

# BOARD OF CORRECTIONS

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## 1986 ANNUAL REPORT

STANDARDS AND TRAINING FOR CORRECTIONS PROGRAM

# STATE OF CALIFORNIA

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## A MESSAGE FROM THE SECRETARY

1986 was a landmark year for those local corrections agencies participating in the Standards and Training for Corrections (STC) Program. They now have available valid, statewide standards to select and train entry-level staff. These standards come at a time when the field of corrections is expanding rapidly. Local corrections agencies are developing multi-year plans to address the crisis of overcrowded jails and swollen probation caseloads. Through the STC Program, local corrections officials can hire and train staff to operate new jails and programs to meet the field's increasingly complex demands.

On behalf of the Board, I want to express my personal thanks to each and every one at the state and local level who contribute time and knowledge to the success of the STC Program. The accomplishments described in this report are a tribute to their hard work and commitment. Their efforts bring us closer to our shared goal of well-run, professional corrections systems that ensure public safety.

N.A. Chaderjian  
Chairperson, Board of Corrections  
Secretary, Youth and Adult Correctional Agency

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## INTRODUCTION

**More criminals are incarcerated in California than at any other time in the state's history.**

Local corrections officers in California have their hands full. Enforcement of tougher public safety laws confine and control an ever-growing number of criminals. State prisons feel the strain; county and city jails, juvenile halls, and probation caseloads are packed. More California corrections employees are needed to supervise the criminals because of the potentially explosive situation. It is a tough job. To handle it, corrections personnel require increasingly sophisticated skills.

The Board of Corrections, through its Standards and Training for Corrections (STC) Program, assists local sheriffs, probation, and police departments in California's 58 counties to select and train their corrections staff. STC establishes minimum statewide standards for selection and training, provides funds to meet these standards, and manages a comprehensive statewide training delivery system.

Before the STC Program, few local corrections agencies had consistent criteria to select personnel, and little or no money to train them. Without job-related standards, agencies were vulnerable to legal attacks and punitive judgements on hiring practices and inadequately trained staff.

The California Legislature recognized that the development of statewide standards was essential for local corrections and assigned the responsibility to the Board of Corrections. In 1979 the Legislature created the Board of Corrections' STC Program. The goal of the Program is to raise the level of competence of California's local corrections personnel.

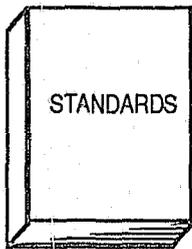
This report highlights the current impact of the STC Program, describes major accomplishments, and looks briefly at future challenges facing the STC Program and local corrections in California.

## 1986 PROGRAM SCOPE AND ACCOMPLISHMENTS

- **129 Local Eligible Corrections Departments Took Part in STC**  
98% of California's eligible sheriffs and probation department are in the Program. 10% of the police departments operating jails participated.
- **17,411 Local Corrections Staff Received Training Through STC**  
3,710 staff took basic training and 13,701 received annual training to sharpen required skills.
- **678,080 Hours of Job Skills Training Delivered**  
Training covered a wide range of topics such as basic training for entry-level staff, safety and security, gangs, infectious diseases, and management.
- **1,300 Courses Certified**  
These courses were presented 4,500 times statewide.
- **\$9 Million Allocated to Local Agencies**  
These funds were used to help cover the costs of tuition, travel, per diem, and staff replacement.
- **Research to Set Valid, Job-Related Selection and Training Standards Was Completed**  
Three years of research resulted in standards which satisfy legal mandates for job-relatedness and fairness.
- **A Comprehensive Evaluation System was Developed to Determine the Program's Impact**  
The Board of Corrections staff established systems to gather feedback on all major components of the STC Program.

