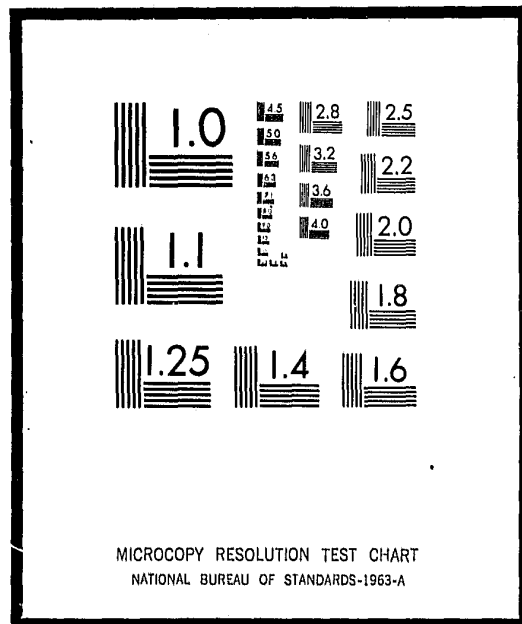


# NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

Date filmed 4/30/75

#00996. 00. 000680  
 ACCESSION NUMBER: 00996. 00. 000680  
 TITLE: CALIFORNIA - CORRECTIONAL TRAINING PROJECT, PHASE 2 - TRAINING FOR TOMORROW - FINAL REPORT  
 PUBLICATION DATE: 700331  
 AUTHOR(S): BUSHNER, W. H.  
 NUMBER OF PAGES: 158  
 ISSUING AGENCY: HUMAN RELATIONS AGENCY STATE OF CALIFORNIA  
 SPONSORING AGENCY: LEAA  
 GRANT/CONTRACT: 484 (287)  
 SUBJECT/CONTENT: TRAINING  
 PROBATION AND PAROLE (ADULT)  
 CORRECTIONS  
 MANAGEMENT AND ADMINISTRATIVE TRAINING  
 CALIFORNIA  
 BEHAVIOR PROBLEMS  
 CORRECTIONAL STAFF TRAINING

ANNOTATION:  
 A SUMMARY OF CURRENT CORRECTIONAL TRAINING, ASSESSMENT OF NEEDS, A STATEMENT OF CONCEPTS AND DESIGN FOR ACTION.

ABSTRACT:  
 THIS IS NOT A TECHNICAL DOCUMENT, BUT A SUMMARY OF THE CURRENT STATE OF DEVELOPMENT OF CORRECTIONAL TRAINING, AN ASSESSMENT OF NEEDS, A STATEMENT OF CONCEPTS, AND A DESIGN FOR ACTION. IT IS A SYNTHESIS OF THE LITERATURE CONCERNED WITH CORRECTIONAL TRAINING AND INTERVIEWS WITH HUNDREDS OF CORRECTIONAL PERSONNEL, RANGING FROM TRAINEES TO RETIRED CAREER ADMINISTRATORS. THE COMPREHENSIVE DESIGN REPRESENTS A PROMISING APPROACH TO ONE OF CALIFORNIA'S PERPLEXING CORRECTIONAL PROBLEMS. (AUTHOR ABSTRACT)

Memorandum

To : Hon. Lucian B. Vandegrift, Secretary  
Human Relations Agency  
Room 200, 915 Capitol Mall  
Sacramento 95814

Date : July 3, 1970

From :

Subject:

I am pleased to transmit herewith the report, "Training for Tomorrow," fulfilling the conditions of Grant No. 404 (S-287) awarded to the Human Relations Agency of the State of California, by the Law Enforcement Assistance Administration of the U.S. Department of Justice. The report contains "A Design for Creating and Facilitating a Comprehensive Program of Manpower Development Services for California Corrections," which constitutes the major product of Phase II of the California Correctional Training Project.

"Training for Tomorrow is not a technical document. It is a summary of the current state of development of correctional training, an assessment of needs, a statement of concepts, and a design for action. It is a synthesis of the literature concerned with correctional training and interviews with hundreds of correctional personnel ranging from trainees to retired career administrators. The Comprehensive Design represents a promising approach to one of California's perplexing correctional problems.

This project could not have been carried out without the help of many people. In particular, we would like to acknowledge the work of Walter H. Rusher who served as the project director, members of the Corrections and Juvenile Delinquency Task Forces of the California Council on Criminal Justice, Ray Procunier, Director of the California Department of Corrections, the Chief Probation Officers of the State of California and their staffs, and the support provided by the personnel of the Western Regional Office of the Law Enforcement Assistance Administration.

*Allen F. Breed*  
Allen F. Breed, Director

enclosure

Funding Source:  
*law enforcement assistance administration*

Grantee:  
*california human relations agency*

NCJ-000068 46

NCJ-000068

Grant 404 (287)

Training for Tomorrow

A design for creating  
manpower development for  
California corrections

**Memorandum**

To : Allen F. Breed, Director

Date : March 31, 1970

From : Walter H. Busher, Project Director  
Correctional Training Project, Phase II

Subject:

The following report, "Training for Tomorrow," is submitted in fulfillment of the conditions accompanying Grant #404 (S-287) awarded to the Human Relations Agency of the State of California by the Law Enforcement Assistance Administration of the U. S. Department of Justice. The report contains "A Design for Creating and Facilitating a Comprehensive Program of Manpower Development Services for California Corrections" which constitutes the major product of Phase II of the California Correctional Training Project.

"Training for Tomorrow" is not a technical document. It is a summary of the current state of development of correctional training, an assessment of need, a statement of concepts, and a design for action. What has been written is the Project staff's synthesis of what it read in dozens of reports and articles concerned with correctional training and heard from hundreds of correctional personnel ranging from trainees to retired career administrators. What has been proposed in the Comprehensive Design represents what the Project staff came to believe would be the most logical approach to what can only be regarded as a perplexing problem.

The Design, if implemented as proposed, will require significant legislative action, will disturb existing state-local financing relationships, and necessitate some minor organizational changes in state government. Implementation will also require the development of new financial resources at both the state and local levels of government.

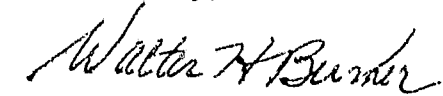
Any efforts to implement the Design, therefore, can be expected to awaken resistance. In view of this prospect, it may be reassuring to you to know that the Project staff found many persons in numerous organizations both inside and outside of corrections who believe that a program of manpower development services, rather than being an option to be afforded only after all else is secured, is an essential without which corrections cannot perform at a level necessary to assure itself of continuing public support.

The Project staff's assignment to design a comprehensive and integrated statewide program of manpower development services for California's

Page 2  
Allen F. Breed  
March 31, 1970

diverse, far-flung, and complex correctional conglomerate was a difficult one. To whatever extent the staff has succeeded in its mission, credit belongs to persons too numerous to name. However, the staff wish to acknowledge in particular the counsel provided by the Corrections and Juvenile Delinquency Task Forces of the California Council on Criminal Justice under the chairmanships of Ray Procnier, director of the California Department of Corrections, and Allen Breed, director of the Youth Authority, respectively; the assistance and interest of the Chief Probation Officers and the Directors of the Departments of Corrections and Youth Authority and their staffs; the continuous consultation provided by training personnel throughout county and state agencies; and the understanding and support provided by the personnel of the Western Regional Office of the Law Enforcement Assistance Administration.

Sincerely,



Walter H. Busher, Project Director  
CORRECTIONAL TRAINING PROJECT

WHB/co  
enclosure

TRAINING FOR TOMORROW

A DESIGN  
FOR  
CREATING AND FACILITATING A COMPREHENSIVE PROGRAM  
OF  
MANPOWER DEVELOPMENT SERVICES FOR CALIFORNIA CORRECTIONS

Final Report  
California Correctional Training Project, Phase II

SUMMARY

Funded by the  
Law Enforcement Assistance Administration  
United States Department of Justice

Conducted by  
Department of the Youth Authority  
for the  
Human Relations Agency  
State of California

Walter H. Busher, Project Director

SUMMARY

The work of Phase II of the California Correctional Training Project began with a review of the findings and recommendations made by the staff and consultants who carried out Phase I. Current in-depth reaction was sought and received from a large sample of correctional administrators, particularly with respect to the major recommendation that two training centers be developed which would serve as the principal foci for any future statewide training effort. Recent developments taking place in state and county agency training operations were studied. Efforts were made to discern any new trends which promised to have significant implications for future planning.

Several important discoveries were made as a result of this preliminary survey. First, it was apparent that there was an erosion of previously expressed support for central training centers serving as the hub of all training operations. Larger correctional agencies were becoming deeply committed to training their probationary and journeymen employees within their own "shop." The administrators of smaller agencies showed even less enthusiasm for centralized training because they could not see how they could afford to lose the services of their employees while they were away from their agencies in training status.

A second revelation was that there was not one training target but several--each of which presented sufficiently different problems as to warrant separate program approaches. Some of the targets suggested programming based in the employees' agencies; others--specialist, supervisory, and management groups--seemed to call for training programs which crossed agency lines.

This recognition led to the next major finding, namely, that there was no administrative authority common to all of California's 62 correctional agencies which logically could assume responsibility for planning an integrated and comprehensive statewide training program or could serve as the vehicle for staging such a program on an on-going basis.

In addition to making these three major findings, the Project staff found itself struggling with three fundamental questions: (1) Given the implied directive of recent federal legislation that all programming should serve to unify the fragmented criminal justice system, is there any justification for institutionalizing correctional training; (2) Should correctional training programming be based on the campus or in the operating agency; and (3) Given the fact that sizable segments of law enforcement personnel (e.g., jailors, police juvenile officers, etc.) perform correctional tasks, should corrections assume any responsibility for their training?

After these and other issues were studied and resolved, the Project staff realized that it had no alternative but to formulate some basic concepts with respect to correctional training and then to build these concepts into a design for a permanent vehicle with the authority, mission, and capacity to conceive and execute a continuous program of manpower development services geared to the changing and varying needs of correctional personnel in California's operating correctional agencies. In short, the Project staff became convinced that a permanent and competent structure was an unavoidable prerequisite to any training programming that was intended to be comprehensive, integrated, and effective. On the basis of this conviction, the Project staff then formulated the Comprehensive Design.

The Comprehensive Design rests on three major interrelated recommendations:

1. The creation of a small organization to be called the Coordinating Organization for Advancing Correctional Training (CO-ACT) which would be responsible initially to the State Board of Corrections and which would constitute, in effect, a single staff arm for manpower development for California's 62 state and county correctional agencies.
2. The formal bringing together of all specialist training personnel (manpower development coordinators) employed by and/or assigned to service correctional agencies into a structured association to be referred to as the "agency network."
3. The activation of a partnership between CO-ACT and the agency network by means of which each partner will serve the other partner to the advantage of all correctional personnel.

CO-ACT would exist to

- Serve as a permanent headquarters for correctional manpower development planning.
- Constitute a seat of authority and expertise by which corrections can interact with other segments of the criminal justice system and with the spokesmen of higher education relative to matters of manpower development and training.
- Provide to about 35 probation departments too small to support their own formal manpower development programs a complete array of orientation, initial basic, and on-going in-service training.

- Assume responsibility for providing, upon the request and with the assistance of the agency network, specialist, supervisory, and management training and other manpower development services to all agencies.
- Develop and make available to network personnel an extensive inventory of information, expertise, equipment, material, and other resources.
- Request, receive, and disburse funds for the use of individual correctional agencies to enable them to initiate and/or augment their own training programs.

CO-ACT's director would be

- Appointed by the Board of Corrections upon nomination by a permanent Advisory Council for Correctional Manpower Development named by and responsible to the Board of Corrections.
- Assisted by a staff of specialist personnel.
- Empowered to convene agency network personnel.
- Authorized to request, receive, and disburse funds in behalf of individual agency manpower development programs, as well as for programs undertaken under its own auspices.

The agency network would be strengthened quantitatively and qualitatively through the development, under CO-ACT's auspices, of a Manpower Development Coordinators' Training Institute. The Institute would invite the enrollment of both incumbent and prospective manpower development coordinator staff for 960 hours of instruction which would be received over a one-year period and at no expense to the employee. Agencies would be reimbursed for the salaries and fringe benefit costs of employees for the year of enrollment and one additional year subject to compliance with certain program standards.

CO-ACT would also sponsor a long-term effort to provide all incumbent and future first-line supervisory personnel with 30 hours of training in supervision methods at no expense to the employee. This program would have a priority status and is related to the concept that the prime trainer of line personnel is the first-line supervisor.

In an effort to establish a single manpower development services planning center for corrections and to assure that available funds are committed to priority needs and distributed on a fair and equitable

basis, it is proposed that CO-ACT seek recognition from the California Council on Criminal Justice (California's criminal justice planning body) as the sole applicant for and distributor of correctional training funds. Related to this proposal is the recommendation that under the auspices of the Advisory Council for Correctional Manpower Development, the agency network and CO-ACT develop a Statement of Program Guidelines and Priorities which would be periodically updated and would serve as a basis for agencies to generate proposals for new programs and for CO-ACT in preparing omnibus requests for federal monies for the systematic strengthening of corrections' manpower development efforts.

The Comprehensive Design proposes that CO-ACT, the programs it sponsors, and the manpower development activities undertaken by operating agencies be funded primarily by monies available under the provisions of the Omnibus Crime Control and Safe Streets Act. In order to qualify for the Safe Streets Act monies, it is recommended that matching capacity be created, in part, by using 20 percent of the worth of the agency network as an in-kind contribution on the basis that it will be serving as CO-ACT's agent in the planning and execution of specialist, supervisory, and management training which the Design defines as CO-ACT's area of responsibility. The remaining matching requirement would come from a combination of assessments and appropriations paid by the state and counties into a Correctional Manpower Development Fund recommended for creation by the State Legislature.

The Comprehensive Design sets forth a strategy and timetable for the implementation.

The Design concludes with the recommendation that all correctional administrators support any efforts which arise out of the recommendations of the Joint Commission on Correctional Manpower and Training to the Congress for making additional federal resources available to state and local manpower development program efforts.

WHB/co  
March 31, 1970

TRAINING FOR TOMORROW

A DESIGN  
FOR  
CREATING AND FACILITATING A COMPREHENSIVE PROGRAM  
OF  
MANPOWER DEVELOPMENT SERVICES FOR CALIFORNIA CORRECTIONS

Final Report  
California Correctional Training Project, Phase II

Funded by the  
Law Enforcement Assistance Administration  
United States Department of Justice

Conducted by  
Department of the Youth Authority  
for the  
Human Relations Agency  
State of California

Walter H. Busher, Project Director

"If we do not solve what you call the problems of criminal justice, will anything else matter very much?"\*

--Warren E. Burger  
Chief Justice of the  
United States

\*A Proposal: A National Conference on Correctional Problems, Federal Probation, December 1969, p. 3.

## PREFACE

Remarkable and historic changes are taking place in our society. They are straining, if not overwhelming, many of our social institutions. In California, where perhaps the pace and degree of change are the greatest, a wide gulf has already developed between the requirements of the new reality on the one hand, and the growing inability of the existing order's obsolescing resources to satisfy them on the other. Nowhere is this chasm more apparent than in the operation of our contemporary system of criminal justice. The obvious failure of traditional machinery to successfully prevent, control, and resolve the individual and collective malfunctioning of citizens who are increasingly attuned to, and governed by, a significantly different emerging culture has brought the entire criminal justice apparatus, if not its guiding principles, under heavy attack. Widespread and growing public dissatisfaction is crystallizing in the form of demands that the existing criminal justice system either prove its effectiveness in its present form or undergo radical change. Even those persons most devoted to the established order now acknowledge the urgent need for the criminal justice system to establish its credibility. It is to this rapidly evolving discontent and the need for change--which affects corrections no less than the other components of the criminal justice system--that the Correctional Training Project has addressed itself.

Recidivism statistics recorded by correctional school, prison, probation, and parole authorities provide overwhelming and incontestable evidence that corrections as a rehabilitative force has yet much to learn and apply successfully. Certainly the need to add continuously to the reservoir of knowledge which feeds correctional practice is axiomatic. But the current compromised product of corrections cannot be attributed solely to the fact that the source springs of knowledge have not yet filled the reservoir. It is also the consequence of a faulty distribution system which frequently fails to move already available and usable knowledge from its sources of supply to personnel whose function it is to convert it to practice.

Research and the evaluation of experience are the streams that feed the reservoirs of knowledge. Good central coordination of modern equipment moving on strategically routed trackage laid on well ballasted roadbed is the prerequisite of an effective distribution system. Unless the problems of both supply and distribution of knowledge are constantly addressed, contemporary correctional training efforts can be expected to do little more than enable today's correctional practitioners to repeat yesterday's mistakes more efficiently tomorrow.

The Correctional Training Project has been guided by the concept that training in its broadest sense is basically concerned with distribution of knowledge. Within this concept, the Project has examined the existing training structure of corrections and has found it to be generally incapable of guaranteeing delivery of facts and skills needed to create operating capacity commensurate with operating requirements.

What the Project proposes is the development of what is hoped will become an effective transportation network centrally coordinated, appropriately equipped, and properly positioned to assure the steady flow of usable knowledge to every precinct of California corrections.

While the Project has focused on corrections in general, and 62 correctional programs in particular, it has attempted to remain alert at all times to corrections' interdependent relationships with other agencies and institutions which are involved with criminal justice matters. Corrections has been viewed as constituting but one segment in the chain of activities of organizations which comprise the total criminal justice complex. Similarly, the Project has sought to be constantly aware that while it was primarily concerned with correctional training, the development of a mature professional correctional employee actually results from the interplay of correctional education and correctional training. Accordingly, the Design which is proposed seeks to consider the subject of correctional manpower development in broad context and to suggest steps which will interlock naturally with other parts of the criminal justice apparatus and articulate smoothly with the machinery of correctional education.

What has been produced by the Project, then, is not an array of training events laid out for the immediate use of college students or agency employees. Instead, what is being offered is a Comprehensive Design for the generation of an impetus and the creation of a structure



which together will implement and facilitate a continuous flow of manpower development services appropriate to the needs and circumstances of any time and place. Properly implemented and consistently exploited, the Design can be expected to gradually produce for corrections a manpower force capable of staffing the wide variety of sophisticated programs which correctional agencies must undertake if their clientele are ever to regain their capacity to function as good citizens, with the result that the community is to be a safer place for everyone.

While the Design is offered in the hope that it will prove to be a worthwhile device by which corrections can contribute to a better integrated and more effective criminal justice system, it is by no means the only approach possible. It is not so important that the instant course of action be followed to the letter as it is that some action be initiated at once, for society is undergoing rapid metamorphosis and in the process, the areas of responsibility and opportunity of corrections are changing also. Unless corrections quickly finds both the will and resources to equip itself to effectively acquire, select, inform, train, and deploy its manpower, it cannot expect to generate the strength it will require to meet the growing challenge it faces.

The writer is indebted to the Honorable Allen F. Breed, Director of the Department of the Youth Authority, the Honorable Raymond K. Procunier, Director of the Department of Corrections, and the Chief

Probation Officers of California for making themselves and/or their staffs available to the Project staff to supply information and counsel, and to the members of the State Corrections and Juvenile Delinquency Task Forces for their advice and support. Special appreciation is extended to the many training officers in state and county agencies who contributed so heavily to the work of the Project.

Walter H. Busher  
Project Director

March 31, 1970

## FOREWORD

Approximately \$275 million has been appropriated to California's 62 correctional agencies to finance their far-flung and complex operation during the 1969-70 fiscal year. Of this amount, no more than \$1.8 million or less than two-thirds of 1 percent of the total will be expended in support of formal staff training activities.

California corrections is manned by 20,000 employees. On January 1, 1970, there were only 82 employees whose major work responsibility was the planning and facilitation of in-service training.

To the extent that manpower training can be measured by the amount of funds and personnel specifically allocated to the function, it can be demonstrated that California corrections has one training specialist for every 245 employees and invests, on the average, less than \$100 a year in improving the operating effectiveness of each of them.

If it is assumed that on the average each employee is paid \$12,000 a year in salaries and fringe benefits, corrections is committing to the formal training of its employees an amount less than 1 percent of their cost to the state's taxpayers.

## TABLE OF CONTENTS

	Page
<b>PART I. CALIFORNIA CORRECTIONAL TRAINING PROJECT: WORK AND FINDINGS</b>	
Chapter I. Introduction	1
Phase I	2
Phase II	7
Chapter II. Correctional Training in California in 1970	
Department of Corrections	25
Department of the Youth Authority	29
County Probation Departments	32
Role of the Youth Authority in Probation Officer Training	36
Role of Training Organizations	38
Chapter III. Operational Requirements and Training Deficiencies	
Requirements	41
Deficiencies	44
Chapter IV. Concepts to Guide Planning and Programming	
Training's Responsibility to Both the Function and Structure of Corrections	50
Relationship of Correctional Education and Correctional Training	55
Relationship of Training Officers and Supervisors	60
Training and Manpower Development	61
Agency-wide Manpower Development Services	62
The Training Target	63

	Page
PART II. THE COMPREHENSIVE DESIGN	
Section I. Introduction	69
Section II. Recommendations	77
Section III. Recommendation Objectives and Rationale	88

PART I

CALIFORNIA CORRECTIONAL TRAINING PROJECT:  
WORK AND FINDINGS

CHAPTER I  
INTRODUCTION

I

INTRODUCTION

On September 22, 1965, Congress enacted the Law Enforcement Assistance Act of 1965 embodying programs requested by President Lyndon B. Johnson. The Act authorized the Attorney General to make grants to, or contract with, public or private non-profit agencies to improve training of personnel, enhance and advance the capabilities of law enforcement bodies, and assist in the prevention and control of crime. It also authorized the Attorney General to conduct studies, undertake technical assistance, evaluate the effectiveness of programs undertaken, and disseminate knowledge gained as a result of such programs. The Act encompassed police, courts, corrections, and other mechanisms for the prevention and control of crime.<sup>1</sup>

After the Office of Law Enforcement Assistance received and considered an exhaustive study funded under the Act and conducted by the National Council on Crime and Delinquency which documented the existence of a growing correctional manpower crisis, it established special planning grants to enable states to study their correctional manpower needs and to develop plans for alleviating them.

The California Correctional Training Project

The State of California promptly applied for funds under the terms of the Act to set up the California Correctional Training Project. As

---

<sup>1</sup>Office of Law Enforcement Assistance, U. S. Department of Justice, LEAA Grants and Contracts, Fiscal 1966, 1967, and First Half 1968, U.S. Government Printing Office, Washington, D. C., 1967, p. v.

matters developed, a second grant was subsequently requested and received. The Correctional Training Project was actually carried out in two increments. They are henceforth referred to as Phase I and Phase II.

### PHASE I

#### Origin

The State of California, through its Youth and Adult Corrections Agency (since reorganized and included in the Human Relations Agency) applied for and received a \$15,000 grant during the first half of the 1967-68 fiscal year (Planning Grant No. 287). The grant period was for nine months, beginning January 1, 1968, and ending September 30, 1968. The grant was conditioned upon the requirement that training models be developed that would:

1. Make maximum use of university and community training resources in addition to those available within the correctional apparatus.
2. Concentrate on procedures capable of training correctional personnel to create behavior change in their clientele.
3. Have statewide application and the support of the administrators of all correctional agencies and educational institutions involved.
4. Be related to priority needs and long-range goals of correctional agencies.

#### Objectives

The objectives of the Project were set forth in detail in the grant proposal<sup>2</sup> and re-stated in the Project's final report<sup>3</sup>. In summary, they were to develop a centralized in-service training program for all practitioners in the field of corrections after determining needs, establishing priorities, surveying resources, planning program content, developing training aids, and listing and evaluating models.

