial education, with regard to juvenile matters, the Task Force on Juvenile Justice and Delinquency Prevention states in its Standard 17.2 that each state should require all new judges to attend training and that all judges should be required to attend continuing judicial educational programs. This training should have specialized emphasis on issues relevant to juvenile and family matters. Although no hourly requirements are included in this standard, it does establish a mandate for orientation and continuing education programs for juvenile court judges.

The Juvenile Court Section of the Pennsylvania Conference of State Trial Judges, in cooperation with the Administrative Office of the Pennsylvania Courts, offers continuing education opportunities for juvenile court judges during its yearly conferences. The amount of training provided during these sessions varies and there is no official mandate that judicial personnel attend the programs. Since this type of training is provided only on an informal basis and does not require attendance by all juvenile judges, it would appear that Pennsylvania's status does not meet the general requirements of the national standard.

Juvenile corrections standards have been promulgated by the American Correctional Association in its manuals for Juvenile Probation and Aftercare Services and Juvenile Detention Facilities and Services. The requirements for training of personnel covered under the juvenile probation manual include the necessity that all full-time employees of an agency receive at least 40 hours of general orientation prior to any initial duty assignment and that these



individuals also complete an additional 40 hours of instruction during their first year of employment (Standard 7059). An additional requirement for full-time employees states that they attend a minimum of 40 hours of continuing education instruction during each year of service. For positions within juvenile detention facilities, the Association's requirements stipulate that all new full-time employees receive 40 hours of orientation training prior to their job assignment and that during their first year of employment, these individuals also attend an additional 40 hours of training (Standard 8103). Annual re-training programs for detention facility personnel are also a requirement under existing standards. All personnel, including administrative and managerial staff, must receive at least 40 hours of additional training each year (Standards 8104 and 8107). A special requirement set forth in the juvenile detention facility standards requires that any full-time staff or volunteer working in direct and continuing contact with juveniles in the institution be provided with an additional 80 hours of specialized training in their first year of employment (Standard 8106). This standard affects only those positions in daily contact with the residents of the facility such as counselors and house parents and may be used as a fulfillment of the first-year requirement for 40 hours of training.

Juvenile detention in Pennsylvania is provided through the Department of Public Welfare's Youth Development Centers and county juvenile detention facilities. State standards for training of personnel in county or private detention facilities require that there be a formal in-service training program for staff members. This training may be in the form of academic programs, professional conferences, institutes or workshops at the discretion of the facility administrator. Additionally, the state's standards in this area require that staff having regular contact with residents must be trained in basic first aid and fire safety procedures. While the state's standards reflect the necessity for in-service training, it is important to note that there are no minimum hours associated with these requirements, only that such training occur.

At the state level, the Department of Public Welfare has developed a policy requiring that staff members of its seven Youth Development Centers or Forestry Camps receive 30 hours of training annually. Although there is no orientation requirement for state employees, the 30-hour annual training policy compares favorably with the 40-hour standard for such instruction as set by the American Correctional Association.

Exhibit 7 provides a summary of both state and national training standards for selected juvenile justice occupations.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY  
CRIMINAL JUSTICE SYSTEM TRAINING REPORT

EXHIBIT 7

State and National Training Requirements for  
Selected Criminal Justice Occupations