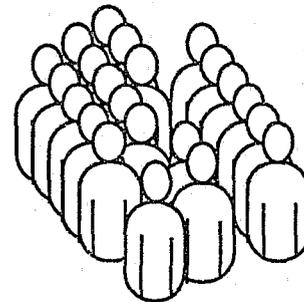
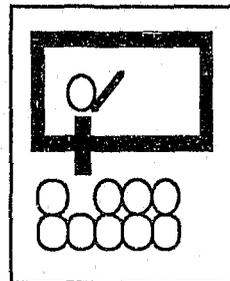
## 1986 Program Scope and Accomplishments, Cont.

DEVELOPED  
Selection Standards



CERTIFIED  
1,300 courses

DELIVERED  
4,500 courses



TRAINED  
17,411 people

The STC Program continued to grow in 1986. Four sheriffs and probation departments and one jail division of a city police department were added. Local agencies planned and used training to further their department goals and objectives. Department managers used training to address complex corrections problems. They reported improved morale as staff gained skills, professionalism, and confidence. Better training, according to local officials, can be credited for improved safety, fewer inmate disturbances, and fewer deaths.

### BACKGROUND

**The lack of training seriously jeopardized staff and public safety.**

In 1976 the Legislature assigned the Board of Corrections to study and evaluate "standards required and training provided for local corrections personnel" in California. The resulting study found a patchwork of local practices and administrative procedures. Over 200 corrections job titles and job descriptions were identified throughout the state. Although published job descriptions were similar, standards used to screen or select candidates varied.

The study also found that the amount, quality, and frequency of training varied with the size, budget, and administrative priorities of the local jurisdiction.

## Background, Cont.

### THE NEED FOR TRAINING

Lack of training in local corrections was seriously jeopardizing staff and public safety. Due to the limited resources available at the local level, agencies were unable to train staff adequately. As examples, before the STC Program and despite statutory mandates to the contrary:

- Less than 24% of local corrections employees were trained in fire and life safety.
- Less than 40% of all corrections personnel received and maintained certification in basic first aid and cardiopulmonary resuscitation (CPR).
- 30% of the personnel designated as peace officers had not received training to exercise peace officer powers.

To solve these problems and many others, the California Legislature created the STC Program in 1979 to "raise the level of competence" of local corrections personnel by establishing statewide selection and training standards to be set by the Board of Corrections.

The Legislature specifically directed the Board of Corrections to:

- Establish statewide **STANDARDS FOR SELECTION** for entry-level local corrections personnel.
- Establish statewide **STANDARDS FOR TRAINING** for local corrections personnel.
- Develop and implement a **TRAINING DELIVERY SYSTEM**.
- Develop and implement a **SYSTEM FOR ALLOCATING FUNDS** provided by the legislation.

### HOW STC WORKS

Participation in the STC Program is voluntary. Local agencies who elect to participate for a fiscal year must prepare and submit an annual training plan. The plan reports the size of their eligible staff, projected staff training, staff selection procedures, and costs to implement the plan.

## How STC Works, Cont.

The annual training plan also contains an agreement to abide by the Board of Corrections:

- Selection Standards
- Required entry-level training curriculum
- Annual proficiency Training Standards

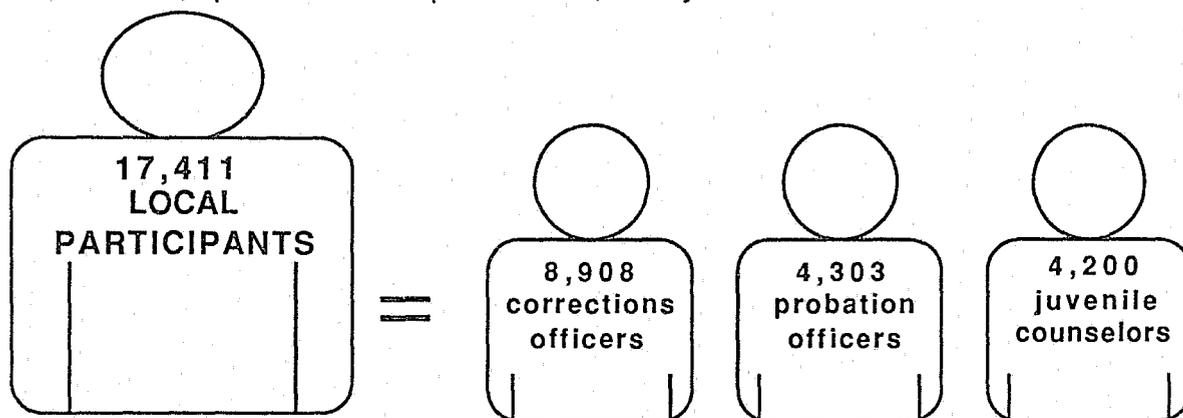
The Board of Corrections Selection Standards require that participating departments use a prescribed written selection examination. This written examination measures the knowledge, skills, abilities, and characteristics critical to corrections work. Job candidates must also pass a health examination, a background investigation, and demonstrate competence in oral communications.