#### History

The Project was carried out in two stages. The first stage, extending from January 1, 1968, through July 29, 1968, was largely fact-finding accomplished through the use of questionnaires and field interviews. The Project was housed in the offices of the California Youth Authority and the project director, Kenneth Sanger, and his staff were selected by the Youth Authority.

The second stage was concerned with data assessment and planning. It was carried out under the direction of Eugene O. Sahs who replaced Kenneth Sanger as project director when Sanger resigned on July 29, 1968. The second stage was executed through the medium of a four-day conference which began on August 19, 1968. The conference participants were 30 persons selected from corrections, higher education, and related fields

---

<sup>2</sup>Development of a Training Program for Practitioners in the Field of Corrections, a proposal submitted to the U. S. Department of Justice, Office of Law Enforcement Assistance by the California Youth and Adult Corrections Agency, Sept. 29, 1967.

<sup>3</sup>Mobilizing Correctional Manpower, report of the California Task Force on Correctional Manpower and Training, September 1968, p. 4.

who collectively comprised an ad hoc California Task Force on Correctional Training. The Project's Phase I recommendations were developed at the conference out of the Task Force's consideration of the data collected during the fact-finding period.

In September 1968 a report was prepared and released entitled Mobilizing Correctional Manpower and subtitled Resource for Training. It contained the Task Force recommendations and extensive appendices embodying the data produced by the Project. The report was submitted to the Office of Law Enforcement Assistance as the Project's final report. It was also widely distributed throughout the California correctional system.

#### Recommendations

The Project's Task Force made recommendations in several major areas: civil service, recruitment, new careers, correctional education, agency training responsibilities, training resources, and new training resources. Many of the specific recommendations were related to the need for correctional agencies to define the roles of employees and the requirements for employment, promotion, and transfer. Others were concerned with target groups for, and their methods of, recruitment and with the course content of correctional education programs. Strengthening of existing training resources received strong support.

From the standpoint of what was to become Phase II of the Correctional Training Project, the following recommendations were the most crucial:

. . . It is recommended that top priority be given to the establishment of two regional training centers as follows:

- A. One located in the upper edge of the Central Region and one located in the center of the Southern Region.
- B. Such training centers should provide balance between theory and practice through close collaboration between appropriate correctional departments and institutions of higher learning. This might be accomplished through the utilization of both academic and field-based personnel, through rotation of personnel to provide for continuous feed-in from the field, development of a follow-up consultation system to the field to maximize learning and follow through, and use of the centers as laboratory settings to test out innovative and experimental programs developed by agencies.
- C. Such training centers will:
  1. Develop curriculum for training of correctional managers, trainers, first-line supervisors, case managers, and custodial personnel.
  2. Provide direct training for correctional managers, first-line supervisors, and trainers. Of these, top priority should be given to training of trainers.
  3. Develop and demonstrate the following models for provision of training to entry and existing workers in the three correctional systems.
    - a. Use of locally based training teams comprised of representatives from CYA, CDC, probation, and law enforcement.
    - b. Use of first-line supervisors as trainers.
    - c. Use of traditional, in-house training officers.
    - d. Use of training center based teams as trainers.
  4. Build research into the design to test not only the relative effectiveness of the four models, but also to determine:
    - a. What does it take to train a trainer?

- b. What should be the recommended ratio of trainers to trainees or size of department?
  - c. What should be the recommended job function, role, and administrative placement of training staff within an agency?
  - d. What is the appropriateness and effectiveness of curriculum and techniques developed?
5. As guidelines to the above, the training of personnel from various disciplines, i.e., mental hygiene, courts, attorneys, public defenders, etc., should be based on a similar philosophy of criminal justice. The interaction of managerial personnel from these various disciplines is essential.

It is further recommended that:

- A. During the 1970-71 fiscal year, the county probation subsidy bill be amended to include mandatory provision, in exchange for subsidy funds, of training programs and personnel in ratio and under conditions reflecting the findings of the above research.
- B. During the 1970-71 fiscal year, funds be appropriated for the establishment of two additional centers in strategic locations in the central region and two additional training centers in the southern region. Function of these centers would be to provide training for all levels utilizing the model curriculum and techniques developed in Phase I.
- C. During the 1970-71 academic year, plans be developed for incorporation of the model curriculum developed for custodial officers, group counselors, correctional program supervisors, and youth counselors into the academic programs and offerings of all strategically located community colleges at an approximate ratio of 20 in the Southern Region, 20 in the Central Region, and 7 in the Northern Region.
- D. During the 1970-71 academic year, plans be developed for incorporation of model curriculum developed for case managers and first-line supervisors into the academic programs and offerings of the California state colleges and universities.
- E. During the 1970-71 fiscal year, exploration and planning be carried out (as a corollary move) relative to the possibility of establishment of teaching and research centers to provide for innovation and experimentation in practice, research,

and the training of various levels of personnel. Such centers would have functions similar to then existing training centers, but orientation would be more toward experimentation and development of new methods than actual training.

. . . .During the 1971-72 fiscal year through 1974-75, training should be provided on a pre-entrance level by community and four-year colleges and universities; training of trainers, administrators, and first-line supervisors should be carried out by training centers; training of other personnel should be carried out by trainers and first-line supervisors; further curriculum development and testing of curriculum and methods should be carried out by training centers. Phase III should also involve reassessment of Asilomar training regarding possible realignment or elimination.

. . . .It is further recommended that during the 1975-76 fiscal year funds be appropriated to provide for thorough re-examination and possible realignment of the role of the correctional training centers, junior colleges, and four-year colleges.<sup>4</sup>

## PHASE II

### Origin

Following the publication and dissemination of the Phase I report, representatives of the Departments of the Youth Authority and Corrections, Sacramento State College, and county probation departments met under the chairmanship of the Director of the Youth Authority and decided that a second grant should be sought to move the Phase I recommendations ahead. The representatives drafted and approved a proposal for Phase II. It was submitted to the Law Enforcement Assistance Administration (LEAA) (Office of Law Enforcement Assistance was succeeded by LEAA under provisions of the Omnibus Crime Control and Safe Streets Act of 1968) in

<sup>4</sup>Ibid., p. 78.

December 1968 through the California Human Relations Agency, the agency in which both the Departments of Corrections and the Youth Authority are administratively housed. The proposal requested a grant of \$40,000 and offered a grantee contribution of \$20,800. Approval was sought for funding for a 10-month period.

Upon receiving tentative approval of a scaled down version of the original request, the Youth Authority employed a project director and work was begun on April 1, 1969.

#### Goals

As expressed in the Application for Grant document, the Phase II Project was intended to "take the recommendations developed in the first phase of the OLEA-financed comprehensive training plan for California correctional personnel and move them toward further refinement and implementation. It will develop a strategy for combining county, state, and federal fiscal resources in a single integrated effort, provide an organizational structure for implementation of a comprehensive plan, and promote a consensual support of the plan by county and state, adult and juvenile, administrative and training personnel."<sup>5</sup>

The proposal raised eight methods to be employed in pursuing the Project's goals:

---

<sup>5</sup>Correctional Staff Training Development Project, Phase II, Application for Grant submitted to the U.S. Dept. of Justice, Law Enforcement Assistance Administration by the California Human Relations Agency, Feb. 14, 1969, p. 5.

- Develop training centers. It was proposed that "undefined and unanswered" organizational questions concerning "the administrative base, fiscal support, and the nature of the interlock between the educational institutions and the operating agencies"<sup>6</sup> be resolved; and two training centers one in the north and one in the south, be organized as a joint undertaking between the field of practice and some institutions of higher education.
- Expand existing programs. Specifically mentioned were two steps: (1) increase the amount of training being done by the California Youth Authority at Asilomar<sup>7</sup> and (2) broaden the programming to include personnel from state agency staffs for whom current programming is inappropriate.
- Strengthen trainers' capacity. The 70-80 persons currently assigned specialist training duties within correctional agencies be related to Phase II of the Project and to each other by being "convened bi-monthly in one-day sessions for exchange of information, assistance in developing training method and content, and for purposes of defining the trainer's role in relationship to administration and staff." It was also proposed that the trainers be asked for advice on procedures to be followed in pressing Phase II of the Project.

---

<sup>6</sup>Ibid., p. 7.

<sup>7</sup>Beginning in 1953 and continuing during each year thereafter, the California Youth Authority staged training events of varying lengths for various classifications of probation department personnel at the Asilomar Conference Center in Monterey County in California.



- Organize a training resources center. It was proposed to develop a circulating training library, an inventory of training equipment and instructors, and a training newsletter.
- Produce indoctrination training materials. The expected influx of new manpower suggested the desirability of developing manuals and other materials for orientation purposes.
- Develop coordination with the educational system. It was proposed to involve various components of the higher education system in developing new correctional curricula where unmet demand existed and in arriving at consistency in content and quality of course and curriculum content.
- Develop administrative support and participation. It was proposed that conferences be held to generate involvement and commitment to the Project's work and recommendations.
- Organization and administration. The Project was to be placed in the Youth Authority for housekeeping purposes and directed by a person with a background in probation, supported by staff from the Department of Corrections and/or the Youth Authority.

Project Staff

The Director of the Youth Authority selected the following staff to carry out Phase II of the Project:

Administrative Director	Howard Ohmart, Chief of Program Planning and Development, California Youth Authority
Co-Director	Walter H. Busher, Probation Consultant and former Chief Probation Officer, County of Marin
Associate Director	Norman Nevraumont, Program Specialist, California Youth Authority

Advisory Committees

In 1967 the California State Legislature, anticipating the passage of the Omnibus Crime Control and Safe Streets Act and the Juvenile Delinquency Prevention and Control Act, created the California Council on Criminal Justice to undertake comprehensive planning in the criminal justice field. The Council organized nine task forces to advise it. Two of these task forces, the Corrections and Juvenile Delinquency Task Forces, were designated as advisory bodies for Phase II of the Correctional Training Project. The membership of these bodies underwent some changes during the life of the Project, but persons serving for the major part of the Project's life were:

Corrections Task Force

Raymond K. Procnier, Chairman, Director, Department of Corrections  
 Victor Bluestein, Chief of Planning and Development, Department of Corrections  
 Yvonne Brathwaite, Assemblywoman  
 Don Gottfredson, Director, Research Center, National Council on Crime and Delinquency  
 Henry W. Kerr, Chairman, Adult Authority  
 Captain Sam Lowery, Riverside County Sheriff's Office  
 E. K. Nelson, School of Public Administration, University of Southern California  
 Joseph A. Spangler, Administrative Officer, Adult Authority  
 Warren E. Thornton, Chief Probation Officer, Sacramento County

Juvenile Delinquency Task Force

Allen F. Breed, Chairman, Director, California Youth Authority  
 Stanley Arnold, Judge of the Superior Court, Lassen County  
 James D. Callahan, Chief Probation Officer, Alameda County  
 Kenneth F. Fare, Chief Probation Officer, San Diego County  
 Margaret C. Grier, Chief Probation Officer, Orange County  
 Kenneth E. Kirkpatrick, Chief Probation Officer, Los Angeles County  
 Arthur Rosett, Professor, School of Law, University of California at Los Angeles

Heman G. Stark, Retired Director, Department of the Youth Authority  
Captain Odell Sylvester, Commander, Juvenile Division, Oakland  
Police Department  
Yori Wada, Executive Secretary, Young Men's Christian Association,  
San Francisco  
Pearl West, Chairman, San Joaquin County Juvenile Justice Commission  
Spencer Williams, Former Secretary, Human Relations Agency, State  
of California

#### Work Plan

The work of the Project was carried out in a series of overlapping phases:

- Examination of training programs, past, present, and planned and review of literature.

The staff traveled to a sampling of operating agencies where training activities were observed, administrative and training personnel interviewed, and employee sentiment solicited. Reports concerning past training activities were inspected and proposals for future ones discussed with their authors.

The extensive literature on correctional training was reviewed. Final reports of LEAA-supported training projects in 14 other states were studied. All publications of the Joint Commission on Correctional Manpower and Training were read. Reports on research conducted in the area of correctional training were consulted. Training journals, college and university announcements, advertisements of private training organizations, and numerous articles appearing in Federal Probation and the National Council on Crime and Delinquency's Crime and Delinquency were read.

- Solicitation of reaction to Project's Phase I recommendations.

Staff members consulted with correctional administrators, trainers, and employees in all parts of the state concerning their reactions to the recommendations arising out of the Project's Phase I study. Using the recommendations as a point of departure, opinions were elicited concerning what form and context for training would be most practical and appropriate.

- Updating and enlarging upon data assembled in Phase I.

In the course of discussions with agency personnel, an effort was made to update statistical data previously assembled, and where necessary, new data was obtained.

- Formulation of preliminary recommendations and solicitation of reaction.

On the basis of the interviews and studies undertaken, principal findings were set down, needs determined, objectives stated, and preliminary recommendations formulated. The recommendations were offered to selected administrators and trainers for reaction. Presentations were made to both advisory committees.

- Preparation of design recommendations.

On the basis of support received for the preliminary recommendations, the Design was assembled from the preliminary and additional recommendations and additional information and opinion. Detailed presentations were made to the Project's advisory committees and their suggestions were incorporated in the recommendations.

- Preparation of final report.

The Design, as the principal product of the Project, was prepared and its content and justification recorded in the Project's final report.

- Prototype exercise.

In order to report on, demonstrate, and publicize the Design, the Correctional Training Project developed plans to co-sponsor with the Youth Authority a statewide, three-day conference of agency training personnel. As part of the conference, the Project scheduled a one-day exercise. A sampling of juvenile hall superintendents was scheduled to bring to the training officers a description of the unmet need for the training of detention personnel. The trainers were scheduled to respond to the problem described by developing program models designed to demonstrate symbolically the working relationships proposed in the Project's Design.

#### Final Report Form

The Project's final report consists of a description of the Project's background and mission, a summary of the current status of correctional training in California's correctional apparatus, a summary of training needs, an exposition of some of the concepts which underlie the Design, and, finally, the Design itself.

The report is not intended as a technical document. It contains a minimum of statistical material. Much of what is set forth is a synthesis

of facts and opinions derived from hundreds of interviews, meetings, and readings. For this reason, documentation is not provided.

The "Design for Creating and Facilitating a Comprehensive Program of Manpower Development Services for California Corrections" can stand alone. Each recommendation is supported by a statement of its objective and a rationale. As a result, there is some duplication of material appearing in earlier chapters of the final report.

#### New Priorities for Project Objectives

As the Project staff moved deeply into the study phase, it became apparent that before any attempt could be successfully undertaken to attain some of the objectives set forth in the grant proposal, it was imperative that (1) a context be derived within which the objectives would have meaning, and (2) a mechanism be created by which the objectives could become functional. As the context was being outlined and the mechanism designed, several of the objectives appeared incompatible with others. As a result, the Project staff found itself increasingly preoccupied with what, in effect, were reversed objectives--objectives which related more to means than to ends. What happened was that some of the original objectives were not abandoned but given a different priority. As an example, the objective of establishing two regional training centers seemed inappropriate as a priority item when it was established from extensive interviewing of correctional administrators and training personnel that they placed a substantially higher value on training employees at the trainee and journeyman levels within their own departments than on an interdepartmental basis. Similarly, the

Project staff became convinced that the proposal objective of producing indoctrination training materials, while sound, could better be attained if undertaken within the context of an on-going training authority and program effort rather than as the work of a temporary project staff.

The shift in objective priorities was reported to the Project's advisory committees and discussed with LEAA project monitors.

#### Products

The most tangible product of Phase II of the Correctional Training Project is the "Design for Creating and Facilitating a Comprehensive Program of Manpower Development Services for California Corrections." The Design is based, in part, on theoretical considerations, some of which may not stand the test of political reality. However, each of the recommendations should be able to tolerate a reasonable amount of modification without being deprived of its force in support of the Design's objectives.

If implemented in some form resembling the model presented, the Design will enable the accomplishment of the following objectives set forth in the Project Proposal:

- Develop Training Center

The Project Proposal envisioned two regional academies as a joint undertaking of higher education and the operating agencies. The Design calls for journeyman training to take place in the agencies, not in academies, and for specialist, supervisory, and management training to take place centrally and regionally but not necessarily at fixed sites. Extensive interrelationship of higher education with agency efforts would be required.

- Expand Existing Programs

The Project Proposal looked to an expansion in scope and depth of Youth Authority sponsored training. The Design would expand and intensify the kinds of programs presently operated by the Youth Authority and place the expanded program under the auspices of a new organization serving all correctional agencies including the Youth Authority.

- Strengthen Trainer's Capacity

The Project Proposal intended that the specialist training personnel from throughout corrections meet regularly to exchange information, define roles, and advise the Correctional Training Project. Throughout the Project, trainers have met, intensified their interaction, and consulted with the staff of the Correctional Training Project. The Design calls for the trainers to play a key role in all future programming, provides for their training, and assignment to the study of a wide range of problems.

- Organize a Resources Center

The Project Proposal contemplated the establishment of a training library, an inventory of equipment and training personnel, and a training newsletter. The Design intends that CO-ACT would provide all such services and others as well.

- Produce Indoctrination Training Materials

The Project Proposal called for the production of manuals and orientation materials for systemwide use. The Design provides

for the production of such items as a responsibility of CO-ACT but based on input from the members of the agency network of manpower development coordinators.

● Develop Coordination with Educational System

The Project Proposal intended that corrections assist higher education in the development of correctional curricula and more consistent course material. The Design plans for higher education and corrections to interact through the Advisory Council on Correctional Manpower Development and the Council Coordinating Education and Training. The Design also calls for agency manpower development coordinators to develop and maintain an active liaison with colleges. High priority is given to corrections providing education with field work opportunities and to education to supplying corrections with institutes, supervisory training, and other training events.

● Develop Administrative Support and Participation

It was proposed that administrative participation and support of the Project be achieved through conferences and workshops. The Project substituted individual interviews and regional meetings to at least equal effect.

● Organization and Administration

The Project Proposal contemplated that the Project would operate based in the Youth Authority and would be staffed by personnel from probation, Youth Authority, and Department of

Corrections. The Project was housed in the Youth Authority, was headed by a former county probation officer, and supported by staff from the Youth Authority and Department of Corrections.

Besides the Design, the Project resulted in other less visible but no less important products. The Project staff, in the course of its work, met intermittently with most correctional administrators and trainers and with members of the CCCJ task forces which served as advisory committees to the Project. In the course of these contacts, a considerable amount of interest was generated in the possibility that there might be, at last, a breakthrough in the area of training. This interest, having been thoroughly stimulated by the activities of both phases of the Correctional Training Project, is not likely to die. It therefore stands as a reservoir of ready support for any implementation steps which are undertaken.

The agency training officers are growing in numbers. Their two regional associations can be expected to merge in the near future into a single statewide association. Whether formalized and invited into a partnership with CO-ACT or not, the statewide trainers have developed the capacity for sharing information, expertise, and other resources. In the process they are contributing to each other's abilities and thereby enhancing the quality of California's correctional training effort to some degree.

Whether the Design is implemented or not, the Project has stirred an awareness among correctional administrators, planners, and trainers

that the correctional problem is not solvable by money alone. The need for defining the training problem, developing concepts, and coping with the organizational problems inherent in corrections' fragmentation is now better recognized throughout the correctional subsystem.

Relationship to Priorities of California's  
Comprehensive Plan for Criminal Justice

In March 1969, the California Council on Criminal Justice submitted its first statewide comprehensive plan to the Law Enforcement Assistance Administration pursuant to the provisions of the Omnibus Crime Control and Safe Streets Act. Contained in this plan were the major objectives established by each of the state task forces and the order of priority assigned to each objective by the task forces. Both the objectives and the priorities were, in effect, an average of the objectives and priorities stated by the regional task forces.

The State Education and Training Task Force set forth the following objectives and priorities:

1. Undertake a project designed to determine in-depth the roles, functions, and tasks of personnel in the criminal justice system, beginning with the police officer.
2. Training of local government officials in existing and prospective criminal justice practices.
3. Organization of education and training programs to upgrade regular and special units in the prevention, detection, and control of riots and civil disorders.

4. Encourage full participation by cities and counties in the present and future programs prescribed by the Commission on Peace Officer Standards and Training.
5. Encourage expansion of the Peace Officer Standards and Training concept to other elements of the criminal justice system.
6. Encourage the interchange of personnel among federal, state, and local criminal justice functions in an effort to develop greater understanding and comprehension of the total criminal justice system.
7. Encourage education and training of all criminal justice personnel in the aspects of societal needs and special education and training of leaders in each discipline.
8. Encourage adult, as well as elementary and secondary school, public education programs designed to develop support for a responsive, efficient, and progressive criminal justice system, including crime prevention and encouraging respect for law and order, looking toward public understanding of and cooperation with criminal justice agencies.
9. Encourage the establishment of area training resource centers which will develop, produce, and maintain training aids such as a collection of films, tapes, overlays, electronic aids, and related visual aids and devices pertaining to the administration of criminal justice. Such aids will be made available to educational institutions and criminal justice agencies involved in training.
10. Encourage improvement of the quality of criminal justice instructor training by (a) attendance at area training resource centers to

develop new teaching techniques and renewal of teaching enthusiasm and (b) establishing in-service workshops to provide new and innovative programs among training instructors and coordinators in the criminal justice system.

11. Encourage the development of administrative and staffing policies and patterns so as to insure full complement of operational personnel, in recognition of the fact that a measurable percentage of criminal justice system personnel are always in training status and thus unavailable for "normal" operational assignments.
12. Encourage the development of training opportunities for criminal justice personnel to acquaint them with the special characteristics of adolescents, particularly those of social, racial, and other specific groups with which they are likely to come in contact.
13. Encourage the training and employment of paraprofessional aides, including police community service officers, to provide assistance in the broadest possible number of criminal justice agencies.

The first four priorities of the Corrections Task Force were:

1. Alternatives to institutionalization including probation and parole services, specialized caseloads, broadened community programs, and the development of new techniques for re-integrating offenders.
2. Improvements in institutional programs, including graduated release and work furlough, upgraded educational and vocational training, etc.
3. Improved corrections organization, administration, and training program, including decision making, personnel recruitment and training, private participation, etc.

4. Community and offender participation models should be developed and tested.

The Juvenile Delinquency Task Force assigned its first four priorities to non-training needs. Its fifth priority was assigned to "Develop better use of available manpower including volunteers and new careerists as well as staff training and projects that seek to develop workload measurement criteria.

The implementation of the Comprehensive Design would support each of the task force priorities listed above.

Relationship to the Recommendations of the  
Joint Commission on Correctional Manpower and Training

In October 1969, the Joint Commission on Correctional Manpower and Training, authorized by the Correctional Rehabilitation Study Act of 1965, completed the most comprehensive analysis ever undertaken of the education, training, and manpower utilization needs of the nation's correctional agencies. In its final report, A Time to Act, the Commission set forth 52 recommendations for legislative action and changes in attitudes, policies, and practices on the part of correctional agencies, higher education, private industry, and the public.

Some of the recommendations call specifically for federal action and are beyond California's ability to implement. Others relate to situations which do not exist in California. The majority do have relevance to California. When these are examined in the context of the Correctional Training Project's Comprehensive Design, it is readily apparent that

their implementation in California could be facilitated by the program implied in the Design. The Joint Commission calls for programming to be built around the concept of manpower development rather than around a more limited definition of training; a closer integration of correctional education and correctional training activities is urged; widespread involvement of new careerists, students, volunteers, ex-offenders, and minority group personnel in corrections is seen as necessary; interlocking the training efforts of corrections with those of the other components of the criminal justice system is stressed; joint planning and staging of training activities across organizational lines is promoted.