OCCUPATION	STATE STANDARDS/PRACTICES			NATIONAL STANDARDS		
	EXISTING MANDATE	ENTRY LEVEL (HOURS)	ANNUAL (HOURS)	EXISTING MANDATE	ENTRY LEVEL (HOURS)	ANNUAL (HOURS)
<u>LAW ENFORCEMENT</u>						
Police Chief Executive	No	-	-	Yes	*	*
State Police Officer	Yes	810	*	Yes	400	40
State Criminal Investigator	Yes	-	24-40	No	-	-
State Drug Agent	Yes	480	-	No	-	-
County Police Officer	Yes	480	-	Yes	400	40
Municipal Police Officer	Yes	480	-	Yes	400	40
Private Security Guards/ Investigators	Yes	40	-	No	-	-
<u>JUDICIAL</u>						
State Trial Judges	Yes	*	*	Yes	*	*
County Prosecutors	No	-	-	Yes	16	16
Public Defenders	No	-	-	Yes	*	*
Minor Judiciary	Yes	160	20-37	No	-	-
Sheriff	No	-	-	No	-	-
Deputy Sheriffs	Yes	160	16-20 <sup>1</sup>	No	-	-
Constable	No	-	-	No	-	-
<u>INSTITUTIONAL CORRECTIONS</u>						
Administrative/Management (state)	Yes	40	40	Yes	40	40
Professional Staff (state)	Yes	280	40	Yes	80	40
Corrections Officers (state)	Yes	280	40	Yes	160	40
Support (state)	Yes	280	40	Yes	80	40
Clerical (state)	Yes	80	16	Yes	56	40
Emergency Unit Staff (state)	Yes	40	20	Yes	40	16
Corrections Officer (county)	Yes	160	-	Yes	160	40
<u>PROBATION AND PAROLE</u>						
Administrative/Management <sup>2</sup>	Yes	40	40	Yes	40	40
Professional Staff <sup>2</sup>	Yes	40	40	Yes	40	40
Clerical Support <sup>2</sup>	Yes	40	16	Yes	40	16
<u>JUVENILE JUSTICE</u>						
Juvenile Court Judge	No	-	-	Yes	*	*
Youth Development Center Staff	Yes	-	30	Yes	160	40
Juvenile Probation Chief/ Officer	Yes	-	20	Yes	80	40
Juvenile Detention Facility Staff <sup>3</sup>	Yes	*	*	Yes	160	-
Police Juvenile Officer	No	-	-	Yes	80	40

<sup>1</sup> Bi-annual requirement.

<sup>2</sup> State and county agencies.

<sup>3</sup> Local government or private.

\* Hours not specified in standard.

## SECTION FIVE

### Discretionary Training Resources

Beyond those training mandates previously discussed, there exists a variety of discretionary training resources within the Commonwealth. Less formalized than statutory or agency required training programs, these organizations provide numerous educational opportunities for justice system personnel. Discretionary training exists both inside and outside of government, can occur through formal classroom sessions or seminar type programs and can be presented as a self-contained program or included in an annual association conference.

Non-mandated training generally refers to those educational programs provided at the discretion of a sponsoring agency, rather than in response to a statutory requirement. Discretionary trainers usually have a working relationship with the justice component they serve, such as the Pennsylvania Chiefs of Police Association or the Pennsylvania Association on Probation, Parole and Corrections. The most common exceptions to this situation are institutions of higher education which provide justice related training as part of their overall instructional program. While there is a relationship between private sector trainers and the public sector agencies they serve, for the most part, discretionary providers operate independently of governmental control. In those instances where governmentally supported trainers also provide non-mandatory programs, there is less autonomy.

Generally, discretionary training is offered to meet the needs of occupations without formal educational programs, to instruct personnel on new techniques or procedures which are not addressed in basic or in-service programs, or to focus on specialized issues related to a specific job title or agency's needs. Through this approach non-mandated training has established itself as a complementary resource to established educational programs. By selecting subject matter that would not otherwise be presented in an instructional program, discretionary trainers represent a valuable resource to the entire justice system.

While non-mandatory training providers can be found at the local, county, state and national levels, this report will concern itself only with those resources available within the Commonwealth. The criteria for selecting these agencies were that they were Pennsylvania based, provided training via a structured program and conducted their programs on a recurring basis. By requiring that discretionary trainers meet these standards, those agencies which simply had guest speakers or other informal types of programs were not included in the material. The information presented in Exhibit 8 provides an overview of those agencies currently providing non-mandatory training and the skill levels targeted by these programs.

Since discretionary training is a multi-faceted effort involving government agencies, professional associations and even institutions of higher education, there are few similarities between the various providers. Further complicating the situation are the variety of audiences targeted by each provider depending on the content of a particular course. Exhibit 8 is a matrix identifying those agencies providing discretionary training within the major disciplines of the justice system and the skill levels normally covered by these training programs.

