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ACQUISITION

AN EVALUATION
OF THE
NEW HAMPSHIRE ASSOCIATION OF COUNTIES
PRE-SERVICE, IN-SERVICE, MANAGEMENT AND
REHABILITATIVE TRAINING FOR COUNTY HOUSES
OF CORRECTION/JAIL PERSONNEL

GRANT NUMBERS

76-I-A2009 F07
77-I-A2009 F06
78-I-A2009 F04

PROJECT PERIOD

December 2, 1977 - December 31, 1978

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Background

On December 2, 1977 the Governor's Commission on Crime and Delinquency approved a grant in the amount of \$28,031 to support the project entitled "Pre-service, In-service, Management, and Rehabilitation Training for County Houses of Correction/Jail Personnel." Since the initial award, supplemental funds have been awarded and eight grant adjustments made. The total level of funding for this project stands presently at \$45,676, of which \$2,383 has been contributed by the sub-grantee, the New Hampshire Association of Counties. Funds are allocated on a split basis as follows:

	<u>76-I-A2009 F07</u>	<u>77-I-A2009 F06</u>	<u>78-I-A2009 F04</u>
LEAA	\$18,891	\$17,651	\$4,567
GCCD	1,049	981	254
Sub-grantee	1,049	981	253
TOTALS	\$20,989	\$19,613	\$5,074

Expenses by item are budgeted as follows:

	<u>76-I-A2009 F07</u>	<u>77-I-A2009 F06</u>	<u>78-I-A2009 F04</u>
Personnel	\$8,135	\$5,083	0
Travel and Meals	6,817	7,199	\$4,821
Consultants	2,505	1,875	0
Indirect Costs	1,047	978	253
Other Costs ¹	2,485	4,478	0

The project period as originally established commenced on December 2, 1977, and was scheduled to terminate on September 30, 1978; however, approval of grant number 78-I-A2009 F04 extended the project period to December 31, 1978.

1. Telephone, training supplies, office supplies, textbooks, and other course materials.

Project Description

Section 453 (8) of the Crime Control Act² requires each state plan to provide for the training and education of correctional personnel by the following language:

"...satisfactory assurances that the state is engaging in projects and programs to improve the recruiting, organization, training, and education of personnel employed in correctional activities, including those of probation, parole, and rehabilitation."

The specific requirements under LEAA guidelines include at least eighty hours of recruit training at the time of entry to service or during the first year thereof for all probation, parole, and correctional facility officers, and also include at least twenty hours of in-service or refresher training per year for all such personnel who have served one or more years.³

This project is designed to meet the appropriate training requirements for all New Hampshire county correctional personnel who serve in line-correctional, administrative and supervisory, and rehabilitation capacities in the jails and houses of correction. The project as proposed is supervised by the office of the County Correctional Coordinator. The coordinator, Mr. Henry Krebs, is responsible for the monitoring of the grant and the training program, which includes coordination of the efforts of the New Hampshire Police Standards and Training Council, the New England Correctional Coordinating Council, and the New Hampshire Technical Institute. The assistant Coordinator, Mr. Fred Johnson, oversees the day-to-day operation of the training program. In carrying out this responsibility, he prepares and assembles course materials and other teaching aids, prepares schedules and rosters, maintains student records, supervises training sessions, and handles all routine business matters.

2. 42 U.S.C.A. Section 3701, 37506 (8), as amended (1968).

3. See M 4100. 1E, Ch. 3 Par. 78 Page 134 (January 16, 1976).

Training is provided for correctional officers, administrative and supervisory personnel, and rehabilitation personnel from eleven New Hampshire county correctional/jail facilities. As proposed, this project is designed to provide four levels of training to correctional personnel:

1. Pre-service (basic) training: 80 hours to be completed at the entry to duty or within one year thereafter.
2. In-service training: 20 hours for correctional personnel who have served one or more years; to be completed yearly.
3. Management training: 20 hours to be completed by administrative and management personnel.
4. Treatment and rehabilitation training: 20 hours to be completed by treatment and rehabilitation personnel.