There is, then, complete harmony between the recommendations of the Joint Commission and the Correctional Training Project. The Comprehensive Design proposes all the necessary machinery for implementing all relevant Joint Commission recommendations.

CHAPTER II  
CORRECTIONAL TRAINING IN CALIFORNIA IN 1970



CORRECTIONAL TRAINING IN CALIFORNIA IN 1970

The Correctional Training Project staff proceeded from a position that before the future of correctional training could be considered it was necessary to understand its present manifestations. But in contemplating the possibility of using the present as a base for tomorrow's construction, it seemed prudent also to examine the quality of the foundation upon which the present rests. Therefore, the Project's first undertaking was to seek to understand what circumstances inhibited or helped the development of formal training activities in each of the three segments of the corrections subsystem, the Departments of Youth Authority and Corrections and probation. In examining the history of correctional training in California, the Project also sought to find clues as to what traditions had developed and how strong the commitments to them were. Finally, the Project was interested in identifying ideas, activities, and programs which appeared to have sufficient merit where they were institutionalized to be worth consideration for wider applicability.

Formal training programming developed in different ways in each segment of corrections. Although there is some common ground, each of the three patterns which emerged are best reviewed and summarized separately.

Department of Corrections

The Department of Corrections was organized in 1944, incorporating existing institution and parole operations which previously had been loosely associated. At that time several of the larger institutions

already had training officer positions and formal training programs for uniformed personnel. These training officers were selected by and responsible to the wardens. They received little, if any, functional supervision from department headquarters until after July 1949, when a position of departmental training officer was authorized and filled.

During a 20-year period beginning in the mid-1940s, the department expanded rapidly, adding many new institutions and strengthening its Parole and Community Services Division. As new institutions neared completion, training officer positions were authorized and experienced personnel appointed to undertake pre-operational training of personnel slated for assignment to the new institutions. Currently, each institution has at least one full-time training officer position allocated. Several smaller operating units have training assistants--personnel who provide training services in addition to their major assignments. All full-time training officer positions are filled by personnel rated at a level equivalent to that of first-line supervisor or higher.

As of March 1, 1970, the training organization of the Department of Corrections consisted of the departmental training officer, an assistant, and a stenographer in the central office; six positions in the Parole and Community Services Division, one in the central office and one in each of five regional parole offices; and 16 full-time and two part-time positions assigned to the department's institutions. The training officers, with the technical assistance of the central office staff, carry out training activities appropriate to the needs of their operating

units. In the institutions, the largest body of programming relates to the uniformed personnel. Each institution is allocated funds sufficient to place (1) all new employees into training status (trainees are relieved by other employees or paid overtime for training periods for an average of 53 hours during their first year of service and (2) all employees into 18 hours of in-service training beyond their first year of service. In actual practice, the amount of training any employee receives is geared to his specific needs as determined by his assignment. While each employee is required to participate in certain training activities, many choose to participate in others on their own time. There exists throughout the department a general appreciation of the fact that advancement is more likely to come faster for those personnel who are aggressively seeking professional development. In this connection, it is worth noting that the departmental training officer estimates that over 2,000 of the department's employees (30%) are enrolled in college courses in work leading to anything from an Associate of Arts (A.A.) degree in the community colleges to a Ph.D. at the University of California. The department's training officers have worked actively with colleges located near the department's institutions to provide classes which will accommodate personnel working to attain higher degrees. As Department of Corrections personnel are subject to transfer from one institution to another, the departmental training officer has sought to get colleges to present courses, credit for which is transferable from one school to another.

While most training of uniformed personnel has taken place at the individual institutions, the department has just concluded its first series of training sessions on an inter-unit basis. Approximately 150 uniformed officers still in their probationary periods were brought together in groups of 50 to the California Highway Patrol Academy in Sacramento for intensive instruction of a week's duration.

Specialist, supervisory, and management training activities are planned under the direction of the departmental training officer and usually staged on an inter-unit basis.

For some time it has been the department's policy to use the assignment of personnel to training officer positions, including the position of departmental training officer, as a step in the preparation of personnel for future management responsibility. Pursuant to this policy, most persons assigned to training officer positions remain in the assignment for only two years before being reassigned. The departmental training officer states that this practice has not created any significant problem of maintaining program continuity. Instead of weakening the department's training effort, the practice is said to have had the effect over the years of building into the department's middle and top management echelons a large contingent of persons possessing a strong commitment to training born of their own experience as training officers. The departmental training officer also points out that the department's first departmental training officer became its director and the present director was a former training officer.

During the 1968-69 fiscal year the Department of Corrections expended a total of approximately \$632,000 for identifiable training expenses. Of this amount, about 55% represented staff salaries and the remainder payment for overtime to free men for training. The department's total operations budget for 1968-69 was approximately \$94 million. The department's total complement of personnel was slightly in excess of 6,700.

#### California Youth Authority

The California Youth Authority began operations as a separate department of state government on Aug. 3, 1943, with a complement of approximately 600 employees. There was no organized training staff or program on a departmental basis; to the extent any deliberate staff training was undertaken, it was initiated by the individual superintendents of the department's institutions.

The first stirrings to approach staff training on a department-wide basis occurred several years after the department's birth, when the chief of the Division of Training (ward training, not personnel training) and Treatment, an educator by professional background, sought the necessary resources to orient and indoctrinate all new employees in the fast growing department. He developed a plan whereby all new employees would receive 40 hours of on-the-job orientation under the direction of an experienced employee, usually of similar rank. Subsequently, the basic 40 hours was increased by an additional 13 hours during the first year of employment, the amount for which the Department of Corrections

had previously obtained authorization. Subsequently, authorization was obtained for providing all employees with 18 hours per year of on-the-job training.

Although various arrangements were formalized on an institution-to-institution basis to carry out the training of new employees, as well as to offer some modest training of post-probationary employees, it was not until July 1, 1957, that the Youth Authority established training at the departmental level. The first departmental training officer position was created and housed with other headquarters staff. The persons filling the position were permitted functional control only over personnel in the institution charged with existing training responsibilities, usually as a collateral duty. Any institution superintendent wishing to staff a formalized training effort had to "take it out of his own hide" of allocated line positions. This situation persisted until July 1, 1959, when the department received funds with which to employ a full-time training assistant for one of its larger institutions. Two years later, the Parole Division was allotted its first training assistant position.

The 1969-70 State Budget adopted by the Legislature included a total of \$47,268,000 for operating the Department of the Youth Authority. Of this amount, \$301,807 was requested for personnel training, 45% (\$137,691) of which represents salaries of training specialist staff and 44% (\$133,615) of which represents the anticipated cost of replacing shift employees while they are in training status. Approximately two-thirds

of 1% of the Youth Authority's operating funds are committed to training of its own personnel.

The department's major operating division, the Division of Rehabilitation, contains approximately 3,200 employees. Approximately 45% of these employees are assigned to a northern region based in Stockton with the remainder assigned to a southern region based in Chino.

The Youth Authority's training organization consists of a departmental training officer selected by the department director; two training officers each selected by and responsible to the Rehabilitation Division's region chiefs; and 11 training assistants who are selected by and responsible to the superintendent of the operating unit in which they serve. The departmental training officer provides only functional supervision to the 13-man training staff. His duties include assisting the trainers in planning and coordinating their programs and in providing material support.

The individual training assistants serve organizational units which range from a staff allocation of 150 to 441 positions. Two of the training assistants are involved primarily with parole personnel; 11 work primarily with institutional personnel. The parole personnel and supporting staff, which total approximately 500, are dispersed into about 27 different offices with complements ranging from 7 to 35 employees.

All shift staff (institution group supervisors and youth counselors) receive 40 hours of initial training immediately following employment, plus 13 hours of on-going in-service training during their first year

on the job. The Youth Authority is budgeted to provide 18 hours of on-going in-service training each year to all post-probationary employees in these same two job classes.

Specialized training for personnel in all divisions is funded by monies under the control of the departmental training officer.

With the Youth Authority's operation as decentralized as it is, it was inevitable that different training patterns and practices would develop in response to the specific needs of the different operating units and the biases of their administrators. The department's top administration, while it has opted to continue to allow a reasonable degree of discretion to each operating unit, has shown an increased interest in defining the limits of this discretion. It is also attempting to bring the department's entire complement of training personnel into closer association with one another and, under the auspices of the departmental training officer, to develop a departmental long-range plan of programs and priorities as a general guide for everyone's use, which when promulgated would be expected to serve as a common denominator for all training operations.

#### County Probation Departments

Formal training activities in California's probation departments range from sophisticated to non-existent. In general, the larger the department, the more formalized the training programming. As agency training programs are not subject to any formal evaluation, it is difficult to compare the product of one program with another.

It is apparent, however, that the training resources of most departments are applied to field personnel as the number one target, with personnel in the department's institutional arm consistently being slighted. When there is administrative sanction for the training of institutional personnel, there usually are not funds over and above those required for training field personnel.

Prior to 1961 the dissatisfaction felt by probation administrators with their employees' inability to perform at the level of operational requirements focused primarily upon correctional education. To the extent that personnel qualification and training needs were examined and reported on in documents prepared by State Study Commissions operating between 1948 and 1960, it is apparent that chief probation officers had not yet become preoccupied with the need for in-service training programming. Their common complaint was, in effect, "with the salaries we have to offer, we can't successfully recruit 'qualified' personnel." Exactly what was meant by the phrase "qualified personnel" varied from administrator to administrator. For chief probation officers in the smaller, more rural counties it usually meant anyone with a college degree. For chief probation officers in the larger, urban and suburban counties, it seemed to mean persons with specialized undergraduate and graduate specialization in social work, corrections, criminology, sociology, psychology, or other behavioral sciences. In all instances there appeared to be the strong expectation that the new employee's education somehow would have prepared him to leave the classroom and

enter the office with the capacity to immediately undertake the practice of sophisticated correctional activities.

It was not until probation departments underwent their explosive growth during the last decade that chief probation officers tended to give up what was at best a false hope that the colleges could and would provide both correctional education and training. Faced with the need to incorporate large numbers of new, inexperienced employees into operations which were becoming increasingly specialized, chief probation officers accepted and began acting on the reality that they would somehow have to create their own training programs.

A number of the largest probation departments, most notably those in Los Angeles, Alameda, and San Diego counties, gradually expanded their modest existing training organizations in an effort to service the flood of new personnel. Most departments, however, had little alternative but to struggle along using whatever resources they could catch on the fly. Most basic training of deputy probation officers was provided by the "buddy system." Specialist training was minimal and periodic; institution staff were all but totally neglected. Were it not for the "Asilomar" training sessions staged by the Youth Authority's Delinquency Prevention (subsequently renamed Community Services) Division primarily for new deputy probation officers, most probation departments would have had no assistance of any kind.

Without question, the most significant developments to occur, as far as probation department training was concerned, took place when

counties began implementing the State Aid to Probation Services legislation enacted in 1965. For the first time, the chief probation officers had some leverage in dealing with their boards of supervisors in relation to program development. Some chiefs used the leverage to acquire full-time or part-time training officer positions. Most succeeded in increasing funds available to their departments for training-related equipment, supplies, and travel.

Resources and manpower generated pursuant to the State Aid to Probation Services Act are intended to be used in support of the so-called "subsidy units" set up to provide intensive supervision to certain probationers. However, the Youth Authority which administers this subsidy program has permitted considerable leeway in the deployment of the new resources and manpower, with the result that non-subsidy units are gaining some benefit from them.

Although not as visible as training officer positions and video tape recorders, the most significant contribution to training which derived from the probation services subsidy was the reduction of the span of staff and case control for first-line supervisors. Prohibited by the standards governing the application for these funds from having one supervisor responsible for more than six deputy probation officers carrying a combined total of no more than 300 cases, many supervisors for the first time were placed in a position where they had time to do more than exercise a surveillance function. But as the workload of some supervisors shrank in the dimension of breadth, it increased in

the dimension of depth. The consequence was an increased need for the training of supervisors to redefine and to perform in their new roles.

The manner in which county budgets are compiled makes it nearly impossible to arrive at any reliable estimate of how much money is committed to formal training activities, resources, and manpower. From some samplings made in county budgets for 1968-69, it would be difficult to support a statement that probation departments spend more than half of 1% of their total annual budgets for formal training activities.

As of March 1, 1970, 11 of the state's 60 probation departments had personnel assigned to training on a full-time basis. Seven other counties had personnel assigned on a less than full-time basis. In all, there is an equivalent of 48 5/12 full-time positions. Twenty of these are in the Los Angeles County Probation Department and six in the San Diego County Probation Department. Three departments serving counties with populations in excess of 300,000 do not have any training officer positions. Only one department serving a county with a population of less than 200,000 has a training officer position allocated. It is a half-time position. About one-third of all training officer positions were established with funds received from the State Aid to Probation Services Act.

#### Role of the California Youth Authority in Probation Officer Training

From the day it began operation, the California Youth Authority, partly because of legislative mandate, and partly because of the need for program articulation, maintained an active liaison with county probation

departments. This liaison was exercised primarily through its Community Services Division. In their continuing contacts with probation departments all over the state, Community Services Division consultants became aware of the scope and urgency of the need for training, particularly the need for training new personnel. Out of this awareness, the Youth Authority, with consultation from chief probation officers, initiated a series of Probation Officer Training Courses. Designed primarily for the least experienced deputies, the courses ran one week. Instruction took the form of didactic presentations of legal and program information by knowledgeable practitioners from criminal justice and social work agencies. Between June 1953 and February 1970, 38 such courses were presented, each attended by an average of 27 deputies. Three courses are now presented each year.

A review of the attendance data for the last nine courses reveals that 34 different departments enrolled a total of 245 personnel. Less than one-quarter (8) of the 34 departments supplied 51% (125) of the total enrollment. In terms of the size of the county served, probation departments in counties of under 200,000 population supplied 46.5% of the total enrollment. Two counties with population over 500,000 sent 54 deputies (22% of the total enrollment) between them. One of these counties has a probation department with training staff, the other does not. There is evidence in the data available that as probation departments set up their own in-service training programs they tend to discontinue sending personnel to Asilomar. It also appears that while the

larger departments are less inclined to depend upon the Youth Authority's training courses, the smaller counties are using them more.

In addition to courses designed for new deputy probation officers, the Youth Authority is now staging two courses a year for probation supervisors and one each year for adult probation officers, juvenile institutional administrators, probation administrators, and delinquency prevention specialists. Outside the probation field, but in a related one, the Youth Authority schedules three one-week-long courses for police juvenile officers each year.

In addition to the Asilomar training conferences, the Youth Authority, through its Community Services Division, also organized two regional programs, one serving the lower San Joaquin Valley counties and one in the Northern Sacramento Valley serving counties north of Sacramento County to the Oregon border. The northern regional program recently has been taken over by Chico State College which conducts its classes in the courthouses in Redding and Marysville.

#### The Role of Training Organizations

As the Asilomar training courses are used less and less by the larger probation departments, whatever force for uniformity that existed is diminishing. However, there is a new development which promises to more than compensate for whatever has been lost.

During 1965 a small number of Bay Area probation department employees who carried training responsibilities in their respective organizations began meeting together informally on a monthly basis to discuss matters

of mutual concern. Early in 1966 the group was enlarged to include representatives from the California Youth Authority and Department of Corrections institutions and from the Youth Authority's Community Services Division and formalized to the extent of electing a permanent chairman. Calling itself the Bay Area Training Officers, the organization has continued to meet about nine times a year. Meetings are held at different locations to allow for a wider knowledge of premises, programs, and personnel. Agendas have included speakers from private industry, colleges, and correctional agencies. Members contribute to a publication, "The Elucidator," which serves in part as a device for recording reactions to training programs, resources, and personnel used by member organizations.

Late in 1967, the Youth Authority's departmental training officer offered his leadership and his agency's resources to the Bay Area Training Officers and trainers from other areas of the state to plan and stage a three-day conference at Lake Tahoe. The conference was held November 8-10, 1967, and involved speakers and discussion leaders from the Western Interstate Commission on Higher Education, American Society of Training and Development, Stanford University, Southern Illinois University's Center for the Study of Crime, Delinquency, and Corrections, the Joint Commission on Correctional Manpower and Training, and the California Correctional Training Project.

Many of the enrollees at the conference were persons in training assignments in Southern California correctional agencies. The conference



provided an impetus to a growing interest among them to emulate the Bay Area Trainers and form their own regional association. However, the first meeting of what is now the Southern California Association of Trainers did not take place until February 1969. In the meantime, a second statewide conference had taken place in Long Beach in November 1968.

Like its northern counterpart, the southern group now meets monthly, moves about through the region for meetings, and receives support in the form of staff services from the Youth Authority's Community Services Division. The group functions primarily in three broad areas:

(1) information sharing and resource inventorying; (2) training for trainers; and (3) expressing support for activities relating to the expansion of training programming.

Together, the two regional associations include in their membership representation from both state agencies as well as from about 20 probation departments. Most personnel who attend meetings hold full-time training officer assignments. Their meetings are well attended and are regarded as valuable by the participants.

With respect to the Correctional Training Project, Phase I and Phase II staff have attended most of the regional meetings and both conferences. Regular progress reports on the Project have been made and considerable reaction of a constructive tone has been received.

CHAPTER III  
OPERATIONAL REQUIREMENTS AND TRAINING DEFICIENCIES

OPERATIONAL REQUIREMENTS AND TRAINING DEFICIENCIES

Correctional agencies bear the responsibility for the difficult task of motivating men to give up an unacceptable level of citizenship in favor of more acceptable community behavior. The successful discharge of the responsibility requires a level of knowledge and skill which exceeds that possessed by most employees. Agency management is therefore faced with the necessity of narrowing the gap between the operational requirements of its positions on the one hand and the functioning capabilities of its staff on the other. The deliberate and formal efforts management undertakes toward that end constitute its manpower development program.

What are the operational requirements of correctional jobs? What is the extent of employee capacity to meet the requirements? What is the nature of the gulf between them? How successful are existing training efforts in narrowing the gulf? These are basic questions which the Correctional Training Project had to consider preliminary to designing new strategies.

Operational Requirements

Historically, corrections existed in physical and social isolation, out of public sight and out of public mind. Most of its clientele came from a narrow segment of the population. Corrections' product, success or failure, was of little interest to the average citizen. With dramatic

suddenness, this has all changed. Corrections now has moved out of the backwaters of community life into its front yard; its clientele represents all levels of society; corrections' product is visible and its failures inspire widespread criticism. The public now expects corrections to correct and increasingly rejects punitive and coercive measures as the principal operating strategy.

Today's correctional client lives in the same world as all other community residents. He cannot be isolated from it. Even in prison--the most isolated element of the correctional machinery--inmates are attuned and sensitive to all of the tensions at play in the community at large. Client peer groups are now the most compelling forces impinging on individual correctional clients; the traditional institutions such as the family and the church are weaker in their effect.

The burden this places on agencies and their employees is tremendous. Correctional workers, from officers in prison guard towers to social workers in guidance centers, must be knowledgeable about and sensitive to the ideology and feelings of dozens of racial and political minorities. They must be informed about and practiced in the use of diagnostic systems and treatment strategies. Middle class professionals must communicate with ghetto residents to function. Supervisory personnel have to be alert not only to the needs of their men but must find ways to keep themselves abreast of rapidly changing values and problems of agency clientele in order to maintain a viable working context. Correctional management must be capable of adjusting not only to the usual

pressures posed by legislative, executive, and judicial decisions, but, now more than ever before, to the public with its assumed expertise. Management is now faced with adapting to revolutionary forces espoused by employees which threaten traditional organizational structures, management patterns, and conventional programs.

The pace of change is so great and the necessity of adopting new methods and practices so compelling that correctional personnel at all levels of service find much of their formal education and past experience not only without apparent relevance but even, at times, a barrier to the acceptance of change and all it entails.

The understandable, if not always realistic, growing public expectation that correctional agencies should always be successful in their mission comes, then, at a time when agency employees are confronted by behavioral and operational problems based on a new and rapidly evolving sociology on the one hand and an obsolescing expertise with which to attack them on the other. The recidivism of correctional clientele, the growing unrest among correctional employees, the mounting frustration experienced by correctional administrators, and frequent attacks--legal and philosophical--launched against traditional correctional practices, all bear witness to the serious gulf between what is required of corrections and what it is prepared to do about it.

It is doubtful that corrections alone can do much to influence the factors that produce its own work requirements. On the other hand, it can do something about qualifying its personnel to function at a level

of competence which, as an ideal, would match agency operational requirements. This is the work of manpower development programming, of which training is a crucial part.

#### Training Deficiencies

How successfully are correctional agencies approaching this problem? Even the most casual observer of California correctional training can note with ease the deficiencies in training staff, time, operating funds, and equipment. On the average, correctional agencies expend less than two-thirds of 1% of their budgeted funds on formal training activities. Two-thirds of the agencies have no sustained formal training program. The observer who inquires deeper will discover that much of what little is provided to staff in the name of training falls on sterile soil, or, if the land is fertile, fails to take root because the seed is not watered after it is planted. Some staff have such deep-seated biases that no new knowledge can be accepted, let alone digested. Other employees receive valuable information but because of poor supervision, oversized workloads, and other reasons, never have the opportunity to convert the knowledge to skill.

The sophisticated observer of contemporary correctional training will find that most programmed training goes no further than the periodical delivery of information to classes of employees. It is usually delivered in the absence of any obvious plan and apart from the specific needs of individual employees. It will also be noted that the content of most training activities relates to the processing of paper, the use of

equipment, the physical movement of clientele, and the handling of emergency situations. Few training efforts have mobilized the necessary administrative commitment, financial resources, and expertise to proceed to the point of providing intensive instruction and practice in the use of diagnostic and treatment skills necessary to equip every correctional employee, from custodian to manager, with the requisite ability to exploit the opportunities presented in the employee's interrelationships.

A careful analysis of the current state of development of correctional training reveals the following additional circumstances:

- There is no underlying plan, articulated or unarticulated, behind the training activities carried out in the various agencies. Each agency "goes it alone," providing for its employees what it can gain administrative and financial authorization for. From the standpoint of individual probation departments, the training events offered by the Youth Authority are simply opportunities to be taken advantage of when appropriate. They do not constitute parts of either a formal design for corrections-wide training or of formalized plans of individual agencies.
- No consensus exists among the 62 correctional agencies concerning how training ought to be made available to correctional employees. Some administrators, realizing it is impractical to develop separate programs for their individual departments,

believe the CYA should expand the scope and intensity of its present pattern of services to the counties. Other administrators seem to favor a system of training based on a central or regional academy. The larger agencies generally prefer an expansion of their existing departmental programs. Some administrators argue for interdepartmental programming, others reject it as being nonresponsive to specific agency needs. Some organizations would depend heavily on colleges, others claim the schools lack the ability to provide skill training.

- There is little evidence that any concepts have been formulated upon which to design programs or stage specific activities. Training is conceived in terms of everything from pamphleteering to line supervision. Generally, it involves didactic teaching. In some settings, it is largely resource production. Elsewhere, "trainers" do not teach but arrange training events. The proper relationship of correctional education and training to one another has not been generally described. The respective roles of line supervisors and training officers in the training process differ from agency to agency. To what degree, if any, correctional training should be integrated with law enforcement training is an open question in most agencies with formal training operations.
- Within individual agencies, training resources are not evenly distributed. In probation departments with formalized training

programs, available training resources are most likely to be allocated to deputy probation officers. Most in-house programs are planned around field services needs. Institutional personnel may be in attendance but the training content is more related to the duties institutional workers aspire to than to the ones they are currently responsible for. Clerical personnel, even those who may have more daily contact with the department's clientele than some of the professional staff, are rarely included in training sessions designed to deal with program methods.

