



STATE OF MARYLAND

7-976

Criminal Justice Report

Comprehensive
Plan for
Maryland
Criminal
and Juvenile
Justice Training
Programs.

37857



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Memo From: Richard C. Wertz, Executive Director

Subject: Criminal Justice Training Report

Date: November 8, 1976

Attached is a copy of the Governor's Commission's Comprehensive Plan for Maryland Criminal and Juvenile Justice Training Programs.

The report comprises the second component of a comprehensive criminal justice training and education plan. The first component, dealing with higher education programs, was completed in 1975.

The two-part plan has been developed by the Commission's Training and Education Committee and approved by the entire Governor's Commission.

If you have any questions, please do not hesitate to contact me.

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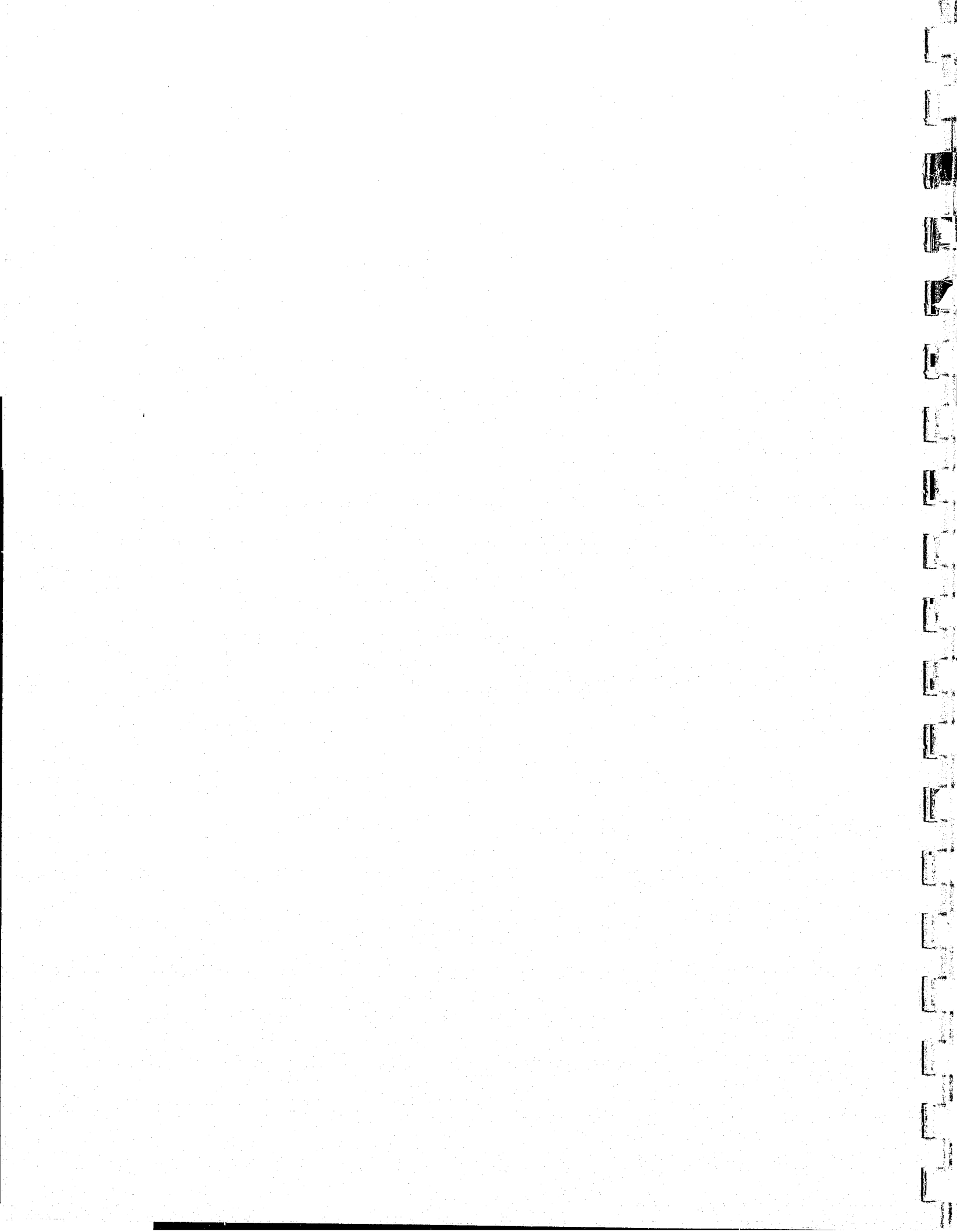
COMPREHENSIVE PLAN FOR MARYLAND CRIMINAL AND
JUVENILE JUSTICE TRAINING PROGRAMS

June, 1976

NCJR

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I. Summary of Training Policy Recommendations

1. Each functional area lacking a legislative training mandate should be required by law to set preservice and inservice training standards for functional area personnel. Standards for prosecutors should be set by a training commission which would include State and local prosecutors and other functional area officials, where appropriate. In the interim, standards can be formed on a voluntary basis by those functional areas without statutory requirements. The Governor's Commission on Law Enforcement and the Administration of Justice and its Training and Education Committee should continue to coordinate, monitor, and evaluate the progress of training in order to increase its effectiveness particularly as it relates to interagency impact. Each functional area should set up formal procedures to seek the assistance of other components of the system in standards or curriculum development. One way this could be accomplished is by circulating proposed standards and curriculum for review and comment.
2. Each functional area of the criminal and juvenile justice system should have adequate available staff capability to assure that a needs analysis is undertaken, standards set, curriculum designed, programs delivered, and results evaluated. The Governor's Commission on Law Enforcement and the Administration of Justice and local government should take appropriate action to develop programs within the State to avoid sending large numbers of personnel to out-of-State training.
3. All training grants in excess of \$20,000 should be intensively evaluated by the Governor's Commission on Law Enforcement and the Administration of Justice. This would provide information on the validity of existing standards, the job relatedness of available programming, the need for new programming, and suggest other approaches to upgrading the skills of system personnel. This evaluation would be in addition to the existing work of the Commission staff or operational agencies and would probably be carried out at least initially through consultant services. Each functional area should have inhouse evaluation capability. Other functional areas should consider the experience of the Correctional Training Commission in developing evaluation capability. All agencies should complete training and education records on each employee.
4. Because of the impact of actions taken in one segment of adult and juvenile justice systems upon other segments, the time spent in interfunctional training for inservice employees should be increased to at least eight hours per year. The various functional areas of the adult and juvenile justice systems should submit to the Education and Training Committee of the Governor's Commission, proposed multi-functional training for review, comment, and coordination purposes. In order to maximize operational utility, multi-functional program implementation should be primarily at the county or regional level although some State-wide training may be necessary for exchange of ideas and to promote uniformity.

5. A central training facility should be developed to house the Correctional Training Commission staff, the Police Training Commission staff, and the Criminal Justice Resource Center. Prior to site and construction commitment, a firm estimate should be made regarding what part of the total correctional training would be provided at the Center and what space and resource requirements for the other parts of the criminal and juvenile justice system, including multi-functional training, should be included in the Center. An overall five year development plan, including costs, should be made prior to any implementation commitments. Standards should be clearly defined for regional police training academies and efforts should be made to upgrade academies where necessary to meet these standards. Every effort should be made at the State and local level to avoid duplication of facilities and other resources.
6. The cost of trainee salary, replacement costs while being trained, and associated travel costs, be provided by the agency whose employees are being trained. (Travel-related costs would continue to be provided by the State for special programs of unique State interest.)
7. The Maryland Police Training Commission should develop a cost sharing plan along with implementing legislation where necessary. Regardless of the general cost sharing arrangements, it is suggested that the State assume certain fiscal responsibilities in this area. These include:
 - (a) technical assistance to local academies;
 - (b) special research on costs associated with new curriculum development;
 - (c) staff costs and other resources on a short-term basis to meet new State mandates (assuming no subsidy is being paid normally);
 - (d) special training programs provided by the State which are in the critical interest for the State to provide.
8. The Maryland Correctional Training Commission should develop a cost sharing plan along with implementing legislation where necessary.
9. It is recommended that the cost of training judges and court employees, including clerks, reporters, etc., be provided by the State. It is recommended that the cost of trainees' salaries, travel and replacement costs be provided by the agency or unit of government employing the personnel.
10. It is recommended that the cost of any centralized prosecutorial training staff be paid by the State if this staff is located within a State agency. It is recommended that non-program training costs, such as trainee travel, meals, and lodging be provided by the individual county or Baltimore City.

11. It is recommended that all public defender staff training be provided by the State, including at least a portion of that training needed by panel attorneys to meet State standards.
12. It is recommended that the State pay the training cost of Juvenile Services Administration personnel and the instruction costs for non-Juvenile Services Administration personnel subject to training requirements imposed by the Juvenile Services Administration.
13. Each major area of criminal justice, on a training commission or agency basis, should submit comprehensive training goals, standards, timetables, and funding requirements to the Governor's Commission by September 30, 1977. Such recommendations should include justification, fiscal impact, and operational implications. Based on this input, the Commission could further refine current standards and goals.
14. It is recommended that the following interim standards for police agency personnel be adopted:
 - (a) Preservice - that a minimum of 350 hours of preservice training be provided in accord with the mandates of the Maryland Police Training Commission.
 - (b) General Inservice - that at least 35 hours of inservice training be provided annually. This is, in essence, twice the current requirements of the Maryland Police Training Commission.
 - (c) Management and Supervision Training - that 60 hours of management training and 40 hours of supervisory training be provided as a requirement for newly promoted personnel. This is in accord with the current requirements of the Maryland Police Training Commission.
15. It is recommended that prosecutors be required to receive 80 hours of preservice training and 40 hours of inservice training annually. Investigators should be required to have 120 hours of preservice training and 40 hours of annual inservice training. Up to 40 relevant previous hours of police training could be substituted for part of the preservice training requirement.
16. It is recommended that public defenders be required to receive 80 hours of preservice training and 40 hours of inservice training and that the same requirements be applied to staff investigative personnel. It is recommended that panel attorneys be required to receive at least seven hours of training annually to maintain eligibility.
17. It is recommended that judges be required to receive 125 hours of preservice training and at least 40 hours of inservice training. Court administrative personnel should receive 80 hours of preservice training and 40 hours of inservice training.
18. It is recommended that the preservice training standard for correctional staff and counselors be 120 hours; that the preservice training standard for parole and probation agents be 126 hours; and that the standard for new correctional managers be set at 35 hours. An

annual inservice standard of 60 hours per year for parole and probation agents and correctional counselors is recommended. An annual inservice standard of 24 hours per year is recommended for corrections custodial staff.

19. It is recommended that all professional staff and other client service persons of the Juvenile Services Administration and community-based programs receive 120 hours of preservice training and 80 hours of annual inservice training. Custody-oriented personnel should be required to have 120 hours of preservice training and 20 hours of inservice training.
20. It is recommended that each functional area of the criminal and juvenile justice system in coordination with other components review their current curriculum status and through the procedures of job function analysis and evaluation, develop comprehensive formal pre- and inservice curriculums by January 1, 1979.
21. It is recommended that each agency, in conjunction with other functional area authorities (such as existing training commissions), identify the type and volume of specialized training needs which would have to be provided either on a multi-functional basis or on an interstate basis.
22. It is recommended that each agency should develop a plan for releasing personnel for training. The plan should include all required procedures and fiscal requirements. These plans should be submitted to appropriate State or local officials so that fiscal planning for these requirements can be fully considered. State and local government should give priority to legitimate needs of their agencies relating to the releasing of personnel for training purposes.

II. Introduction

In 1973, the Governor's Commission on Law Enforcement and the Administration of Justice decided to develop a comprehensive plan for criminal justice training and education in the State of Maryland. The need for such a plan was first identified by the Commission in developing its 1970 Comprehensive Plan for criminal justice. Planning activity for the Criminal Justice Education and Training Plan was divided into two components. The first component dealing with higher education programs was completed in 1975.

This report contains the overall plan for criminal and juvenile justice training. Overall direction for the study was provided by the Education and Training Committee of the Commission. The Committee is chaired by Professor William Greenhalgh and consists of the following additional members: The Honorable Warren B. Duckett; Mr. James H. Edwards; Mr. Robert C. Hilson; Dr. Peter Lejins; Mr. W. Donald Pointer; Commissioner Donald D. Pomerleau; The Honorable George B. Rasin, Jr.; and Mr. Edwin Tully. The Committee was provided planning services by the Commission staff.

In conjunction with the Commission's Training and Education Committee, a request for proposal (RFP) was prepared, bids solicited and a consultant hired to conduct some of the basic field research for the study. In addition to providing an overall view of existing training and future needs, it was hoped the consultant report would provide information to be used in solving immediate operational problems facing the Commission such as:

1. Multiple requests from several criminal justice agencies for training related grants which appeared to duplicate previous or existing training.
2. Inability to evaluate training requests in terms of job relatedness, trainee effectiveness or cost efficiency.
3. Increasing number of mandated hours of training for personnel for which facilities might not be adequate or available.

4. Inability of present programs, staff and facilities to accommodate the inservice and multi-functional training needs of most of the criminal justice system.
5. Plans by several agencies for developing facilities which would, if implemented, limit the practical range of training alternatives available in the future.
6. Interest in whether areas of training exist which should be consolidated on a regional or Statewide basis in order to improve overall criminal justice training quality and reduce costs.
7. The desire to develop a better long range definition of those training needs most suited to handling in "training centers" and those training and education needs that could best be supplied by universities and community colleges.

As the first step in the completion of its task, the consultants reviewed information previously collected by the Governor's Commission, structured interviews, and mailed questionnaires to collect data from State and local agency officials. Interviews were conducted with selected agency personnel having key positions within the criminal justice community. Upon completion of the study, the consultant had mailed questionnaires, and had conducted telephone conversations and interviews with over two hundred criminal justice personnel.

Subsequent to the consultant report, further data collection, planning and analysis was completed by the Commission staff. The preparation of this report was begun in the later part of 1975. To facilitate the final planning process, the Commission staff held interviews with key agency personnel, made site visits to training facilities and reviewed training materials and curriculum for inclusion in the study.

The Education and Training Committee, a subcommittee of the Commission, provided policy guidance during all stages of the study. In early 1976, the entire Commission was asked to review a series of draft recommendations and make comments prior to staff preparation of the final draft report. The final plan was approved by the full Commission on May 20, 1976.

III. Existing System and Problems

A. Overview.

The Maryland criminal justice system currently employs about 20,000 persons¹ (10.4% of the State's public work force)² at both the State and local level (Table I). Employees hold responsibility for performing a vast array of tasks associated with police protection, prosecution, public defense, court and correctional activities. Recent studies suggest that probably 60%³ or, in Maryland, 12,000 of the employees work at the operational level with responsibility for face-to-face dealings with the accused, the offenders, and the general public on a daily basis.

Within the State, over 50% of system personnel are part of the law enforcement functional area, with 80% employed at the local level of government. Next in size of employment are the adult and juvenile corrections system. Together these three components account for over 84%, or 16,000, of the criminal justice jobs in the State.⁴

Total general expenditures, both direct and intergovernmental, by State and local units of government for criminal justice purposes, amounted to \$278,026,000 in 1972-1973⁵ which was 7.5% of total governmental expenditures in the State. Of this amount, \$18,412,000 was spent in October, 1972⁶ for criminal justice system payroll at the State and local level. On a yearly basis, salaries amount to approximately 77% of total criminal justice expenditures. The importance of staff development to system performance cannot be overestimated in view of the very high part of system cost attributed to personnel.

¹U. S. Department of Justice, Expenditure and Employment Data for the Criminal Justice System 1972-73 (Washington, D. C.: Government Printing Office, 1975), p. 44.

²Ibid., p. 44.

³The American Justice Institute, Summary Project STAR (Sacramento, California, 1971), p. 3.

⁴U. S. Department of Justice, Expenditure and Employment Data for the Criminal Justice System 1972-73, February 1975, p. 44.

⁵Ibid., p. 24.

⁶Ibid., p. 52.

TABLE I
ESTIMATES OF
CRIMINAL JUSTICE SYSTEM EMPLOYMENT*
1972

JURISDICTION	SYSTEM TOTALS		FUNCTIONAL AREA									
			POLICE		JUDICIAL		PROSECUTION		PUBLIC DEFENDER		CORREC-TIONS**	
Maryland Total	20,022	100%	11,479	57.3%	2,017	10%	743	3.7%	240	1.2%	5,375	26.8%
State Employees Total	8,393	41.9%	2,259	19.7%	989	49%	88	11.8%	238	99.2%	4,653	86.6%
Local Employees Total	11,629	58.1%	9,220	80.3%	1,028	51%	655	88.1%	2	.8%	722	13.4%
Counties	5,091	43.8%	3,741	40.6%	633	61.6%	362	55.2%	2	100%	351	48.6%
Municipalities	6,538	56.2%	5,479	59.4%	395	38.4%	293	44.7%	--	--	371	51.4%

*U. S. Department of Justice and U. S. Department of Commerce; Expenditure and Employment Data For the Criminal Justice System 1972-73; February 1975; p. 44.