Training Standards of the Board require each entry-level employee to successfully complete a prescribed basic training course to gain sufficient knowledge and skills to perform entry-level tasks.

The Standards also set the minimum annual training hours for each job classification. Participating departments select training based on departmental training priorities and employee needs.

### ELIGIBLE STAFF

Eligible local corrections personnel are employed in local jails, adult institutions, probation departments, or juvenile halls.

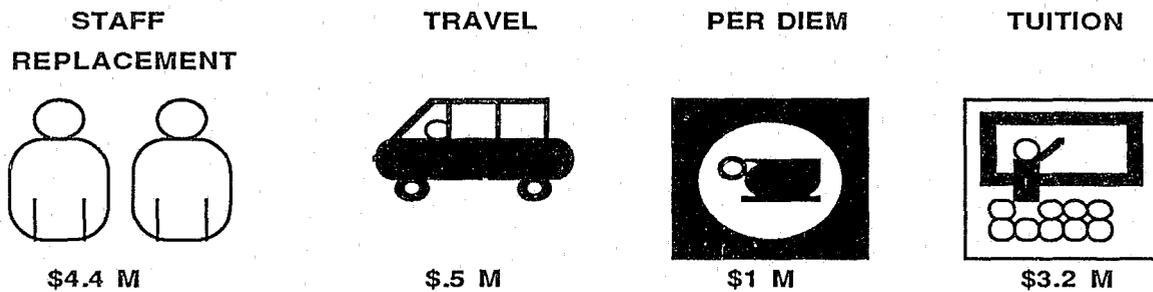


Each year has shown a steady increase in the number of participating agencies and trained personnel.

## How STC Works, Cont.

### FUNDING AND EXPENDITURES

The legislation provides funding for the STC Program from the penalty assessment fund. The fund contains money collected from bail forfeitures and fines. Money is used to cover tuition, travel, per diem, and staff replacement necessary to maintain safety and security.



Even though the number of participants has grown significantly, the administrative costs of the STC Program are minimal. Only 15 professional and support staff serve 17,411 participants. Less than 8% of the total STC funds are used annually to operate the Program.

### LOCAL PLANNING

**"...the flexibility to tailor training to meet unique, local needs."**

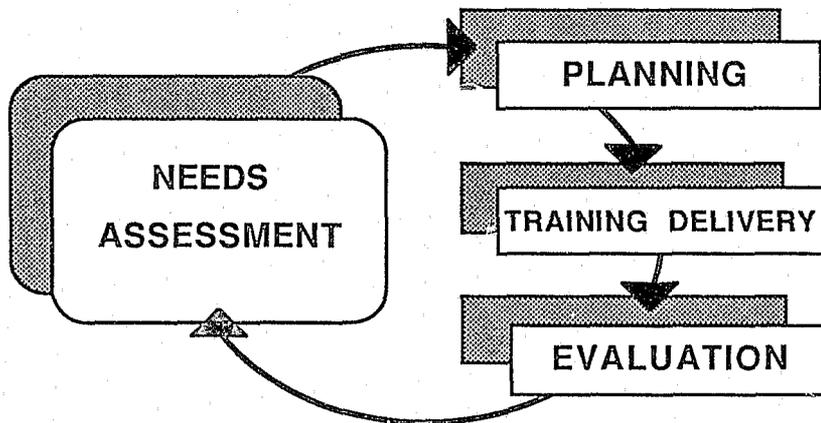
Under parameters established by the Board of Corrections, each participating department plans its use of STC funds. Local agencies create an annual plan to bring their departments within compliance requirements. Under the STC Program, participating departments have the flexibility to define and implement their selection system using their local style of operation and to tailor their training plans to meet unique local needs.