Juvenile hall group counselors, both full-time and part-time employees, receive the least attention of any class of non-clerical employees. Many of these employees have not acquired B.A. degrees. Turnover is high. These facts plus the traditional subsidiary status given to detention operations seem to account for the relative absence of training for institutional personnel.

In state agencies, where institutional operations are the major activity of the departments, shift personnel do have regular training opportunities. In the time allocated, the content can only include routine matters for the bulk of the employees, with special training available to relatively few.

- There is little provision for personnel to receive special training in advance of assuming new and greater responsibility.

Particularly is this true in the case of supervisors. Most supervisors bring to their job only what experience they have been able to gain during their journeyman service. In fast growing and expanding agencies, even this experience may be minimal. Few have had prior training in the principles and methodology of supervision and the opportunities to attain it after promotion are also limited.

- Personnel assigned to training officer positions also assume the responsibilities of the job without benefit of special preparation. There being no clear-cut concept of what the job requires, personnel have to learn by doing while leaning upon their more experienced counterparts in other agencies for whatever assistance they can give them.
- Agency administrators and training officers tend to conceive of training in limited terms. Primarily, the position carries the responsibility for orienting new employees and providing them with basic information concerning procedural matters. When staff time, funds, and energy permit, the work of the training officer may extend into other areas such as recruiting and developing liaison with colleges. There is little evidence that administrators make the fullest possible use of their training officers as staff advisors and assistants.
- Support funds for training activities are difficult to come by. Training is seen as a program luxury, not a program necessity.

As a result, appropriations for training staff, travel, tuition reimbursement, materials, and equipment are meager and closely defined. Few organizations are liberally supplied with tapes and films. Little usage of video tape is possible. Equipment is so limited in any given agency that it is rarely available to other agencies on an exchange basis.

- In examining correctional training and its problems, one encounters a persistent fact--there is a need for some agency or authority which can become the focal point for organizing training on an interdepartmental basis, coordinate its planning and implementation, provide it with financial help, and grant it spiritual support. The fragmentation of corrections frustrates joint planning and action at every turn.
- The needs of correctional training are not all capable of resolution with money alone. Appropriations are not likely to be authorized in the absence of defined programs. Programs cannot be created without concepts which can be embodied. Concepts arise out of staff study and planning. Planning is not likely to occur in the absence of management direction. Managers will direct when they are committed. A commitment to training, if it does not stem from rational processes, is apt to erupt out of crises.

There is growing evidence in the form of administrative efforts to obtain training positions and to define training objectives that both rational processes and a sense of crisis are at work.

CHAPTER IV  
CONCEPTS TO GUIDE PLANNING AND PROGRAMMING

IV

CONCEPTS TO GUIDE PLANNING AND PROGRAMMING

The proposed Design incorporates and is characterized by certain concepts. None are new or innovative. They are stated below in broad terms, briefly explained, and their use in the present context justified.

Training's Responsibility Is to Both  
the Function and Structure of Corrections

California's criminal justice system is a conglomerate of entities of government which, in their functioning, produce an uneven and poorly integrated continuum of activities directed at achieving diverse and sometimes conflicting objectives. Three groupings or subsystems are readily and widely identifiable--law enforcement, courts, and corrections. Organizationally, the three component parts are easily distinguishable from one another; functionally, their responsibilities and programs overlap.

Correctional activities undertaken in pursuit of the objectives of the criminal justice system are performed by a myriad of persons employed in many kinds of agencies. To the extent that the activities of these persons are basically compatible, are addressed to the same ends, and are carried out in a common spirit of helpfulness, the activities and those performing them are party to a recognizable function of corrections.

Some personnel of the criminal justice system are employed specifically to perform correctional functions as their major responsibility. These persons are housed in California in 60 county probation departments and

two state departments. Individually, these 62 departments are commonly referred to as correctional agencies, and collectively as "corrections." All other criminal justice personnel performing correctional tasks belong to organizations whose primary reason for being is the performance of some function other than correctional work. These persons and the agencies in which they work are considered outside the scope of corrections as an operating structure.

It has been the directed mission of the Correctional Training Project to consider ways and means of satisfying the manpower development needs of California corrections. Whether the target was to be all criminal justice personnel participating in the function of corrections or only those encompassed within the structure of corrections was never clearly defined. As a result, the Project has had to wrestle continuously with the fact that the 62 correctional agencies in California do not possess a monopoly on correctional opportunity, concern, effort, and skill within the criminal justice system. Jails serve more offenders than do prisons and jailors are presented with the opportunity, at least, of engaging in more correctional work than prison personnel. Law enforcement personnel assigned to juvenile and community relations bureaus are often more strategically positioned to prevent misconduct and to provide correctional services than are some probation and parole officers. Should not, then, the Correctional Training Project's Comprehensive Design assume some responsibility for the training of these and other similarly deployed criminal justice personnel? Is there any justification



for the manpower of 62 agencies to be given one score to read while other members of the orchestra continue to play in another key?

The decision was made to relate the Comprehensive Design to the structure of corrections. Responsibility is assumed for providing only the 62 correctional agencies with the machinery with which to solve their individual and collective manpower problems. No responsibility is inherently assumed for the alleviation of the manpower needs of jails, police agencies, and court personnel. However, to the extent that correctional training is concerned with equipping correctional manpower to function effectively in those areas where their responsibilities overlap with those of law enforcement and the courts, the Design provides for opportunity for others performing correctional functions to participate at their option.

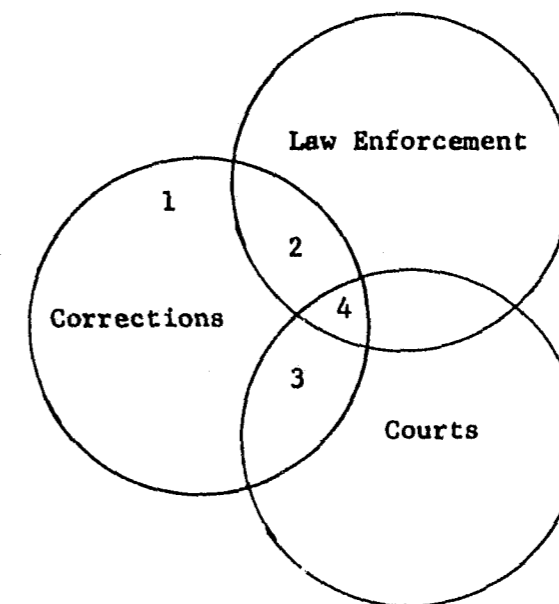
But such a resolution is insufficient to discharge corrections' responsibility to achieve a better system of criminal justice. For this reason, the Correctional Training Project has sought to embody in its Comprehensive Design a concept which offers the promise of a more fundamental resolution to the problem of achieving the integration of all correctional functioning and the kind of training approach which will foster it.

The concept is best explained with the assistance of a graphic representation. Let the areas within the circles represent the full scope

of responsibility vested in each of the three component subsystems of the criminal justice system:



The responsibility of corrections' training arm is to provide correctional personnel with competence to function effectively in the entire area represented by corrections' circle. But, in reality, the interrelationship which exists among corrections, law enforcement, and the courts is not shown above, but approaches the representation which follows:



In approaching this operating reality, corrections' training arm is confronted by four identifiable areas:

1. Exclusively corrections' responsibility.
2. Shared responsibility with law enforcement.
3. Shared responsibility with the courts.
4. Shared responsibility with law enforcement and the courts.

In the first area, correctional training has responsibility only for correctional personnel. In areas 2, 3, and 4, correctional training has four alternative courses of action. Correctional training programming can:

1. Proceed independently of the law enforcement and court personnel functioning in the area of overlap.
2. Invite law enforcement and court personnel to participate.
3. Consist solely of having correctional personnel participate on invitation in the training programs operated by law enforcement and the courts.
4. Merge with law enforcement and court training programming in a single jointly planned and executed effort available to all criminal justice personnel as equals.

The Correctional Training Project regards the first three options as poor alternatives to the fourth. It views the first option as self-defeating, the third as impractical or unavailable, and the second as satisfactory only as an interim measure pending the accomplishment of

the fourth through the joint efforts of the training arms of corrections, the courts, and law enforcement.

When each of the three components of the criminal justice system has its own central training organization or authority, the stage will be set for the planning and execution of training based upon employee function rather than on organization structure.

The Correctional Training Project has also had to struggle with the question, "Will constructing training machinery specifically for corrections delay rather than hasten the day when the criminal justice system will become less Balkanized?" Certainly, the further institutionalization of corrections as a separate entity presents risks. But the risks seem outweighed by the opportunity which could be created to cure corrections of its own fragmentation. If by means of a comprehensive, integrated manpower development program, corrections can achieve internal strength and focus on more compatible objectives and pursue them with more consistent programs, then corrections will be in a much stronger position to become harmoniously interlocked with the other components of the criminal justice system. The brass can practice with the brass, the strings with the strings, before joining to rehearse and perform the symphony together.

#### The Relationship of Correctional Education and Correctional Training

The fashioning of the mature professional that all correctional agencies require in adequate numbers in order to perform their mission

is the product of the interaction of correctional education and correctional training. The college campus is the primary site for acquiring education. This fact is rarely in dispute. On the other hand, while it is universally agreed that the operating agency has the responsibility for training its employees, just how and where and under what auspices the agency's responsibility should be discharged is often at issue. In California there seems little question that the operating agencies, not the colleges, possess the greater amount of the particular expertise which employees need to acquire in order to improve their functioning capacity. Recognizing this fact, the Correctional Training Project has proceeded on the premise that the structure of a correctional training program should be based upon the agency rather than upon the campus.

In selecting this point of departure, the Correctional Training Project in no way intends to minimize the role of higher education in producing correctional manpower. To the contrary, the Comprehensive Design seeks to achieve a greater collaboration between the activities and personnel of correctional education and correctional training than has ever before been contemplated.

In general terms, the development of the model correctional careerist is seen as starting at some point in the last year of high school when an interest in a correctional career is awakened. It ends many years later at the point of retirement from active employment. Between these two points, a person is presented with opportunities for continuous

professional growth. Part of this growth results from the formal processes of education and part from the processes of training. During the early part of a person's career, education plays the major role. It is largely replaced in time by the processes of training. As competence and experience are achieved, the need for both formal education and training diminish but never completely disappear.

The concept recognizes that formal education and training, while crucial, have their limitations. These limitations can be largely eliminated if, at any given time, training and education can formally complement each other. For many years in social work education, the graduate field work experience, facilitated by the operating agencies, has complemented the processes of formal education. More recently, a variety of arrangements have developed whereby both graduate and undergraduate students pursuing a variety of academic disciplines have been offered exposure to the experiences obtainable only in an operating correctional agency.

At the same time, agency employees, either on their own or on their employer's initiative, are returning to the classrooms of higher education in increasing numbers in search of knowledge not available elsewhere. Colleges have facilitated this movement by changing admission requirements, scheduling events at more convenient times and places, and presenting instruction in matter and manner appropriate to the sophistication level of the employees.

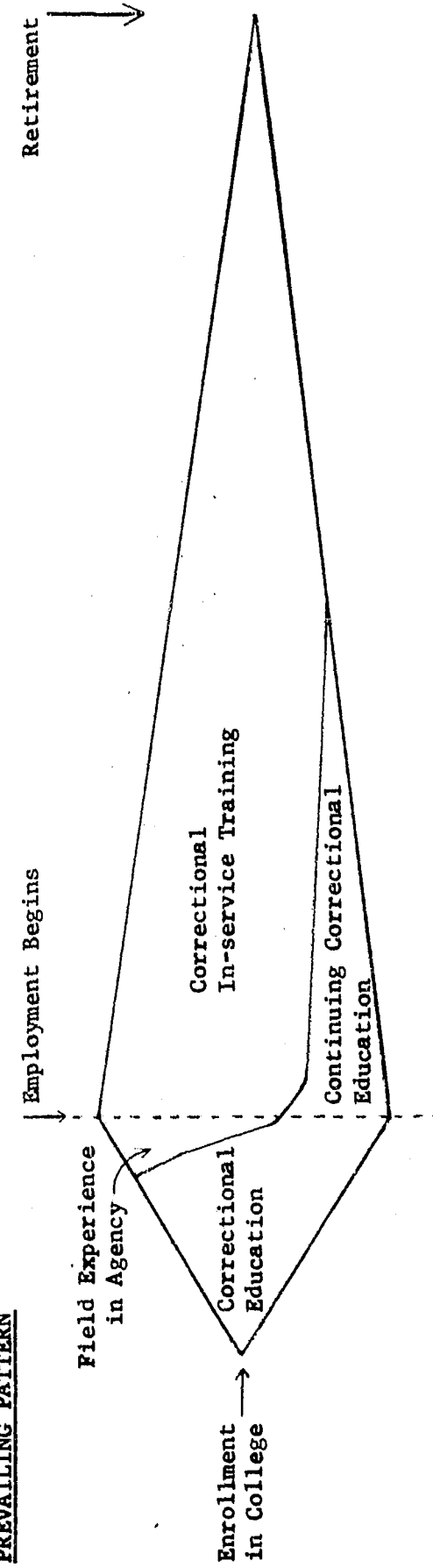
The Comprehensive Design seeks to encourage corrections to stimulate

a significant enlargement of both of these trends. The operating agency can do far more to make correctional education relevant to students than it has to date. Similarly, correctional education can be used to far greater advantage as a means of improving the professional qualifications and capacity of agency personnel. Correctional education and correctional training, then, just become more constant visitors in each other's homes.

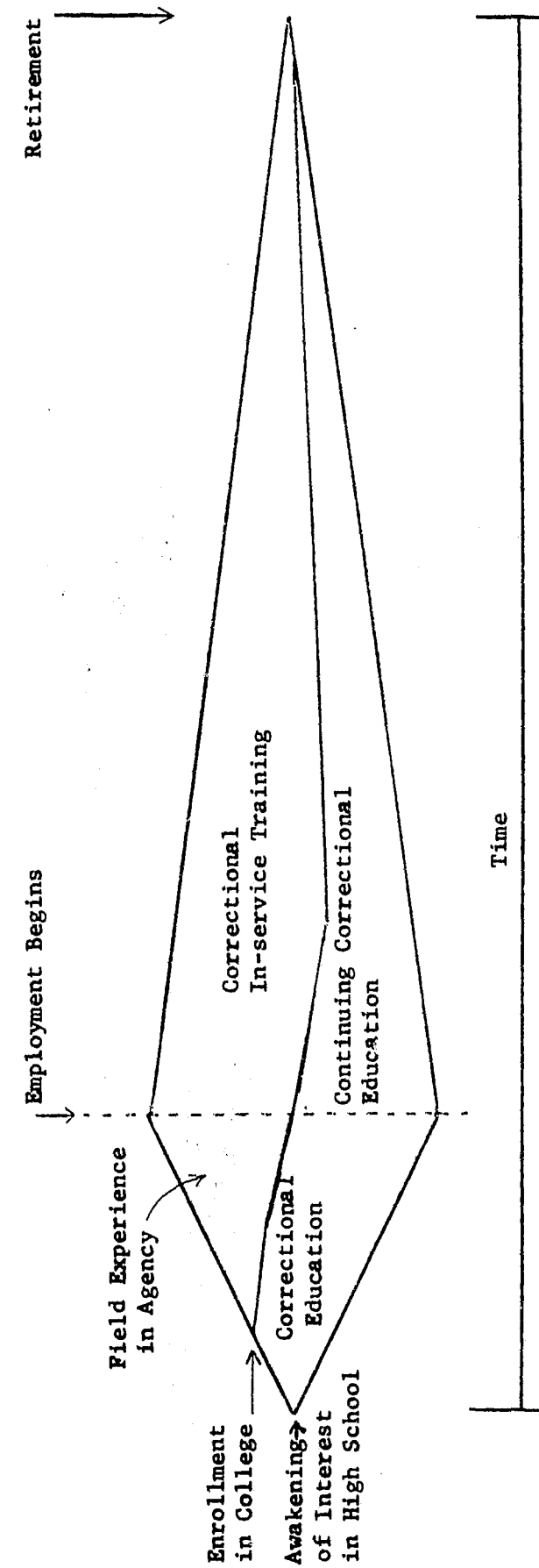
The typical prevailing and proposed relationships between correctional education and training are shown schematically on the following page. The long dimensions of the figure represent the passage of time; the short dimension, the extent of the opportunity for professional development activity at any point in time.

Relative Contributions of Higher Education and Training to the Development of Correctional Careers Before and After the Point of Employment

PREVAILING PATTERN



PROPOSED PATTERN



The Relationship of Training Officers  
and Supervisors

The Design proceeds from the position that the essential acts constituting training are best performed not by training officers but by line supervisors. The training of journeymen is the work of supervisors, facilitating it is the work of training officers. In the division of work between staff and line "trainers," the role of the staff assistant is to produce resources. One of the resources which is required is information. In the interest of operational efficiency, the producers of information--the staff specialist--in certain circumstances can and should deliver the information directly to employees in "training" activities of an infinite variety.

However, it is the exclusive function of the line supervisor to stimulate and oversee the process of conversion of information into skilled practice.

In this context, the conventional job title of "training officer" is largely a misnomer when applied to staff personnel. In part, for this reason, the term "training officer" is rejected as being insufficient to describe the proper area of responsibility of staff personnel. However, out of respect for its current widespread usage, the term has been and will be used in this report to refer to existing situations and practices as well as to those aspects of training which are not in the unique province of supervisory personnel.

Training and Manpower Development

The needs of corrections run the gamut from a need for sufficiency of qualified applicants to fill allocated positions at one extreme to the need for the effective functioning of chief administrators at the other. To satisfy such a broad span of need, corrections requires specialist personnel whose area of responsibility is not limited solely to equipping supervisors to increase the functioning capacity of existing personnel but extends to generating an adequate flow of prospective qualified candidates to accommodate agency growth. The processes of manpower development should begin in the high school classroom or counseling office where curiosity about correctional careers can be aroused, be intensified in the community colleges where commitments to careers need to be made, and be facilitated in upper division and graduate schools by the development of a wide array of internships, field placements, work-study, and new career arrangements. They should include such activities as the development of volunteer resources and the sponsoring of improving of qualifications of employees through making available to them opportunities for further education, community participation, and a broad range of work experiences.

Corrections, then, must be concerned at the same time with both the production of qualified manpower from which to choose its employees and the individualized development of men it has converted from job applicants to agency employees. The training of employees must be regarded as only a segment of a manpower development continuum.

The word "training" as used in the term "correctional training" has come to denote specific acts undertaken by an employee in his own behalf or by an employing agency in the employee's behalf to enlarge the individual's capacity to function. The term implies activities undertaken subsequent to employment, usually at and for the convenience of the employing organization. Personnel whose responsibility it would be to administer all aspects of a comprehensive program of manpower development need to regard the planning and staging of in-service training programs as only a segment of such a comprehensive program. The job title "manpower development coordinator" more adequately carries the implication of this broader responsibility than does the job title "training officer" and is preferred for that reason.

#### Agency-wide Manpower Development Services

Correctional organizations are multifunctional and suborganizations have evolved around some of their major functions. In all agencies there are professional and support services. Between the two, manpower development activities, including training, are normally directed to the professional group to the near exclusion of the support group. Within the professional category, there is often dichotomization into field service and institution service groups. In the county agencies, manpower development programs are generally considered essential for field service personnel and either optional or unnecessary for institutional personnel. Within the state's institutional operations, the treatment-

custody distinction among personnel is a characteristic phenomenon, although gradually disappearing. Within this breakdown, the custody personnel are often accorded the less favored treatment in terms of manpower development opportunities.

These and other dichotomies have plagued correctional organizations everywhere. It may never be possible to reorganize them out of existence. However, it should be possible to minimize their evils if manpower development services were available to personnel in all organizational units on something resembling an equal basis. Just as corrections can be strengthened by integrating the component agencies into a functioning team, so can the individual agency become more effective if its parts are coordinated and the weaker links strengthened.

It is considered as being consistent with the goal of strengthening corrections to support the Design with the requirement that manpower development services be given the widest possible application in every agency.

#### The Training Target

Training is a formal responsibility of management. It is a process whereby management seeks to create within its personnel the capacity to perform commensurate with the requirements of the functions to be performed. In correctional agencies, as in all complex organizations, the needs of employees vary in accordance with their levels of responsibility, their particular assignments, and the amount and nature of their preparation and previous experience. It is not logical, therefore, to provide

identical training to all employees. On the other hand, it is not practical to completely individualize training, particularly in larger organizations.

When one examines the nature of most organizations built on the traditional hierarchical model, it is possible to identify six levels of training, one or more of which all employees will need to experience at one time or another. They are: orientation, initial basic training, on-going in-service training, training for specialist functions, supervisory training, and management training.

- Orientation. Immediately upon being inducted into an organization, new employees require an introduction to their physical surroundings and to their fellow workers, supervisors, and management personnel. In addition, they need to be acquainted with the purpose, major policies, and programs of the agency. Whether formally or informally provided, orientation is as important to a new employee as a compass is to a ship.
- Initial Basic Training. Beyond an immediate physical and philosophical orientation, new employees, irrespective of the extent of their previous experience, require a body of information and skills not previously learned or transferable in order to perform the duties of the positions to which they are assigned. Unless and until such training is provided, new employees remain either immobilized or are forced to assume responsibilities which they are not prepared to discharge. Initial basic training,

when completed, enables employees to function in the roles assigned to them at a minimally acceptable level of competence and to begin producing.

- On-going In-service Training. The achievement of a minimum level of performance is only the first step on the road to professional competence. Responsible management will insist that employees progressively increase their output. For employees to meet management's expectations, they must increase their skills. Some increase will evolve from on-the-job experience and some can be acquired through employee initiated off-the-job training. However, there are situations where the required skills can be obtained only from management sponsored and conducted on-the-job in-service training. In principle, on-the-job training for personnel in a given job class should continue indefinitely in the interest of a constantly increasing and effective output.
- Specialized Training. At one or more points in employees' careers, they may be singled out for non-routine work requiring special knowledge and skills. Whether such assignments imply increased responsibility or not, affected employees will require particular preparation not needed by or available to other line employees.
- Supervisory Training. With the acquisition of expertise and experience, some employees will be selected for promotion to

positions of greater responsibility. Within line divisions, such promotions typically involve the exercise of supervisory responsibility for other employees. In order to function effectively as supervisors, personnel require skills and insights which they may not have fully acquired from their journeyman experiences. To a considerable degree, these skills and insights can be provided through formal training programs.

- Management Training. Some personnel will be offered the opportunity to exercise management level responsibility. To do so effectively, management personnel can profit from training when properly staged and presented. The ability to manage rests on more than journeyman and supervisory experience and an appropriate personality. It also rests on specialized skills and a body of knowledge which can be taught and practiced.

All correctional employees who survive their probationary periods will require at least orientation, initial basic, and on-going in-service training. But the content of each of these three general areas of training will of necessity vary from agency to agency. Orientation is clearly and totally agency-oriented. The content of basic training contains some material which would be equally applicable throughout corrections but much of what must be learned is closely tied in with the organizational structure of the agency, its unique policies, and working circumstances. The subject matter of on-going in-service training contains much more material which has system-wide application

and relevance. However, the major content is still closely governed by specific circumstances of the individual agency.