**Includes both adult and juvenile personnel.

The need for development of Statewide training requirements for employees of the criminal system was recognized by the General Assembly, first for police in 1966, and then for corrections personnel in 1971. The Legislature responded by establishing police and correctional training commissions. These accomplishments, however, have not eliminated several broader training problems which generally tend to cut across the criminal and juvenile justice systems. Included in these problems are the following items:

- a. In general, a heavy emphasis on preservice or introductory training, with much less time spent on inservice or follow-up programming.
 - b. Employee training planned for and directed on a fragmented basis.
 - c. Absence of mechanisms for development of multifunctional training.
 - d. Excessive reliance on out-of-state training development programming through attendance at training seminars or conferences.
 - e. Lack of appropriate job or task analyses to be used in conjunction with needs assessment and curriculum or training program development.
 - f. Evaluation of training either not undertaken or not incorporated into program planning stages.
 - g. Absence of individual and aggregate personnel data on training and education status of employees at agency and functional area levels.
 - h. Various deficiencies caused by a lack of structured curriculum in some areas and inadequate training staff, facilities and materials.
1. Police

Compared to the other components of the criminal justice system, the police have placed the greatest emphasis on training. Local police departments and sheriffs' agencies

are organized into over 100 autonomous law enforcement agencies serving various sizes of cities and counties. In addition, the State Police have barracks in each of the counties outside of Baltimore City. Despite this fragmentation, since 1966, police training in Maryland has been conducted under the minimum standards established by the Maryland Police Training Commission (MPTC).

Established by the General Assembly in 1966, the Maryland Police Training Commission was authorized to prescribe minimum standards of training at entrance, inservice, supervisory and administration levels for State, county, and municipal police officers and security officers throughout the State; develop curricula for such training; and establish attendance and eligibility requirements for such training, minimum standards for equipment and facilities utilized in such training; rules and regulations governing such training; and minimum qualifications for instructors furnishing such training. The preamble to the Police Training Act and the authority and duties assigned to the Commission specify the Commission to contribute substantially to upgrading the professional service of all law enforcement agencies in the State through the establishment of standards and programs. The 1976 session of the Maryland General Assembly has widened the coverage of the Police Training Act to include sheriffs performing law enforcement functions.

Most basic training has been provided through local academies operated by the large city and county police agencies certified by the Maryland Police Training Commission. These academies are located at the police departments of Anne Arundel County, Baltimore City, Baltimore County, Frederick City, Howard County, Maryland State Police, Montgomery County, Natural Resources, and Prince George's County. Criteria have been developed for the purpose of certification. In 1975, these departments, through their academies, provided training for 900 of the 1,150 new employees entering the law enforcement system. Since these figures were compiled, three new academies (Harford County Sheriffs, Maryland Toll Facility, and the University of Maryland), have been certified to provide training by the Maryland Police Training Commission. For those departments unable to support their own training programs, and unable to attend the programs of other departments, the Maryland Police Training Commission provides, at no cost to local police departments, the minimum number of mandated hours on a special program basis. In 1975, this amounted to providing training for 250 recruits (approximately 10% of recruits for that year), at schools which the Maryland

Police Training Commission organized and managed, but which utilized instructors from the Federal Bureau of Investigation (FBI) and certified academies. Table II provides data on size of classes, length of training and resources for existing preservice police training programs in the State.

The length of time spent in basic training by new police agency employees assumes additional importance because of the varied demands of police work, the high cost of training, and the nature of the police personnel system. In addition to an annual turnover rate of 10%, a 1973 survey by the Commission indicated that at the operative level (patrolmen, troopers, deputies) where almost all entry occurs, only 29% of the employees had post-high school education. Of these, 6% had completed requirements for an associate's or bachelor's degree.⁷ While these figures do not fully indicate the education level of new recruits, they suggest that police agency recruiting does not attract personnel meeting the national education rate of the general population where 59.8% of high school graduates enroll in college.⁸ The absence of recruits with advanced education suggests that great emphasis be placed on training to make up for the deficiency in formal education.

Curriculum for each academy is developed by individual departments in accord with State requirements that courses must meet the minimum hourly standards for specific subjects established by the Police Training Commission. At the present time, the Maryland Police Training Commission mandates 350 hours of entry training although most academy programs provide an additional 200 hours of entry training above the mandated level. The Maryland Police Training Commission training program does not, however, include physical or driver training while the academy programs tend to spend a considerable amount of time on these two areas. In fact, within the past two years, the pattern

⁷Governor's Commission on Law Enforcement and the Administration of Justice, Report on Maryland Criminal Justice Higher Education Programs (Cockeysville, Maryland, 1974), p. 32.

⁸National Advisory Commission on Criminal Justice Standards and Goals, Police (Washington, D. C.: Government Printing Office, 1973), p. 370.

TABLE II
POLICE ACADEMY TRAINING PROGRAMS AND RESOURCES
1975

POLICE DEPARTMENT	LOCATION	JURISDICTIONS SERVED	TOTAL AUTHOR- IZED POSITIONS	AVERAGE # RECRUITS TRAINED PER YEAR	LENGTH OF COURSE (HOURS)	# OF COURSES OFFERED PER YR.	CLASSROOM	FIRING	TRAINING	DRIVER ²	# INSTRUC- TORS FULL TIME	OTHER SPACE LIMITA- TIONS
							SPACE AVAIL- ABLE # MAX. CAP.	RANGE CAPABI- LITIES	TANK	TRAINING CAPABI- LITY		
Anne Arundel	Davidsonville	Anne Arundel Co.	368	60	720	2	3/50-60	Yes	No	No	7	--
Baltimore City	Balt. City	Airport-Police Baltimore City Annapolis	3433	328	611	10	11/35	Yes	Yes	No	24	--
Baltimore County	Towson	Baltimore County	1180	103	535	2	1/70	Yes	No	No	6	no gym
Frederick City	Frederick	Frederick	74	12	697.5	1	college campus	12 pos- itions	No	No	2	--
Harford Co. Sheriff		Harford County	74	20	420	1	1/35	Yes	No	No	3	no gym
Howard County	Ellicott City	Howard County	150 ¹	24	703	2	1/30	Yes	Yes	No	5	no gym
Md. State Police	Pikesville	Md. State Police	1470	75	962	2	3/50-60	10 pos. 25 yds.	Yes	No	12	--
Md. Toll Facility	Balt. City	Harbor Tunnel Bridge	168	30	617	1	1/38	No	No	No	3	no gym
Montgomery Co.	Rockville	Montgomery County	789	76	831	2	1/60	25 pos. 25 yds.	No	No	8	--
Natural Resources	Annapolis	Natural Resources	189	16	611	1	1/30	No	No	No	2	--
Prince George's	Forestville	Prince George's	935	150(own) 130(mun)	715	3	5/40	No	No	No	11	--
Police Training Commission	Various	Municipal P. G. All Others	N/A	250	350	8	No	No	No	No	0	no faci- lities
University of Md.	College Park	College Park	79	15	385	1	college campus	No	campus	Yes	3	--

¹Recently expanded department.

²While no academy has their own driver training track, each one has made arrangements with an alternative source, i.e., raceway, army post, highway department, to provide facilities for driver training.

has been for the majority of departments to substantially increase their preservice training (Table III).

Even though academy programs exceed in hour length the minimum standards established by the Police Training Commission, the benefits of these extended curriculum are uncertain. In-depth study of the role of the police officer and the training needs relating to that role are needed before a complete curriculum analysis can be completed. Insight can be gained from examining curriculums in terms of percentage of time spent in specific categories.⁹ For purposes of comparison in this report, each basic training program of local academies has been reviewed, and subject matter has been divided into six broad classifications as suggested in the police report of the National Advisory Commission on Criminal Justice Standards and Goals.¹⁰ (Table IV). The hour and percent designation arrived at by the analysis should be used merely as an indication of the emphasis placed on certain subjects by individual academies.

As indicated in Table IV, academy programs are similar in total percentage of time allocated to training in patrol and investigation procedures and police proficiency, which together account for at least 50% of total basic training time. A greater variance in program emphasis occurs in the remaining subject areas.

Conclusions as to the suitability of current programs cannot be drawn as yet since a consensus on proper distribution of training time does not exist¹¹ nor have agencies engaged in a comprehensive process of correlating their work tasks with their curriculum.

⁹Ibid., p. 393.

¹⁰Ibid., p. 394.

¹¹Ibid.

TABLE III
 COMPARISON OF NUMBER OF HOURS
 OF POLICE PRESERVICE TRAINING
 1973 - 1975

ACADEMY	1973 ¹	1975 ²	% of Change
Anne Arundel County	759	720	-5.1
Baltimore City*	550	611	10
Baltimore County*	535	535	0
Frederick City	486	697.5	43.5
Harford County Sheriff	no academy	420	--
Howard County	no academy	703	--
Maryland State Police	962	962	0
Maryland Toll Facility	no academy	617	--
Montgomery County*	743	831	10.8
Natural Resources Police*	434	511	40.7
Prince George's County	650	715	10
Police Training Commission	245	350	42.8
University of Maryland Police	no academy	385	--

¹Arthur Young Report, Estimate of classroom instruction time; does not include field training.

²Telephone Survey of Individual Police Departments, January, 1976; does not include field training.

*Field training considered part of basic curriculum.

TABLE IV
PRESERVICE CURRICULUM MARYLAND POLICE ACADEMIES

TOPICS	ACADEMIES																			
	ANNE ARUNDEL		BALTIMORE CITY		BALTIMORE COUNTY		FREDERICK CITY		HOWARD COUNTY		MD. STATE POLICE		MONTGOMERY COUNTY		NATL. RESOURCES		PRINCE GEORGE'S COUNTY		POLICE TRAINING COMMISS.	
	HOURS	%	HOURS	%	HOURS	%	HOURS	%	HOURS	%	HOURS	%	HOURS	%	HOURS	%	HOURS	%	HOURS	%
1. <u>Introduction to the Criminal Justice System:</u> An examination of the foundation and functions of the criminal justice system with specific attention to the role of the police in the system and governments.	52	7.2	46	7.5	94	17.6	38	5.4	12	2	86	8.9	41	5	76	14.9	39	5.4	12	3.
2. <u>Law:</u> An introduction to the development, philosophy, and types of law; criminal law; criminal procedure and rules of evidence; discretionary justice; application of the U.S. Constitution; court systems and procedures; and related civil law.	153	21.2	83	13.6	42	7.9	103	14.8	177.5	25.2	162.5	16.9	134	16.1	70.5	13.8	76	10.6	58	15.5
3. <u>Human Values and Problems:</u> Public service and non-criminal policing; cultural awareness; changing role of the police; human behavior and conflict management; psychology as it relates to the police function; causes of crime and delinquency; police-public relations; and issues in drug abuse.	20	2.7	91	16.4	69	12.9	31.5	4.5	71	10.1	4	1	66	8	29	5.6	62	8.7	27	7.7
4. <u>Patrol and Investigation Procedures:</u> The fundamentals of the patrol function including traffic, juvenile and preliminary investigation; reporting and communication; arrest and detention procedures; interviewing; criminal investigation and case preparation; equipment and facility use; and other day to day responsibilities and duties.	175	24.3	156	25.5	100	18.9	342	49	173.5	24.7	344	35.8	210	25.2	102	20.5	232	32.4	140	41.1
5. <u>Police proficiency:</u> The philosophy of when to use force and the appropriate determination of the degree necessary; armed and unarmed defense; crowd, riot and prisoner control; physical conditioning; emergency medical services; and driver training.	310	43	200	32.7	202	37.8	103.5	14.8	197.5	28.1	292	30	259	31.1	186	36.4	240	33.6	95	27.1
6. <u>Administration:</u> Evaluation, examination, and counseling processes; orientation, department policies, rules, regulations, organization, and personnel procedures.	10	1.3	35	5.7	28	5.2	79	11.3	72	10.2	73.5	7.6	121	14.5	48	9.3	66	9.2	18	5.1
TOTAL HOURS	720		611		535		697.5		703.5		962		831		511		715		350	

A review of the curriculum development, training, and evaluation process as practiced by each academy reveals a wide variety of procedures used for developing training feedback within local departments. Some agencies use field training officers, student evaluation of course content and instructor capability, and supervisor evaluation of students to provide information on recruit training problems and need for new curriculum. Some agencies rely only on informal methods of curriculum adjustment. Table V indicates the type of evaluation procedures in current use at each of the academies, excluding the three newly certified programs.

TABLE V
TRAINING EVALUATION PROCEDURES*
1975

ACADEMY	FIELD ¹ TRAINING OFFICERS	STUDENT EVALUATION: INSTRUCTOR, COURSE	SUPERVISOR ² REPORTS	INSTRUCTOR REPORTS	COMM- UNITY INPUT
Anne Arundel					
Baltimore City	X	X	X	X	
Baltimore County	X	X	X	X	
Frederick City	X				
Howard County	X	X		X	X
Maryland State Police	X	X	X	X	
Montgomery Co. Natural Resources Police	X	X Occasionally	X X	X	X
Prince George's County Police Training Commission	X	X X		X	

¹Field Training Officers - Senior field officers; put into practical application what is being taught in classroom; provides supervision of on the job training.

²Supervisor - All officers functioning as supervisors; usually sergeant or above.

*Telephone Survey of Individual Police Departments, February, 1976.

The process of analyzing jobs to develop task analyses is now in progress or has been addressed to some extent at four departments in the State: Baltimore City, Howard County, Maryland State Police and Montgomery County. However, in response to the telephone survey, no agency reported significant use of these analyses for new curriculum development. In their 1973 report, the consultants to the Commission did make a start in the direction of analyzing tasks by developing graphs for five job categories: patrolmen, investigators, troopers, traffic officers, and deputies, although they cautioned that the job titles are not uniformly applied throughout the State. For instance, in some agencies patrolmen conduct preliminary investigations while in other jurisdictions, these duties are completed by investigators. The descriptions used in the activity charts (Tables VI, VII, VIII, IX, and X) thus represent a consensus of existing conditions and an accumulation of goals and objectives for duty assignments for specific categories and are included to indicate the typical scope of activities of line officers. The consensus is not necessarily an accurate description of any particular department.

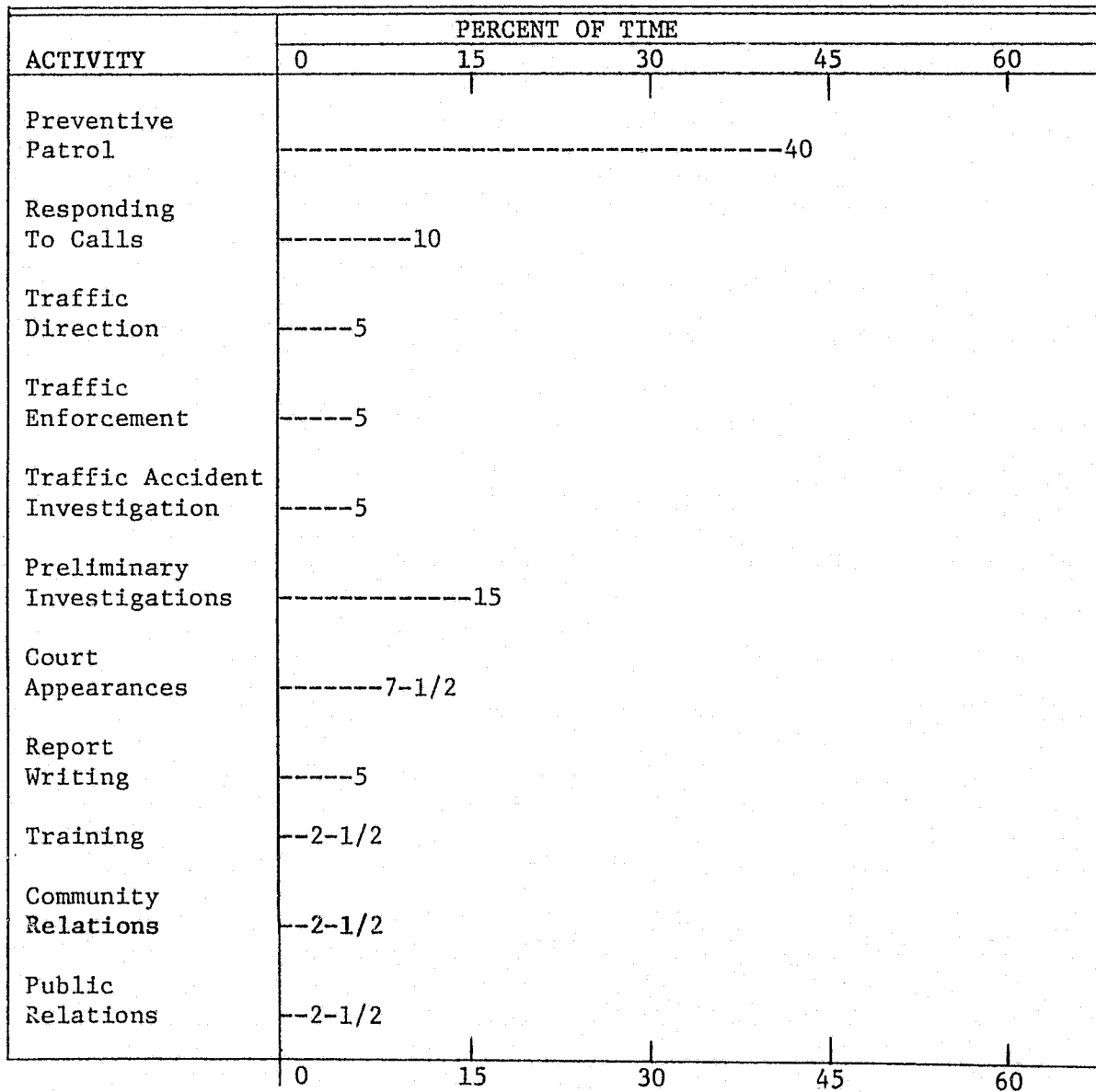
Patrolmen - Perform preventive patrol; conduct traffic accident investigations; traffic control; traffic law enforcement; complete preliminary investigations at crime locations; and respond to a wide variety of non-crime related calls for service.