To be effective, planning must develop training strategies that meet and support organizational goals while improving the work performance of each employee. This dual focus is the standard for determining the types of training that should be provided within any organization. For training to accomplish this, it must be anchored in goals set by the organization. A training strategy constructed in

## Local Planning, Cont.

this manner often extends over several years. It must examine a variety of operational issues to identify necessary changes facing an organization. For example, opening a new jail often requires substantial changes in an organization's deployment of personnel.

The STC Program recognizes this need to assess current and future department needs, predict training requirements, determine training delivery systems, and evaluate results. This process may, from time to time, require more comprehensive planning than the Annual Training Plan allows. STC facilitates this by providing a formal Training Needs Assessment that helps departments address both organizational goals and individual staff competencies.



### COURSE DEVELOPMENT AND CERTIFICATION

STC can put a variety of courses on-line quickly.

The STC training delivery system requires participating departments, trainers, and STC consultants to analyze each training course before it is taught. This delivery system ensures course quality while enabling departments the flexibility to:

- Design new courses
- Choose training from over 1,300 certified courses
- Select competent trainers from over 210 providers
- Manage course costs

## **Course Development and Certification, Cont.**

This approach leads to training that is consistently:

- Relevant
- Well-presented
- Cost-effective
- Tailored to local needs

STC's system allows courses to be designed quickly and approved for certification within as few as 30 days. Even with this rapid turn-around time, the monitoring, evaluation, and comparisons conducted by the Program statewide ensure course quality.