When probation departments approach a certain size, they begin to distribute agency workloads differently than they did when they were smaller. Certain functions lend themselves to specialist handling. For example, an agency usually finds it is more practical to concentrate in the workload of one deputy probation officer those cases where there are restitution and reimbursement collection problems. Consequently, most probation departments with more than 15 deputies designate one as a collections officer. Similarly, probation departments often evolve traffic hearing officers, business managers, work furlough officers, placement officers, court officers, and other specialists. Sooner or later, personnel with specialty assignments seek out their counterparts in other departments and eventually formal associations are established which are supported by periodic meetings. The members of these associations often express the opinion that they have more in common with each other than with other members of their own departments. These kinds of groups are natural units for training and increasingly the associations use their meetings for informal training sessions.

Like specialist personnel, supervisors and managers tend to seek out their counterparts in other agencies. This is partly for the reason that they have too few, if any, peers in their own departments with whom to join for formal training, but more often it is because they prefer the relative isolation from their work relationships and the exchange



of ideas which only interagency groups can provide.

When the personnel of correctional agencies are broken down into groups based upon where they find themselves in terms of their experience, levels of responsibility, and their assignments, it becomes possible to arrive at a reasonable basis upon which to organize training for all personnel appropriate to their major needs.

Orientation, initial basic training, and on-going in-service training need to be presented primarily within the employee's working environment. To undertake to provide training simultaneously to such diverse groups as juvenile hall counselors, deputy probation officers, youth counselors, parole officers, prison correctional officers, and jail personnel, from organizational structures as different as those which exist in Los Angeles County and in the Mother Lode counties, would require presenting training content in such general terms as to be nearly useless. Orientation, basic, and on-going in-service training, then, should be the responsibility of each operating agency, and agencies should be adequately equipped to provide it.

On the other hand, the need of specialists, supervisors, and managers is for a body of information and skill which is universally applicable, is not specific to the employee's agency's context, and which can be presented on an interdepartmental basis. The training of these three groups of employees not only can but should be provided primarily outside of individual agencies and under the auspices of some common authority equipped to offer it.

**CONTINUED**

**1 OF 3**

PART II  
THE COMPREHENSIVE DESIGN

A DESIGN  
for  
CREATING AND FACILITATING A COMPREHENSIVE PROGRAM  
of  
MANPOWER DEVELOPMENT SERVICES FOR CALIFORNIA CORRECTIONS

**Section I. Introduction**

**General Description**

**Definitions**

**Abbreviations**

**Objective**

**Target**

**Strategy**

**Section II. Recommendations**

**Section III. Objectives and Rationale  
of Recommendations**

**THE DESIGN**

**Section I. Introduction .**

## GENERAL DESCRIPTION

### THE DESIGN

- Consists of interrelated proposals for
  - (1) An organizational structure
  - (2) Priority programs
  - (3) Division of work responsibilities
  - (4) Operational strategies
  - (5) Funding
  - (6) Implementation
  
- Is shaped to present realities
  - but
  - Is flexible enough to accommodate
  - inevitable changes in need priorities
  
- Is capable of progressive implementation.

DEFINITIONS

Manpower Development -- A term embodying both (1) the creation of a reservoir of persons qualified by motivation, temperament, education, and experience from which operating agencies can recruit and select personnel; and (2) the individual and collective progressive achievement of improved functioning capacity by organization personnel.

Correctional Manpower Development Services -- A term to encompass the following related activities:

1. Awakening of an interest in corrections as a career.
2. Enlistment of commitment to a correctional career.
3. Correctional education.
4. Agency aid to correctional education activities.
5. Recruitment of applicants.
6. Selection of personnel.
7. Training
  - a. Orientation
  - b. Basic
  - c. On-going in-service
  - d. Specialist
  - e. Supervisory
  - f. Management
8. Employee certification and registration.
9. Employee satisfaction and retention.
10. Research and evaluation relative to program effectiveness.

Comprehensive Design -- A short phrase to represent the Design's full title, "A Design for Creating and Facilitating a Comprehensive Program of Manpower Development Services for California Corrections."

CO-ACT -- An acronym for "Coordinating Organization for Advancing Correctional Training."

ABBREVIATIONS

CCCJ -- California Council on Criminal Justice  
CDC -- Department of Corrections, State of California  
CMD Fund -- Correctional Manpower Development Fund  
CO-ACT -- Coordinating Organization for Advancing Correctional Training  
CPOC -- Chief Probation Officers of California  
CYA -- Department of the Youth Authority, State of California  
Juvenile Delinquency Act -- Juvenile Delinquency Prevention and  
Control Act of 1968  
MDC -- Manpower Development Coordinator  
POST -- Peace Officer Standards and Training  
Safe Streets Act -- Omnibus Crime Control and Safe Streets Act  
of 1968

DESIGN OBJECTIVE

THE OBJECTIVE OF THE DESIGN IS TO

- Set forth a strategy for staging a permanent and comprehensive manpower development operation for California's 62 correctional agencies (and their allies in other organizations) which will integrate and strengthen corrections and enable it to contribute significantly to a more effective criminal justice system.

DESIGN TARGET

California's collective efforts to identify, apprehend, prosecute, judge, and restore the offenders of its laws to an acceptable level of citizenship constitutes its system of criminal justice. All activities and the personnel who perform them are capable of being classified as belonging primarily to one of three partially overlapping subsystems-- law enforcement, courts, and corrections. Each of the subsystems has become institutionalized and divided, with their parts tending to take on distinctive identities of their own. Personnel pledge their primary loyalty to the fragment and its limited goals rather than to the whole and its master objectives. The resultant fragmentation of the criminal justice system has seriously compromised its effectiveness.

It is to California's best interests that the process of fragmentation be reversed and that the criminal justice system become more integrated. A reasonable first step to that end is the integration of the correctional subsystem.

The opportunity to exercise the correction function is available to some degree to all criminal justice personnel. Some exercise the opportunity as a collateral duty secondary to their primary responsibility. Others exercise the opportunity within their basic work responsibility. The latter group of personnel and the organizations within which they function constitute the corrections component of the criminal justice system. While the necessity of harmonizing the efforts of all persons performing the correctional function is recognized and

limited efforts toward achieving that end are contemplated, it is primarily to the manpower needs of the State Departments of the Youth Authority and Corrections and the 60 county probation departments and the needs of these organizations' manpower that the recommendations of the Design are addressed.

DESIGN STRATEGY

TO EQUIP CORRECTIONS WITH A MANPOWER DEVELOPMENT CAPABILITY BY

- Creating a dynamic and unifying force through the interaction of:
  1. The personnel of an independent flagship organization having administrative and coordinating responsibilities and possessing the authority inherent in technical expertise and the control of financial resources; and
  2. A statewide network of competent specialist personnel who are either part of, or assigned to, individual correctional operating agencies.
  
- Expending the force through an operating partnership between the flagship agency and the network pursuant to a single program plan and in accordance with an agreed upon division of work and resources.

THE DESIGN

Section II. Recommendations



## RECOMMENDATIONS

I. IT IS RECOMMENDED that the Legislature amend Section 6025 of the Penal Code to provide for enlarging the existing membership of the Board of Corrections by adding four positions, three of which must be filled by county (chief) probation officers and the fourth by a county sheriff.

II. IT IS RECOMMENDED that the Board of Corrections appoint an Advisory Council for Correctional Manpower Development:

- Charged with the responsibility of broadly considering the entire subject of correctional manpower, making policy to guide the implementation of the Comprehensive Design, and giving support to local and statewide manpower development programs.
- Consisting of, but not limited to, the:
  - Chief of Program Planning and Development, California Youth Authority (CYA)
  - Chief of Program Planning and Development, California Department of Corrections (CDC)
  - One Chief Probation Officer
  - Chairman or member of the Education and Training Task Force of the California Council on Criminal Justice (CCCJ)
  - Chairman or member of the Coordinating Council on Higher Education
  - A representative from either the California Supervisors Association or a County Administrative Officer
  - Executive Secretary of Commission on Peace Officer Standards and Training (POST) or his designate

A representative from the training staff of the  
Administrative Office of the Courts

President of the California Probation, Parole and  
Correctional Association (CPPCA) or his designate.

III. IT IS RECOMMENDED that there be authorized by action of the  
Legislature the establishment of a permanent Coordinating Organization  
for Advancing Correctional Training (CO-ACT) to be:

- Responsible for providing a force for leadership, coordination,  
integration, and unification

With reference to manpower development activities of  
segments of the correctional subsystem

and

In behalf of the total manpower development program  
effort of the correctional subsystem in its relationship  
to manpower development programs of the law enforcement  
and courts components of the criminal justice system.

- Located on an interim basis in the Human Relations Agency and  
subject to the direction of the Board of Corrections, but as  
soon as feasible
- Relocated as a separate division, either in

A new Department of Community Correctional Services  
within the Human Relations Agency (Option A), or

A new organization responsible to a Commission on  
Criminal Justice Manpower Development and Standards  
authorized by the Legislature and responsible to the  
Governor (Option B), or

Successively in Option A and Option B if Option A  
is created prior to Option B.

- Headed by a director appointed by and responsible to

The Board of Corrections, or

The Director of a Department of Community Correctional  
Services, or

A Commission on Criminal Justice Manpower Development  
and Standards

whichever is appropriate to CO-ACT's organizational location.

- Authorized to plan, develop, coordinate, and execute, in the  
interest of all correctional agencies, a wide range of manpower  
recruitment, training, registration, standard setting, and  
accreditation activities, consultation services, and to  
administer any federal, state, local, and private funds made  
available for planning, executing, and evaluating manpower  
development programs of correctional operating agencies and  
of CO-ACT itself.
- Authorized to establish advisory bodies on both a permanent  
and an ad hoc basis and to pay from its operating budget the  
expenses incurred by members pursuant to their service on  
advisory committees.
- Authorized to convene any and all operating correctional  
agency personnel designated by their appointing authorities  
to be staff manpower development coordinators and to pay  
from its operating budget the expenses incurred by operating  
agency manpower development coordinators called into con-  
vention pursuant to such authorization.

IV. IT IS RECOMMENDED that all correctional agencies undertake or augment planned and continuous programs of manpower development under the direction of specialist personnel to be called "manpower development coordinators" and that this proposal be made possible by the implementation of the following supporting recommendations:

- CO-ACT, with consultation from operating agency administrators, establish and promulgate standards for operating agencies to use as a guide in determining the minimum number of full-time manpower development coordinator (MDC) positions or their equivalent in part-time positions required to carry out a basic program of manpower development services, except that no probation department serving a county with a population of 175,000 or more, as determined by the State Department of Finance, be equipped with less than one full-time MDC position established at the first-line supervisor level or above; such position(s) to be created primarily for the purpose of discharging the chief probation officer's responsibility for planning, supporting, carrying out, and evaluating activities designed to recruit, select, and train organization manpower.
- CO-ACT encourage individual operating agencies to establish at least the number of MDC positions projected by the standard by temporarily subsidizing existing and new MDC positions whose incumbents and prospective appointees improve their qualifications

by enrolling in a CO-ACT-sponsored Manpower Development Coordinators' Training Institute.

- All operating agency personnel occupying not less than half-time MDC positions and MDCs on CO-ACT's staff assigned to providing services, on invitation, to probation departments serving counties with less than 175,000 population be organized under CO-ACT's sponsorship into a statewide network of specialized manpower which, in addition to providing services initiated by and carried out exclusively within their own agencies, will constitute a vehicle for the collective planning, supporting, staging, and evaluating of manpower development programs having interagency or corrections-wide application.

V. IT IS RECOMMENDED that CO-ACT assume the initiative to activate a working partnership relationship between (1) the network of agency manpower development coordinators and (2) CO-ACT for the purpose of planning and implementing programs with interagency and statewide application and impact.

VI. IT IS RECOMMENDED that as a matter of highest priority, CO-ACT, in consultation with network MDCs, plan and operate a Manpower Development Coordinators' Training Institute which would:

- Be scheduled to operate immediately upon creation for two successive years and every year thereafter when a demand for it exists.

- Provide enrollment periods of 12 months duration during each of which up to 30 correctional employees who either already are or are scheduled to become responsible for agency manpower development programs on at least a half-time basis will receive not less than 450 hours of instruction intended to:

Increase their capacity to develop and intensify the manpower development activities of their employing agency

and

Contribute to their effectiveness as members of the statewide network of MDCs serving CO-ACT.

- Contribute to uniformity of practice and the integration of programs among correctional agencies.
- Be funded from the Correctional Manpower Development Fund (see Recommendation XII) as a separate program entity.

VII. IT IS RECOMMENDED that as a matter of priority second only to the establishment and operation of a Manpower Development Coordinators' Training Institute, CO-ACT, in consultation with network MDCs, establish a statewide program for the training of first-line supervisors in supervision methods, the program to:

- Use existing instruction resources available in graduate schools of social work, private industry, and correctional, social work, and personnel organizations which have been certified in advance by CO-ACT as offering the course content and quality prescribed by CO-ACT.

- Involve a minimum of 30 hours of instruction for each enrollee.
- Carry a financial inducement for agencies to enroll personnel.
- Leave to the agencies the discretion of attendance priority.
- Have equal application to all correctional agencies.
- Be funded from the Correctional Manpower Development Fund as a separate program entity.

VIII. IT IS RECOMMENDED that the Advisory Council for Correctional Manpower Development require the Director of CO-ACT to prepare and submit to it for its review, amendment, and adoption a comprehensive Statement of Program Guidelines and Priorities setting forth objectives to be sought, program direction and emphasis to be pursued, and priorities to be assigned to activities and resources required for implementing specific programs.

IX. IT IS RECOMMENDED that the Director of CO-ACT annually propose to the Advisory Council on Correctional Manpower Development any changes which he feels should be incorporated into the Statement of Program Guidelines and Priorities based upon changing circumstances and that the Advisory Council consider such proposed changes, amending the Statement to incorporate such changes as it deems appropriate.

X. IT IS RECOMMENDED that CO-ACT, acting in the interest of all correctional agencies, request recognition from the California Council on Criminal Justice (CCCJ) as the sole applicant for, and recipient of, all Omnibus Crime Control and Safe Streets Act and Juvenile Delinquency Prevention and Control Act monies allocated to correctional training by the CCCJ.

XI. IT IS RECOMMENDED that CO-ACT, upon receiving such recognition:

- Annually solicit from every correctional agency any proposals and attendant financial requirements which they may have for augmenting existing manpower development programs or initiating new ones.
- Combine all proposals received into a single omnibus request.
- Submit the omnibus request to the CCCJ and support it during the staff study and before the task forces reviewing it, and before the CCCJ, if necessary.
- Disburse funds granted by CCCJ in response to the omnibus request to applicant correctional agencies pursuant to the previously determined order of priorities of the Statement of Program Guidelines and Priorities.
- Monitor the expenditure of funds by the recipient correctional agencies.

XII. IT IS RECOMMENDED that the Legislature authorize the establishment of a special fund to be known as the Correctional Manpower Development

Fund to serve as a repository for all monies, federal, state, local, and non-public, which may be granted, appropriated, and/or raised pursuant to assessment or charge for support of CO-ACT, its programs, and the manpower development programs of operating correctional agencies.

XIII. IT IS RECOMMENDED that CO-ACT, activities undertaken under its sponsorship, and programs approved for initiating or augmenting manpower development services in operating agencies be supported by a combination of federal, state, and local monies, and that:

- The federal monies available under the provisions of the Omnibus Crime Control and Safe Streets Act of 1968, the Juvenile Delinquency Prevention and Control Act of 1968, and other relevant federal legislation be matched as required by a combination of (1) in-kind contributions and (2) funds raised by appropriations, assessments, and diversion of existing revenues.
- The ratio of state to county contributions to the total matching fund not be determined solely on the basis of the number of persons employed or the share of benefits to be received from a given activity at a given point in time.
- To the extent possible, the sources of state and county matching monies be adequate to raise funds in excess of current requirements so that reserves can be accumulated to meet special needs.

XIV. IT IS RECOMMENDED that the proposed Design be successively:

- Reviewed by the Director of the Youth Authority.
- Forwarded to the Director of the Department of Corrections for review and comment.
- Submitted by the Director of the Youth Authority to his Probation Advisory Committee for reaction.
- Forwarded to the Board of Corrections for endorsement.
- Forwarded to the Juvenile Delinquency, Corrections, and Education and Training Task Forces of the CCCJ for review and endorsement.

XV. IT IS FURTHER RECOMMENDED that upon completion of the above steps that:

- The Board of Corrections request funds from CCCJ to employ staff to:
  1. Prepare required legislation
  2. Hold meetings to build support
  3. Serve as a consultant to legislative committees while bills are being considered.
- Bills be introduced in the Legislature to:
  1. Enlarge the Board of Corrections
  2. Create the Coordinating Organization for Advancing Correctional Training
  3. Establish the Correctional Manpower Development Fund
  4. Implement plans required to raise state and local matching funds.

XVI. IT IS RECOMMENDED that when enabling legislation is passed and effective that:

- The Board of Corrections create an Advisory Council for Correctional Manpower Development.
- The Board of Corrections, with the assistance of the Advisory Council, select a Director of CO-ACT.
- The Director of CO-ACT (a) select a staff, (b) establish liaison with agency manpower development coordinators, (c) appoint advisory committees, (d) undertake program planning and execution.
- At such time as CO-ACT and the manpower development coordinators have developed a Statement of Program Guidelines and Priorities, that CO-ACT request the CCCJ to grant it the status of sole applicant for correctional training funds.

XVII. IT IS RECOMMENDED that the directors of the Departments of the Youth Authority and Corrections and the chief probation officers, individually and collectively, aggressively support any legislation introduced in the U. S. Congress based upon the recommendations of the Joint Commission on Correctional Manpower and Training to make federal monies available to the states for correctional training and manpower development programs.

THE DESIGN

Section III. Objectives and Rationale  
for the Recommendations

RECOMMENDATION I: REPRESENTATION OF PROBATION OFFICERS  
AND SHERIFFS ON BOARD OF CORRECTIONS

Objective

To bring to the Board of Corrections--the only official body with the duty to be concerned with the total scope of correctional functioning--a greater awareness of the roles, contributions, problems, and needs of probation departments and county jails.

Rationale

The membership of the Board of Corrections, as presently constituted, consists of: Secretary of the Human Relations Agency, Director of the Department of Corrections, Director of the Youth Authority, Chairman of the Adult Authority, Vice-chairman of the Youth Authority, Chairman of the Women's Board of Terms and Parole, Chairman of the Narcotics Addiction Evaluation Authority, and two citizens appointed by the Governor.

The composition of the Board does not guarantee any representation from the probation and county jail segments of correctional operations. Even when the Governor's two appointments are filled by probation officers or sheriffs or one of each, these two areas are badly under-represented. California's probation departments collectively are responsible for providing field and institutional services to more correctional clientele than are the two state agencies combined. Similarly, more prisoners are committed to county jails for care than to state prisons. Approximately 50% of all personnel employed in correctional agencies are employed by probation departments. Collectively, the county jails employ more persons than does the Youth Authority.

Although there is good reason to completely reexamine the role of the Board of Corrections, redefine its duties, and reconstitute its membership, such basic remedial recommendations are left to others. However, pending more basic changes, the Board as presently provided for should be enlarged to allow for three probation officers and at least one sheriff.

California's probation departments are roughly classifiable into three groups: (1) those serving counties with population in excess of 300,000; (2) those serving counties with population between 175,000 and 300,000; and (3) those serving populations under 175,000. The operating problems and needs differ significantly from one category to another. Each contributes its unique strengths and weaknesses to California's total correctional effort. Each should therefore be represented on the Board of Corrections.

All of California's county probation officers are entitled to belong to the Chief Probation Officers of California (CPOC) organization, and most choose to belong. The organization has been existence for 10 years and meets regularly to elect officers and conduct business. It has served as the vehicle by which chief probation officer representation has been determined for unofficial organizations. It would be the logical vehicle to which the Governor's office could turn for nominations to fill vacancies even though the organization has no official recognition in the statutes.



RECOMMENDATION II: ADVISORY COUNCIL  
CORRECTIONAL MANPOWER DEVELOPMENT

Objective

To assure that programs planned and undertaken pursuant to the Comprehensive Design are compatible with the needs and programs of all parts of the criminal justice system, the needs and capacity of higher education, the policies and financial capacities of local government, and the professional aspirations of correctional manpower.

Rationale

In recommending the creation of an Advisory Council for Correctional Manpower Development, it is proposed to bring together key representatives from those organizations which, above all others, have a common interest in the direction, form, and quality of correctional manpower development. By including top planning and development personnel from each of the three parts of the corrections subsystem, the possibility is increased that manpower development planning will be consistent with line operations planning. The Advisory Council would provide top level liaison between correctional manpower development on the one hand, and the manpower development arms of law enforcement (Peace Officer Standards and Training) and the courts (Administrative Office of the Courts) on the other. By including on the Advisory Council a representative from the Coordinating Council on Higher Education, there is provided the assurance that correctional manpower development is being planned with reference to both the needs and resources of higher education.

Representation from either the County Supervisors Association of California or the County Administrative Officers Association is recommended to assure that through such representation the administrative and legislative arms of county government can be kept aware of both the context and objectives of new programs having implications for county probation department operations.

Finally, it is proposed that the California Probation, Parole, and Correctional Association (CPPCA) be represented out of its traditional concern for professional manpower standards. The CPPCA is the one organization with significant membership from all parts of the correctional apparatus, and its representation on the Advisory Council would offer concrete assurance to correctional personnel that their concerns relative to their professional status are being considered.

The Advisory Council would serve the Board of Corrections by providing it with advice which it would need for political, administrative, and public information purposes.

The Advisory Council would provide CO-ACT with continuing advice on a policy level as well as running political interference for it when necessary.

RECOMMENDATION III: CREATION OF A COORDINATING ORGANIZATION  
FOR ADVANCING CORRECTIONAL TRAINING

Objective

In the absence of any viable alternative, to provide a single headquarters at which a comprehensive program of manpower development services for corrections can be planned, coordinated, and evaluated, and from which appropriate activities can be staged and supported.

Rationale

Organizational Concept

California's correctional agencies and their allies in other agencies are, in many ways, like a gathering of armies which come from a multitude of principalities to embark upon a common crusade. The assemblage has no headquarters or commander-in-chief and no common service force. As a consequence, each army must not only recruit, train, and supply its own troops but must also seek to define its objectives, devise appropriate tactics, and generate its own esprit de corps. Some casual liaison may exist at different levels between some parts of the associated armies but communication is hindered by the multiplicity of dialects used. Alliances of convenience may come into being intermittently to facilitate the pursuit of limited objectives and the resolution of crises, but no permanent machinery exists to plan long-range undertakings of mutual import or to prevent problems from arising.

Under the best of circumstances and in the complete absence of malice, this kind of situation is rife with opportunities for misunder-

standing, friction, duplication of effort, and for activities being carried out at cross purposes. But, in the face of powerful opposing forces, such a state of "unorganization" could spell disaster to the crusade armies, be they military forces or correctional agencies. What can be done?

Returning to the military analogy, it is a reality to be accepted that for the foreseeable future deep-rooted circumstances in the principalities to which the armies owe their allegiance will continue to forbid the establishment of a unified command. Fortunately, there remains another means by which the inherent dangers can be minimized and opportunities for constructive action created.

Sufficiently motivated, the field generals, acting within the limits of the authority they have been given to exercise, can agree among themselves to pool their individual resources and share their responsibility to provide service functions in their common interest. Thus, without relinquishing command of their own troops, each general can hope through central procurement of supplies, transport, medical services, training, and other resources, not only to better equip his own command but assure himself of stronger allies.