Investigator - Conduct some preliminary and most follow-up investigations of reported criminal offenses; perform covert and overt vice and narcotics investigations; conduct interviews with victims, witnesses, and arrestees, and perform some crime scene searches.

Troopers - Perform preventive patrol; conduct traffic accident investigations, traffic control, traffic direction, and traffic law enforcement; complete preliminary investigations at crime locations; and respond to a wide variety of non-crime related calls for service. Emphasis is placed on traffic enforcement activities.

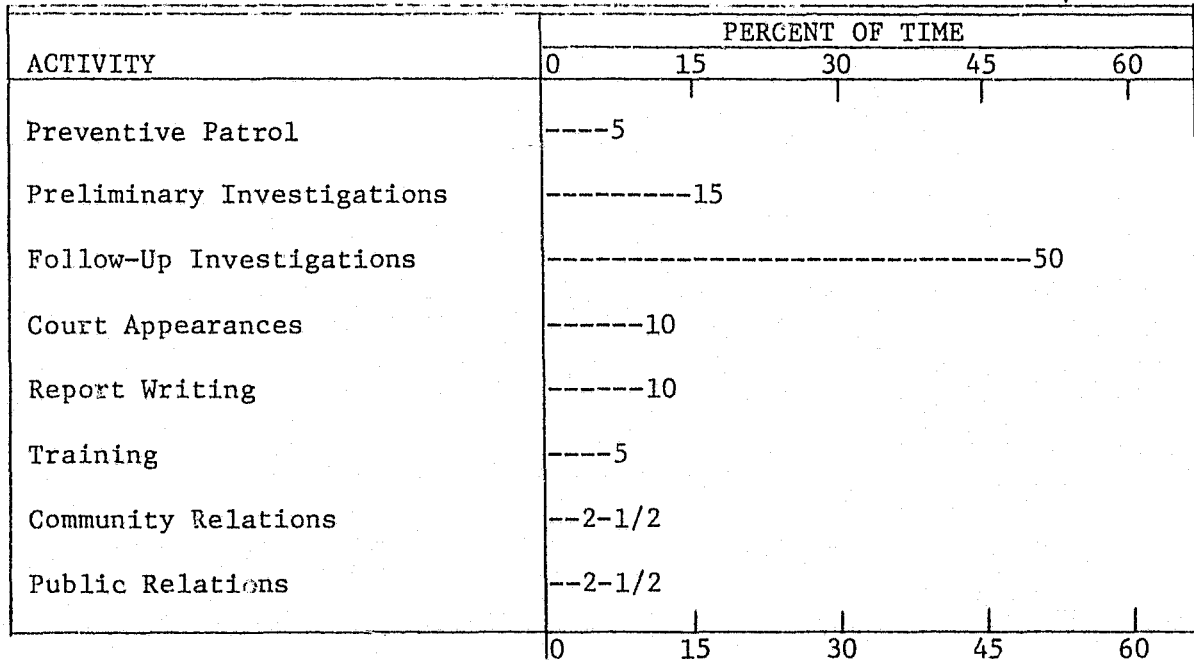
Traffic Officers - Perform traffic direction; traffic enforcement; traffic accident investigation; court appearances; report writing; training; community relations; public relations; and other law enforcement functions.

TABLE VI
TYPICAL PATROLMAN ACTIVITY
MARYLAND POLICE OFFICERS*



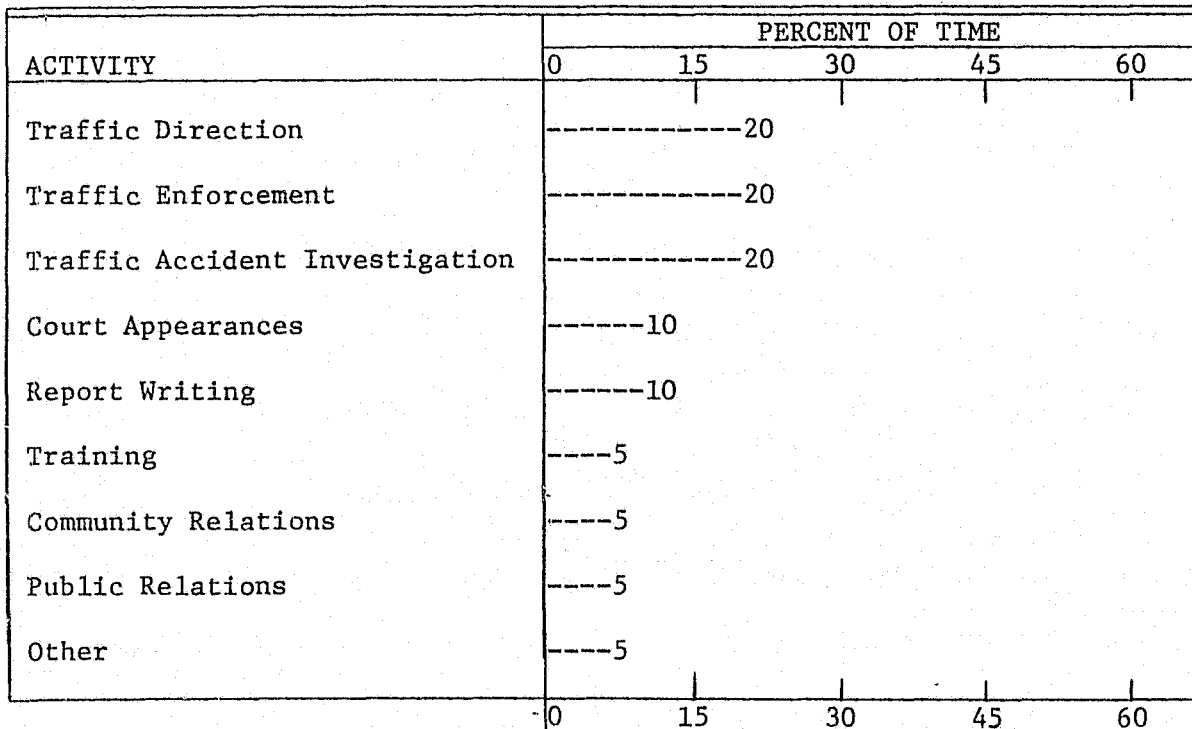
*SOURCE: Arthur Young, Criminal Justice Training Plan, 1975, Volume I, Exhibit V-2, 1975.

TABLE VII
TYPICAL INVESTIGATORS ACTIVITY
MARYLAND POLICE OFFICERS*



*SOURCE: Arthur Young, Criminal Justice Training Plan, 1975, Volume I, Exhibit V-3, 1975.

TABLE VIII
TYPICAL TRAFFIC OFFICER ACTIVITY
MARYLAND POLICE OFFICERS*



*SOURCE: Arthur Young, Criminal Justice Training Plan, Volume I, Exhibit V-4, 1975.

TABLE IX
TYPICAL TROOPER ACTIVITY
MARYLAND POLICE OFFICERS*

ACTIVITY	PERCENT OF TIME				
	0	15	30	45	60
Preventive Patrol	-----20				
Responding To Calls	-----10				
Traffic Direction	-----5				
Traffic Enforcement	-----20				
Traffic Accident Investigation	-----10				
Preliminary Investigation	-----5				
Follow-Up Investigations	-----5				
Court Appearances	-----5				
Report Writing	-----10				
Training	-----5				
Public Relations	-----5				

*SOURCE: Arthur Young, Criminal Justice Training Plan, 1975, Volume I, Exhibit V-5.

TABLE X
TYPICAL DEPUTY ACTIVITY
MARYLAND SHERIFFS' OFFICERS*

ACTIVITY	PERCENT OF TIME				
	0	15	30	45	60
Detention Operations	-----10				
Prisoner Processing	-----5				
Inmate Transportation	-----10				
Courtroom Operation/Security	-----15				
Process Serving	-----20				
Investigations	-----15				
Preventive Patrol	-----10				
Responding to Calls	-----10				
Court Appearance	-----5				

*SOURCE: Arthur Young, Criminal Justice Training Plan, 1975, Volume I, Exhibit V-6.

Deputies - Perform preventive patrol; conduct traffic accident investigations, traffic control, traffic direction, and traffic law enforcement; complete preliminary investigations at crime locations; and respond to a wide variety of non-crime related calls for service; provide courtroom security and custodial duties at county correctional facilities; perform court directed civil duties.

Beginning in July, 1976, every police officer in the State will also be required to receive 35 hours of inservice training every two years. Development of curriculums for the inservice training will be done by individual agencies and will depend on agency or jurisdictional needs. The academies must submit their curriculum to the Maryland Police Training Commission for final approval. For the 800 to 1,000 officers not employed by an agency with an established academy training program, the Maryland Police Training Commission has developed a skeletal inservice curriculum (Table XI) which was circulated to all participating departments for their input prior to its adoption. This curriculum has also been adopted for use by several agencies with their own academies.

TABLE XI
INSERVICE OFFICER TRAINING CURRICULUM
FISCAL YEAR 1976

TOPIC	HOURS	%
<u>Intro to CJ System</u>	0	0
<u>Law:</u> Criminal Law-Recent Court Decisions and New Legislation; Juvenile Procedures and Law; Motor Vehicle Law.	14	40%
<u>Human Values and Problems:</u> Crisis Intervention	3-1/2	10%
<u>Police Proficiency:</u> Report Writing; Transportation of Hazardous Materials; Emergency Care; Criminal Investigation Procedures; Case Preparation.	15-1/2	44%
<u>Administration:</u> Orientation; Critiques and Exam	2	6%

At the management level in June, 1972, the Maryland Police Training Commission mandated 40 hours of inservice instruction for new supervisors and 60 hours of instruction for new administrators. Supervisors are defined as those police or law enforcement officers who have been promoted from patrolman rank to first line supervisor duties. Since a department must have ten or more sworn officers to be subject to the mandate for supervisory training, only 34 departments are required to have their officers participate. The curriculum for administrators is designed for those police or law enforcement officers who have been promoted from the non-commissioned rank to first line administrative duties up to, but not exceeding, the rank of Captain. The Maryland Police Training Commission has certified the administrators' curriculum developed by the Baltimore City Police Department. All other agencies use the 60 hour curriculum of the Training Commission which covers both the specific roles of an administrator and analysis of organizational policies, problems and decision-making. Approximately 100 new administrators are to be trained every year.

Supervisory instruction consists of 40 hours of training in the functions of supervision such as consulting/counseling, arbitration/liaison and in understanding the position's responsibilities. Three hundred and fifty new supervisors are to receive this training annually. The curricula developed by the Federal Bureau of Investigation Academy, Baltimore City and Baltimore County, have been accredited by the Maryland Police Training Commission for use in supervisory training. Academies can either offer one of the approved curricula or use the program developed by the Training Commission.

Training is delivered at academy sites by individual departments for their own staff and is offered to other agencies when space is available. Both the management and supervisory programs contain a short student evaluation component to provide feedback to the Police Training Commission.

As indicated in Table XII, each police academy has at least two people designated with full-time responsibility for developing and delivering the Academy training program. Part-time faculty are also utilized to provide instruction in specific topics where a certain expertise is necessary. Prior to 1976, instructors for Academy courses were permanently certified by the Maryland Police Training Commission upon application. Under new regulations, all instructors will be recertified in 1976, and plans are being implemented to start recertifying each instructor every two years. In the past, the certification procedure has never included any formal system for evaluating the qualifications of instructors. Instructors used by the Maryland Police Training Commission do not receive any special compensation from the Maryland Police Training Commission. In all cases, the costs of all instructors associated with the Federal Bureau of Investigation or existing local academies are absorbed by the parent organization. Table XII-A indicates the police training academy budgets for fiscal year 1976.

In the survey of training resources completed by the Governor's Commission on Law Enforcement and the Administration of Justice staff, information was gathered on the availability of classroom space for current preservice programs, for inservice training mandated to begin in July, 1976, and for any additional inservice training that might be offered within the next five years. None of the six largest academies surveyed (Anne Arundel, Baltimore City, Baltimore County, Maryland State Police, Montgomery County, Prince George's County), had a critical space problem at the present time, although Baltimore County anticipates one if they move to a new site. Problems might arise, however, if there is a large increase in inservice training hours, and if the frequency of preservice training classes returns to the pre-1974 level. On the other hand, if turnover and newly authorized positions continue to decrease, thus reducing the number of recruit classes, facilities will continue to be adequate. When asked if they could handle 80 hours of inservice training at their present facility, only Baltimore County foresaw a space problem. If training were increased to 120 hours, Baltimore County and Montgomery County would need additional space. However, three of the training supervisors mentioned manpower replacement costs as a more critical effect of increasing inservice training than inadequate facilities.

As a service to police and correctional agencies, the Training Commission in 1971 established the Maryland Criminal Justice Resource Center with funding from the Governor's Commission.

TABLE XII
POLICE ACADEMY TRAINING PROGRAMS AND RESOURCES
1975

POLICE DEPARTMENT	LOCATION	JURISDICTIONS SERVED	TOTAL AUTHOR- IZED POSITIONS	AVERAGE # RECRUITS TRAINED PER YEAR	LENGTH OF COURSE (HOURS)	# OF COURSES OFFERED PER YR.	CLASSROOM SPACE AVAIL- ABLE		FIRING RANGE CAPABI- LITIES	TRAINING TANK	DRIVER ² TRAINING CAPABI- LITY	# INSTRU- CTORS FULL TIME	OTHER SPACE LIMITA- TIONS
							#	MAX. CAP.					
Anne Arundel	Davidsonville	Anne Arundel Co. Airport-Police	368	60	720	2	3/50-60		Yes	No	No	7	--
Baltimore City	Balt. City	Baltimore City Annapolis	3433	328	611	10	11/35		Yes	Yes	No	24	--
Baltimore County	Towson	Baltimore County	1180	103	535	2	1/70		Yes	No	No	6	no gym
Frederick City	Frederick	Frederick	74	12	697.5	1	college campus		12 pos- tions	No	No	2	--
Harford Co. Sheriff		Harford County	74	20	420	1	1/35		Yes	No	No	3	no gym
Howard County	Ellicott City	Howard County	150 ¹	24	703	2	1/30		Yes	Yes	No	5	no gym
Md. State Police	Pikesville	Md. State Police	1470	75	962	2	3/50-60		10 pos. 25 yds.	Yes	No	12	--
Md. Toll Facility	Balt. City	Harbor Tunnel Bridge	168	30	617	1	1/38		No	No	No	3	no gym
Montgomery Co.	Rockville	Montgomery County	789	76	831	2	1/60		25 pos. 25 yds.	No	No	8	--
Natural Resources	Annapolis	Natural Resources	189	16	611	1	1/30		No	No	No	2	--
Prince George's	Forestville	Prince George's Municipal P. G.	935	150(own) 130(mun)	715	3	5/40		No	No	No	11	--
Police Training Commission	Varies	All Others	N/A	250	350	8	No		No	No	No	0	no faci- lities
University of Md.	College Park	College Park	79	15	385	1	college campus		No	campus	Yes	3	--

¹Recently expanded department.

²While no academy has their own driver training track, each one has made arrangements with an alternative source, i.e., raceway, army post, highway department, to provide facilities for driver training.

TABLE XII-A
POLICE TRAINING ACADEMY BUDGETS¹
FISCAL YEAR 1976

POLICE DEPARTMENT	LOCATION	JURISDICTIONS SERVED	TRAINING BUDGETS
Anne Arundel	Davidsonville	Anne Arundel Co. Airport-Police	\$315,761
Baltimore City	Baltimore City	Baltimore City, Annapolis	506,100
Baltimore County	Towson	Baltimore County	173,551
Frederick City	Frederick	Frederick	19,602
Harford Co. Sheriff ²	Bel Air	Harford County	16,000
Howard County	Ellicott City	Howard County	129,885
Maryland State Police	Pikesville	Maryland State Police	295,263
Maryland Toll Facility	Baltimore City	Harbor Tunnel Bridge	64,471
Montgomery County	Rockville	Montgomery County	432,000
Natural Resources	Annapolis	Natural Resources	36,556
Prince George's	Forestville	Prince George's Municipal P. D.	230,500
Police Training Commission	Various	All Others	262,193
University of Maryland	College Park	College Park	76,300

SOURCE: Special Survey of Governor's Commission on Law Enforcement and Administration of Justice in conjunction with Maryland Police Training Commission.

¹Includes cost of training staff, supplies, equipment trainee and trainer travel, lecture fees. Does not include vehicles, maintenance, rent or utilities.

²Tentative fiscal year 1977.

The Center is located with the rest of the Training Commission staff in Baltimore County and provides full media services, including the training of instructors in the use of audio-visual techniques; development of resource materials and equipment; and maintenance of a production facility whereby original instructional materials may be designed, prepared, and reproduced. The services of the Center are provided free-of-charge to criminal justice agencies. It is felt that the full production training potential of the Center is currently being impeded due to lack of space.

The Maryland Police Training Commission does not have classroom space of its own, utilizing instead the facilities of Hagerstown Community College, Salisbury State College, the Hagerstown Armory, and the University of Maryland at Baltimore County. There is no charge to the Maryland Police Training Commission for the use of the facilities,¹² nor does the Training Commission charge any department for the training received. Each police agency does pay the salary, needs, transportation, and overtime costs for their own employees, while the State pays for handouts and some books.

As a final question in the survey of local police agency training directors, respondents were asked what type criminal justice training should be provided centrally or regionally by the State. Two departments saw a need for joint training in management-supervision and driving skills, but no department directly favored the concept of multifunctional training. Problems were seen arising when court personnel were included in the training and when police and correctional line officers were grouped together. In general, the interrelationship of functional areas was not perceived as being related or necessary to the existing training curricula, although one agency did use judges, state's attorneys, public defenders, and parole and probation personnel in their entry program.