Description of Training

Pre-service (Basic) Training

Line-correctional officers are found to benefit from a training course that includes custodial as well as rehabilitative training; pre-service, or basic training thus provides instruction in the following major areas: general knowledge of the criminal and correctional processes; the functions of correctional officers; health, safety, and security; and legal issues, specifically, inmate rights and responsibilities. The basic training is conducted in twelve, one-day sessions over a period of twelve consecutive weeks, eleven days being taken up by classroom lecture and discussion, and the twelfth by tours of correctional facilities in New Hampshire or in Massachusetts.

For the purposes of the June, 1978 monitoring report on this project, all meetings of the January through April, 1978 basic training course (except the tours) were attended by members of the GCCD evaluation staff.

For purposes of this evaluation, the writer attended the morning basic training session of November 3, 1978 at New Hampshire Technical Institute in Concord.

In-service Training

In-service training for correctional officers is provided in much the same way as pre-service training; however, training is conducted in sessions of three consecutive days by the mobile training team of the New England Correctional Coordinating Council, Inc. Reviews of the following subjects are conducted:

1. Interpersonal Communication
2. Disorder Control
3. Report Writing
4. First Aid
5. Fire and Emergency Procedures
6. Abnormal Behavior
7. Drug and Alcohol Abuse
8. Recent Developments in Correctional Law

Management Training

This training, as proposed, is also conducted by the Mobile Training Unit of the NECCC for administrative and supervisory personnel. Subjects taught include organization, problem-solving, leadership development, evaluation, and conflict reduction.

Rehabilitation/Treatment Training

This training module, like those for in-service and management training, is proposed to be presented in a short session of three consecutive full days, and will draw from available community resources for its subject matter and faculty. Subjects proposed to be covered are the following:

1. Case Management
2. Classification
3. Use of Community Resources

4. Drug and Alcohol Abuse
5. Privacy and Confidentiality
6. Aftercare and Follow-up; Transition Back to Society
7. Grant and Proposal Writing

Project Operation

To date, the following training activities are reported:

Basic (84 Hours) (1978)

January - April	12 7-hour days
May - August	12 7-hour days
September - November	12 7-hour days ⁴

In-service (7 hour days) (1978)

February	2 days
March	3 days
May	3 days
June	2 days
November	3 days ⁵

The office of the Correctional Coordinator noted in its progress report on this project in May, 1978 that staff members in correctional training programs would attempt to double the numbers of sessions held up to that point by the end of the year in order to ensure that every officer required to complete basic training under the Part E requirements shall have done so. This concentration of effort was also necessary to ensure completion of in-service and refresher training for all eligible officers by that date. It is the observation of the writer that this acceleration effort has been undertaken to the maximum extent possible

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4. In progress for this session, the classes met twice a week for three weeks of the session, reducing the training period to nine rather than twelve weeks.
 5. In progress.

and that there appear to be no programmatic problems with respect to this project. There is, however a difficulty with the training process itself. The high rate of turnover among correctional officers in the counties in New Hampshire required the employment of replacement officers who must undergo basic training and then in-service training sometime within two years of entry to duty. The training process becomes, therefore, an ongoing one at the basic and initial in-service levels. It consequently becomes difficulty to make sure that at any point in time while the program is underway that either all eligible officers have been properly trained under LEAA Part E guidelines or that they will be engaged in an appropriate training session. //

A second problem not rooted in the project or its operation arises from the personnel situations in the several counties. Some administrators have expressed to the Coordinator that their manpower needs make it difficult and at times nearly impossible to free from duty a staff member for three consecutive days or for one day for twelve consecutive weeks. In the larger counties, such as Hillsborough, this staffing problem has not been pronounced, and attendance at sessions by officers from that county has been high. In the smaller counties, however, and most notably Sullivan, the problem has been critical, and participation by that county's officers accordingly difficult.

The length of the September-November basic training session was reduced to six weeks by holding classes two days per week for three of the weeks in an attempt to alleviate the problem somewhat. This schedule has been favorably received and the Coordinator plans a further reduction of the session to six weeks by holding classes two days a week during the next basic training session.

Nevertheless, at this time, the pre-service training has been provided on schedule and as envisioned in the original grant proposal, and in-service training sessions have been provided as often as possible.

At the time of this evaluation, the Coordinator's Office is developing the administrative and treatment training programs and has set among its future objectives senior level training and special training for selected specialized groups of correctional personnel. The Coordinator's Office plans to continue its monitoring of all sessions conducted in the classrooms and to engage in an evaluation process of its own.