It is this concept which best describes the point of departure for the California Correctional Manpower Development Design. For it is assumed that the field generals of corrections, although themselves powerless to create a unified command, are now sufficiently motivated by the circumstances about them to join together to establish and support a formal, useful, and permanent program of manpower development services.

CO-ACT is conceived as being the necessary headquarters for the total operation, a place to fly the flag. It is a point at which programs can be planned, coordinated, supported, and, if necessary, directed.

CO-ACT, in addition to providing a rallying point for the manpower development activities of individual correctional agencies, can serve as corrections' representative to the councils of criminal justice. There, CO-ACT would speak for correctional manpower development in the same manner and with the same authority that the Commission on Peace Officer Standards and Training (POST) speaks for law enforcement and the Administrative Office of the Courts speaks for the courts component of the criminal justice system.

#### Administrative Housing

As conceived and proposed, CO-ACT would be, in effect, a staff arm of California corrections. But "California corrections" is a concept, not an operating reality. There is, then, the problem of finding some embodiment of "corrections" to which to append the staff arm.

Three factors need to be considered in connection with the administrative housing of CO-ACT:

1. The needs of the operating correctional agencies.
2. The needs of CO-ACT.
3. Developing trends likely to affect the existing organization of corrections.

The needs of the operating correctional agencies: The operating agencies can be expected to require assurance that whatever organization to which CO-ACT would be responsible would not require CO-ACT to be coercive in policy and practice in its relationship with them. In addition, the operating agencies also need assurance that CO-ACT would be functioning in an administrative environment that would be capable of understanding their circumstances and be sympathetic to them. County probation departments would be more comfortable if CO-ACT were related to an organization with which they have had long-standing satisfactory relationships than with an agency which they would regard as a stranger.

Needs of CO-ACT: If it is to plan and program innovatively in the interest of improving or replacing existing compromised correctional efforts, CO-ACT needs to have the maximum possible discretion. It should not be made responsible to an authority which would unduly inhibit its creativity for philosophical or political reasons.

CO-ACT would also have a need to be able to relate to every operating agency it serves on the same basis. It would be denied this freedom if it were to be created as a part of an existing operating agency. It could never completely free itself of the suspicion that it was dominated by or beholden to the host agency.

Of particular importance during the formative period would be CO-ACT's need to be administratively located where its supervising authority had a sincere commitment to its purpose and expressed that commitment with compelling political support and adequate financing.

CO-ACT would also have a need to be located where it could have the freedom to relate directly to organizations outside of the immediate chain of command. The work of CO-ACT would involve extensive liaison with health, education, employment, and police agencies at all levels. It should not have to deal with these agencies through intermediaries.

Developing trends: The attainment of a true correctional system is an appropriate goal even if it is not a present reality. The preponderance of present indications are that if this goal is ever reached, it will not be as a result of all correctional line operations coming under a single administrative authority. Recent developments strongly suggest that corrections will be increasingly organized as a responsibility of county and regional governments. These foci will in time become equipped to provide a full repertoire of services--including much of the institutional function traditionally performed by state government. State agencies' responsibilities will become more specialized and be dominated by the administration of staff services to the local correctional complexes.

A second area of contemporary emphasis which may guide future developments is the stress now being given to integrating the major components of the criminal justice system. The principal impetus for this trend has been the federal government. This impetus is being expressed through the President's Commission on Law Enforcement and Administration of Justice, the Omnibus Crime Control and Safe Streets Act of 1968, and the Law Enforcement Assistance Administration. The

emphasis is being re-stated continually at the state level by the California Council on Criminal Justice. The import of these two trends for the administrative housing of CO-ACT is substantial. At least one reorganization study has already resulted in recommendations for removing standard setting, inspection, consultation, subsidization, and other non-line functions relating to the local correctional operations from both the California Youth Authority and the Department of Corrections and assigning them to a new and separate department of state government. The State Aid to Probation Services legislation has shifted a larger percentage of all correctional clientele to the counties for service. One direct effect has been the rapid increase in the size of probation staffs, while the number of positions allocated to the Departments of Corrections and Youth Authority have not grown noticeably in recent years.

It seems reasonable to expect that the manpower development and training arms of law enforcement, the courts, and corrections will each require some time to become fully organized, implemented, and operationally competent. Each will have more than enough challenges to occupy its own programming activities. Yet, as each pursues its more parochial missions, the three training arms will share a common objective--the creation of an articulated, integrated, and effective criminal justice system. It would not be surprising, then, that in time there would evolve a single authority concerned with manpower development and standards for the entire criminal justice system. What at present is a message may, in time, become a commandment.

The following alternatives were considered for CO-ACT's administrative direction:

A. A commission appointed by and responsible to the Governor.

This is the model exemplified by the Commission on Peace Officer Standards and Training (POST). The commissioners are appointed by the Governor and the executive officer by the Commission; the organization is assigned to the Department of Justice for housekeeping purposes only.

There are two arguments for a similar solution for CO-ACT:

(1) a permanent Commission on Correctional Manpower Development appointed by the Governor could bring to the administrative organization (CO-ACT) a level of prestige not otherwise obtainable; and (2) the arrangement would accord CO-ACT peer status with POST, a circumstance which might permit the earlier development of coordinated programming in areas of mutual concern.

B. California Council on Criminal Justice.

The California Council on Criminal Justice is one of two organizations concerned with the total criminal justice system on a statewide basis, the other being the Board of Corrections. It has local and statewide task forces concerned with the areas of juvenile delinquency, corrections, and correctional education and training. The Council is committed to a policy of integrating the criminal justice system and could see CO-ACT as a vehicle for promoting that end. CO-ACT's proximity to its probable major funding source might increase its chances for adequate funding.

On the other hand, the California Council on Criminal Justice was created as a planning agency and the legislature did not contemplate that it should undertake program operations apart from those directly related to its planning function.

C. Human Relations Agency.

This alternative presents five options; direction by (1) Agency Secretary; (2) Board of Corrections; (3) Executive Officer, Board of Corrections; (4) Director, Department of Corrections; and (5) Director, California Youth Authority.

The first option offers no obvious advantages and would in all likelihood be rejected in favor of one of the other four.

Establishment of CO-ACT under the Board of Corrections would have some logic. The Board does have a responsibility for all areas of correctional functioning. The make-up of the membership provides a built-in assurance of a reasonable level of understanding and support. The Board has direct avenues of communication to both the Governor's office and the legislature. By virtue of their membership on the Board, the directors of the Departments of the Youth Authority and Corrections would have the opportunity to support courses of action which might not be appropriate for them to undertake in their roles as department heads.

Reasons which might contraindicate this option would be (1) the fact that the Board of Corrections has not previously been responsible for supervising a permanent operating program; (2) the obvious underrepresentation on the Board of probation and county jail

(sheriff) aspects of corrections; and (3) the limited availability of Board members to attend meetings due to the demands of their regular positions.

A variation of the above option would be for the Board of Corrections to delegate its administrative supervision of CO-ACT to the Board's Executive Officer. Such an arrangement would be less desirable because it would lessen the Board's opportunity to become acquainted with the day-to-day problems of corrections as viewed through CO-ACT's window and thereby inhibit the Board's interest in and support of manpower development.

The final option would, in effect, amount to granting CO-ACT division status in one or the other of the two state agencies, both of which it would be serving. Such an arrangement would probably deny CO-ACT some freedom of action, diminish its visibility, status, and influence, and create awkward relationships between state agencies.

None of the available alternatives offers an ideal solution to CO-ACT's administrative housing problem. The one which seems most logical, is most consistent with CO-ACT's needs and developing trends, and offers the fewest drawbacks is establishing CO-ACT as a responsibility of the Board of Corrections. However, such a solution should be seen as a stop-gap measure until such time as more appropriate alternatives become available. Ultimately, all manpower development programs within the criminal justice system should come under unified command.

CHART A  
 PROPOSED LOCATION FOR CO-ACT  
 IN CALIFORNIA STATE GOVERNMENT

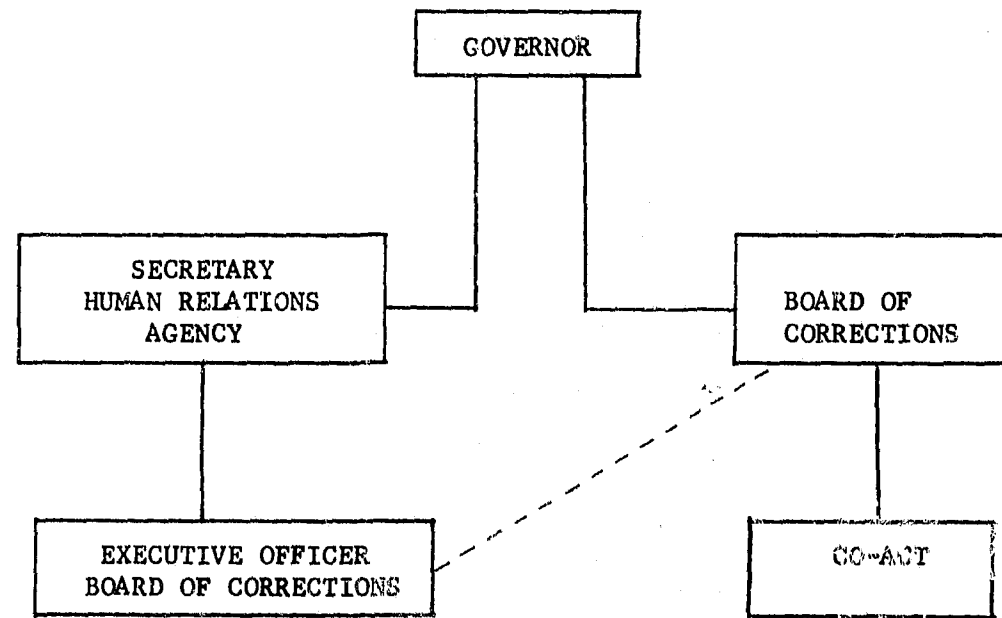
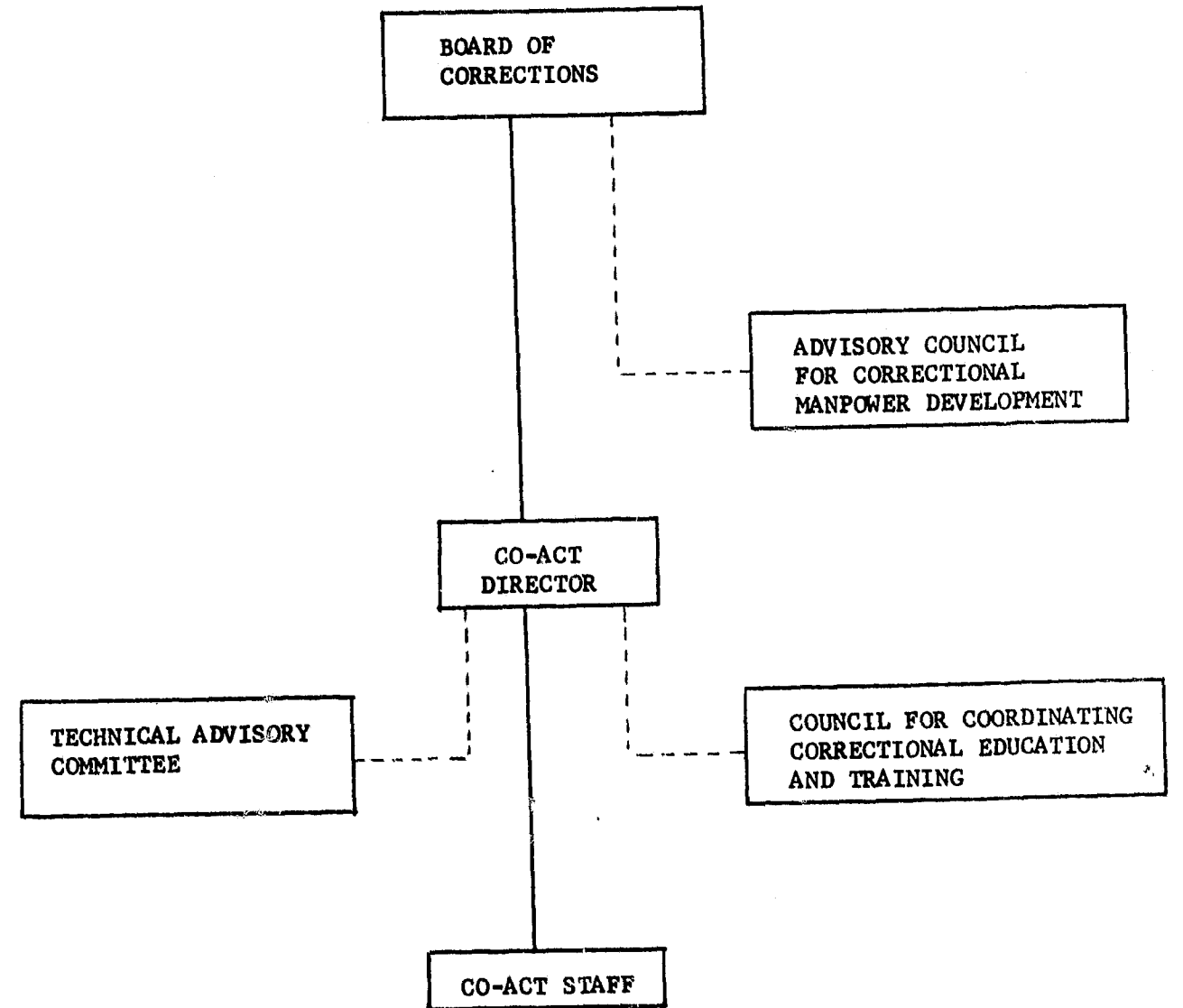


CHART B  
 PROPOSED RELATIONSHIP  
 OF CO-ACT AND ADVISORY COMMITTEES  
 TO BOARD OF CORRECTIONS



### Advisory Bodies

It is proposed that the Director of CO-ACT be empowered to establish advisory committees. It would be expected that most of these would be set up on an ad hoc basis. However, it is proposed that the Director establish two permanent committees, one a Technical Advisory Committee and the second a Council for Coordinating Correctional Education and Training.

Technical Advisory Committee: The staff of CO-ACT, to a considerable extent, will be engaged in facilitating programs requested by agency manpower development coordinators (see Recommendation No. IV). However, CO-ACT will have responsibilities to discharge in the area of long-range planning, drafting and updating training plans and priorities, production of resources, and other activities which will be of consequence to agency manpower development coordinators. While it is proposed that CO-ACT work out a modus vivendi with the agency manpower development coordinators which will make extensive use of ad hoc committees, the Director of CO-ACT should have available to him a small permanent steering committee composed, in part, of members of his own selection and, in part, of members designated by the members of the statewide network of manpower development coordinators (see Recommendation No. V). The Technical Advisory Committee would be consulted by the Director of CO-ACT for assistance and advice in formulating agendas for meetings involving the entire body of manpower development coordinators and for arriving at strategies for carrying out activities originating with CO-ACT's staff.

### Council for Coordinating Correctional Education and Training:

Higher education and correctional agencies have a joint responsibility for the production of the competent correctional worker. Yet neither can fully discharge its responsibility without the assistance of the other. The undergraduate and graduate education of future or incumbent correctional workers can be enriched if it includes opportunities for students to become personally involved in the day-to-day work of operating agencies. On the other hand, the effectiveness of agency-sponsored programs of staff development for its employees will be increased if included in the programs are the resources available only from educational institutions.

The relationship between correctional education and correctional training has been a confused one, historically, and has produced fewer positive benefits than it could have and more antagonisms that it should have. Corrections has expected the colleges and universities to deliver to it a product, but it has never provided the schools with the specifications for the product. The colleges and universities have seemed to have assured the failure of their efforts to help agencies with their training needs by conditioning their efforts to the point where they were not attractive or usable.

As a point of focus for all correctional training effort, CO-ACT would be in a strategic position to begin to bring together the forces of higher education and correctional training for the continuous deliberate planning of cooperative efforts which would result in mutual benefits.



It is proposed that a Council for Coordinating Correctional Education and Training be created at the initiative of CO-ACT and that its membership include representation from the following organizations and groups: two-year colleges; state college system; University of California; University of California Extension Division; private colleges; Coordinating Council on Higher Education; California Probation, Parole, and Correctional Association; training office of the California Youth Authority; training office of the Department of Corrections; training offices of one or more county probation departments; Commission on Peace Officer Standards and Training, Peace Officers Training Division of the State Department of Education, and the Administrative Office of the Courts.

The Council for Coordinating Correctional Education and Training would concern itself with such matters as developing curricula related to specific correctional job classifications, the transferability of credit from one college to another, the certification of courses for supervisory training, the development of training material for statewide use, the staging of special training events sponsored by CO-ACT on campuses, the development of policies regarding the use and supervision of new careerists, student observers, interns, and college instructors; and the centralizing of job information of mutual interest to student and agency.

The Council would serve CO-ACT as a vehicle for the long-range study of problems with implications to all correctional agencies and colleges. It would constitute a reservoir of expertise. It would be a sounding

board for new program ideas. It could be a force for the gradual development of a basic curriculum for all persons preparing for service in the criminal justice system.

The proposal for the establishment of a permanent Council for Coordinating Correctional Education and Training is seen as supplementary to the local liaison developed by every agency's manpower development coordinators with the colleges and universities serving their communities. It would seem imperative that corrections and higher education work out local arrangements all over the state which would accommodate local needs and circumstances.

#### Functional Responsibilities

The Comprehensive Design embodies the concept that the individual operating agency should be the locus for all training which can be most appropriately provided there. All other training should be regionalized or centralized. In line with this concept, the Design contemplates that the orientation and initial basic and on-going in-service training of journeyman level employees should be the responsibility of individual agencies to the greatest extent possible and that specialist, supervisory, and management training be provided under central auspices.

There are about 35 probation departments that can be regarded as being too small to be able to maintain their own manpower development programs. Their needs can best be met on a regionalized basis. It is, therefore, proposed that CO-ACT be prepared to assume responsibility for providing a complete array of manpower development services for any

or all of these smaller departments at their invitation. This would constitute CO-ACT's first area of responsibility.

CO-ACT's second major area of responsibility would be the planning and staging of activities on a regional or statewide basis for specialist personnel, line supervisors, and correctional managers.

A third area of work responsibility would be the coordination and support of activities concerned with the development of resources needed for both agency and CO-ACT programming.

The fourth major area of responsibility would be the development of funding required to finance CO-ACT and individual agency programs.

It is, therefore, proposed that CO-ACT undertake the responsibility for the following major activities:

1. Deliver in such form and at such location as requested a comprehensive program of initial basic and continuing in-service training for the employees of those county probation departments too small to efficiently develop such programs for themselves.
2. At the request of one or more operating agencies and in consultation with agency manpower development coordinators, plan, stage, and evaluate a wide range of manpower development services of a continuing and temporary nature, including but not limited to management, supervisor, and specialist training.
3. Organize and offer leadership to the manpower development personnel of operating agencies for the purpose of developing programs, resource materials, equipment, manuals, and other information for statewide distribution and use in manpower training.

4. Initiate a permanent and active liaison with the Coordinating Council on Higher Education and/or its designates for the purpose of developing an articulated system of correctional education and training.
5. With the advice of agency administrators and assistance of agency manpower development coordinators, undertake studies aimed at preparing recommendations for changing existing civil service and personnel practices to permit more productive recruitment, selection, training, promotion, deployment, and certification of correctional manpower.
6. With the advice of agency administrators and assistance of agency manpower development coordinators, to develop and periodically update the Statement of Program Guidelines and Priorities (see Recommendations VIII and IX).
7. Prepare at least once a year a proposal for funding to be submitted to the California Council on Criminal Justice incorporating all agency requests for new manpower development programs consistent with the Statement of Program Guidelines and Priorities.
8. Make grants to individual agencies from funds received from the California Council on Criminal Justice and monitor the use of such funds.
9. Undertake or sponsor research activities relative to specific manpower development programs.

### Staffing

To provide the 35 smaller county probation departments with a complete manpower development program, it is estimated that CO-ACT would require six manpower development coordinators. Schedule A sets forth six groups of counties, each of which could be served by one full-time manpower development coordinator from CO-ACT's staff.

To effectively carry out its responsibilities to plan and execute training programs for specialist, supervisory, and management personnel and to develop resources and funding for a wide variety of agency and CO-ACT programming, CO-ACT would require the concentration of certain expertise. Examples of the skills and knowledge needed are:

Comprehensive knowledge of personnel and programs of all correctional agencies.

Full awareness of circumstances existing in areas of overlap and interlock with court and law enforcement activities.

Methodology of training and familiarity with equipment and materials used in support.

Familiarity with human and material resources available state-wide to implement the full scope of manpower and development activities.

Familiarity with basic requirements for program research and evaluation.

Working knowledge concerning the operation of the state's system of higher education and acquaintanceship with the pattern of undergraduate and graduate work in corrections and related curricula.

Familiarity with basic principles of recruiting, training, using, and supervising para-professional personnel.

Skill in project formulation, preparation of grant proposals, and in making oral and written presentations.

Skill and knowledge required to draw up and supervise contracts, establish standards, carry out inspections, and prepare, control, and audit program budgets.

Finally, CO-ACT will require personnel for its own administration.

It is estimated that when established, CO-ACT should have, as a minimum, the following complement:

1 Director (organization administrator)  
1 Assistant Director (for business services)  
1 Assistant Director (for program operation)  
1 Assistant Director (for financial ways and means)  
1 Assistant Director (for procurement of program resources)  
6 Manpower Development Coordinators  
1 Chief Clerk  
3 Typist-Clerks  
1 Stenographer  
1 Graphic Artist  
1 Account Clerk  
1 Visual Aids Specialist

### Physical Housing

CO-ACT should be based in Sacramento. It needs easy access to the Board of Corrections, the planning staffs of the Youth Authority and Department of Corrections, and the staff and task forces of the California Council on Criminal Justice. All but five of the 35 counties CO-ACT will be serving completely are closer to Sacramento than to either San Francisco or Los Angeles. Finally, CO-ACT, as an agency of state government, should have full access to the housekeeping services available in the State Capitol.

SCHEDULE A

PROPOSED GROUPINGS OF 35 SMALLER PROBATION DEPARTMENTS  
TO BE SERVED BY CO-ACT'S MANPOWER DEVELOPMENT COORDINATORS

<u>GROUP 1</u>			<u>GROUP 4</u>		
<u>County</u>	<u>Population<sup>1</sup></u>	<u>Full-Time Positions<sup>2</sup></u>	<u>County</u>	<u>Population</u>	<u>Full-Time Positions</u>
Del Norte	16,800	16	Madera	45,400	20
Humboldt	102,000	20	Merced	108,400	19
Mendocino	54,400	18	Kings	68,900	14
Lake	20,300	2	San Benito	19,100	7
Napa	82,900	20			
	276,400	76		241,800	60
<u>GROUP 2</u>			<u>GROUP 5</u>		
Siskiyou	35,500	9	San Luis Obispo	95,900	31
Trinity	7,700	1	Imperial	83,300	35
Shasta	82,800	24	Inyo	16,100	4
Modoc	7,200	2	Mono	5,400	1
Lassen	18,300	3	Alpine	500	1
Plumas	12,500	2			
Butte	99,500	25		201,200	72
	263,500	66			
<u>GROUP 3</u>			<u>GROUP 6</u>		
Sierra	2,400	1	Tehama	30,300	10
Nevada	26,900	10	Glenn	20,500	3
Placer	82,600	24	Colusa	12,200	4
El Dorado	46,500	11	Yolo	88,400	32
Amador	12,800	2	Yuba	47,800	18
Calaveras	14,100	2	Sutter	42,500	11
Tuolumne	21,400	6			
Mariposa	6,100	2		241,700	78
	212,800	58			

<sup>1</sup>Projected Total Population, California Counties, July 1, 1970, State of California, Department of Finance.