Due to the size of the discretionary training effort statewide, it will not be possible to identify every organization or occupation receiving such training within the scope of this effort. As an alternative, the exhibit presents an overview of those skill levels which are most frequently included in non-mandatory training courses from the identified providers. Through this approach, the general impact of discretionary training can be illustrated in a concise manner.

By comparing the information in Exhibit 8 to that contained in Exhibits 2-6, it becomes readily apparent that non-mandatory programming often addresses a much wider range of skill levels than does mandated training. This situation occurs most noticeably with law enforcement and judicial occupations and at the managerial and policymaker skill levels. In the law enforcement component, the vast majority of mandated training occurs at the practitioner level while discretionary programs provide equal services to practitioners, supervisors, managers, and policymakers alike. Although the quality of such auxiliary training resources is difficult to determine, it is important to note that those non-mandated programs appear to meet many of the needs described in the assessment section. Another area where this type of training provides a significant amount of instruction to justice personnel is in the judicial system. Specifically, the services of the Conference of State Trial Judges, District Attorneys Association and Institute, District Justices Association and the Philadelphia Public Defender's Office help to supplement the small number of mandated programs in this discipline. The combined efforts of these four professional associations, coupled with the programs provided by the Administrative Office of the Pennsylvania Courts (AOPC), provide educational opportunities for nearly all court-related personnel currently without mandated training. Within the corrections discipline, auxiliary training programs play more of a supplemental role to the mandated efforts of the Board of Probation and Parole and Department of Corrections. Generally, discretionary training in these fields acts to complement mandated in-service requirements rather than a free-standing resource of its own. There are two exceptions to this situation, these being the Wardens Association and Chief Adult Probation Officers Association which often provide the only programming available for the unique needs of their individual groups. With regard to the juvenile justice system, discretionary training includes several occupations currently without a mandate. Specifically, police juvenile officers and juvenile court judges are included in auxiliary training programs. Combining these resources with mandated programs provides a variety of educational opportunities which address all the occupations noted in Exhibit 6.

Although this report focuses on those discretionary training providers located within the Commonwealth, additional educational resources are available to the justice system through a variety of national organizations. Examples of such organizations include the:

- Federal Bureau of Investigation National Academy;
- Federal Law Enforcement Training Center;
- Northwestern University Traffic Institute;
- Southern Police Institute;

- National Sheriffs' Association;
- National College of District Attorneys;
- National Judicial College;
- Institute for Court Management/National Center for State Courts;
- National Institute of Corrections;
- National College of Juvenile Justice;
- American Society for Industrial Security; and
- National Crime Prevention Institute.

While not an exhaustive listing, this group represents the variety of national training resources available for justice system personnel. Added to the mandated and discretionary training providers already operating within the state, these organizations play an important role in providing programs which present a broader perspective on criminal justice issues.

The effect of discretionary training within the state's justice system is difficult to gauge as these efforts are frequently initiated to address practitioner group needs rather than specific statutory requirements. In that role, their value to the system emanates from their ability to meet that need and act as a resource for an entire component or a specific class of individuals. Discretionary training provides a variety of courses which supplement the endeavors of those institutionalized programs currently in operation and is an important resource given the ever-changing environment in which the justice system operates. Unlike statutory training, non-mandated programs are able to alter their focus, content, audience or goals and objectives; on a program by program basis if necessary, to meet practitioner needs. Of equal importance is their capacity to initiate programs in areas where no training currently exists. By presenting courses such as supervision, management, liability, budgeting and advanced criminal or traffic enforcement techniques, discretionary trainers often provide the only form of instruction available for certain occupations or skill levels. Based on the continued patronization of these types of programs, it is realistic to conclude that they do help to meet the needs of many practitioner groups.