¹² Exceptions can occur in the case of Hagerstown Community College, where a fee must be paid if there is not a minimum number of students enrolled in the program.

2. Courts

In Maryland, there is no single State-wide agency responsible for developing education and training programs for judicial, prosecutorial, and public defender personnel involved in the adjudication of criminal cases. Until recently, the need for specialized training was often not recognized, because a legal education, admission to the Bar, and in some cases, experience as a practicing attorney were deemed sufficient preparation for most court-related responsibilities. It has now been acknowledged that a legal education or previous legal experiences do not always provide adequate training for the broader requirements of serving on the bench, providing counsel or prosecuting cases in order to best protect the interest of the public.

a. Judiciary

Judicial training has progressed significantly in the past three years and currently surpasses any other training provided for personnel in the courts area. Orientation training for new trial judges has been developed and made obligatory for judges by the Chief Judge of the Court of Appeals, the chief executive of the system.

Within this period, the Judicial Conference has developed into a more formalized program providing annual training for judges. Under the rules of the court, the Conference, whose membership includes all full-time judges of the State, has been given authority "to consider the status of judicial business in the various courts, to devise means for relieving congestion of dockets where it may be necessary to consider improvements of practice and procedure in the courts, to consider and recommend legislation, and to exchange ideas with respect to the improvement of the administration of justice and the judicial system in Maryland."¹³ The Conference considers these matters at its annual meetings and also performs a great deal of work through its standing committees. In 1974, the Conference

¹³Maryland Rule 1226.

organized a Training and Education Committee with responsibility for identifying the training and education needs of judicial personnel. Staff for the Committee is provided by the Assistant Administrator for Education and Training of the Administrative Office of the Courts, the support agency for the judiciary.

In response to the interest of the Chief Judge and the needs of new judges, the Training and Education Committee began soon after its formation to plan an annual orientation program for judges entering the system at the district, circuit, and appellate levels. Opinions of all judges were solicited as to appropriate curriculum topics in a mailed questionnaire. Sixty-two of the 180 judges (34.4%) responded, indicating a need for training in evidence law, criminal law, sentencing procedures, and jury charges in preservice training. Through a grant received from the Governor's Commission, a program was then implemented by the Committee to consist of two parts: a 10-day indoctrination for all newly appointed judges immediately upon being sworn into office and three, 2-1/2 day seminars of academic training within the first year of office. Typically, there are 10 to 11 new judges eligible for training each year. The academic curriculum covers the following subjects in three seminar/workshop sessions. (Program has been revised in 1976).

ORIENTATION CURRICULUM
NEW MARYLAND JUDGES 1975

SEMINAR I	SEMINAR II	SEMINAR III
ROLE OF THE JUDGE. DEMEANOR UPON THE BENCH. CANONS OF JUDICIAL ETHICS. VARIOUS PROCEDURAL PRO- BLEMS IN TRIAL OF A CASE. PICKING AND HANDLING OF A JURY. DEVELOPMENT AND USE OF INSTRUCTIONS.	LAW OF SEARCH AND SEIZURE. ISSUING OF A WARRANT. MEANING OF PROBABLE CAUSE. USE OF ENFORCEMENTS. SEARCH INCIDENT TO LAWFUL ARREST. THE AUTOMOBILE EXCEPTION. STOP AND FRISK. CONSENT SEARCHES. PLAIN VIEW DOCTRINE. STANDING TO OBJECT.	EVIDENTIARY PROBLEMS AND SENTENCING PROBLEMS. HEARSAY RULE AND ITS EXCEPTIONS. TESTIMONIAL PRIVI- LEGES. BEST EVIDENCE RULE. CHARACTER EVIDENCE.

The combined total of 125 hours for academic and on-the-bench training means that judges are receiving more than the recommended Commission standard of 80 hours of preservice training for all new judges.

Supervision of initial on-the-bench training is provided by the appropriate circuit or district administrative judge as part of their general management responsibilities. Faculty for the academic section of the preservice training is drawn from senior members of the Maryland judiciary.

At the present time, the evaluation process for preservice training consists only of completion of forms by program participants, answering questionnaires relating to quality of arrangements, program and faculty with space provided for individual comments.

Inservice training for judges consists of participation at one of three identical 2-1/2 day workshops given in conjunction with the annual State-wide Judicial Conference, with attendance mandatory at the sessions. While the training offered at the Conference and in the workshops numerically meets the actual number of hours recommended by the Governor's Commission as a minimum standard for continuing legal education, the curriculum has not been formally developed in such a way as to assure minimal coverage of various job-related areas on a multi-year basis.

Subject matter for the workshop/conference series is chosen to insure that the two programs are not repetitive. For example, one workshop dealt with "Laws of Search and Seizure," while

the Conference dealt with "Constitutional Aspects of Criminal Law Other than Search and Seizure."¹⁴

Assignment to national programs is under direction of the Chief Judge of the Court of Appeals, and attendance is on a "where-appropriate" and rotating basis. Table XIII lists both the in and out-of-State inservice training participation of Maryland judges in fiscal year 1975.

The most difficult problem facing judicial administrators trying to expand continuing legal education programs is created by the unique nature of the judicial role. Since judges cannot be replaced by outside personnel, all shifting of manpower to accomodate vacancies caused by vacations, special cases, or inservice training must be filled from within the established number of judges. In 1975, for example, thirty district court judges were utilized at the circuit court level, and at least one district court judge worked on the Supreme Bench for the entire year in order to effectively use available resources.¹⁵

While each judge is required to submit a weekly report to the Administrative Office of the Courts, summarizing time spent on hearing cases, a full actual analysis of the skills and knowledge requirements necessary to carry out judicial responsibilities does not as yet exist, nor are there any immediate plans to conduct such a study. However, it is known that most judges proportionately hear the same type cases (except in situations such as juveniles, where a judge is designated to sit in a special court).

¹⁴ Conversation with Mr. Fred Farris, Deputy Administrator for Training and Education, Administrative Office of the Courts, February, 1976.

¹⁵ Administrative Office of the Courts, Annual Report 1974-1975 (Annapolis, Maryland, 1976), p. 115.

TABLE XIII
INSERVICE TRAINING PROGRAMS
MARYLAND JUDGES
FISCAL YEAR 1975

TRAINING PROVIDED	ELIGIBLE PERSONNEL	AVERAGE NO. TRAINED PER YEAR	TRAINING HOURS PER COURSE	OFFERING ORGANIZATION	BUDGET AND SOURCE	FACULTY		FACILITY
						IN-HOUSE	EX-TERNAL	
Judicial Conference & Seminars	187	180	40	Judicial Conference	5500 (state)		X	Hotel
District Court Problems	83	80	10	District Court	3800 (NA)	X		Hotel
General Procedures	180	4	4 weeks	National College of the State Judiciary	7840 (Governor's Commission)		X	Reno Nevada
National College	180	8	1-4 weeks	National College of Trial Judges	(Governor's Commission)		X	N/A
Juvenile Justice	30 to 40	2 judges	2 weeks	National College of Juvenile Justice	(Governor's Commission)		X	Reno Nevada
Juvenile Justice	30 to 40	1 judge	1 week	National Training Conference on Juvenile Justice	(Governor's Commission)		X	N/A

SOURCE: Data submitted to the Governor's Commission on Law Enforcement and the Administration of Justice, December 1975.

A rough approximation of the proportionate division of time between case types can be inferred by reviewing data on cases filed. In fiscal year 1975, according to statistics in the Annual Report of the Administrative Office of the Courts,¹⁶ of the 86,936 cases filed in the State, 21.8% were law, 44.1% were equity, and 34.1% were criminal in nature.

Funding for judicial training programs is almost on an ad hoc basis, with support received from whatever resources are available at the Federal and State level. The original preservice training was implemented with a grant from the Governor's Commission and attempts are now being made to have the costs picked up by the State. Monies for the judicial conference are appropriated by the State while most out-of-state training at national colleges is funded by the Governor's Commission.

Although judges are the chief officials of the court system, it is important to note the vast majority (91.1%) of all personnel in the courts are supportive personnel often employed by local jurisdictions. Training for these personnel is still in the initial stages of development. (The largest exception to this rule is district court clerks who are State employees). Generally, court support personnel can be divided into the following categories:

1) Middle Management/Supervisors

- a) Court Administrators - Attached to Administrative Office of the Courts and eight judicial circuits with responsibility for planning and evaluation.
- b) Chief Clerks - Similar to general office manager. Responsible for supervision and work of clerks. Must have thorough knowledge of judicial process and statutory requirements regulating that process.

¹⁶ Ibid., p. 105.

2) Operative Personnel

- a) Clerk - Maintains court records and performs processing related thereto.
- (1) District Court - State employees; subject to merit system and minimum qualifications and descriptions attached to each position; narrow range of grade levels.
- (2) Circuit Court - Employees of individual circuit court but State financed; appointed by chief clerk of the circuit who is elected to office.
- b) Assignment-Office Personnel - Mainly perform clerical functions in assignment of cases to court.

3) Technical Specialists

- a) Pretrial Release Agents - Interview suspects prior to the setting of bail.
- b) District Court Commissioner - Performs quasi-judicial functions including determining cause for issuance of warrants for arrest and initial setting of bail for arrested defendants.
- c) Juvenile Masters - All Masters appointed since 1975 must be members of the Bar with appointment approved by the Chief Judge of the Court of Appeals; act as fact-finding judges making recommendations in juvenile cases. Work is reviewed by circuit court judges.
- d) Court Reporters - Responsible for verbatim dictation and transcription of court records for each circuit court. (District court reporting is by electrical transcription.)

Table XIV indicates some of the training currently being given to support employees. All of the training monies come from the Governor's Commission and are subject to a three year funding limitation, unless agencies decided to incorporate the programs in their annual budgets.

TABLE XIV
PRE AND INSERVICE TRAINING FOR COURT SUPPORT PERSONNEL
FISCAL YEAR 1975

JOB CATEGORY	TRAINING PROVIDED	ELIGIBLE PERSONNEL	AVERAGE NO. TRAINED PER YEAR	TRAINING HOURS PER COURSE	OFFERING ORGANIZATION	FACULTY		TYPE TRAINING	
						IN-HOUSE	EX-TERNAL	PRE	IN
District Court 1. Clerks	Orientation	100	100	8	Adm. Office Dept. of Personnel	X		X	
2. District Court Supervisors	Supervisory techniques	25	38	13		X			X
3. Circuit Court Clerks	Unavailable	Unavail.	105	104	Univ. of Md. Inst. of Court Manage- ment		X		X
4. District Court Commissioners	Orientation	60	60	2 days	Dist. Court	X			X
	Legal procedures	180	180	2 days	Dist. Court		X		X
5. Juvenile Masters	Juvenile Justice	15	2	2 weeks	Natl. College of Juvenile Justice		X		X
	Juvenile Justice	15	2	1 week	Natl. Training Conference on Juvenile Justice		X		X
6. Court Administra- tors	Court Management	12	3-4	15 weeks	Univ. of Md. Inst. of Court Management		X		X
7. Court Reporters	Court Reporting	130	110	3 days	Circuit Court	X		X	X

SOURCE: Telephone interview with Mr. Fred Farris, Administrative Office of the Courts; Mrs. Margaret Kostritsky; January, 1976; additional information from the Comprehensive Plan, 1976, Governor's Commission on Law Enforcement and Administration of Justice, pp. 222-230.

Training standards for court support personnel (excluding court administrators) have not been established as yet. The Office of the Chief Clerk of the District Court has experimented with a number of formats for delivering both pre- and inservice training. One-day orientations and workshops have been held at the Institutes Division, University of Maryland; a procedural manual for all employees has been compiled and is updated on a regular basis; and one-day sessions are held at the District Court Building on a regular monthly basis for administrative clerks and quarterly for criminal clerks.

Almost all funding for training has come from the Governor's Commission, although there will be a need for the State to assume the costs next year.

The need for a permanent facility is not of paramount importance to judicial training. Use is made of available hotels, conference centers, and academic institutions on an as-needed basis, thus eliminating expensive overhead costs.

The judiciary has taken the position with regard to the sharing of faculty and resources for training purposes that "They are conducting education programs for judges and court-related personnel, have done so in the past, and will continue to do so. However, all facets of judicial needs will be included; e.g. criminal, civil, juvenile, administration, etc. This is so because the courts are oriented to more than just the criminal area. They must do justice in all other areas also. In addition, there is a concern by judicial officials that if the judiciary, which consists of approximately 185 judges, were lumped in with police, prosecutors, and defenders, whose numbers total in the thousands, there would never be room for the judiciary and there would be tremendous scheduling problems."¹⁷

¹⁷ Letter from Mr. Fred Farris, Deputy Administrator for Training, Administrative Office of the Courts, February 27, 1976.

b. Prosecution

Like judges, prosecutors also depend to a great extent on legal education and previous law practice to provide the preservice training required for their responsibilities. However, since prosecutors are elected at the local level every four years, the result has often been that newly elected officials come into office with little or no public prosecution experience. Some new state's attorneys have almost no legal experience at all beyond law school. Sometimes, they appoint a large number of new deputies and assistants who are also lacking in experience. The situation can be repeated every four years, depending on election results. In the period between elections, the survey of turnover in the State's four largest prosecutors' offices ranged from three percent to eight percent per year. Since the demands for basic training are cyclical, regular State-wide preservice training programs are difficult to implement. Out-of-State training, which is available frequently, does not relate to problems and procedures peculiar to Maryland, besides being more costly. Prosecutors generally place more reliance on national seminars for training than do other components of the criminal justice system.

The adoption of mandatory State-wide training standards is also complicated by the disparity in size of state's attorney's offices. Out of a total of 253 state's attorneys, 201 (79%) practice in the four largest jurisdictions: Baltimore City, and Baltimore, Montgomery, and Prince George's Counties. Several smaller jurisdictions have part-time officials who often continue to maintain a private practice.

While the Commission has adopted a recommended standard of 80 hours of preservice training for prosecutors, decisions pertaining to entry training are left to local option. In 1974, a State-wide orientation program for all prosecutors on the job less than three months was initiated by the Court Management Institute of University College, University of Maryland, in cooperation with the State's

Attorneys' Association. Thirty-eight (38) new prosecutors attended this class based on a quota system allowing a certain number to participate from Baltimore City, urban counties, and non-urban counties. Several new prosecutors were unable to attend due to the limited class size, and there are no plans at present to continue the program.

An attempt was made in 1971 to develop an inservice training program for all prosecutors with the funding of the position of State's Attorney Training Coordinator by the Governor's Commission. However, the Coordinator failed to develop adequate programs to meet prosecutor preservice and inservice training needs during the three years this position existed. In 1971, the training consisted of five conferences held throughout the year which provided a total of 93 training hours, for an average of 18.6 hours per conference. Attendance at these conferences ranged from a low of 51 to a high of 120. In 1972, the State's Attorney Training Coordinator held four conferences to provide inservice training for prosecutors. The attendance for these conferences ranged from a low of 45 to a high of 111. Six conferences were held during 1973 and 1974. In the spring of 1974, an Evidence Seminar lasting two days was conducted for 125 prosecutors. Aside from this one conference, there are no detailed records as to how many prosecutors attended, or how many hours of training were received, or of the subject matter covered.

Continuing education for prosecutors now consists of inhouse programming indicated in Table XV plus attendance at the convention of the Maryland State's Attorneys' Association (MSAA) which includes educational programs along with other business. Two jurisdictions, Montgomery and Prince George's Counties, have training directors who plan and organize their mandatory inservice training. The other large jurisdictions have not developed their inservice training to the same degree. Training in smaller offices is on a less developed basis. Out-of-State seminars sponsored

TABLE XV
 MARYLAND STATE'S ATTORNEYS'
 PRE- & INSERVICE TRAINING PROGRAMS
 BALTIMORE CITY, BALTIMORE COUNTY, MONTGOMERY COUNTY, PRINCE GEORGE'S COUNTY
 1975

JURISDICTION	TOTAL # PROSECUTORS	AVERAGE # NEW EMPLOYEES PER YEAR	ORIENTATION PROGRAMS	CONTINUING LEGAL EDUCATION
Baltimore City	121	25* (average 10 per year)	No formalized program. Work under direct supervision of superior.	Inhouse training by existing staff for employees of less than 1 year on topics related to actual job skills, i.e. trial motions, Search & Seizure; memos also distributed to staff on cases with legal significance.
Baltimore County	31	14* (information per year not available)	County Personnel Procedures, Office Procedures and Administrative - 3 days. Work under direct supervision of superior.	Cases with legal significance summarized and circulated to staff; try to utilize out-of-state conferences where appropriate.
Montgomery County	19	2	Review Reading List 3 week session to review Md. law, visit other agencies, trials, etc.	Implemented in 1975: On-going mandatory training program meets for 2 hours once a week after regular hours; topics include review of recent cases (one a month) and seminar reports on topics such as "How to Use Expert Witnesses"; "Psychiatric Defense"; Decisions on out-of-State training attendance made by State's Attorney based on job level, need for training and available funds. Training records kept on individual employees.
Prince George's County	30	1	Almost all new employees have been interns in office for 1 year prior to employment. Spend 3 days with each of 5 division chiefs before assignment to regular responsibilities.	Implemented in 1974: On-going compulsory training every 2 weeks after regular hours; schedule developed a year in advance and includes site visits, weekend retreats, use of guest speakers and material presented for discussion such as recent Maryland and Federal decisions; witness preparation; jury selection.

*Figures for 1975 not typical, represent election of new State's Attorney.