## **STATEWIDE COORDINATION**

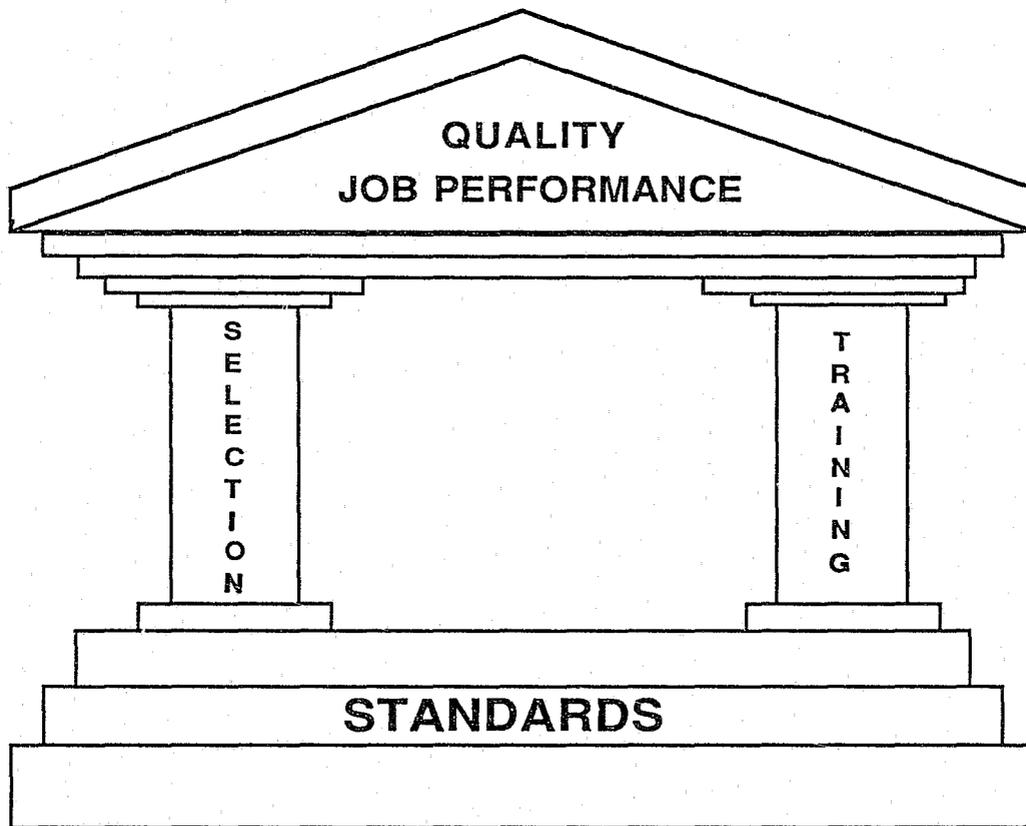
**"..developing effective links..."**

STC works closely with the California State Sheriffs' Association, the Chief Probation Officers of California, the STC Advisory Committee, departments and other representative groups to design and develop courses that meet common needs. STC training also plays an integral role in the many jail construction projects throughout the state. Because STC has a flexible and efficient course certification process, STC can respond to up-to-the-minute needs and put a variety of courses on-line quickly. Some courses that have resulted are:

- Planning New Institutions
- Opening New Facilities
- Medical Issues in Jails
- Gangs: Identification and Classification
- AIDS and Infectious Diseases
- Employee Background Investigations
- Jail Training Officer
- Advanced Supervisory Skills
- Emergency Procedures
- Inmate Classification
- Systems Automation

## Statewide Coordination, Cont.

Local agencies, participating in STC networks, develop effective links to assess, plan, and share training. STC Training Officer Associations represent five regions in the state. The groups meet to integrate training into organizational goals and to improve training management skills. Through STC's statewide network, local corrections departments address unforeseen training needs, predict trends, identify changes, and bring in experts to handle issues.



## MAJOR PROJECTS IN 1986

### DEVELOPING STANDARDS

The complexity and scope of this project made it the largest ever attempted.

The U.S. Supreme Court and federal guidelines mandate that selection standards be job-related. Accordingly, the California Legislature

### Developing Standards, Cont.

appropriated \$450,000 and directed the Board of Corrections to contract for research to develop the necessary empirically-based standards. Because the research was conducted at the statewide level, it:

- Eliminated expensive duplication of effort at the local level.
- Avoided job differences across counties.
- Complied with federal guidelines.
- Provided a common knowledge base for local corrections employees.

The complexity and scope of this project made it, undoubtedly, the largest ever attempted. The project is being reviewed by other states which are looking to California for guidance in this complex area. The standards would apply to more than 17,000 local personnel employed by 150 separate agencies. The research project began in 1982 to:

- Conduct a statewide job analysis of entry-level jail/corrections, juvenile counselor, and probation officer positions.
- Develop entry-level selection and training standards based on the job analysis data for the three positions.
- Devise valid entry-level selection procedures for selecting high-quality candidates.
- Create a training curricula to gain maximum benefit from subsequent on-the-job training and experience.

In August 1985, the selection and training documents and recommendations from the study were presented to the Board of Corrections. Because of the impact on local corrections, an extensive review by local departments assured that the proposed standards were practical and positive. This fine-tuning produced usable entry-level standards and training prescriptions.

## **Developing Standards, Cont.**

While not "official" until July 1987, the demand for the new selection examinations is already high. Many local agencies are pilot testing the selection examinations and have found them to be effective screening tools. Pilot testing of training curriculum by Program participants has also been successful. Users report that the new curriculum is superior to the current course, is job-related, and is well received by trainees.

After the initial application of the new selection and training standards, it will be the important task of the STC Program to ensure their continued relevancy and job-relatedness. STC must monitor and revalidate the standards to guarantee their legal defensibility. The field of corrections is constantly affected by changes in the law, trends in methodology, and concerns in local communities. Through data collection and careful analysis of these changes, STC will maintain selection and training curricula that meet local needs and support excellence in local corrections.