Two hundred sixty-seven persons have completed either pre-service or in-service training to date. Twenty-three are enrolled in the September through November basic training course, eleven of whom are women, and twenty officers are scheduled to enroll in in-service training for the month of November.

Conclusions and Recommendations

As noted above, the Coordinator's Office has undertaken an evaluation program of its own for this project. Informal evaluations of the basic training program undertaken by that office point out the difficulty of assessing the progress or success of educational program in the short run -- that the fruits of teaching labors often do not appear for months or years after those labors commence.

Attendance by officers at sessions is one yardstick with which to assess the worth of this program; class rosters and attendance records submitted to GCCD with progress reports indicate better than 90% attendance. Where absenteeism exists it is only occasional and due to illness,

adverse driving conditions, or other abnormal circumstances. In light of the fact that officers often must travel from widely scattered areas of the state to attend sessions, the rate of attendance is probably better than one might otherwise expect. Changing training locations from session to session should help to ease this small problem; for example, the November in-service training session will be held in Plymouth, rather than Concord or Manchester, as in the past.

A second yardstick is the course evaluation which students complete for each instructor and for the entire session at the end of the last training day. The majority of student evaluations are favorable, indicating that students believe the program's subject matter to be well-conceived and well-presented in most instances. Some training subjects have found disfavor among officers, most notably the basic training lecture on the transfer of inmates which officers feel was not related to their duties; other subjects have been widely favored, such as those on inmate psychology and behavior. Many officers have expressed the opinion that more first aid training should be provided. Some student evaluations show a great deal of insight and suggest improvements in the program subject matter and method of delivery. The fact that evaluation by students has been a part of this program since its inception reflects the completeness of the program and reflects to the credit of those responsible for its development and operation, as the evaluation process has been used to improve the program with each session. At the present time, the vast majority of officers feel that the training program is useful and worthwhile.

Clearly, the program is meeting its stated goals and meeting those requirements set forth by LEAA and the conditions of the grant award. The Basic Training Program exceeds the hour requirement set forth in the Part E. guidelines, and its curriculum and faculty exhibit the project's success in attracting qualified instructors and in including the broadest practical range of related topics. A comparison of the curricula of the three basic training sessions held to date shows that that particular course has been consistently improved and made more comprehensive. For example, since the first twelve-week course of January, 1978, lectures and discussions on the special needs of women, minority group inmates and ex-offenders, and on inmate grievance and disciplinary procedures have been added to the course of study and have been well-received by students.

Similarly, the in-service curriculum offered by the New England Correctional Coordinating Council, Inc. offers a course of study which is comprehensive. The credentials of the NECCC instructors reflect a high degree of skill and professionalism. Student evaluations of the in-service programs also demonstrate a high degree of satisfaction.

Finally, the progress of the program has been extensively documented by the Coordinator's Office, and all documents examined by the writer evidence conscientious management, including strict attention to administrative details and requirements. The training program appears to be, as Mr. Phoenix's monitoring memorandum of January 26, 1978 concludes, a professional operation in all respects.

Beyond the legal requirement for a program of this nature as mandated by federal statute, there exist justifications for this program

by virtue of recent developments in correctional process which has accompanied changes in the law, particularly with respect to inmate rights and the responsibilities of correctional authorities. This places significant new demands upon the skills and resourcefulness of correctional officers. Training by competent instructors in a well-executed and comprehensive program ensures that correctional personnel are kept abreast of developments in the field; such training also ensures that basic skills are kept sharp. Another major point in support of this program arises out of the nature of the correctional process at the county level in New Hampshire. The administrative autonomy of the county facilities makes attractive a coordinated and unified effort of training in subjects related to the common purposes of all county facilities: the safety and security of inmates, staff, and the public, and the rehabilitation of offenders. Economies of scale and the need to eliminate duplications of effort and expenditure of criminal justice dollars place programs such as this one in positions of superiority in terms of efficiency and cost effectiveness. Moreover, features of this training program of the New Hampshire Police Standards and Training Council, make possible further savings of time, effort, and financial resources.

Accordingly, continued support of this program is recommended in accordance with established Commission policy.



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