SOURCE: Telephone survey training directors of four jurisdictions, February, 1976.

by the National District Attorneys' Association (NDAA) are also utilized on an ad hoc basis and at the discretion of the individual office as inservice training devices. Most state's attorneys and their assistants attend the Maryland State's Attorneys' Association conventions. As Table XVI indicates the following out-of-state seminars, conferences, and courses were attended by Maryland state's attorneys in 1974 through grants from the Governor's Commission.

TABLE XVI
SPECIALIZED TRAINING FOR STATE'S ATTORNEYS
OUT-OF-STATE
1974

PROGRAM	NUMBER ATTENDING	PROGRAM DURATION
National District Attorneys Association (Career Prosecutor Course)	8	3 weeks
Northwestern College of Law (Short course-Prosecutors)	33	1 week
National District Attorney's Association Police and Prosecutor Relations	5	1 week
Miscellaneous National Seminars	14	2 days--1 week

SOURCE: Governor's Commission on Law Enforcement and the Administration of Justice, Comprehensive Plan 1975, p. 1147.

In summary, generally, both entry and inservice training for prosecutors is usually unstructured and dependent on local office policy. At the present time, no authority exists for establishing entry level training standards although the Governor's Commission has adopted a standard recommending 80 hours of preservice training and at least 40 hours of continuing legal education annually.

Because of the fragmented nature of the prosecutorial system in the State, task analyses have not been completed for the job function nor have performance objectives been established. The data supporting the development of viable curricula at both the preservice and inservice level is not available at the present time.

It should be noted that costs associated with inhouse training as delivered in the Montgomery and Prince George's County offices are low. There is no time spent on training during normal working hours, and it is mandatory for all prosecutorial staff to attend the evening training sessions. Other usual expenses such as meals, travel, and lodging are not incurred in this type of programming. Out-of-state training programs are often funded through special grants awarded by the Governor's Commission and generally have a very high cost per hour of instruction.

More than half or approximately 490 persons of the total prosecutorial work force of 743 are employed by prosecutors' offices in support positions such as investigators and interviewers. Investigators and interviewers are both appointed by the state's attorney and perform similar tasks including:

1. Investigating allegations of criminal conduct.
2. Interviewing arrested persons and witnesses.
3. Prepare reports on findings.
4. "Work-up" cases for attorneys.
5. Maintain case records.

The Commission has adopted a training standard for investigative personnel of at least 80 hours of pre-service training and at least 20 hours of inservice training. However, these standards are not being implemented by the local offices since there are few, if any, pre- or inservice training programs for these employees at the present time. Most of the training of these employees has come from previous employment with other agencies such as police departments.

c. Public Defender

The Office of Public Defender was created by the Legislature in 1971 with the purpose of providing legal representation for indigent offenders charged with the commission of a felony, misdemeanor or any offense with penalties that involve the possibility of confinement or a fine greater than \$500. The system is decentralized in that there is a State Public Defender charged with overall operation of the system, with district public defenders operating in districts corresponding to the districts used by the District Court.

In addition to the full-time attorneys employed as public defenders, the agency has a list of panel attorneys (private lawyers) available to serve as counsel to eligible persons when needed. The private practitioners are compensated for expenses and receive fees for their professional services according to fee schedules established by the agency. The names of available attorneys are kept on "confidential" lists of panels, which are subdivided into district division of appellate, capital case, non-capital case, district and juvenile divisions according to the area of expertise. Selection for part-time legal work is made by the head of the district agency. There are few training programs provided to panel attorneys by the Office of the Public Defender.

No standards for employment as a public defender, district public defender or assistant public defender other than membership in the Bar exist. (Although the State Public Defender must have been in practice for at least five years prior to appointment.) The Office of the Public Defender does not provide any comprehensive preservice training for new staff attorneys. There is, however, a brief orientation period for new attorneys which consists of pairing the new staff attorney with an experienced staff attorney to show them office procedures and practices. It should be noted that the rate of turnover in the Office of the Public Defender has been minimal; indeed only eleven attorneys have been added or replaced since inception. (At present, there are 124 attorneys in the Public Defender's Office.) Inservice training has not been developed to the degree found in some of the other criminal justice functional areas. In fiscal year 1975, finalized inservice staff training consisted of having 150 staff and panel attorneys attend a two-day seminar, two staff members attending a national conference, and three staff members

attending three national seminars of one to three weeks duration. In addition, staff meetings are held in all offices on a weekly or bi-weekly basis in which new decisions and techniques in the law are discussed. In the larger districts these sessions are formalized with specific training components, whereas, in the smaller districts they are much more informal. At present, a special unit within the Office of the Public Defender (funded by the Commission) prepares a flyer on important developments in the law and distributes them to all of the staff and panel attorneys to keep them abreast of recent changes. Also, in the near future, a bi-monthly newsletter will be produced to provide information on various aspects of practice and trial techniques to the public defender system.

Staff support for public defenders is provided by 217 investigators, interviewers, secretaries, public defender aids and law clerks, none of whom receive any pre- or inservice training. Investigators are appointed by the Public Defender to perform tasks which are similar to investigators employed by prosecutors, such as investigating allegations of criminal conduct, interviewing arrested persons and witnesses; preparing report of findings, working up cases for the attorneys and maintaining case records. Interviewers and student law clerks perform functions similar to those listed for investigators.

Training for support and investigative personnel has mostly consisted of seminars held at irregular intervals. However, a manual has been developed for investigative personnel detailing procedures and formats to be followed.

3. Adult Corrections

There has been significant progress in developing training programs for personnel in the adult corrections area (corrections, parole and probation). This is directly attributable to three factors: the centralization of various correctional responsibilities under the State Department of Public Safety in 1970; the passage of Section 70B, Article 41, of the Annotated Code of Maryland establishing the Correctional Training Commission (CTC); and the availability of Federal funding, through the Governor's Commission on Law Enforcement and the Administration of Justice to implement the programs of the Commission in 1971.

The Department of Public Safety has responsibility for agency operations of the Division of Correction, Division of Parole and Probation, Board of Parole, Patuxent Institution, Correctional Training Commission, and Inmate Grievance Commission which together employ 81% of all personnel working in the adult corrections field.

Local jurisdictions employ 19% of the personnel and have responsibility for operation of local detention centers throughout the State and probation services in Baltimore County. In Maryland, there are jails in each of the counties and Baltimore City, which ordinarily provide facilities for persons serving terms of up to six months. Fifty-four lock-ups are also maintained by courts, municipal and county police and sheriffs' departments for short term detention of persons awaiting trial or transportation to other detention facilities.

The legislation establishing the Correctional Training Commission was the first of its kind in the country and served as a model for legislation in other states. Under the Act, the Commission has authority to set standards for eligibility to attend training schools. The Juvenile Services Administration is not included under the Correctional Training Commission. Responsibilities of the Correctional Training Commission include the prescription of curricula, courses of study, attendance requirements, eligibility to attend, equipment and facilities, standards of operation of training schools, and minimum standards for instructors. The Act specifically provides that no person shall be given or accept a probationary or permanent appointment to a "Correctional Unit" as a "Correctional Officer" as defined in the Act unless the person satisfactorily meets the qualifications as determined by the Commission.

In August, 1971, the Correctional Training Commission established the Correctional Training Academy as a function of the Commission. After developing the means to deliver training, on February 22, 1972, the Commission mandated that all new "Correctional Officers" as defined in the Act (guards, jailers, parole and probation agents, and classification counselors), employed after July 1, 1972 must receive not less than 120 hours of preservice training within one year of their employment before receiving a permanent appointment.

The Academy then identified three immediate goals: to train potential trainers; to design curricula; and to develop training materials. In order to further these objectives, a training of trainers program was begun; supervisory programs for parole and probation and correctional officers were conducted; a top administrators' training program was undertaken; and inservice training for correctional officers and parole and probation agents was developed.

Using information and techniques gleaned from these initial efforts, a formalized training program providing entrance level instruction for correctional officers and parole and probation agents was established.

The initial pre- and inservice curriculum design was developed by a consultant utilizing a task/time analysis and questionnaire from the initial supervisors training sessions. The consultants also conducted the training in conjunction with selected agency trainers who were assigned from existing correctional units (State and local levels), to the Academy on a part-time basis. By the third year of the Commission grant funding, the external consultants had been dropped, and funds were used to create a research, development and evaluation section as part of the staff of the Academy.

Formal and ongoing preservice training began in April, 1973 for all new personnel at the State and local level. Academy officials estimate that 40% of the trainees are employed by local agencies, including sheriffs' departments, and 60% are State employees. Since 1973, despite initial difficulties with releasing staff for training, all new correctional personnel have received the required 120 hours of preservice training mandated by the Training Commission. This included all State level correctional officers, parole and probation agents, classification counselors, and local correctional officers and parole and probation personnel. As a result, the Commission standard which recommends a minimum of 120 hours of recruit training has been met.

The cost of delivering training for all employees (State and local) is generally picked up by the State; but the agencies pay for the personnel replacement costs associated with training and travel, lodging and food expenses.

Following the procedures adopted for analyzing police curriculums in this report as suggested in the National Advisory Commission's Police Report, the mandated training of 120 hours for corrections officers and 126 hours for agents can be divided into five broad categories which correspond to the broad topics used previously in the police section. (Table XVII).

In addition to the mandated training of the Correctional Training Commission, the Baltimore City Jail and Montgomery County Department of Correction and Rehabilitation supplement the State training with two weeks of additional preservice programming. Baltimore City spends 75% of their additional time on job-related skill training; 20% on internal rules and regulations and 5% on human relations training. Montgomery County spends approximately 65% of the added time on skill training; 12% on human relations; 10% on law and the correctional system and 9% on internal procedures. In general, however, curriculum provided by the Correctional Training Commission is the only exposure of new employees to training in essential job skills.

The Correctional Academy is unique within the system of criminal justice training in undergoing a systematic evaluation of the entry level training program. The survey was completed by the Research, Development and Evaluation Unit of the Academy in August, 1975, and included an analysis of each program in terms of module objectives, curriculum content, participant reaction to training, participant learnings and impact of training on job performance. The evaluators found for parole and probation agents and classification counselors that "the training program has not been as effective as it could be... a need exists to place greater emphasis on skill related training... to revise and vary methodology, update and revise content, improve instructor presentations; and provide training to meet the job related needs of agents assigned to specialized units."¹⁸

For correctional officers, the evaluators found "the training program is beneficial in providing some of the essential knowledge skills, and attitudes necessary to perform the job...although it was suggested that the training could stand some improvement in sixteen areas, such as...trainee accountability, refresher courses for training officers, development of Academy standard operating procedures and need for greater quality control over modifications in program."¹⁹ Recommendations for improvements to the training delivery system have now been incorporated into the plans for all new classes.

¹⁸Maryland Correctional Training Academy, The Evaluation of the Entrance Level Training Program for Parole and Probation Agents, Classification Counselors and Correctional Officers (Baltimore, Md., 1975), p. 16.

¹⁹Ibid., p. 20.

TABLE XVII
 BASIC TRAINING CURRICULUM
 CORRECTIONAL OFFICERS, COUNSELORS, PAROLE AND PROBATION AGENTS
 1975

TOPIC	CLASSIFICATION					
	CORRECTIONAL GUARDS		COUNSELORS		PAROLE AND PROBATION AGENTS	
	DAYS	%	DAYS	%	DAYS	%
1. <u>Introduction to the Criminal Justice System</u> : History, organization, philosophy, component parts, shortcomings, possible solutions; objectives of corrections; role of correctional officer; court procedures.	1-1/2	7.5	1-1/2	7.5	2	9.5
2. <u>Law</u> : Introduction to the development, philosophy and type of law; legal aspects of corrections for confined and trainees; legal aspects and conditions of parole and probation.	1/2	2.5	1/2	2.5	1	4.7
3. <u>Human Values and Problems</u> : Race relations and culture conflict; effects of imprisonment; influence of general culture on crime; interpersonal and understanding intrapersonal relationships; community organization and public relations; normal and deviant behavior.	2-1/2	12.5	2-1/2	12.5	1-3/4	8.3
4. <u>Corrections Proficiency</u> : Written communication; report writing and fundamentals of English usage; supervision of inmates; security procedures; process of classification; disturbance control and range training; first aid and safety; drugs: kinds uses and controls; treatment programs; escort duty and transportation of inmates; role of officer; presentence investigation; caseload management; individual group, family counseling; alcoholism; case analysis.	13-1/2	67.5	13-1/2	67.5	10-1/2	50
5. <u>Administration</u> : Orientation, rules and regulations, grievance procedures; trainee review of teaching, field trips; public relations and use of community resources.		10	2	10	6-3/4	32

In addition to executive responsibilities, adult correctional personnel can be divided into two main categories performing the following job functions:

(1) Middle Management/Supervisors

- a. Correctional Officers VI - Supervision of officers in section; concerned with function of custody, security and overall control of either a section, a wing, or the entire facility; sometimes acts as deputy warden.

(2) Operative Level

- a. Correction Officers 1 - V - Responsible for prisoner supervision; inmate counting; correction of inmates for minor rule infractions; receiving and discharge duties and handling of unusual prisoners. Differences in rank are largely a function of seniority.
- b. Classification Counselors - Interview and classify incoming inmates and perform or direct subsequent rehabilitative strategies conducted in institutions.
- c. Parole and Probation Officers - Counseling, follow-up on job referrals; site visits and location identification of individual; telephone interviews; presentence investigations; family services agents.

Inservice training is very minimal for correctional officers, counselors, and parole and probation agents, although in 1972, 976 correctional personnel did receive 80 hours of inservice training. In part, this situation has been caused by the inability of the Division of Correction to free people for training due to resulting overtime costs for these replacements.

Executive and management level training for corrections is to begin in May, 1976. The curriculum would provide twenty-one hours of training to correctional administrators and managers in the specific topic areas of middle management development, effective management communications, labor relations and conflict resolution, transactional analysis and general management and mid-management techniques. Approximately 150 of the 200 correctional managers and administrators

would be trained. It is also expected that the Correctional Training Commission will mandate inservice training of 20 hours for general employees and entry level supervisors in July, 1976. Together these two programs will begin to meet the Governor's Commission on Law Enforcement and the Administration of Justice standards of providing 80 hours of annual inservice training. Although the faculty capability generally does exist for meeting inservice training needs, agencies have been unable to spare their employees for the time required to receive training because of personnel replacement costs and extremely overcrowded conditions throughout the prison system.

Twenty-one correctional employees were trained in the initial program to act as faculty for the academy and received certification in 1973 after 15 days of classroom instruction. Training for new instructors is now given on an as needed basis and consists of 35 classroom hours. Training officers spend 3/5 of their time as agency trainers, developing and implementing training programs for the Academy. The remaining time is spent in their respective agencies providing inservice modules for staff working in the field. Selection of new training officers is dependent on the internal promotion policies of individual agencies since they provide the instructors from their own staff.

Dedicated facilities for correctional training are limited to a single classroom at the Maryland House of Correction and auditorium at Jessup. While the space is minimally adequate for the immediate entry training requirements, the academy will not have enough space if inservice training plans are implemented for correctional officers, parole agents, counselors, and administrators. A summary of correctional training for 1975 is included in Table XVIII.

4. Juvenile Delinquency

The Maryland Juvenile Services Administration was created and established by the 1966 session of the Maryland General Assembly through enactment of Article 52A of the Annotated Code of Maryland. Under terms of the legislation, the department was designated the central administrative agency for juvenile investigation, probation and aftercare services and for operation of the State juvenile diagnostic, training, detention and rehabilitation facilities. Placement of the agency was under the State Department of Health and Mental Hygiene. The agency became operational, in terms of providing services, on July 1, 1967.

Juvenile Services employs about 1,500 persons; three hundred and seventy-five of these are juvenile counselors (comparable to the adult probation officer position); and 455 are youth supervisors (working at State training schools and performing functions to some

TABLE XVIII
SUMMARY OF ANNUAL ENTRY LEVEL CORRECTIONAL TRAINING PROGRAMS
1975

JOB CLASSIFICATION	TOTAL EMPLOYEES BY CATEGORY	AVERAGE # EMPLOYEES TRAINED PER YEAR	TRAINING HOURS PER COURSE	# OF COURSES OFFERED PER YEAR	CLASSROOM SPACE		CLASSROOM AIDS LIBRARYS, TEXTBOOKS	# INSTRUCTORS	
					TYPE OF SPACE	MAXIMUM CAPACITY		FULL TIME	PART TIME
Correctional Officers	1800	350	120	9	Auditorium	50	overhead, 16mm, 35mm weapons, opaque.	0	10
Counselors	90	7	120	as needed	Auditorium	50	extensive handouts, video tape, sound tape.	0	10
Parole and Probation Agents	400	125	126	6	Classroom	18 to 20	cassette	0	6

extent similar to correctional guards in the adult system). Management and supervisory responsibilities are assumed by 130 to 140 first line supervisors and 80 to 90 management personnel. The remainder of the employees perform secretarial, clerical, janitorial and other supportive tasks.

No training standards have been mandated by the legislature for Juvenile Services' employees. Mandatory training requirements for specific positions have not been established within the agency, although, if desired, the Director of Juvenile Services, in conjunction with others, probably does possess the authority and responsibility for formulating and establishing training requirements and opportunities for staff members.

Beginning in the later part of 1973, an agency training division employing seven persons was created and staffed within the organization. After applying for and receiving a grant from the Governor's Commission, the staff underwent intensive training to prepare for delivering appropriate pre- and inservice programs to agency employees. Modules, based on a previously completed needs analysis, were also developed for use in the instruction. As a result of this effort, seven core programs were completed by October, 1974, providing pre- and inservice training curriculums for youth supervisors, juvenile counselors, first line supervisors and intake workers, and those employees providing direct services to youth throughout the State.

