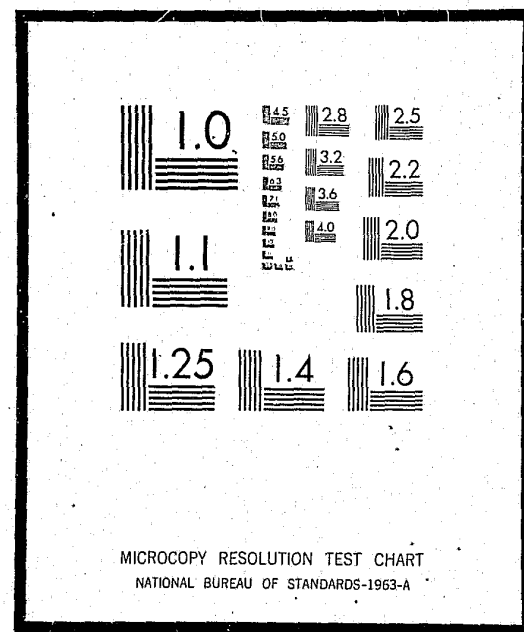


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REPORT ON MARYLAND CRIMINAL JUSTICE HIGHER EDUCATION PROGRAMS

October, 1974

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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
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GOVERNOR'S COMMISSION ON LAW ENFORCEMENT AND THE  
ADMINISTRATION OF JUSTICE

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EDUCATION POLICY RECOMMENDATIONS

## I. EDUCATION POLICY RECOMMENDATIONS

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

### A. Program Planning

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

---

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

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

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

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

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



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

B. Interjurisdictional Arrangements

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

C. Distribution of Funds Within the State

1. Population Criteria

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

2. Geographic Criteria

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

3. Student Status

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

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

- a) Students endeavoring to meet Commission minimum standards;
- b) students attempting to meet promotional requirements within their agencies;
- c) students involved in a clearly defined degree plan;
- d) students in certain priority job categories where the educational level is in the greatest need of improvement.

4. The LEEP delivery system should include specialized capability as needed based on educational and training needs and geographic distribution. Duplication of such specialized services should be avoided.

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

D. DEVELOPMENT OF EDUCATIONAL OBJECTIVES AND CURRICULUM<sup>3</sup>

1. Joint agency-institutional activities

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

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

3. Agency activities

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

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

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

Police Personnel

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

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

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

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

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

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

Corrections Personnel (Adult and Juvenile)

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

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

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

*Recommendation: Bachelor's degree with some graduate work.*

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

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

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

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

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

#### E. UPGRADING EDUCATIONAL LEVEL OF EMPLOYEES

##### 1. Incentive Systems

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

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

2. Recruitment Activity

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

3. Evaluation

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

4. Communications

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

5. Agency monitoring of progress in meeting objectives

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

6. Agency approval of non-degree education courses

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

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

F. FINANCIAL CONTROLS

There is need for stronger financial control systems in LEEP. Arrangements for regular audits of LEEP funds should be made through LEAA, the Commission, or the State auditors.



INTRODUCTION

## II. INTRODUCTION

### A. History of the Federal Law Enforcement Educational Program (LEEP)

In order to upgrade the educational level of criminal justice personnel, Congress included a new form of educational assistance in the Omnibus Crime Control and Safe Streets Act of 1969. Financial benefits in the form of grants were made available to inservice students (current full-time employees of the criminal justice system). Loans were offered to pre-service students (persons preparing for criminal justice careers) and full-time criminal justice personnel on academic leave. In return, students receiving grants agreed to remain with the system for a two year period following completion of any course for which funds were received. Students receiving loans had their debt forgiven at the rate of 25% of the total amount of loans for each year of criminal justice service. Students not fulfilling their employment obligation must repay their grant or loan plus interest. The work requirement serves to both improve the educational level of current personnel and prepare new employees to enter the system at various levels of the member agencies.

Under terms of the Act, funds were awarded to academic institutions which have established programs in law enforcement or offer related courses which are suitable for persons employed in law enforcement. The program is administered by the Federal government through the Law Enforcement Assistance Administration (LEAA) and its ten regional offices which cooperate with State Criminal Justice Planning Agencies. LEAA acts as the authorizing agency, allowing academic institutions meeting accreditation and program standards to participate in the program. Institutions then use their LEEP allocation to assign grants and loans to eligible students as defined under the guidelines. In Maryland, twenty-one colleges and universities now receive LEEP funds.