<sup>2</sup>Based upon data contained in the 1970 Salary Survey, Department of the Youth Authority.

RECOMMENDATION IV: THE DEVELOPMENT OF A NETWORK  
OF AGENCY MANPOWER DEVELOPMENT COORDINATORS

Objective

To equip every correctional agency with sufficient competent personnel to plan and execute the manpower development services it requires and to provide corrections, through CO-ACT, with a strong network in which a comprehensive manpower development program can be planned, staged, coordinated, supported, integrated, and evaluated.

Rationale

The Comprehensive Design calls for manpower development services to be provided (1) by staff specialists (2) available in adequate numbers (3) to every operating agency. The Design also conceives of the specialist as being able to carry out some of his responsibilities to his agency only by being associated with other specialists and with CO-ACT. It is seen as essential that each manpower development coordinator belong to a more or less formalized statewide network which would make available to him more expertise and resources than he could command independently.

The following functions, among others, are seen as necessary requirements of any comprehensive manpower development program undertaken in behalf of an operating agency:

Serving as a staff aide to agency administrators and at the direction of the administrators, plan, implement, and evaluate comprehensive manpower development activities.

Meeting with line supervisors, employee representatives, and management staff to ascertain agency manpower development needs.

Developing and supervising the execution of an orientation program for all employees entering agency service.

Developing and supervising regular initial basic and on-going on-the-job training for all employees in work skills required to perform positions held.

Arranging for special events designed to prepare in advance selected staff for positions with increased and/or different responsibilities.

Opening and maintaining continuous liaison with colleges in the community toward facilitating current and future recruitment of staff, development of courses meeting individual and agency staff needs, establishment of grants and loan opportunities, development of internships, work-study opportunities, new career type programs, and teaching resources for use by colleges.

Preparing for distribution to line supervisors and others with training responsibilities materials for use in orientation, in-service training, and other professional development activities.

Locating, evaluating, and arranging for deployment a reservoir of persons from private industry, colleges, criminal justice agencies, and other sources which can be drawn upon for training purposes.

Participating in the recruitment, selection, and training of volunteers, indigenous workers, former agency clients, and other sub-professionals.

Maintaining either independently or in conjunction with the agency personnel officer current records of each employee's professional development.

Receiving, renewing, summarizing, and distributing relevant current professional literature, court decisions, legal opinions, job announcements, and other information.

Maintaining liaison with CO-ACT for purposes of assisting in the identification of training and other manpower development needs, the development of materials, and programs intended to resolve the needs, and evaluation of services rendered.

For the responsibility for such an array of related activities to be spread among two or more line personnel as collateral duties would be tantamount to establishing a "non-program" of manpower development services. Line personnel can only give their primary attention to work-load crises, of which there are always more than enough to command all the time they have available. The responsibility for such a range of activities needs to be concentrated in as few persons as it takes to get the functions performed. The importance which the manpower development function should be accorded by management, the kinds of activities to be carried out, and the need to maintain continuity in planning and implementation all argue for assigning the responsibility for manpower development programming to staff specialists rather than to line personnel.

The role of the specialist is seen as primarily one of researching, planning, arranging, supporting, procuring, staffing, and evaluating. While some teaching and training may be done by specialist personnel, the role of the specialist is not seen basically as that of a trainer. The term "manpower development coordinator" better describes the broad responsibilities assigned and duties performed, and it is proposed as a job title to replace "training officer" and "staff development officer" with their narrower meanings.

Assuming the need for the manpower development function to rest with specialist personnel, the next question is "How does one determine how many manpower development coordinators a given operating agency requires?" At the present time there are far too few persons functioning

within the manpower development concept to draw any conclusions as to what one position's workload should be. In time, as the role of the manpower development coordinator becomes more practiced and better defined, it should be possible to arrive at some solid criteria upon which a formula could be developed which would be a reasonable guide for the allocation of positions.

The existing situation offers some clues as to what the magnitude of the current need for specialist personnel is. As of March 1, 1970, it appeared that 18 of California's 60 probation departments were allocated the equivalent of 48 1/12 full-time training officer positions. Schedule B lists the counties, county populations, approximate number of probation department employees, and the number of training officer positions allocated. The smallest county with a specialist training position allocated to the probation department is Solano (population 176,100) with a half-time position. Los Angeles County alone has 20 1/2 positions, about 43 percent of all such positions allocated to probation departments. Of the 20 counties with population in excess of 200,000, four have no training officers. Over one-half of all training officer positions allocated as of March 1, 1970, were supported with earnings paid to the counties pursuant to the provisions of the State Aid to Probation Services program. The major focus of attention of these training officers is a limited segment of department personnel.

When one examines how and when probation departments won approval for their first training officer positions, one finds that at the time the probation departments reached the point in their growth where they

had from 6 to 15 operating units, each comprised of a first-line supervisor and an average of 7 employees, the chief probation officer was usually able to justify a need for a full-time training officer position. If one uses this empirical finding as a base (see Schedule C) and applies it to the present estimated manpower of each probation department with more than 6 supervisory units, one can project the need for 78 positions where 48 5/12 now exist. The distribution of these positions is shown in Schedule D.

As of March 1, 1970, the Department of Corrections had allocated 25 full-time positions and the Youth Authority, 14. It is not appropriate to use the approach above for estimating the actual training officer need for the two state agencies. In contrast to the probation departments where the majority of the employees are found in field service units, the state agencies' personnel are predominantly assigned to institution operations. More than half of the employees have worked on shift assignments. Under such circumstances, the supervisor-employee relationship is usually more transient and less sustained. But solely on the basis that currently some state training officer positions relate to institutions with 200 employees and others to institutions with up to 600 employees, it can be safely assumed that more specialist manpower could be profitably used in both state agencies.

It is only necessary to establish the likelihood that a need exists among the probation departments and state agencies for additional specialist training personnel. It is not necessary, nor is it possible, to describe the exact dimensions of that need. The real problem is how

to satisfy whatever need a given agency can establish. All past and present indications point to continuing difficulties on the part of correctional administrators getting training positions authorized unless the cost of such positions is in some way subsidized with state and/or federal funds.

Because CO-ACT's capacity to discharge its responsibilities in a competent manner will relate, in part, on the existence of a strong agency network, corrections, as CO-ACT's sponsor, has an interest in facilitating the allocation of additional training positions to individual agencies.

The value to the agencies and CO-ACT of existing and new positions will be limited unless personnel appointed to them are offered the opportunity for some training in their role as manpower development coordinators. For this reason, it is proposed that temporary subsidization of both new and existing positions be conditioned upon the personnel appointed to fill them being enrolled in the Manpower Development Coordinators Training Institute proposed as a part of the Design (see Recommendation No. VI).

SCHEDULE B

COUNTY POPULATION, ALLOCATED LINE POSITIONS,  
AND ALLOCATED TRAINING OFFICER POSITIONS  
IN CALIFORNIA COUNTY PROBATION DEPARTMENTS

<u>County Probation Department</u>	<u>Population</u> <sup>(1)</sup>	<u>Number of Line Positions</u> <sup>(2)</sup>	<u>Number of Training Officer Positions</u> <sup>(3)</sup>
Los Angeles	7,061,700	2,476	20 1/2
Orange	1,438,800	503	4
San Diego	1,401,300	599	6
Santa Clara <sup>(4)</sup>	1,065,600	396	4
Alameda	1,052,500	670	4
San Bernardino	703,600	260	1
San Francisco <sup>(4)</sup>	699,800	272	1/2
Sacramento	642,100	235	-
Contra Costa	573,700	218	-
San Mateo	558,200	222	1
Riverside	451,500	182	1
Fresno	420,500	170	1
Ventura	382,500	136	3/4
Kern	343,700	162	1
San Joaquin	298,200	100	1
Santa Barbara	264,100	112	1/3
Monterey	247,700	79	1/3
Sonoma	210,900	68	-
Marin	208,300	109	-
Stanislaus	205,000	52	1/2
Tulare	196,100	78	1
Solano	176,100	63	1/2
Santa Cruz	121,700	48	-
All Other Depts. (35)	<u>1,437,400</u>	<u>410</u>	<u>-</u>
TOTAL	20,161,000	7,620	48 5/12

(1) State of California, Department of Finance, Projected Total Population, California Counties, July 1, 1970.

(2) Based upon information contained in Advance Copy of 1970 Salary Survey of California Probation Departments, State of California, Department of Youth Authority. As data contained therein is not complete and line positions not clearly distinguishable from staff positions in some instances, all figures given for number of positions allocated should be regarded only as approximations, (deputy probation officer and group counselor positions).

(3) As of March 1, 1970.

(4) Adult and Juvenile Probation Departments combined.

SCHEDULE C

TENTATIVE GUIDE FOR DETERMINING  
NUMBER OF MANPOWER DEVELOPMENT COORDINATORS  
REQUIRED BY CALIFORNIA PROBATION DEPARTMENTS

<u>Number of Operating Units</u>	<u>Number of Line Positions</u>	<u>Minimum Number of Training Officer (MDC) Positions</u>
6 - 14 Units	48 - 150	1
15 - 29	128 - 290	2
30 - 44	240 - 450	3
45 - 59	360 - 590	4
60 - 74	480 - 740	5
75 - 89	600 - 890	6
315 - 329	2,520 - 3,290	22

SCHEDULE D

ALLOCATED LINE POSITIONS, APPROXIMATE NUMBER OF OPERATING UNITS,  
AND PROJECTED MINIMUM NUMBER OF TRAINING OFFICER POSITIONS  
REQUIRED BY CALIFORNIA COUNTY PROBATION DEPARTMENTS  
March 1, 1970

<u>County Probation Department</u>	<u>Number of Line Positions<sup>(1)</sup></u>	<u>Number of Operating Units</u>	<u>Minimum Number of Training Officer Positions Projected</u>
Los Angeles	2,476	309	22
Orange	503	63	5
San Diego	599	75	6
Santa Clara	396	50	4
Alameda	670	84	6
San Bernardino	260	33	3
San Francisco	272	34	3
Sacramento	235	29	2
Contra Costa	218	27	2
San Mateo	222	28	2
Riverside	182	23	2
Fresno	170	21	2
Ventura	136	17	2
Kern	162	20	2
San Joaquin	100	13	1
Santa Barbara	112	14	1
Monterey	79	10	1
Sonoma	68	9	1
Marin	109	14	1
Stanislaus	52	7	1
Tulare	78	10	1
Solano	63	8	1
Santa Cruz	48	6	1
All Other Depts. (35)	410	46	6
TOTAL	7,620		78

(1) Deputy probation officers and group supervisors.



RECOMMENDATION V: THE ACTIVATION OF A MANPOWER  
DEVELOPMENT COORDINATORS' NETWORK

Objective

To (1) increase the impact and effectiveness of the individual manpower development coordinator by making available to him the collective expertise and resources of other manpower development coordinators and of CO-ACT, and (2) augment CO-ACT's capacity to plan and execute programs undertaken under its auspices.

Rationale

The Design conceives of manpower development coordinators having two areas of responsibility within which to function. Their primary responsibility would be to their own agencies, or in the case of CO-ACT's manpower development coordinators, to the agencies they are assigned to serve. Their second area of responsibility would be to corrections as a whole, a responsibility which is exercised through the contribution of a portion of their time, talent, and effort to manpower development concerns which have interagency or correctional subsystem-wide implications. A manpower development coordinator's first area of responsibility is delegated to him by his agency director; the second area of responsibility is, in a sense, delegated to him by CO-ACT. The two areas are not in conflict and the exercise of one area of responsibility increases the contribution which can be made in the course of exercising the other.

Organization and Method of Functioning

It is intended that the director of CO-ACT be empowered to call all or part of the network personnel into convention for the purpose of organizing task forces to consult and work with CO-ACT personnel relative to a wide range of planning and programming activities. A wide variety of working patterns would evolve, each appropriate to the circumstances created by the activity under study. The director of CO-ACT would be guided in such matters by procedures jointly developed by CO-ACT and the members of the Manpower Development Coordinators Network. The expenses incurred by the network members in the course of the work carried out at CO-ACT's direction and under its auspices would be met by CO-ACT, not the manpower development coordinator's agency.

Partnership Activities

After organizational matters are worked out and CO-ACT and the network have established a system of operating relationships, it is contemplated that the following activities, among others, will take place:

- Initial preparation and periodic updating of the Statement of Program Guidelines and Priorities (see Recommendations VIII and IX), a formal document against which at any given time, a concept, program proposal, or statement of need can be judged for its relevance, timeliness, and importance.
- Continuous planning and execution of training activities designed for specialist, supervisory, and management personnel and provided on an interagency basis and staged regionally or centrally.

- Undertaking of detailed, long-term, in-depth studies with respect to such matters as uniform content for training programs; central manpower recruitment for corrections; employee registration; agency certification; role definition; recruitment, training, and deployment of special manpower groups, i.e., volunteers, offenders, handicapped persons, students, and others.
- Continuous central collecting, screening, preparation, and dissemination in usable form to every operating agency of information basic to the successful operation of its manpower development program; such information to include but not be limited to correctional and behavioral research, professional literature, court decisions, attorney general and county counsel opinions, training equipment and manuals, federal and foundation grant programs, educational stipends, scholarships, and fellowships, job announcements, educational opportunities, and placement resources.
- Selection and production of training aids for statewide distribution, including tapes, manuals, film and video tapes.
- Establishment and maintenance of a training resources file by means of which the advantages and disadvantages of personnel, programs, and materials noted by prior users can be made available to potential users.
- Establishment and operation of a manpower development resources center consisting of materials and equipment pooled by operating

agencies as well as materials and equipment purchased or produced by CO-ACT and available for use in supporting training activities throughout the correctional complex.

- Establishment of continuing liaison with the training arms of law enforcement and the courts in the interest of developing reciprocal programs in areas of overlapping responsibility.
- Development of upstream recruitment techniques and materials for use in awakening the interest of senior high school and community college students in correctional careers.
- Designing of evaluation and research programs to test the validity of particular training activities and to enable the early identification of personal qualifications associated with effective and poor performance in specific job classes.
- Planning of more effective models for delivery of training to special target groups within corrections.

RECOMMENDATION VI: A MANPOWER DEVELOPMENT  
COORDINATORS' TRAINING INSTITUTE

Objective

To provide a means (1) whereby selected personnel can increase their competence as resource producers and program administrators through the acquisition of additional technical knowledge and skills and (2) to foster a more uniform and consistent quality of performance on the part of personnel throughout corrections.

Rationale

The recommendation arises directly out of the fact that few personnel assigned to manpower development coordinator positions have had the benefit of any specific training to prepare them to discharge the duties of their positions or any opportunity to obtain such training. The recommendation relates to an earlier one that the number of manpower development coordinator positions be substantially increased to the end of blanketing the state with manpower development services. The intention is to arm the individual agencies with skillful specialists and CO-ACT with a network of personnel with a common body of knowledge and experience from which to plan and program.

The high priority given to the Institute stems from the conviction that if a really significant comprehensive manpower development program is to take place on a statewide basis, it can only be as good as the manpower development coordinators are able to make it. Any steps taken to implement the Design could be expected to have two immediate effects.

First, the implied promise of a more important role for manpower development could spur the interest of incumbent trainers to prepare for their new responsibilities. Second, the agencies with backlogged need for manpower development coordinator positions will be provided with the leverage needed to win their authorization. Together, the incumbents and newly appointed manpower development coordinators, including those on CO-ACT's staff, would constitute a one-time only training target. If 60 manpower development coordinators could be enrolled and trained during the first two years that a comprehensive manpower development program was being mounted throughout corrections, the strength they would contribute to the developing program in its formative years would be substantial and long lasting.

Enrollment in the proposed institute undoubtedly would pose certain inconveniences for the enrollee's agency. These are largely unavoidable and are eased, in part, by the prospect that the expected benefits would outweigh the inconveniences. The subsidization proposals are intended, in part, as a compensating factor for the employee's periodic absence and preoccupation while enrolled.

The proposed Institute represents a substantial financial investment in a relatively small group of correctional employees. The cost of the Institute can only be justified if its graduates continue to be assigned to manpower development duties long enough to establish programs and activities which can be administered by newer employees when senior manpower development coordinators assume other assignments. The rapid rotation of personnel into and out of manpower development coordinator

positions would weaken if not defeat the plan. The maintenance of a continuum of planning and programming in each agency could be made more certain if agencies were able to establish promotional opportunities within the manpower development area of service. Manpower development coordinator personnel should not have to leave their assignments and return to line positions in order to be eligible for promotion. Neither should they be denied equal consideration in competition with permanent line personnel in the face of promotional opportunities for management positions.

Description of Proposed Manpower Development Coordinators' Training Institute

The Institute would be directed and financed by CO-ACT. It would be headquartered in one location, but units of instruction would be provided in different locations in the state depending upon the nature of the instruction, the instructor's circumstances, and other determinants.

The exact design of the Manpower Development Coordinators' Training Institute should be the product of joint planning by CO-ACT and the personnel of the agency network. However, it should incorporate as a minimum the following:

- Enrollment period of 12 months.
- A maximum of 30 enrollees at any given time.
- Enrollment to be limited to personnel currently serving in manpower development coordinator positions or slated to serve in such positions on at least a half-time basis.

- Instruction to total not less than 450 hours during the 12-month enrollment period.
- Instruction to be provided in one-week blocks of time, approximately one month apart.
- The curriculum to include but not be limited to at least:
  - (a) 30 hours of instruction in a CO-ACT certified course in supervision principles and methods (see Recommendation VII).
  - (b) 120 hours of instruction in learning theory and the methodology of training.
  - (c) 120 hours of instruction in the principles and application of correctional classification and treatment programs.
  - (d) 40 hours of instruction relating to contemporary trends having major impact upon the criminal justice system.
- Instruction to be provided to the entire group of enrollees simultaneously.
- Instructors to be the most qualified persons available in government, education, and private industry.
- All travel and per diem expenses of enrollees to be fully reimbursed by CO-ACT.
- Subject to stated conditions, 50 percent of the salary of each incumbent manpower development coordinator enrolled to be reimbursed to the employee's agency for the year of enrollment and one year thereafter (a total of two years).
- 100 percent reimbursement of the salary of each enrollee assigned to manpower development coordinator positions created

after the date that CO-ACT is established for the year of enrollment and 50 percent reimbursement for one year thereafter.

- Graduates to be certificated.

#### Conditions for Receiving Salary Reimbursements

It is proposed that CO-ACT establish the following conditions which must be substantially met by operating agencies in order to qualify for the reimbursement of the salaries of their Manpower Development Coordinators' Training Institute enrollees:

- Enrollees must satisfactorily complete the requirements of the Manpower Development Coordinators' Training Institute, graduate, and be certificated.
- Agency must submit to CO-ACT for its approval a manpower development services program plan which certifies that the agency will:
  - (a) Establish priorities for program development and resource utilization.
  - (b) Call for providing training to personnel in all divisions of the department, formal orientation of all new employees, a minimum number of hours of initial basic training for all new employees during their probationary period, and a minimum number of hours of on-going in-service training for all journeymen employees.
  - (c) Establish a training committee with employee representation.
  - (d) Maintain an active liaison with local community colleges.
  - (e) Participate in exchange training with law enforcement agencies.
  - (f) Undertake, at least on a pilot basis, programs designed to acquaint high school students with correctional opportunities.

- Agency must agree to allow manpower development coordinator staff to respond to convention calls issued by the director of CO-ACT.
- Agency must compile and maintain an inventory of training resources used.
- Agency must maintain individual personnel professional development records for agency and CO-ACT use.
- Agency must classify and pay manpower development coordinator personnel at or above the level of first-line supervisors.
- Agency must provide promotional opportunities for manpower development coordinator personnel so that incumbents suffer no penalty for continuing service in a staff capacity.
- Agency must undertake periodic evaluation of training activities.

RECOMMENDATION VII: FIRST-LINE SUPERVISOR TRAINING

Objective

To increase the competence of first-line supervisors as trainers of line staff.

Rationale

One of the concepts upon which the Design is based is that the responsibility for the training of correctional workers rests most heavily upon first-line supervisors. To discharge this responsibility, supervisors require two bodies of expertise. First, they must be both fully informed and skillful with respect to the body of knowledge and practice required by line workers. This expertise the supervisors presumably have acquired through their own journeyman experience. The second body of expertise which supervisors require is that which enables them to teach those they supervise how to convert knowledge into skillful practice. It is the deficiency of the latter expertise among corrections' supervisory force which demands priority attention second only to that accorded to the manpower development coordinators.

While the details of the program should be the product of the planning undertaken by CO-ACT in conjunction with the network of manpower development coordinators, the program should involve the following features:

- A minimum of 30 hours of instruction for each enrollee in a program certified by CO-ACT.
- A financial inducement for agencies to enroll personnel.

- Equal application to all agencies.
- Agency discretion as to attendance priority of agency personnel.

The current academic model for teaching "principles of supervision" is 30 hours of class instruction at the graduate level in schools of social work. This could be used as the minimum acceptable amount of instruction. Private industry has developed a wide variety of patterns of instruction, some didactic, others dynamic, which deal with the interpersonal or human relations issues critical to the supervision function. Some of the larger correctional and state and county social work agencies have already developed their own supervisor training courses. It is proposed that CO-ACT's statewide priority effort use as many of the existing supervisor training programs as meet whatever standards of content and competency that would be established by CO-ACT.

Based upon the minimum of 30 hours of instruction, it is proposed that each correctional agency be reimbursed for 25 percent of the cost of the monthly salary (or 2 percent of the annual salary) of each employee completing the prescribed course of instruction. It is also proposed that the enrollee's and his agency's actual expenses not otherwise reimbursed be underwritten by CO-ACT up to a maximum of \$100 per enrollee.

CO-ACT would not have sufficient funds available in any one year to accommodate every applicant for enrollment. This would require establishing quotas. It is proposed that the quotas be based upon the actual number of eligible supervisory personnel in each agency.

It is further proposed that eligibility for attendance not be so rigidly defined by CO-ACT as to deny agency directors discretion to establish their own priorities as to who shall attend and in what order.

There are approximately 2,500 personnel in the 62 correctional agencies whose major function is the supervision of trainee and journey-man level correctional workers. Due to agency growth and staff turnover and reassignment, it is possible that as many as 500 persons assume supervisory responsibilities for the first time each year.

Assuming the average monthly salary of a first-line supervisor to be \$1,200 and the expenses attendant to each enrollment, \$100, the cost of each enrollment would be \$400. On this basis, for every \$100,000 which could be allocated by CO-ACT to a supervisors training program, 250 men could be certified for participation.

RECOMMENDATION VIII AND IX: STATEMENT OF PROGRAM  
GUIDELINES AND PRIORITIES

Objective

To provide (1) a stimulus for an initial and continuing study of statewide correctional manpower development programming and (2) a formal statement of program goals and priorities conceived in the context of total and long-range need against which immediate issues can be judged for their relative importance and urgency prior to the point of decision making.

Rationale

Before CO-ACT undertakes to fight a battle, it needs to plan its campaign. The campaign plan must list objectives, strategies, courses of action, alternatives, and priorities to be given to available supporting resources. In the absence of a considered long-range plan of action, a given skirmish or battle can have little meaning and even if won may contribute little to the ultimate campaign objective. CO-ACT, as the headquarters for corrections' manpower development undertaking, will not only be required to initiate action, but it can be expected to be consulted for advice by others. As it becomes experienced, boards of supervisors, the state legislature, county administrators, grand juries, and private foundations can be expected to turn to CO-ACT for assistance in evaluating manpower development service program requests or operations in which they have an interest. In both its leadership and consultant

roles, CO-ACT should be in a position to respond from a well considered context if its contributions are to be consistent and supportive of long-range objectives.