The training staff is now prepared to deliver entry training to all new juvenile counselors and youth supervisors. While turnover rates, which serve as an indication of yearly training needs, are not readily available from agency personnel, in fiscal year 1975 the agency provided approximately 100 hours of training to six groups of fifteen counselors and to fifty youth supervisors. Of the supervisors receiving the training, 15 received 40 hours, three received 80 hours, 28 received 112 hours and nine received 160 hours.²⁰ Hours of training received often vary because of institutional need for workers on the job.

²⁰Memorandum to Mr. Thomas W. Albert, Chief of Training and Staff Development from I.E. Jones, Juvenile Services Administration, February, 1976, p. 1.

The 13 day preservice curriculum for supervisors includes training in the procedures and philosophy of the agency, report writing techniques, site visits to court, counseling skills, drug abuse, adolescent behavior, helping techniques, discussion of teaching films and discussion of issues raised during the course, concluding with on-the-job-observation. The emphasis of the program is one of clarifying for supervisors relationships to their youthful clients, fellow workers, agency policy, and role in the system.

Preservice training for juvenile counselors has also, at times, been condensed from its original 104 hour design to meet the needs of the agency's regional offices for immediate staff. By the end of 1975, 78 counselors received 104 hours, eight counselors received 80 hours, and 44 counselors received 40 hours of training.²¹

The entire 104 hour curriculum involves five days of on-site experience at an institution, in order to prepare new counselors for their responsibilities in making placement decisions. Subjects covered include Juvenile Law, Role of Juvenile Counselors, Writing Social Histories, Drug Abuse, and Juvenile Justice Policy Inventory. Although both programs almost meet the recommended Commission standard of 120 hours of preservice training, neither program has been able to deliver the full component to all new staff members.

Agency hiring of new employees is done on an as needed basis, causing problems in preservice programs because new workers often don't enter training until they have been on the job for several months. The training division has pointed out the drawbacks to the present procedures and recommended block hiring of new employees.

Inservice programming has now been developed for youth supervisors, first line supervisors and intake consultants. Management training is in the planning stage, but inservice training for juvenile counselors is still not developed or delivered.

The inservice training for youth supervisors was begun in 1975. Of the 455 youth supervisors, 386 received training of 40 hours in addition to their entry training. By the end of calendar year 1975, 275 youth supervisors received the minimum 40 hours of instruction, one hundred received more than the minimum, 53 received 72 hours, 25 received 102 hours and 33 received 152 hours of instruction.

²¹ Ibid.

Inservice programming of forty hours was also implemented for first line supervisors. In the initial year of operation, there were ninety-eight participants in the training.

Eighty intake counselors were trained in one of five identical sessions dealing with decision-making, legal issues, behavioral change strategies, communication patterns and the juvenile justice system. The content was determined by a training needs assessment of intake officers and those related to the process, i.e., judges, state's attorneys, administrators and youths. As a result of an evaluation of the sessions by the participants, a need for further training in developing capabilities for consistent decision-making vis-a-vis children's involvement in the justice system was identified. Requests were also made by the counselors for periodic sessions with attorneys to discuss legal issues.

Although these curriculum modules have been delivered once, plans are not finalized for developing or updating the inservice curriculum in order to provide instruction on an annual basis for youth supervisors, intake consultants and first line supervisors.

The training division developed two other programs in response to data collected during the initial agency needs assessment. The first was a "Helping Program" for counselors and paraprofessionals, the people who come into first contact with clients of the juvenile system. Participants develop skills in empathic listening, relevant response, problem solving, and action planning. Along with, and in order to develop behavior skills, much emphasis is placed on personal awareness and values clarification for the participants. To date, of the eligible personnel, 94 have received this training. It is now delivered to any interested employee when enough requests to form a class are received from staff members. A social seminar was also designed and implemented by the training division to explore the self-awareness of values, attitudes, and styles of inter-acting with others. One hundred and eight employees volunteered for this training.

None of the training given by the staff trainers has included an evaluation component which attempts to measure improved job performance. However, some type of participant evaluation is usually completed for the Juvenile Services Administration's training programs.

Since many of the services delivered by the agency are purchased from private agencies and individuals, such as foster and shelter home care, and youth service bureaus, an attempt has been made to establish some minimum training for these groups.

Through Commission funding in 1974 and again in 1975, a grant was awarded which was designed to provide training to specialized foster and shelter parents throughout the State who provide services to Juvenile Services' clients. The training design aims to orient shelter and foster parents to the Administration, to increase their knowledge of adolescent behavior and community resources, and to assist them in coping with the problems presented by youth residing in their homes. Through March, 1975, a total of 108 foster and shelter parents had received training as a result of the 1974 grant. In order to evaluate the results of the training, pre- and post-tests were given to those individuals trained. Results indicate that those participating did not show significant change in factual knowledge. However, the tests did indicate, according to the trainers, some significant softening of rigid conceptions and negative attitudes. As a result of the evaluation, the 1975 grant to continue this program is being redesigned, hopefully to provide services to a greater number of foster and shelter parents (approximately 450) and to provide more evaluative data on the effectiveness of training provided.

In addition to the above program, the Commission funded a grant that enabled seven Juvenile Services' staff to attend the second National Conference on Juvenile Justice. This four-day conference provided information on national trends in the juvenile justice system. A grant was also funded that provided four days of training for 30 Juvenile Services' staff in the diversion and prevention areas and funds were awarded to the Administration to provide training to 600 Juvenile Services' staff in parent effectiveness techniques.

Additionally, funds were awarded to Juvenile Services to conduct training seminars throughout the State for juvenile court judges, masters, and Juvenile Services' staff. The seminars provide an opportunity for exchange of information and ideas between such groups as judges, masters, state's attorneys, public defenders, educators, and Juvenile Services' staff.

At the present time, the current training level for Juvenile Services Administration staff does not fulfill the Governor's Commission recommendation for a minimum of 120 hours of preservice training and 80 hours of inservice training for all professional staff and other client services persons. The Administration has not been able to deliver the full complement of hours to all juvenile counselors or youth supervisors. An average of 60 hours of inservice training was delivered²² in 1975, but plans are not complete for 1976.

²²Governor's Commission on Law Enforcement and the Administration of Justice, Comprehensive Plan, (Cockeysville, Md., 1976), p. 1049.

The process of evaluating all training has not become an integrated part of the planning and delivery procedures at Juvenile Services. Review of job performance related to training received is not conducted although participants were asked to comment on the programs. In cases where Commission funding has been used for grants, some evaluation requirement has been built into the program.

Faculty for the training sessions is drawn from Juvenile Services resource consultants, prevention specialists, volunteer coordinators and the agency's training division who have been trained in teaching methods under a grant funded by the Commission.

A unique aspect of the training division's capabilities is their capacity to assign 14 replacement personnel who are permanent employees to staff positions vacated for training purposes. This capability, however, is only available for youth supervisory personnel.

Facilities for training purposes are limited to one training room at Mt. Wilson Hospital, which is available half of the time, and classrooms at the Good Shepherd Center with space available for classes of 15 to 50 persons. The resources of the State Department of Personnel are also utilized for clerical and management training. Present agency budget limitations prevent the renting of space to the extent needed, thus apparently causing an actual curtailment of available training programs.

IV. Guidelines for State Action

A. Introduction

Section III provided data on the current status and resources available for training purposes throughout the criminal justice system. This information and other available data has been used to compile a training needs matrix (Table XIX), which identifies those problem areas which are particular to individual functional areas and those which are problems throughout the system.

The data collection and analysis process thus forms the basis for the Recommendations for Action to be adopted by the Commission. Besides revealing the actual current status of training, the survey process highlighted those areas of training in need of attention because of a lack of action such as program evaluation or faculty certification. An effort has been made to include information on these non-actions as well as on the usual list of programs in the existing system section. No effort has been made to systematically include individual agency recruitment, selection or promotion policies although some of this information is available in the 1976 Comprehensive Plan. The recommendations suggest that data on recruitment, selection, and promotion should be incorporated into the training plan as soon as possible. It should be noted that these issues were also included in the Commission's Higher Education Plan.

The training recommendations do not repeat most of the information found in the Report on Maryland Criminal Justice Higher Education Programs, the Commission study on educational policy for system personnel. However, it is Commission policy to view criminal justice education and training as inter-related functions, both of which have the primary goal of improving the ability of employees to perform their duties administering justice and reducing crime. Therefore, the recommendations in this report should be read in conjunction with those recommendations previously made relating to higher education. (Appendix I in this report contains a summary of those recommendations.)

Several major areas and corresponding recommendations for action have been identified as a result of the Committee review of the existing system and of training needs into priorities. The guidelines for training action have been grouped into the following categories:

1. Policy Standard Setting
2. Delivery Systems
3. Evaluation and Monitoring
4. Multifunctional Training
5. Facilities, Sharing of Resources
6. Cost Sharing
7. Specific Interim Training Goals
8. Curriculum Development
9. Other Issues

TABLE XIX
 TRAINING NEEDS MATRIX
 FISCAL YEAR 1976

* Training Needs

TRAINING NEEDS	CRIMINAL JUSTICE PROGRAM AREAS					
	POLICE	COURTS	PROSECUTION	PUBLIC DEFENDER	ADULT CORRECTIONS	JUVENILE SERVICES
Mandates Standard Setting Authority		*	*	*		*
Minimum Standards for Instructors	*	*	*	*		*
Sufficient Agency Training Staff		*	*	*	**	
Role Study and Task Analysis	*	*	*	*	*	*
Planning and Evaluation Capability	*	*	*	*		*
Curriculum Development Capability	*	*	*	*		*
Structure for Coordinating Interfunctional Training	*	*	*	*	*	*
Replacement Personnel for Trainees	*	*	*		*	*
Aggregate Data on Manpower Policies and Effects on Personnel Development	*	*	*	*	*	*

B. Policy and Standard Setting

1. Overall Standards

A number of factors including separation of power issues tend (at least for the immediate future), to mitigate against a single statutory commission which would set training policy and standards for all components of the criminal and juvenile justice system. However, in order to avoid losing the utility of multifunctional review, the Governor's Commission on Law Enforcement and the Administration of Justice, through the use of its functional area committees, should continue to provide leadership and system-wide standards in this area in addition to specific functional area goals. Specifically, the Training and Education Committee should continue planning, monitoring, and evaluation with a total system orientation to insure an integrated system of criminal justice training occurs. The Commission should support this effort with grant funds, guidelines and special grant conditions, where necessary. In the long run, consideration should be given to the establishment by statute of an advisory commission for criminal and juvenile justice training for the purpose of suggesting standards, goals and programs to the various components of the adult and juvenile justice system. An additional function that should be performed either through the Governor's Commission on Law Enforcement and the Administration of Justice or by a special statutory review commission, is to review the standards and curriculum of each functional area for comprehensiveness and compatibility. This type of activity could be carried out in conjunction with legal mandates requiring that each functional area establish training standards. It should be noted that a formal requirement that functional training standards be set has several advantages. These include increasing system accountability, increasing the priority of training, and providing justification for fiscal support for training programs.

2. Police

Sufficient legal authority exists within the Police Training Commission for setting standards for police training at this time.

3. Courts

The judiciary has adequate power to set training standards for its personnel. There is some question, however, as to what should be done about those employees such as some of the court clerks who are not clearly under court control. Rules and legislation, if necessary, should be developed to provide a mechanism for these standards to be set by judicial authority. In the interim, it is recommended that some sort of voluntary standard-setting mechanism be developed or that the Governor's Commission on Law Enforcement and the Administration of Justice develop detailed standards.

4. Prosecution

A prosecutorial training commission should be formed for the purpose of setting mandatory training standards. This should be a State-funded commission authorized by State statute. Its composition should include, at a minimum, State and local prosecutorial representation. Representation from the police and the judiciary and the public defender should be considered for membership. In the interim, it is recommended this commission be implemented on an ad hoc basis.

5. Public Defender

The Office of the Public Defender probably has sufficient authority to set standards for its staff and for panel attorneys. However, some thought should be given to making this a statutory mandate.

6. Adult Corrections

The existing Correctional Training Commission provides an adequate base for setting standards at this time.

7. Juvenile Delinquency

The Juvenile Services Administration has the authority to set standards for its own employees. It may be desirable to include a statutory requirement for the agency to set standards. Control over those providing purchase of care services is less clear. In the interim, Juvenile Services should set advisory standards for these people. Legislative authority requiring local government and non-profit vendors to meet standards should also be pursued if necessary.

Recommendation: Each functional area lacking a legislative training mandate should be required by law to set preservice and inservice training standards for functional area personnel. Standards for prosecutors should be set by a training commission which would include State and local prosecutors and other functional area officials, where appropriate. In the interim, standards can be formed on a voluntary basis by those functional areas without statutory requirements. The Governor's Commission on Law Enforcement and the Administration of Justice and its Training and Education Committee should continue to coordinate, monitor, and evaluate the progress of training in order to increase its effectiveness particularly as it relates to interagency impact. Each functional area should set up formal procedures to seek the assistance of other components of the system in standards or curriculum development. One way this could be accomplished is by circulating proposed standards and curriculum for review and comment.

C. Delivery Systems

Training for criminal justice employees depends on the availability of an agency, department, or other mechanism organized specifically to deliver that training. When these do not exist within the State, expensive out-of-State programs are often utilized. For example, in early 1976, the Commission received seven grant applications with a total cost of over \$4,000 for ten people to attend a juvenile justice program in New Orleans. A similar program could have been held in Maryland and provided much more training to more people for the funds involved.

1. Police

For the most part, large police agencies provide training through their own academies. Smaller agencies, by necessity, receive training from the larger agencies or through the resources of the Police Training Commission which fills in the gaps for about 23% of the new personnel. It is recommended that all preservice training for local police continue to be provided on this basis with existing academies used to the maximum extent feasible. It is also recommended that the

majority of inservice training for police be provided at large regional (or county) State certified police training academies. However, it is felt that the State should provide leadership, technical assistance and research and development assistance. Additionally, the State, through the Police Training Commission, should deliver certain State-wide and in some cases, regional programs on an appropriate cost sharing basis. (It should be noted that staff review indicates that from a cost and content basis, it would not be realistic for police recruit training and general inservice training to be delivered centrally in spite of some benefits in scheduling, reducing duplication, and cross fertilization of knowledge it might provide.)

2. Courts

The court system only has one person entirely dedicated to the design and development of training programs. Given the substantial task of designing and implementing pre- and inservice training programs for all court personnel, it is clear that more resources will be needed. There are a number of potential ways that additional training staff could be developed. These include: increasing court staff, or developing personnel at the University of Maryland, College Park, or at a law school for such purposes.

It is recommended that the courts increase their staff capability in the training area by adding at least two people to be used for curriculum development, logistics, and evaluation. It is not recommended that the courts develop a cadre of staff to provide much in the area of direct training. For this purpose, it is recommended that existing court personnel, other agencies, and on occasion, outside resources be used. It would be the responsibility of the staff to see that standards were set, curricula designed, programs delivered, and results evaluated. The staff services would cover judges, clerks, administrators, reporters, commissioners and other related personnel.

3. Prosecution

There have been severe problems in delivering prosecutorial training services in the past. Generally speaking, there are three resource approaches which could be utilized to provide training to prosecutors and other support staff.

- a. Internal Agency: A large part of the training that does exist is done on an individual agency basis. However, due to the small number of people involved, the need to share experiences

and the difficulty of freeing-up several people for training, this approach has its limitations. It should be noted, however, that some internal agency delivered training will always be necessary.

- b. Out-Of-State Training: Several groups provide pre- and inservice training for prosecutors. While there are some benefits associated with these programs, they are not localized, tend to be excessive in the cost per training hour delivered, take extra time due to travel, and are not predictable in quality.
- c. State-Wide Training: This has been attempted in the past through staff of the Maryland State's Attorneys Association. Other possibilities are through a training coordinator housed at least administratively within the State law department or through staff associated with a university or law school. It is recommended that a staff capability be established in conjunction with prosecutorial training commission legislation and that three possible administrative housing possibilities be considered:
 - 1. within the State law department;
 - 2. in conjunction with the training commissions within the Department of Public Safety and Correctional Services; and
 - 3. within a law school or university. (It should be noted that the University of Maryland School of Law has developed a proposal to provide these services.)

4. Public Defender

The public defender has recently received a grant which provides some staff capability which could be used for training purposes. It is possible that one or more additional positions may be necessary to provide State-wide or regional training along with program design and evaluation.

5. Adult Corrections

The staff of the Correctional Training Commission, in conjunction with existing agency personnel, provide an adequate basis for providing the necessary correctional training either within agencies, regionally or State-wide. It should be noted, however, that if inservice training is to be significantly expanded beyond current resources, additional staff resources may be necessary.

6. Juvenile Delinquency

The staff of the Juvenile Services Administration (JSA) appears to be adequate for most internal training needs, but other delivery systems may be necessary for interfunctional training. Additionally, depending on the extent to which non-Juvenile Services Administration agencies receive training, more staff or resources may be necessary.

Recommendation: Each functional area of the criminal and juvenile justice system should have adequate available staff capability to assure that a needs analysis is undertaken, standards set, curriculum designed, programs delivered, and results evaluated. The Governor's Commission on Law Enforcement and the Administration of Justice and State and local government should take appropriate action to develop programs within the State to avoid sending large numbers of personnel to out-of-State training.

D. Evaluation

The evaluation being done in the training area, for the most part, has not been well done. Most of it has not been related to evaluating current standards, testing the impact of training on job performance or measuring varied approaches to training. Generally, evaluation has been done on an agency basis or within existing training commissions. Some of the most significant work in this area has been done by the staff of the Correctional Training Commission. Often, the Governor's Commission on Law Enforcement and the Administration of Justice does not fully evaluate training programs due to the one time nature of this activity. The question of the impact of training on job performance is, for the most part, not being evaluated by those agencies providing or receiving training. In addition to developing evaluation systems, each agency should keep a permanent training and education record for each employee to enable sound plans for training programs and career development.