Unlike the operation of LEAA's block grant program, no provision is made for state criminal justice planning agencies to submit a comprehensive plan in which educational needs are identified, objectives set and fund use specified before funds are allocated. As a result, LEAA has often awarded funds to colleges without taking into account the total manpower needs of the state's criminal justice system.

During the first year of LEEP, the program was administered directly from LEAA's Washington office. However, between 1970



and 1972 operational responsibility was shifted from LEAA central to the ten LEAA Regional Offices with the Maryland Governor's Commission providing informational services for program participants. Commission staff responsibilities were limited to the coordination of workshops for LEEP colleges and universities; responding to inquiries for information by students, criminal justice agencies and academic institutions; and distribution of LEEP forms to LEEP participating institutions. Beginning in 1972, the Commission's staff role was increased to include responsibility for the review of funding applications from academic institutions and the submission of funding recommendations to the Philadelphia Regional Office. Since 1972, the Philadelphia Regional Office has supported the Governor's Commission interest in assuming greater responsibility for the overall operation of the program.

In 1973, Congress considered changing LEEP into a block grant program. If the Law Enforcement Revenue Sharing Act of 1973 passed, the Commission expected to have the responsibility and authority to administer the program in Maryland. However, even if the act was not passed by Congress, the Commission decided to develop its planning capability for LEEP. Anticipating greater responsibility, the Commission hired a consultant to assist in a planning study of higher education programs for criminal justice personnel in the State.

Although the Revenue Sharing Act for LEEP was not enacted, the consultants completed the study and submitted a report to the Commission. This summary is to some extent based on findings and recommendations contained in that report, Criminal Justice Higher Education Programs in Maryland.<sup>5</sup> The views of the Training and Education Committee, a subcommittee of the Commission, and Commission staff analyses of the LEEP program were then incorporated into the development of both the Education Policy Recommendations and the Summary. The recommendations were presented to the Commission by the Training and Education Committee on October 5, 1974, at which time they received unanimous approval.

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<sup>5</sup>Little, Arthur D. Inc., Criminal Justice Higher Education Programs in Maryland, October 31, 1973.

B. Methodology

In order to obtain sufficient data to develop a master plan for criminal justice higher education, the consultants surveyed a sample of criminal justice agencies in the areas of police, courts and corrections. The purpose of the survey was to develop information on the current educational level of criminal justice personnel, particular problems of the program, and future educational needs of the system. As described below, both field interviews and mailed questionnaires were the primary means of data collection.

Students: A student questionnaire was developed for current and former LEEP students from colleges and universities in Maryland and nearby areas. Fiscal year 1973 listings of students (sometimes incomplete) were supplied by the academic institutions, and questionnaires were sent to all names provided. In addition, at field interviews with agencies, 1000 copies of the student questionnaire were left for distribution or mailing to LEEP students. However, only 216 questionnaires were returned from those distributed to the agencies and academic institutions. Because no complete listing of students was available, and because many questionnaires were not returned, there are no assurances as to the degree to which the findings can be considered a representative sample of current and former LEEP students in the Maryland area. Therefore, the resulting analysis of student questionnaire data should be regarded as providing only exploratory information for further follow-up.

Universities/Colleges: Interviews were conducted at the twenty-one colleges and universities in Maryland participating in the LEEP program. In addition, eight non-LEEP schools and two LEEP schools from the Washington, D.C. area were included in the survey. A total of thirty campuses were visited and over fifty interviews conducted with financial aid personnel, school administrators, and LEEP program directors. Data was also collected from academic personnel through the use of mailed questionnaires. These were sent to all institutions included in the interviews and responses were received from 20 schools.

Criminal Justice Agencies: Consultant interviews were held with the police chiefs or training officers of police agencies throughout the State. The agencies selected by the Commission staff and the Education and Training Committee represented a broad cross section of the law enforcement field ranging from small municipal police forces with a staff of one to the City of Baltimore with a police force numbering 3,091. In addition

to the interview process, 129 questionnaires were sent to all city, county, and state police agencies. Forty-five agencies with 6905 employees (more than one-half of police personnel in the State) responded to the survey.