While non-mandated training is a vital part of the system's educational resources, it would be inaccurate to assume that these efforts alone are capable of fulfilling the myriad of needs still facing many disciplines. Perhaps the most crucial concern regarding discretionary training is that it frequently provides only a limited program of instruction. As an auxiliary source for training, these programs generally suffer from severe funding and manpower constraints. Often, discretionary programs rely heavily on volunteer resources as the basis for planning and conducting their endeavors. Operating under these constraints reduces the scope of training projects undertaken by these organizations resulting in a limited number of programs available to the practitioner. For example, the Pennsylvania District Attorneys Association recently established a formalized Training Institute for the purpose of providing instructional programs directed toward the specialized needs of county

prosecutors. While a valuable resource in itself, the Institute is limited in its ability to meet all prosecutorial training needs due to funding constraints and the lack of a mandate for its efforts. This prohibits their ability to expand the curriculum or broaden the scope of the training. Consequently, the program currently provides only an entry-level course for newly hired assistant district attorneys and is significantly underwritten by funds administered by the Pennsylvania Commission on Crime and Delinquency. This has resulted in a variety of training needs for prosecutors remaining unmet. Without additional support for this effort, it is unlikely that the Institute would be able to meet all training needs of prosecutors as a non-mandated program.

A second concern affecting discretionary training is the lack of a clear rationale for these efforts; in effect, a mandate. Although non-mandated programs enjoy a sound reputation for providing quality training, they serve only those individuals choosing to participate in their courses. Without an obligation to attend such discretionary courses, many potential participants simply ignore the program regardless of its value. An example of this situation occurs with management training for law enforcement executives. Non-mandated courses are available from a variety of sources including community colleges, the POLEX course from the Pennsylvania State University and police academies of larger municipal departments. Despite these opportunities, there remains a significant number of law enforcement executives without this training due to the absence of any requirement for it. Similar situations exist in other subjects or other skill levels within the system.

Although this section has identified a number of discretionary training providers and the skill levels affected by their training programs, it is important to note that these organizations do not provide a wide variety of programming. Likewise, the availability of these types of training courses is generally limited in both frequency and program content. While it may appear that discretionary trainers provide considerable resources for the system, in fact, their efforts are sporadic and non-systematic in approach resulting in many issues and occupations existing outside of their programming. To rely on discretionary training resources as the solution to the Commonwealth's justice training needs is not a viable approach for today or the future. Utilization of these assets as auxiliary providers continues to be a legitimate role for these organizations given the constraints under which they operate.

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EXHIBIT 8

Selected Discretionary Training Providers and  
Skill Levels Receiving Such Training in Pennsylvania

TRAINING PROVIDER	SKILL LEVEL				
	Support Staff	Practitioner	Supervisor	Manager	Policy-maker
<u>LAW ENFORCEMENT</u>					
Pennsylvania Chiefs of Police Association				X	X
Local Chiefs of Police Associations		X	X	X	X
Community Colleges		X	X	X	
Commission on Crime and Delinquency		X			
County/Municipal Police Academies		X	X	X	
Department of Community Affairs				X	X
Department of Education		X			
Municipal Police Officers Education Training Commission (In-Service)		X	X	X	X
Pennsylvania State University (POLEX/POSIT)			X	X	X
State Police Academy/Regional Training Centers		X	X		
County Detectives Association		X	X	X	X
<u>JUDICIAL</u>					
Conference of State Trial Judges		X			
Constables Association		X			
District Attorneys Association/Institute		X	X	X	X
District Justices Association		X			
Philadelphia Public Defenders Office		X			
<u>INSTITUTIONAL CORRECTIONS</u>					
Department of Corrections (County Training Program)		X			
Pennsylvania Association on Probation, Parole and Corrections		X	X	X	
Pennsylvania Prison Wardens Association				X	X
<u>PROBATION AND PAROLE</u>					
Board of Probation and Parole	X	X	X	X	
Chief Adult Probation Officers Association				X	
Pennsylvania Association on Probation, Parole and Corrections		X	X	X	
<u>JUVENILE JUSTICE</u>					
Center for Juvenile Justice Training and Research		X	X	X	
Conference of State Trial Judges (Juvenile Section)		X			
Juvenile Officers Association		X			