## **EVALUATING IMPACT**

**...evaluations show that all aspects of the Program are operating successfully.**

From the beginning, local corrections officials and the Board of Corrections recognized the need to evaluate the impact of the Standards and Training for Corrections (STC) Program. Within the first year of the Program, Board staff received many examples of training that led to positive impact in the field: more arrests, quelled riots, and lives saved. Even though this was encouraging it was a hit-and-miss approach to evaluation.

Accordingly, the Program developed systems to examine major Program activities and to evaluate each in a way that exceeded usual methods of management. This evaluation system preserves and prioritizes evaluation resources and produces cost-effective evaluation tools. With these tools, STC can inexpensively react to problems without diverting funds designed for training. When the

## Evaluating Impact, Cont.

evaluation feedback indicates a need for Board of Corrections intervention, the system alerts STC so that the Board staff can remedy the problem. Data from these evaluation systems show that all aspects of the Program are operating successfully.

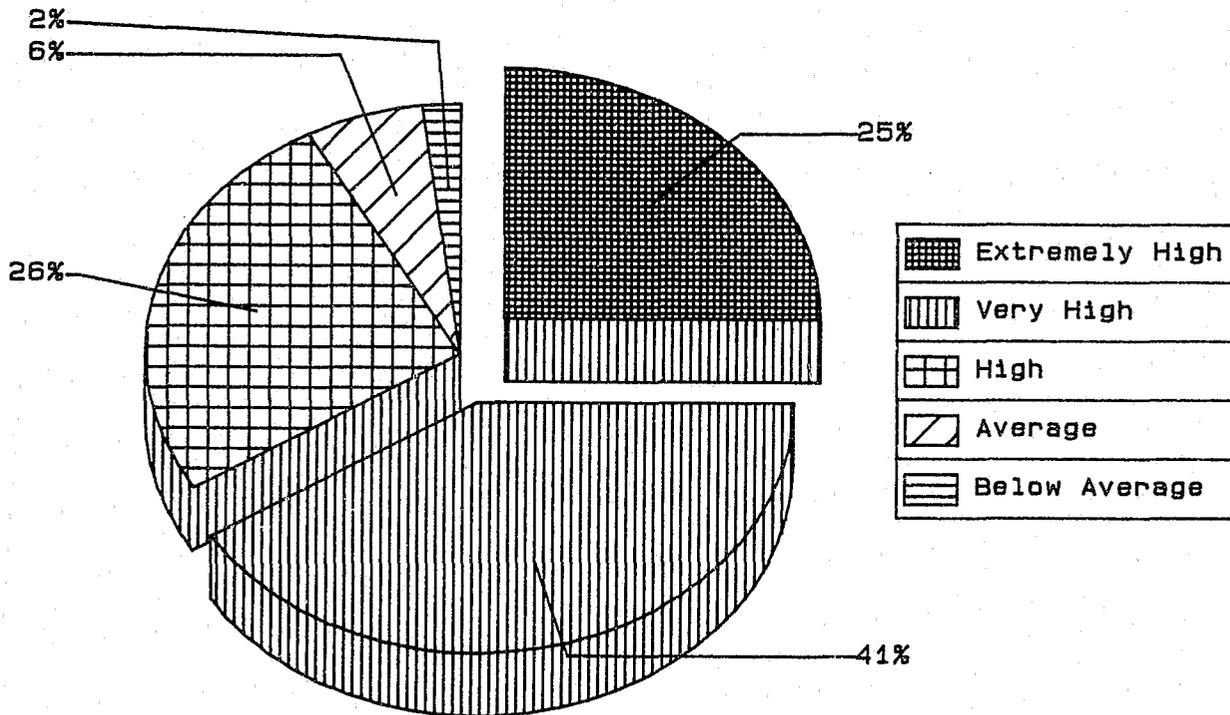
To systematically evaluate input, STC:

- Developed a plan to assess selection exams for currency and relevance.
- Developed an evaluation process for all training courses.
- Conducted correlation analysis to determine if overall course ratings were influenced by training sites.
- Conducted follow-up analyses of high and low-rated courses.
- Statistically analyzed the rating tendencies of trainees from different types of correctional institutions.
- Targeted certain courses for in-depth evaluation of behavior changes on the job.
- Devised a checklist for relevance of annual courses.