Once completed, formalized, and promulgated, the Statement of Program Guidelines and Priorities can help individual agency administrators and manpower development coordinators in planning their own programs and in making requests for funds, from both their normal funding bodies and other bodies, principally CO-ACT. It can also be used by CO-ACT in assessing the priority to be given to a particular project proposal. The Statement of Program Guidelines and Priorities should be reviewed periodically and adjusted to keep it relevant to changing circumstances of need and resources.

Although it is proposed that the Statement be prepared by CO-ACT with the help of the network, it is also recommended that upon its completion it be submitted by CO-ACT to the Advisory Council for Correctional Manpower Development for its study, possible amendment, and adoption and support. Because of its wide representation from the correctional subsystem, criminal justice training, higher education, and county administration, the Advisory Council is in a position to judge the contents of the proposed Statement in the context of non-training program needs of the operating agencies, education and training trends in other components of the criminal justice system, and the capabilities of the institutions of higher learning to accommodate them.

Once adopted by the Advisory Council, the Statement would serve as a guide to individual agency program planners. It could also inhibit the drafting of project proposals dealing with low priority subjects.

RECOMMENDATION X AND XI: CO-ACT'S RELATIONSHIP TO CALIFORNIA COUNCIL ON CRIMINAL JUSTICE

Objective

To assure the balanced development of a statewide program of correctional manpower development services through the allocation of available funds to programs and agencies with priority needs as projected by the Statement of Program Guidelines and Priorities.

Rationale

When CO-ACT is authorized and implemented, when most parts of the correctional establishment are equipped with trained manpower, and when an active partnership exists between CO-ACT and the agencies' manpower development staffs, the machinery will have been provided to generate a comprehensive flow of manpower development services which would gradually begin to have their effect upon the subsystem's personnel and, hopefully, its clientele. However, unless the operating agencies can obtain large transfusions of funds to augment their typically anemic training budgets, the output of the new machinery will be restricted. What is required, then, to complete the comprehensive manpower development program is the allocation of large amounts of money to the individual agencies for funding a wide variety of services, equipment, and activities. The needs of the various agencies will differ widely from one another. Some will desire additional staff positions to further augment local manpower development programming. Others will want to fund consultants assisting with the staging of a new and innovative training activity. A few



agencies may want to build training facilities while others will want funds to augment those in their operating budgets so that the number of hours allotted to in-service training can be increased.

While it is inevitable that needs will vary from agency to agency and these individual differences should be accommodated, it is also important, so long as the money supply is less than the demand, that available funds be committed to manpower development activities pursuant to a pre-constructed master plan and a system of priorities attendant to it. Only in this way can the essentials be assured throughout corrections ahead of perhaps desirable but less crucial programming.

Under existing legislation and practice, any correctional agency which chooses to do so is entitled to prepare a proposal for a new program activity in the realm of training, and, with the endorsement of its local criminal justice planning body, to submit the proposal to the California Council on Criminal Justice with the request that it be funded with Omnibus Crime Control and Safe Streets Act or Juvenile Delinquency Prevention and Control Act monies. The request is reviewed by the Council staff and, if in proper form, forwarded to one or more of the Council's state task forces for consideration. If recommended for funding by the task forces in terms of its relevance to task force objectives and priorities, the proposal moves to the Operations Committee where it is viewed in the context of a different set of priorities. If approved by the Operations Committee, the proposal moves to the full Council for what amounts to pro forma approval.

Proposals dealing with correctional manpower development activities could normally be considered by one or more of three task forces-- Juvenile Delinquency, Corrections, and Education and Training. Each of the task forces is concerned with a broad area of programming of which training is but a part. The Education and Training Task Force is concerned with the law enforcement and courts components of the criminal justice system to a larger degree than are the Juvenile Delinquency and Corrections Task Forces.

Under the existing rules governing the procedures of the California Council on Criminal Justice, each task force is allocated a percentage of the total funds received pursuant to the federal programs. Each task force is then free to allocate whatever portion of its allotment it wishes to correctional training projects.

While the present system of proposal review and funding has some advantages as a means for aiding correctional training projects, it has the major disadvantage of requiring a fragmented consideration of each proposal apart from others.

It is proposed that the following procedures be established:

1. Pursuant to an announced time table, each operating agency seeking federal funds to augment budgeted monies for manpower development programming would present to CO-ACT, through its manpower development staff, its project request in prescribed form.
2. CO-ACT, acting with the assistance of the Technical Advisory Committee composed of manpower development coordinators, would review

each agency request in the context of the master plan for correctional manpower development and its current priority list and would incorporate the individual project requests in a single master project request.

3. The master project request would be submitted to the Advisory Council for Correctional Manpower Development for review, amendment, and endorsement.
4. CO-ACT would present the master project request to the California Council on Criminal Justice for its review and action.
5. Assuming the funding of the master project request by the California Council on Criminal Justice, the grant funds would be transferred to the Correctional Manpower Development Training Fund.
6. CO-ACT staff would prepare a project allocation list based upon the master project request and submit it to the Advisory Council for Correctional Manpower Development for review, amendment, and approval.
7. CO-ACT would disburse funds from the Correctional Manpower Development Training Fund to operating agencies to implement their project requests.
8. CO-ACT would monitor the projects through on-site inspections, audits, and written progress reports.
9. CO-ACT would report as required to the California Council on Criminal Justice.

## RECOMMENDATION XII: CORRECTIONAL MANPOWER DEVELOPMENT FUND

### Objective

To create a single repository for all funds available for the support of a permanent, multifunctional, integrated manpower development program.

### Rationale

The Comprehensive Design could not be implemented without the prospect of major federal funding. The availability of federal funds is dependent upon matching funds from the state and/or county governments. The Comprehensive Design contemplates making maximum use of available federal monies. Therefore, the amount and source of matching monies required will be determined by the size of the federal allocation. The size of the federal allocation will also define the dimensions of the Design's implementation in any given year.

The Comprehensive Design projects three major expense categories:

1. Administrative and routine program costs of CO-ACT.
2. Specific major program (Manpower Development Coordinators Training Institute and Supervisor Training) costs.
3. Funds granted to operating agencies for the augmentation of their manpower development program resources.

CO-ACT's administrative and routine program costs will represent the priority claim against available funding. Second in order of priority would be the special major programs undertaken by CO-ACT. It is contemplated that each major program would be organized on a project basis as

far as its funding is concerned. The third category, funding of local agency programs, would receive all funds not needed for the first and second categories.

Funds for the Design's programs would come from the following sources:

1. Federal programs, principally the Safe Streets and Juvenile Delinquency Acts.
2. State of California.
3. County governments.
4. Private foundations.

As (1) there would be multiple funding sources providing monies which would be used to pay for multiple programs and activities, each of which could depend upon varying degrees of state and local participation, and (2) because the amount of income would vary from year to year, it seems necessary to propose the creation of a single repository for all money in order to facilitate the coordination of income with program costs.

Funds received by the director of CO-ACT in response to requests for grants, as well as state and local contributions made for matching purposes, would be deposited in the fund. The director of CO-ACT would be empowered to authorize expenditures pursuant to state and federal fiscal accounting and audit procedures.

### RECOMMENDATION XIII: FUNDING

#### Objective

To achieve a funding base large enough to sustain on a permanent basis the necessary and optional activities required to implement the Comprehensive Design.

#### Rationale

The Comprehensive Design does not project a static program which, once established, would function indefinitely in the same form. To the contrary, the Design expects that while certain needs are identified, addressed, and satisfied, others will be developing which will require attention in ways not yet conceived.

At this point in time, the Design recognizes only the need for permanent machinery in the form of CO-ACT and the agency network, two priority major programs--the Manpower Development Coordinators' Training Institute and the Supervisors Training Program--and a method whereby the manpower development programs of individual operating agencies can be initiated or strengthened through a planned infusion of funds.

Essentially, the manpower development needs of corrections are unlimited. They are related to workload size and the availability of information. A correctional worker responsible for 100 work units has need for one level of knowledge and skill and the training which will provide it. If his number of work units is reduced to 50, he will need more training to acquire the added knowledge and skill required to exploit the increased opportunity.

While there is no way of measuring it, corrections is probably a long way at present from possessing the capability to provide its current work force with all the knowledge and skill it could profitably use with existing workload levels. On the assumption that this is true, it seems reasonable to plan on diverting into correctional manpower development all monies which are potentially available for this purpose.

Federal Support

The Omnibus Crime Control and Safe Streets Act and the matching monies it requires must be the backbone for financing the Design's programs. Other federal programs, most notably the Juvenile Delinquency Prevention and Control Act, can be used for supporting specific activities but do not offer the amount of monies needed on which to base the entire Design.

In March 1970, the Law Enforcement Assistance Administration notified the California Council on Criminal Justice of its maximum and minimum estimates of the amount of Safe Streets money which will be made available to California for the five fiscal years beginning with 1969-70 and ending with 1973-74. The CCCJ, in turn, has made its own estimates of how much of the total expected amounts would be allocated to correctional manpower development through the Juvenile Delinquency Task Force only. These estimates are as follows:

<u>Fiscal Year</u>	<u>Estimated Minimum Amount</u>	<u>Estimated Optimum Amount</u>
1969-70		\$260,000 (actual amount allocated)
1970-71	\$1,060,000	3,000,000
1971-72	1,480,000	6,000,000
1972-73	1,900,000	9,000,000
1973-74	2,300,000	11,060,000

On the basis of these estimated allocations, the amounts of non-federal monies (Safe Streets Act monies require \$40 non-federal monies for every \$60 of federal monies) required for matching purposes would be:

<u>Fiscal Year</u>	<u>Minimum</u>	<u>Maximum</u>
1969-70		\$ 170,000
1970-71	\$ 700,000	2,000,000
1971-72	980,000	4,000,000
1972-73	1,200,000	6,000,000
1973-74	1,400,000	7,360,000

Sources of Matching Funds

State-County Ratio

The Comprehensive Design conceives of corrections as an entity and projects a structure which is intended to integrate the manpower activities of corrections' parts. It is appropriate, then, that all parts of the correctional apparatus participate in meeting the requirement for generating matching funds. It is also appropriate that contributions made bear

some approximation to the anticipated benefits. However, in the present context, this principle can only be honored over the longer view. To the extent programming is undertaken from a corrections-wide standpoint, it is quite possible that higher priorities might be committed in the early stages to activities from which the counties might gain the most immediate benefit, with the state receiving later and indirect benefits. On the other hand, at a later point in the implementation of the Design, a disproportionate percentage of available resources might best be allocated to activities from which the state agencies would receive the principal immediate benefit. In the long run, the total benefits received should fall equally as between the counties and the state.

#### The Network

Specialist, supervisory, and management positions constitute about 20 percent of corrections' total work force. Under the provisions of the Design, the planning and staging of training for personnel in these categories would be coordinated by CO-ACT but largely carried out by members of the agency network. It is reasonable to assume that one-fifth of the time of agency manpower development coordinators would be committed to network activities. On this basis, it is considered likely that 20 percent of the salaries and fringe benefit costs of all agency manpower development coordinators could be successfully offered as in-kind matching contribution. On the assumption that there will be 50 local and 40 state manpower development coordinator positions approved

as of July 1, 1970, and their individual annual cost in salaries and fringe benefits would be \$17,000, the value of the network as an in-kind contribution would be:

State	\$136,000
County	<u>170,000</u>
Total	\$306,000

When the counties are served by the 72 manpower development coordinators regarded as the minimum number needed, the counties' share would increase to \$244,000.

#### County Funds

The task of obtaining local funds for matching purposes is formidable. The first hurdle is the local presumption that the counties should not be funding what is essentially a facet of a basic state responsibility. The second hurdle is the source of county funds. In theory, local monies could come from either voluntary contributions on a county-by-county basis or acquired through an assessment procedure. The first alternative presupposes the existence in advance of the establishment of CO-ACT of an authority which could approach each county and solicit its appropriate share of some predetermined total amount. It also presupposes that every county would participate. It is difficult to conceive of participating counties paying the share of counties that elected not to participate.

Acquiring the counties' share of a matching requirement through an automatic assessment process, while much more manageable, also offers

some substantial difficulties. Legislation would be required. Local legislative and administrative resistance could be expected for any proposal which threatens the local tax rate unless there are obvious immediate offsetting savings. There is also the question of what act or procedure should be subject to assessment. From the standpoint of what would be most logical from the total correctional program point of view, an assessment levied against every court commitment to a state Department of Corrections or Youth Authority institution would be indicated. A related possibility, but without equal logic, would be to increase, divert, or increase and partially divert the token reimbursement counties presently pay the state for the institutional care of committed juvenile court wards pursuant to Section 912 of the Welfare and Institutions Code.

Both of these possibilities are worth consideration. Probation departments are so tightly budgeted that they have little or nothing which they could, in effect, turn in or trade for funds to be used for matching purposes. County matching money can only come from outside the probation departments' budgets. The two proposals meet this condition.

In recent years, the traditional workloads of the state agencies and the counties have shifted in size and character as a result of the growth of local treatment programs. As a consequence, both state and county agencies have new problems and increased training needs. Counties are now caring for more sophisticated clients themselves in lieu of

referring them to the state. On the other hand, the state agencies are presented with a population consisting of a more difficult, hard core, and unstable clientele. On the assumption that increased training needs of both state and county agencies arise out of the new balance of workload responsibilities and revolve around cases committed or not committed to the state, there appears to be some justification for relating the funding of increased training to commitment considerations.

#### Assessment Levied Against All County Commitments

During 1968, a total of 9,638 persons were committed to the state's adult and juvenile institutions by courts in California's counties. The number committed in 1969 was 9,248.

If it is assumed that for the next five years the annual commitments do not fall below 9,000 and that number can be safely used for planning purposes, a \$50 assessment levied against each commitment would raise at least \$450,000 a year for payment to the Correctional Manpower Development Fund as part of the local contribution requirement. At such time in the future as the \$50 assessment proved inadequate, legislative approval could be sought for its increase.

The state could be required to match the county total each year, thereby doubling the amount reaching the Correctional Manpower Development Fund.

#### Partial Diversion of County Payments to State for Reimbursement for Care of Court Wards

Under the provisions of Section 912 of the California Welfare and Institutions Code, the counties are required to reimburse the state at

the rate of \$25 for every month of institutional care provided to committed juvenile court wards. On the average, the counties pay a total of about \$500 for each ward during his period of commitment. This amount represents a token 6.7 percent of the actual cost of care to the state, which is estimated by the state to closely approximate \$7,500 on the average. With increasingly aggressive screening occurring at the county level, the Youth Authority is receiving as a group a more delinquent, treatment resistive group of wards on commitment. Their average length of stay in Youth Authority institutions is increasing and, as a result, so are both the career cost to the Youth Authority and the reimbursement total paid by the counties.

During 1968 the counties committed a total of 3,164 juvenile court wards to the Youth Authority for the first time. In 1969 this number declined to 2,779. It is estimated by the Youth Authority that the number will continue to decline and level off at about 2,700 a year. If the counties reimbursed the state \$500 for each of these commitments, the state's general fund would receive \$1.35 million.

It is proposed that instead of the counties being required to pay \$25 a month for reimbursement, that the law be amended to provide for a single payment by the counties of \$600, payable at the time the ward is actually delivered to the Youth Authority. The payment would be forwarded to the state where \$400 would be deposited in the state's general fund and \$200 in the Correctional Manpower Development Fund. This would add \$540,000 a year to the Correctional Manpower Development Fund. Half of this amount would represent the 20 percent increase in

the average county payment per ward and would be a county contribution. The other half would be a diversion of \$270,000 of revenue which normally would go to the state's general fund. The loss in revenue would be a state contribution to the Correctional Manpower Development Fund for use in matching federal monies.

#### Augmentation of the Probation Subsidy Payment

Another plan whereby the counties and the state could jointly contribute to the Correctional Manpower Development Fund would be the State Aid to Probation Services legislation (probation subsidy law). The plan would increase the amount now paid to the counties for their "non-commitments" by 10 percent on the condition that one-quarter of the increase be paid to the Correctional Manpower Development Fund as a county contribution, one-quarter rebated to the state for it to add to the Fund, and one-half given to the counties to use in their discretion.

This plan assumes that:

1. Subsidy program earnings do not become county funds until paid to and received by the counties.
2. It can be legally possible for counties to make payments to a state-administered fund.
3. It can be legally possible for counties to pay monies to the state with conditions attached.

The following rationale is offered for the plan.

From the standpoint of career correctional costs, it is less expensive to provide care locally than in state institutions. It

is financially to the state's advantage to create the capacity of local organizations to care for persons who, in the absence of local capacity, would be in state institutions. The probation services subsidy program has succeeded in substituting considerable local care for state care.

The success of the subsidy program to date has occurred without the counties having significantly added to the professional capacity of their staff members through intensified training efforts. It is recognized that with comprehensive training, county staff could be expected to increase further in their ability to retain offenders for local handling to the further advantage of the state.

It was the intent of the legislation enabling the Probation Supervision Services Act that the per capita payment earned by the counties for "non-committed" wards be related to the state's career costs for ward care. Since initially formulated, the "payment table" in the legislation which governs the amount of earnings of the counties has become outdated due to increasing career costs. This cost has not been reflected in legislation which would increase the counties' earning capacity.

One way the state could hope to offset the increased cost of the per capita payments is by experiencing fewer commitments. The state, therefore, has a rationale for requiring some part of any increased payment to the counties as their earnings to be committed to training activities.

The state, as a result of the screening which counties are doing, is receiving only the most difficult cases requiring care. This fact

is intensifying the need for the state agencies to provide increased training for their employees. It can be argued that inasmuch as the counties are contributing to the increased state need for training, the counties should also contribute to the cost of this training.

By increasing the \$4,000 per capita earning rate presently authorized by the probation subsidy legislation by 10 percent, an additional \$400 per "non-commitment" would be paid to the counties.

If 25 percent of this increase, or \$100, were paid into the Correctional Manpower Development Fund for each of 3,000 non-commitments, the counties would be contributing \$300,000.

If the counties were to reimburse 25 percent of the \$400 increase, or \$100, to the State of California for each of 3,000 non-commitments, and the state, in turn, contributed this amount to the Correctional Manpower Development Fund, an additional \$300,000 a year would be available for matching purposes.

Recapitulation: Matching Sources

<u>Matching Source</u>	<u>State</u>	<u>County</u>	<u>Total</u>
20% of Network Personnel Costs	\$ 136,000	\$ 170,000	\$ 306,000
\$50 Assessment for Each County Commitment	--	450,000	450,000
State Match of County Assessment Total	450,000	--	450,000
Diversion of County Reimbursement Funds	270,000	270,000	540,000
10% Augmentation of Probation Subsidy	<u>300,000</u>	<u>300,000</u>	<u>600,000</u>
Total Matching Capability	\$1,156,000	\$1,190,000	\$2,346,000



RECOMMENDATION XIV: IMPLEMENTATION, PHASE I  
June 1, 1970 - September 30, 1970

Objective

To bring about a level of understanding of and support for the Comprehensive Design by exposing it to the critical analysis of those officials and agencies which would have the responsibility for sponsoring the required enabling legislation.

Rationale

The recommendation allows for moving the Comprehensive Design to the decision makers for each segment of the correctional subsystem, i.e., the directors of the California Youth Authority and Department of Corrections and the members of the Probation Advisory Committee, for whatever modifications are indicated in terms of broader administrative consideration than manpower development. After such modifications are made, the Design would be formally presented to the Board of Corrections and to the three key State Task Forces for their consideration and endorsement. Opportunity is provided for further revisions seen as necessary for political, strategic, and financial reasons before formal implementation steps are undertaken.

RECOMMENDATION XV: IMPLEMENTATION, PHASE II  
October 1, 1970 - June 30, 1971

Objective

To obtain legislative authority for implementing the Comprehensive Design as modified.

Rationale

Once the key correctional administrators and planning bodies have adjusted the Design to conform to operational realities, the Board of Corrections--as CO-ACT's administrative parent--should take responsibility for initiating legislative action and for mobilizing the support for that action. Because of the Board of Corrections' limited staff resources, it is recommended that funds be requested from the California Council on Criminal Justice to employ a staff person on a temporary basis. As an alternative, such a person might be loaned to the Board of Corrections by either the Youth Authority or Department of Corrections.

The staff person would be responsible for getting the necessary legislation drafted and introduced. He would also be available to explain the proposals to legislative committees.

It is further regarded as highly desirable, if not absolutely necessary, that the Board of Corrections call well publicized one-day meetings in the southern and northern sections of the state to which influential persons concerned with the administration of criminal justice should be invited. The purpose of the meetings would be to provide opportunity for (1) acquainting the participants with the reasons for the need to improve



RECOMMENDATION XVI: IMPLEMENTATION, PHASE III  
July 1, 1970 -

Objective

To begin the actual implementation of the Comprehensive Design by creating an operational Coordinating Organization for Advancing Correctional Training.

Rationale

Once legislative approval is obtained for the creation of and financial support for the Coordinating Organization for Advancing Correctional Training, the Board of Corrections would appoint the Advisory Council for Correctional Manpower Development and commission it to begin the recruitment of a director. Once selected and appointed, the director would employ a staff and all other developments conceived of in the Comprehensive Design would begin to become manifest on a step-by-step, accelerated basis.

Once CO-ACT is created, it would begin immediately to activate the agency network and involve it in both a planning and operational capacity.

RECOMMENDATION XVII: SUPPORT FOR POSSIBLE FEDERAL  
CORRECTIONAL MANPOWER DEVELOPMENT LEGISLATION

Objective

To increase the likelihood of full scale implementation of the recommendations contained in the Comprehensive Design by reducing the financial impact on the counties and the state.

Rationale

In October 1969, the Joint Commission on Correctional Manpower and Training submitted its final report, "A Time to Act" to the President, the Secretary of the Department of Health, Education and Welfare, and the Governors. The Commission called for an increased federal role in financing and coordinating correctional manpower development activities throughout the nation and wrote:

The Joint Commission believes new legislation is necessary to the orderly development of educational and training programs for corrections. At present, education, training, and manpower utilization concerns remain near the bottom of the priorities established by the federal agencies that do support programs for corrections. This will continue to be the case until correctional manpower matters are elevated to a level at which adequate funding, technical assistance, and administrative support can be made possible.

A number of the Joint Commission's recommendations can be encompassed within the provisions of a single comprehensive manpower development act. Such an act could become the blueprint for a national program designed specifically to upgrade correctional services through the enhancement of educational and training opportunities for correctional personnel.

The proposed Correctional Manpower Development Act should provide authority and authorize funds to include, but not be limited to, the following activities:

1. Administration of a comprehensive education and training grant program which incorporates the recommendations made throughout this report.
2. Coordination of all federal programs involving the education, training, and utilization of manpower in corrections.
3. Provision of technical assistance to correctional agencies, nonprofit organizations, and institutions of higher education to further their capability for developing adequate education and training programs for correctional personnel.

The cost of fully implementing the California Correctional Training Project's Comprehensive Design would be such that it must be spread over many years if it were to be supported only by funds presently available. The entire process of implementation could be speeded up and have more impressive results if additional federal resources were to become available. For this reason and the further one that California corrections cannot exist in isolation from the correctional programs and capabilities of other states, it is seen as crucial to the success of California's correctional manpower development programming that a national Correctional Manpower Development Act be aggressively supported by all California correctional administrators.

WHB/co