Recommendation: All training grants in excess of \$20,000 should be intensively evaluated by the Governor's Commission on Law Enforcement and the Administration of Justice. This would provide information on the validity of existing standards, the job relatedness of available programming, the need for new programming, and suggest other approaches to upgrading the skills of system personnel. This evaluation would be in addition to the existing work of the Commission staff or operational agencies and would probably be carried out at least initially through consultant services. Each functional area should have inhouse evaluation capability. Other functional areas should consider the experience of the Correctional Training Commission in developing evaluation capability. All agencies should complete training and education records on each employee.

E. Multifunctional Training

The inter-relationship of the criminal justice system demands that training be provided which combines the various inter-related components of the system. For instance, judges and corrections need to deal with sentencing. Police and prosecutors need to deal with investigations and charging. All court personnel and related agencies should concentrate on case processing. Traditionally, multifunctional training is given a low priority. Additionally, it is hard to organize these types of programs due to the number of agencies involved. If training is to be used to improve the constitutional efficiency of the criminal and juvenile justice system, then the various groups must be trained together on operational problems. In general, it is recommended that State level agencies or commissions take the initiative for this type of training. It is also recommended that to increase operational utility a large part of this training be delivered on a regional or county basis. This is not to suggest that some State-wide multifunctional training may not be necessary. Such training will be necessary. In addition, existing multifunctional training provisions that now exist for juvenile and courts area personnel should be expanded. One potential resource for special multifunctional training in the juvenile justice area is the University of Maryland Juvenile Law Clinic.

Recommendation: Because of the impact of actions taken in one segment of adult and juvenile justice systems upon other segments, the time spent in interfunctional training for inservice employees should be increased to at least eight hours per year. The various functional areas of the adult and juvenile justice systems should submit to the Education and Training Committee of the Governor's Commission, proposed multifunctional training for review, comment, and coordination purposes. In order to maximize operational utility, program implementation should be primarily at the county or regional level although some State-wide training may be necessary for exchange of ideas and to promote uniformity.

F. Facilities and Sharing of Resources

The issue of facilities for criminal and juvenile justice training is a very complicated one. The State and local subdivisions already have invested a significant sum of money in training facilities. There are some important considerations that must be kept in mind in facilities development. One of the most important considerations is to reduce costs related to travel, staff overtime, and lodging. Particularly in residential programs, these costs generally greatly outweigh the cost of instruction and materials. The following recommendations and observations are made relating to training facilities:

1. Police

The police system has a high volume of people to be trained. In general, if inservice training was greatly expanded, existing resources would be hard pressed to do the job. One alternative to the current system is a large central academy. Such an academy would have many advantages:

- (a) could be scheduled continuously;
- (b) quality could be controlled;
- (c) a central body of knowledge could be developed;
- (d) a certain amount of fragmentation and duplication could be eliminated; and
- (e) one professional staff cadre could be developed.

In spite of these advantages, cost of new capital construction, issues relating to local prerogatives and costs relating to travel pose problems. In view of this, it is recommended that every effort be made to deliver police training on a regional basis using existing or improved existing facilities. If this is done, an effort should be made to get access to these facilities by other parts of the criminal justice system where regional programs are needed. Additionally, sharing of resources and facilities should be considered at all levels of government. For instance, since the Maryland State Police and the Maryland Police Training Commission both provide training, there are obvious possibilities of sharing facilities and resources by these two State agencies. Similar opportunities exist at the local level.

2. Courts (The Judiciary, Prosecutors, Public Defenders)

For the most part, court programs can be delivered in a variety of settings appropriate for the type of training or person to be trained. This could probably be accomplished by a mixture of existing public and private facilities. No new facilities for courts training are recommended. However, the need for training space should not be ignored in new courthouse construction. The needs of the public defender system or the prosecutors do not merit special facilities, but should be considered in the development of individual offices and when other components of the criminal justice system or general government are developing training facilities.

In summary, the overall court area needs do not specifically suggest new facility construction. However, when combined with other State level needs, it may be both desirable and necessary to plan for their involvement at least to a limited extent.

3. Adult Corrections

The area of adult corrections is one of two areas where there are large numbers of people but there are no formal training academies available to provide the training.

The Correctional Training Commission indicated that the current facilities arrangement is detrimental to their program and has recommended a central facility for correctional training purposes. The Correctional Training Commission also feels that as their programs increase current problems will multiply. Five advantages of centralized correctional training have been listed by the Correctional Training Commission:

- (a) Correctional Officer programs can be conducted on a regular basis, thus making training available to all agencies upon recruitment of staff.
- (b) Close coordination of programs to solve current problems of logistics, control and supervision.
- (c) Specialized programs can be conducted regularly to meet agency needs.
- (d) The scheduling and conduct of programs will not be hampered due to lack of available training sites.
- (e) Training space should be available to the Police Training Commission and other criminal justice agencies to assist them in the conduct of their programs on a space available basis.

The fifth advantage cited regarding use of the facility by other functional areas is particularly significant in that it offers some assistance to the facility requirements of other functional areas which by themselves do not justify facilities development. In fact police, courts, prosecutors, defenders and juvenile agencies are all strong potential clients for classroom space that could be made available through a central facility primarily dedicated to corrections training. Additionally this would be a logical site for multifunctional training programs and for the overall State effort to provide training staff, technical assistance and training aids through the two existing training commissions. It should be noted that correctional personnel and parole and probation personnel are geographically distributed throughout the State. If centralized training is feasible such a facility would have to be located in such a way to make commuting possible for the vast majority of those to be trained. Even with such a central facility some inservice training would probably be delivered at the agency level on a geographic basis. If such a central facility is developed, some mechanism should be developed to assure reasonable access to non-correctional agencies. One approach to this would be to establish a facility advisory board. This board, with the support of the faculty staff, could become the prime resource for initiating multifunctional training programs.

One possible site for such an academy is the vacant Nike missile site in the western part of Baltimore County. An immediate evaluation is necessary to determine if this site is responsive to overall needs including such logistical issues as geography, road transportation, food services, and available convenient overnight accommodations.

Detailed planning is necessary to determine the exact correctional training facility needs. This must be accomplished in conjunction with planning for the needs of other State agencies including the State police, in order to avoid duplication of resources and to encourage sharing or centralization where appropriate. An additional consideration is to what extent the State will be providing preservice and inservice police training.

4. Juvenile Delinquency

The Juvenile Services Administration does not have a permanent training facility. It is currently using a variety of facilities both inside and outside of the Department. Should the Department significantly expand its current preservice and inservice training, existing facilities may prove to be inadequate. The Juvenile Services Administration also has the problem of personnel being distributed throughout the State. Detailed planning is needed for the Juvenile Services Administration's facility needs in conjunction with other State agencies. The proposed central corrections training facility could fulfill a significant part of these needs if the facility was properly planned and developed.

5. Criminal Justice Resource Center

Throughout the conduct of this study, the benefits of the Resource Center of the Maryland Police and Correctional Training Commission were noted by agency personnel responsible for training. Every effort should be made to keep modern and expand this service as appropriate.

Recommendation: A central training facility should be developed to house the Correctional Training Commission staff, the Police Training Commission staff, and the Criminal Justice Resource Center. Prior to site and construction commitment, a firm estimate should be made regarding what part of the total correctional training would be provided at the Center and what space and resource requirements for the other parts of the criminal and juvenile justice system, including multi-functional training, should be included in the Center. An overall five year development plan, including costs, should be made prior to any implementation commitments. Standards should be clearly defined for regional police training academies and efforts should be made to upgrade academies where necessary to meet these standards. Every effort should be made at the State and local level to avoid duplication of facilities and other resources.

G. Cost Sharing

Generally speaking, the division of cost between State and local government follows the fiscal responsibility for the employees involved. However, there are considerations which tend to suggest modifications in this overall policy.

1. In certain areas such as the courts there is a trend toward State centralization which suggests a State role in the provision and funding of training.
2. Certain areas such as prosecution have a relatively small number of personnel and have shown in the past an inability to deliver and fund State-wide training on a local basis.
3. In some areas there exist historical precedents (such as in corrections and police) for the State providing at least in some cases, the cost of the actual training provided.

The most substantial costs associated with training are trainee salary, cost to replace the trainee where necessary during training periods, and the cost related to travel, such as mileage, meals and lodging. Traditionally, these have been paid by the agency whose employees are being trained. Occasionally part of the travel costs is provided by the State when a special program uniquely in the State interest is being provided.

Recommendation: That the cost of trainee salary, replacement cost while being trained and associated travel costs be provided by the agency whose employees are being trained. (Travel-related costs would continue to be provided by the State for special programs of unique State interest.)

1. Police

At the present time, each agency pays its own academy cost if it has one. Each agency generally pays the salary costs, travel costs, and replacement costs (if any) for its own personnel. If a department does not have its own training academy, then it generally gets its actual training services free either from a certified local academy or from a special State school. The result of this system is that the State pays the training costs for some departments and other departments with training academies pay training costs for their own personnel and sometimes for other departments without training academies. There is a definite need to put the cost sharing for police training services on a more definite and equitable basis than currently exists. The National Advisory Commission on Intergovernmental Relations has recommended that the states pay the costs of police training programs that meet mandated state standards.

One possible solution to the problem would be for the State to pay a fee for each person trained to meet State standards. For instance, the State could pay a fee equal to 75% of the cost required to train the person. The locals would pay 25% of the cost plus the trainee salary, travel and other costs they pay now. If a local agency received its training from another local agency the State subsidy would go to the agency providing the training and the local agency receiving the training would pay the 25% to the local agency providing the training.

Recommendation: The Maryland Police Training Commission should develop a cost sharing plan along with implementing legislation where necessary.

Regardless of the general cost sharing arrangements, it is suggested that the State assume certain fiscal responsibilities in this area. These include:

- 1) technical assistance to local academies;
- 2) special research on costs associated with new curriculum development;
- 3) staff costs and other resources on a short term basis to meet new State mandates (assuming no subsidy is being paid normally);
- 4) special training programs provided by the State which are in the critical interest for the State to provide.

2. Adult Corrections

Under the current system the State has an even stronger role in providing training at no cost than in the police area. Local agencies do pay trainee salaries, travel and replacement costs for their personnel. Additionally, local agencies sometimes provide instructors and facilities. At this point it would seem reasonable that the cost for correctional training be handled on the same basis as police training.

Recommendation: The Maryland Correctional Training Commission should develop a cost sharing plan along with implementing legislation where necessary.

3. Courts

Recommendation: It is recommended that the cost of training judges and court employees, including clerks, reporters, etc., be provided by the State. It is recommended that the cost of trainees' salaries, travel and replacement costs be provided by the agency or unit of government employing the personnel.

4. Prosecution

Recommendation: It is recommended that the cost of any centralized training staff be paid by the State if this staff is located within a State agency. It is recommended that non-program training costs, such as trainee travel, meals, and lodging be provided by the individual county or Baltimore City.

5. Public Defenders

Recommendation: It is recommended that all public defender staff training be provided by the State, including at least a portion of that training needed by panel attorneys to meet State standards.

6. Juvenile Delinquency

Recommendation: It is recommended that the State pay the cost of Juvenile Services Administration personnel and the instruction costs for non-Juvenile Services Administration personnel subject to training requirements imposed by the Juvenile Services Administration.

H. Specific Interim Training Goals

In the past, the Commission has established general standards and goals for training. Usually, they relate to the projected number of hours to be trained. These goals have been successful in that they have sometimes spurred activity to meet these goals; however, they have several weaknesses, including the following:

1. Some goals are not sufficiently quantified.
2. The goals do not always include all major categories of employees within an agency or functional area.
3. The goals need to be refined in conjunction with role analysis, task analysis, curriculum development, evaluation, and a realistic determination of how much employee time can be designated for training.
4. The goals do not define curricula and faculty standards or qualifications.

Recommendation: Each major area of criminal justice on a training commission or agency basis should submit comprehensive training goals, standards, timetables, and funding requirements to the Governor's Commission by September 30, 1977. Such recommendations should include justification, fiscal impact, and operational implications. Based on this input, the Commission could further refine current standards and goals.

In the interim, the committee recommends the following as initial policy guidance and for Commission use.

1. Police - The existing Governor's Commission training goals for police agencies are not stated in quantified terms. They merely refer to the Police Training Commission standards with a special reference being made to crime prevention. Job category breakdowns needed to properly vary goals based on demonstrated needs are also absent.

Recommendation: That the following interim standards be adopted:

- A. Preservice - that a minimum 350 hours of preservice training be provided in accord with the mandates of the Maryland Police Training Commission.
- B. General Inservice - that at least 35 hours of inservice training be provided annually. This is in essence twice the current requirements of the Maryland Police Training Commission.
- C. Management and Supervision Training - that 60 hours of management training and 40 hours of supervisory training be provided as a requirement for newly promoted personnel. This is in accord with the current requirements of the Maryland Police Training Commission.

2. Prosecution

The existing Commission standards in this area suggest 80 hours of preservice training should be provided along with 40 hours of inservice training. No mention is made of non-lawyer staff as investigators.

Recommendation: That the existing Commission standard be maintained and that investigators be required to have 120 hours of preservice training and 40 hours of inservice training and that up to 40 relevant previous hours of police training could be substituted for part of the preservice training requirement.

3. Public Defenders

The existing Commission standard for public defenders is for 80 hours of preservice training and 40 hours of inservice training. No mention is made of other staff such as investigators or of panel attorneys.

Recommendation: That the existing standard of 80 hours of preservice training and 40 hours of inservice training be retained and that the same requirements be applied to staff investigative personnel. It is recommended that panel attorneys be required to receive at least seven hours of training annually to maintain eligibility.

4. Courts

The current Commission standards require 80 hours of preservice training for judges and, at least, 40 hours of inservice training. For court "administrative personnel" 80 hours of preservice training is required and 40 hours of inservice training. There is no breakdown given for sub-categories of administrative personnel and other operational personnel.

Recommendation: That the existing standards be modified to reflect the existing 125 hours of preservice training for judges and the other existing recommendations be maintained until a more detailed plan is submitted to the Commission by the courts.

5. Adult Corrections

The Commission currently recommends that 120 hours of training be given to all preservice employees and 80 hours of inservice training be provided. The Correctional Training Commission requires that correctional staff and counselors receive 120 hours of preservice training. That Commission also requires that parole and probation agents receive 126 hours of preservice training. A mandate for managers and supervisors is now being developed. There is a great need to make these needs more detailed in the correctional area. It is uncertain whether the 80 hours of inservice training recommended is possible.

Recommendation: That the Commission preservice training standard for correctional staff and counselors remain at 120 hours; that the preservice training standard for parole and probation agents be increased to 126 hours in order to conform to the existing requirements of the Maryland Correctional Training Commission; and that the standard for new correctional managers be set at 35 hours.

An inservice standard of 60 hours per year for parole and probation agents and correctional counselors is recommended. An inservice standard of 24 hours per year is recommended for corrections custodial staff.

6. Juvenile Delinquency

The Commission standards in this area suggest 120 hours of preservice training and 80 hours of inservice training for all professional staff and other client service persons of the Juvenile Services Administration and community-based programs. This recommendation does not tailor the needs to job functions.

Recommendation: That the existing standard be retained and that a standard for custody-oriented personnel be added of 120 hours of preservice training and 20 hours of inservice training.

7. Other

a. Curriculum Development

In general there are three problems in the area of curriculum development. The first is that in some functional areas such as prosecution there is little or no formal preservice or inservice curriculum in existence. The second problem is that in those areas where substantial curriculum does exist it is often not based on adequate job function analysis. Additionally curriculum evaluation in terms of impact on job performance has been very minimal. The third problem is that each functional area tends to define training needed and training programs without consultation with other components of the criminal justice system who may have insight into performance needs.

Recommendation: That each functional area of the system in coordination with other components review their current curriculum status and through the procedures of job function analysis and evaluation, develop comprehensive formal pre- and inservice curriculums by January 1, 1979.

b. Specialized Training

Each agency has a need for specialized training which only a few agency employees require. Often it is not feasible to deliver this type of training within a particular agency or even within a functional area. As a result these needs can be neglected or sometimes met only at great expense at out-of-state programs. In order to more effectively plan delivery systems for specialized training there is a need to define the exact needs in this area.

Recommendation: That each agency in conjunction with other functional area authorities (such as existing training commissions) identify the type and volume of specialized training needs which would have to be provided either on a multifunctional basis or on an interstate basis.

c. Making Staff Available for Training.

A severe problem in the provision of training is the inability of some agencies to take people away from their jobs in order to receive training. While in some cases this may be used as an excuse to cover up a lack of commitment to training, in most cases, the problem is a legitimate one. Examples of the problem have been seen in small agencies where, due to the low number of personnel, people are needed to maintain agency functions (i.e., small police departments), and large agencies where personnel must also be replaced at a very high dollar cost. The problem has been particularly critical in the area of adult institutional corrections. One approach to solving this problem has been taken by the Juvenile Services Administration by creating a cadre of replacement staff who can be used for the specific purpose of releasing certain types of personnel for training. This approach and other techniques should be explored in solving this problem.

Recommendation: Each agency should develop a plan for releasing personnel for training. The plan should include all required procedures and fiscal requirements. These plans should be submitted to appropriate State or local officials so that fiscal planning for these requirements can be fully considered. State and local government should give priority to legitimate needs of their agencies relating to the releasing of personnel for training purposes.