In the past year, STC formulated extensive evaluation designs for two major products: STC's training delivery system and STC's selection tools for entry-level trainees.

For its training delivery system, STC assembled a massive data base of 200,000 student assessments. In 1986, STC automated the statistical analysis of this data and generated evaluations of courses in similar categories. The comparative analyses rate courses on training effect and relevance, instructor competencies and teaching methods, the suitability of training facilities, and overall course effectiveness. This system allows participants and trainers to diagnose course strengths and weaknesses.

### Training Quality Ratings



To assess the impact of the newly developed selection standards, STC established a system to evaluate the written selection test for entry-level personnel. This system examines how well the selection examination will help local corrections officials select applicants who have the:

- Most job-related skills
- Highest probability of successful entry-level training

The evaluation system will also gather data to ensure the continued job relevance of the selection standards.

## LOOKING AHEAD

**"... selection of qualified staff will be critical, training for competency, vital."**

Corrections is a tough job, getting tougher. More arrests and longer sentences doubled the California jail population in the last ten years. The coming decade bodes more of the same. City and county inmate populations are expected to grow from the current 58,000 to an estimated 95,000 by 1995. State prison increases will parallel this growth. Referrals to county probation departments will increase accordingly.

The current crisis aside, managing local corrections is demanding. Safely confining and classifying criminals, operating jails and juvenile halls, and serving the courts requires special skills. In the past, local agencies struggled to maintain effective training systems to equip staff with these skills. Through the statewide resources and coordination of the Standards and Training for Corrections Program, this need is now being met... even in times when local corrections is severely strained.

Recruiting qualified personnel presents a major challenge throughout the state. In the next few years, local corrections will spend \$1.3 billion to build more jails and juvenile halls. The costs of staffing these facilities will surpass the construction costs sevenfold. To protect this investment and to ensure public safety, selection of the most qualified staff will be critical, training for competency, vital.

The STC Program will continue to help local corrections meet these challenges. The job-related selection standards will enable local corrections to identify and hire the most qualified applicants. Use of the standards will help agencies avoid hiring delays caused by litigation because the standards meet fair employment criteria. With the performance-based training curricula, local corrections will be able to train new staff in job-related skills crucial to their demanding assignments. New technologies and changes in the field can be effectively incorporated into the training because STC's training delivery system is flexible and tailored to local needs.

## Looking Ahead, Cont.

New areas of technical assistance will be available to local corrections through the STC Program in 1987:

- Training Needs Assessments will allow participating departments to systematically examine organizational needs to establish training priorities and objectives. Through the assessment process, agencies will be able to increase the relevancy and responsiveness of their training activities.
- Team building interventions will enable local corrections to identify, analyze, and resolve complex issues or needs that relate to their training program. Through these activities, local corrections will enhance their staff cohesiveness and cooperation and improve organizational problem-solving and planning skills.
- Evaluation efforts will expand to assess the Program's impact. Planned evaluation activities include increased course monitoring on-site, technical assistance to course presenters on test-item writing and test construction, systematic analysis of training job relevance, and measurement of behavioral and organizational change resulting from training. From these evaluation activities, local corrections and STC will be able to diagnose problems and target necessary changes to improve the Program.

Through these new resources and the on-going services available from the STC Program, local corrections agencies will be better equipped to handle their tough job. Local corrections and STC have developed an effective relationship that has resolved many complex issues in the past. This relationship has been successful because local corrections and STC share the commitment to well-run corrections systems.