V. Time Schedule for Implementation

The time schedule for implementation can only be tentative at this time. This is particularly true due to the fact that a substantial part of the overall requirements will not be known until revised functional area goals and objectives can be established after the January 1 submittal of recommendations by the various functional areas. It is felt, however, that the time schedule in Table XX is a reasonable time frame for the recommendations in this report to be implemented. In general, the time schedule is designed for the maximum time for implementation. It is hoped that several of the recommendations can be fully implemented at an earlier point. In fact, in most areas at least partial implementation should begin immediately.

TABLE XX

TIME SCHEDULE FOR PLAN IMPLEMENTATION

Activities	June, 1976	Jan.	June, 1977	Jan.	June, 1978	Jan.	June, 1979	Jan.	June, 1980
(1) Complete establishment of Legislative mandate for training in all functional areas									
(2) Adequate staffing and delivery system being available to each functional area									
(3) Establish training evaluation capability in each functional area and special emphasis evaluation activity on large Commission training grants									
(4) Establish and implement 8 hours inter-functional training requirement									

TABLE XX Continued

Activities	June, 1976	Jan.	June, 1977	Jan.	June, 1978	Jan.	June, 1979	Jan.	June, 1980
(5) Establish central training academy for most correctional training and selected training in other functional areas. Academy to include police and correctional staff and the resource center.									
(6) Functional area submission to the Commission recommended comprehensive training goals, standards, timetables and costs									
(7) *Interim goal implementation									
A. <u>Police</u>									
1. Preservice (350 Hours)									
2. Inservice (35 Hours Per Year)									
3. Management & Supervisory (60 Mngmt. & 40 Superv.)									

Objective Currently Being Met

Objective Currently Being Met

*These goals are subject to change based on the September 30, 1977 functional area submissions.

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TABLE XX Continued

Activities	June, 1976	Jan.	June, 1977	Jan.	June, 1978	Jan.	June, 1979	Jan.	June, 1980
<u>B. Prosecutors</u>									
1. Prosecutors (80 Preserv. & 40 Inservice)	_____								
2. Investigators (120 Preserv. & 40 Inservice)	_____								
<u>C. Public Defenders</u>									
1. Staff Attorneys (80 Preserv. & 40 Inservice)	_____								
2. Staff Investigators (80 Preserv. & 40 Inservice)	_____								
3. Panel Attorneys (7 Inservice)	_____								
<u>D. Courts</u>									
1. Judges (140 Preserv. & 40 Inservice)	_____								
2. Administrative Personnel	_____								
<u>E. Adult Corrections</u>									
1. Correctional Officers (120 Preserv. & 20 Inservice)	_____								
2. Correctional Counselors (120 Preserv. & 60 Inservice)	_____								
3. Parole & Prob. Staff (126 Preserv. & 60 Inservice)	_____								

TABLE XX Continued

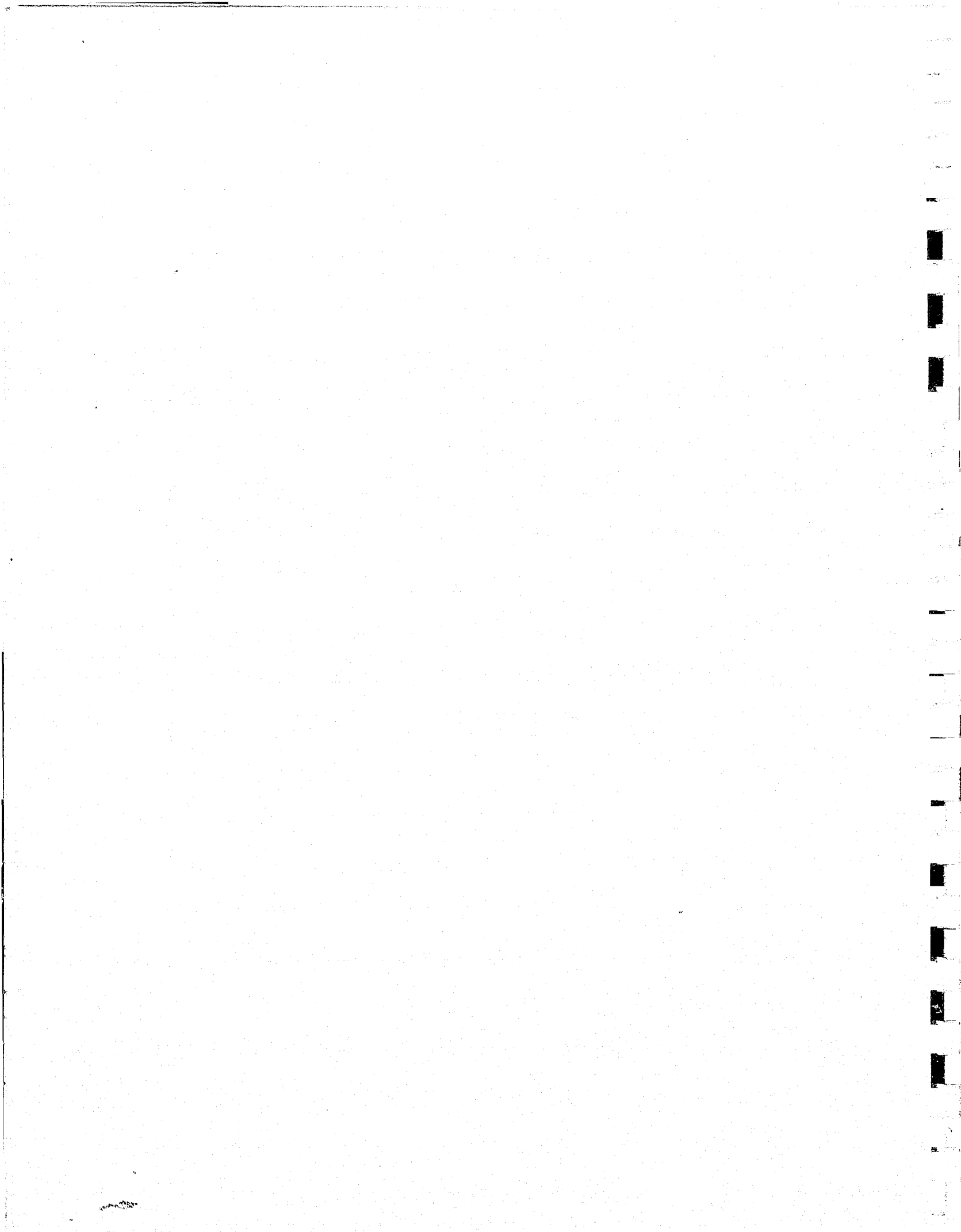
Activities	June, 1976	Jan.	June, 1977	Jan.	June, 1978	Jan.	June, 1979	Jan.	June, 1980
4. Corrections Managers (35 Preserv.)	-----								
F. <u>Juvenile Delinquency</u>									
1. Client Service and Professional Staff (120 Preservice & 80 Inservice)	-----								
Custody-Oriented Staff (120 Preserv. & 20 Inservice)	-----								
(8) Establishment by each functional area of the criminal and juvenile justice system of comprehensive preservice and inservice curriculum	-----								

VI. Funding Requirements

This section provides general budget estimates for the funds that the Commission would probably need to expend from its grant funds in order to implement the recommendations and schedule contained in this plan. The funds are arranged according to comprehensive plan year. The estimates in this section assume support of training from general State and local revenues in a similar way as in the past. It also assumes greater general funds expenditures to pay replacements for inservice trainees. It should be noted that the funding projected includes likely continuation costs for grants started in 1976. The estimates presented in this report do not represent suggested Commission commitments but are included in this report merely to give some idea of the magnitude of the funds requirement for Plan implementation.

TABLE XXI
MULTI-YEAR FUNDING COSTS

ACTIVITY	1976	1977	1978	1979
Establishment of Evaluation Capability		\$ 110,000	\$115,000	\$120,000
Establish Central Corrections Multi-Purpose Training Center	\$75,000	600,000	80,000	100,000
Implement Court Training Mandates		120,000	100,000	100,000
Implement Prosecution Training Mandates		80,000	90,000	95,000
Implement Corrections Training Mandates		80,000	85,000	85,000
Implement Juvenile Delinquency Training Mandates		80,000	85,000	85,000
Implement Multi-Functional Training Requirement		150,000	125,000	75,000
Implement Police Training Mandate (Including Some Existing Academy Upgrade)		<u>200,000</u>	<u>100,000</u>	<u>100,000</u>
TOTAL	\$75,000	\$1,420,000	\$780,000	\$760,000



APPENDIX I

EDUCATION POLICY RECOMMENDATIONS



I. EDUCATION POLICY RECOMMENDATIONS

The following recommendations are made regarding academic education relating to criminal justice personnel and administration of federally available funds for law enforcement education. These recommendations are based on previous committee decisions as to acceptable National Advisory Commission Standards and staff analysis of personnel data in Maryland's criminal justice system.

A. Program Planning

1. It is recommended that an annual planning cycle be implemented for criminal justice education. This cycle should be coordinated by the Commission and include the following:
 - a) Problem definition;
 - b) objective setting;
 - c) justification for school applications in terms of objectives and priorities;
 - d) procedures for adding or dropping schools from those currently certified as LEEP participating institutions;
 - e) methods for conveying essential information to the schools and arrangements by which Federal awards can be made on a predictable and timely basis;
 - f) basic decisions relating to educational objectives and other strategic policy should continue to be made by the full Commission;
 - g) a method for allocating educational resources to sections of the State with defined needs;
 - h) a method for placing preservice persons completing these programs.¹

2. It is recommended that planning for educational and training needs for the criminal justice system be carried out on a coordinated basis. Formal educational institution programs need to be recognized as providing multi-functional capabilities such as:

¹This recommendation incorporates the National Advisory Commission's Correction Standard 14.9 "Coordinated State Plan for Criminal Justice Education."

- a) Developing law enforcement skills among potential criminal justice personnel on a preservice basis;
- b) providing opportunities for inservice personnel to acquire academic credit in criminal justice related subjects on a continuing basis;
- c) providing academic resources for non-credit training activities on a regular basis. For example, academic personnel can be utilized for providing training on-the-job to employees. (The Committee will make additional recommendations regarding training at a later date.)

The use of academic credit for training should be encouraged where the quality of the courses and the expertise of the instructors meet academic requirements and training needs. Educational institutes and regular training centers are resources enabling operational agencies to meet both their minimum educational standards and their training objectives.²

- 3. It is recommended that LEAA allow each state to determine its own LEEP priorities and procedures as long as such priorities and procedures are in accord with Federal law.
- 4. It is recommended that a comprehensive data system be developed by the SPA in order to plan, monitor and evaluate LEEP in the State of Maryland. Operational agencies should also begin to update educational data in their personnel files so that they will be aware of the usage of LEEP benefits by employees within their agency. Such data should have the capability of providing a variety of statistical data including:
 - a) Information from agencies as to current educational level of employees;

²This recommendation incorporates the National Advisory Commission's Police Standard 15.3 "College Credit for the Completion of [Police] Criminal Justice Training Program."

- b) information from agencies as to changes in the educational level of their employees;
- c) information from academic institutions as to courses students are taking;
- d) financial reports from institutions as to how funding is being expended to various components of the criminal justice system.

B. Interjurisdictional Arrangements

- 1. Procedures and agreements should be developed regarding attendance at schools on an interstate basis in the Metropolitan Washington-Maryland area. Because of the Federal policy role in LEEP, LEAA should be actively involved in this process.

C. Distribution of Funds Within the State

1. Population Criteria

As a general policy, LEEP funds should be distributed in such a way to provide adequate funding in relation to the criminal justice personnel needs in that area.

2. Geographic Criteria

While there is a need for broad geographic coverage in LEEP schools because over 90% of students are working, unnecessary duplication of programs in the same geographic area should be avoided.

3. Student Status

The priority for LEEP funding should go to inservice students. Preservice funding should be available only to juniors, seniors and graduate students participating in intern or work-study programs. Returning inservice students should receive priority over any preservice activity. Consideration should be given to the idea of allowing intern or work-study employment to count as credit toward meeting the employment obligations of the LEEP program.

In addition, the following situations should be given priority in the use of LEEP money:

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1 OF 2

- a) students endeavoring to meet Commission minimum standards;
 - b) students attempting to meet promotional requirements within their agencies;
 - c) students involved in a clearly defined degree plan;
 - d) students in certain priority job categories where the educational level is in the greatest need of improvement.
4. The LEEP delivery system should include specialized capability as needed based on educational and training needs and geographic distribution. Duplication of such specialized services should be avoided.
 5. Quality of Programs of Participating Institutions.

While the accreditation of academic schools is not a function of the Commission, the Commission should develop systems and procedures for monitoring the quality of curriculum and instruction of the various LEEP colleges. Such evaluative monitoring should be considered in making funding decisions.

D. Development of Educational Objectives and Curriculum³

1. Joint agency-institutional activities

New curriculum development: Criminal justice system curricula and programs should be revised and further developed by criminal justice agencies in conjunction with the agencies of higher education in order to unify the body of knowledge which would serve as a basis for preparing persons to work in the criminal justice system. A range of associate of arts programs through graduate offerings should be established.

2. Development of education programs for court-related criminal justice personnel is needed. Recognition should be given to civil court duties in developing these programs.

3. Agency activities

Educational level of employees: In spite of intensive recruitment programs and past LEEP funding, large segments of criminal justice personnel continue to have an inadequate educational level. Immediate concentrated efforts are needed to raise this level on a priority basis.

³This recommendation includes National Advisory Commission's Criminal Justice Standard 12.2 "Criminal Justice System Curriculum."

4. Educational objectives should be developed for each job category and function. Although an intensive program is needed at the national and state level to determine the most appropriate education standard or objective for each criminal justice function and job category, the following recommendations for standards of desirability are made at this time:

Police Personnel

- a) Executive: This category includes directors of State agencies, police chiefs and sheriffs.

Recommendation: Law enforcement executives should possess at least a bachelor's degree. (It is not expected that incumbents would have to meet this as a standard.) Sheriffs should also possess a bachelor's degree. However, since they are elected officials, this is only a standard of desirability.

- b) Middle Management/Supervisors: Generally speaking, managers are defined as lieutenants and captains. Supervisors are defined as sergeants.

Recommendation: All middle management personnel in law enforcement should obtain an associate of arts degree as first priority, then a bachelor's degree.

- c) Operative Personnel: This category includes patrolmen and equivalent personnel.

Recommendation: Operative personnel should be required to possess an associate of arts degree by 1982 in any subject area.

Corrections Personnel (Adult and Juvenile)

- a) Executive: This category includes the Secretary, Deputy Secretary, Assistant Secretary of Public Safety and Correctional Services; Director, Deputy Director, Assistant Director of the Department of Juvenile Services; Commissioner, Deputy Commissioner, Assistant Commissioner of Corrections; and Director of Parole and Probation, Assistant Directors of Parole and Probation.

Recommendation: Correctional executives should possess a graduate degree except for current executives.

- b) Division Managers: This category includes: Wardens; Superintendents of Institutions and Camps; Area Administrators; and Superintendents.

Recommendation: Bachelor's degree with some graduate work.

- c) Middle Management/Supervisors: This category includes: Deputy Wardens; DPS Administrative Management Staff Supervisors; Corrections Officers VI; Regional Department of Juvenile Services Supervisors; Assistant Superintendents; Division Chiefs; Program Specialists; Juvenile Counselor Supervisors; Directors of Clinical Services; and Principals, Vice Principals.

Recommendation: Middle Management personnel should obtain a bachelor's degree.

- d) Operative Personnel: This category includes: Correctional Officers - I to V; Parole and Probation Agents I to III; JSA Intake, Probation, After-Care Staffs; Group Life Staff; Contractual Services Staff (Youth Service Bureaus and Group Homes); Teachers; Recreation Leaders.

Recommendation: Operative personnel except for Parole and Probation Agents and Probation After-Care Staffs should be required to possess an associate of arts degree. As currently required, Parole and Probation Agents and Probation After-Care Staffs should possess a bachelor's degree.

5. For each job category and function, educational objectives should be tied to career ladder and pay incentive programs. Educational standards should be set both for regular criminal justice personnel and for those agencies and organizations that provide services to the CJS or its clients on a contractual basis (e.g., group homes, Youth Service Bureaus [YSBs], halfway houses, etc.)

E. Upgrading Educational Level of Employees

1. Incentive Systems

Criminal justice agencies and State and local government should take immediate steps to raise employees' educational levels by facilitating participation in educational programs

through work scheduling changes when needed, incentive pay systems, and credits toward promotion. Sabbatical leaves should be granted so that personnel may teach or attend courses at colleges and universities.⁴

2. Recruitment Activity

Criminal justice agencies and State and local government should develop strong campus-oriented recruitment programs in order to attract new employees who meet more than minimum educational requirements.

3. Evaluation

Evaluation systems should be instituted at the State and Federal level aimed at determining the impact of education and training on job performance.

4. Communications

An aggressive program is needed to insure that all criminal justice agencies have the information necessary in order to effectively utilize LEEP.

5. Agency monitoring of progress in meeting objectives

All criminal justice agencies should have a data system which monitors the progress in meeting educational objectives in each function and job category. Each agency should establish an affirmative program of establishing priorities and time scheduling for meeting educational objectives.

6. Agency approval of non-degree education courses

In order to maximize the effectiveness of LEEP funds and provide a monitoring control of employee training and education development, agency approval should be required for students to receive LEEP funds for inservice courses that are not part of a clearly defined degree program. When giving agency approval for courses that are not part of a degree program, the course should be certified as critical by the employing agency.

⁴This recommendation incorporates National Advisory Commission's Correction Standard 14.11 "Staff Development" No. 7.

END

7/25/1911