Data from the court system was obtained from interviews with staff of the central office of the Maryland District Court, Maryland Clerk's Association, staff of the Administrative Office of the Courts, the Administrator of the Supreme Bench of Baltimore, the Prince George's County State's Attorney, the Baltimore City State's Attorney and the Office of the State Public Defender. Questionnaires were sent to key court officials, judges, state's attorneys, and the Maryland Public Defender's Office. Responses were received from seven state's attorneys offices, four court officials, and the Public Defender's Office.

In the area of adult corrections, interviews were held with executive or middle management staff of the State Division of Parole and Probation headquarters; the Central Administrative Office of the State Division of Correction; Patuxent Institution; the Montgomery County Detention Center; The Baltimore City Jail; and the Division of Correction's State Jail Programming and Inspection Offices. Each of the above organizations completed and returned questionnaires in addition to being included in the field interview sample.

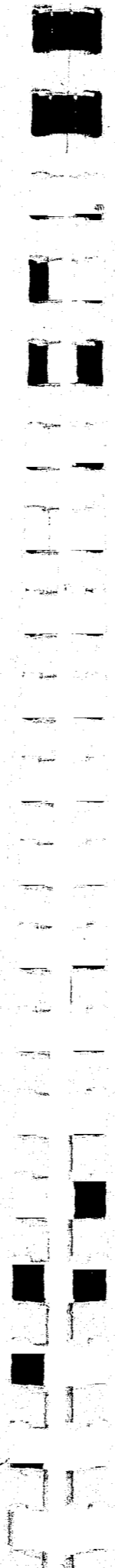
To obtain data on the juvenile correctional system, interviews were conducted with staff of the State Department of Juvenile Services. Among those interviewed were staff of Central Headquarters; a Court Services unit in Baltimore City; a diagnostic and detention center for adjudicated delinquents (the Maryland Children's Center); a group home for boys; and a training school. In addition, a private group home was contacted. Questionnaires providing additional data were submitted by the Maryland Children's Center and Department of Juvenile Services Central Headquarters.

Field interviews were conducted with executive staff of the Department of Public Safety and Correctional Services Headquarters and with executive staff of the Maryland Police and Correctional Training Commissions. The training Commission's staff submitted additional information in a mailed questionnaire.

Criminal Justice Training and Education Committee: Policy guidance for the direction of the study was provided by a Commission subcommittee comprised of executive level personnel representing courts, corrections, police, the academic

community and private sector. The Committee participated in objective setting for the study, reviewed the study proposal and various policy decisions throughout the study. Principal points of committee interest were in relating the needs of the job to educational requirements; curriculum development; allowing personnel to meet educational goals after specific periods of time; instituting an incentive system providing higher pay benefits for higher educational attainments and funding preservice as well as inservice personnel. Further, the Committee directed the consultants to consider possibilities for an enlarged role for the Governor's Commission in the operation of LEEP.

Commission Staff: Commission staff worked closely with the consultant during all stages of the study. Staff responsibilities included review of and input on the consultants research design, data collection instruments, sample selection and final report. The staff also provided assistance in encouraging cooperation from agencies and colleges included in the study, completed supplementary research, and prepared the final report.



EXISTING SYSTEM

### III. EXISTING SYSTEM

#### A. Introduction

LEEP participating colleges and universities, criminal justice agencies, and students are the constituent groups of the Law Enforcement Education Program. Within this chapter, the existing relationship of each of these elements to the LEEP program is discussed. Figure 1 shows the geographic location of LEEP schools and provides estimated criminal justice personnel data by county.

#### B. Colleges and Universities - Program Requirements

To be eligible for funds, an institution must meet the standards for full accreditation or be designated as a candidate for accreditation of one of the Regional Accrediting Commissions of Higher Education. In addition, the school must: (1) admit only students who have graduated from high school or have an equivalency certification; (2) be legally authorized within the State to provide a program of education beyond secondary school; (3) provide either an associate bachelor's or higher degree, credits for which must be transferrable to a regionally accredited institution of higher education; and (4) be either a public or non-profit institution.

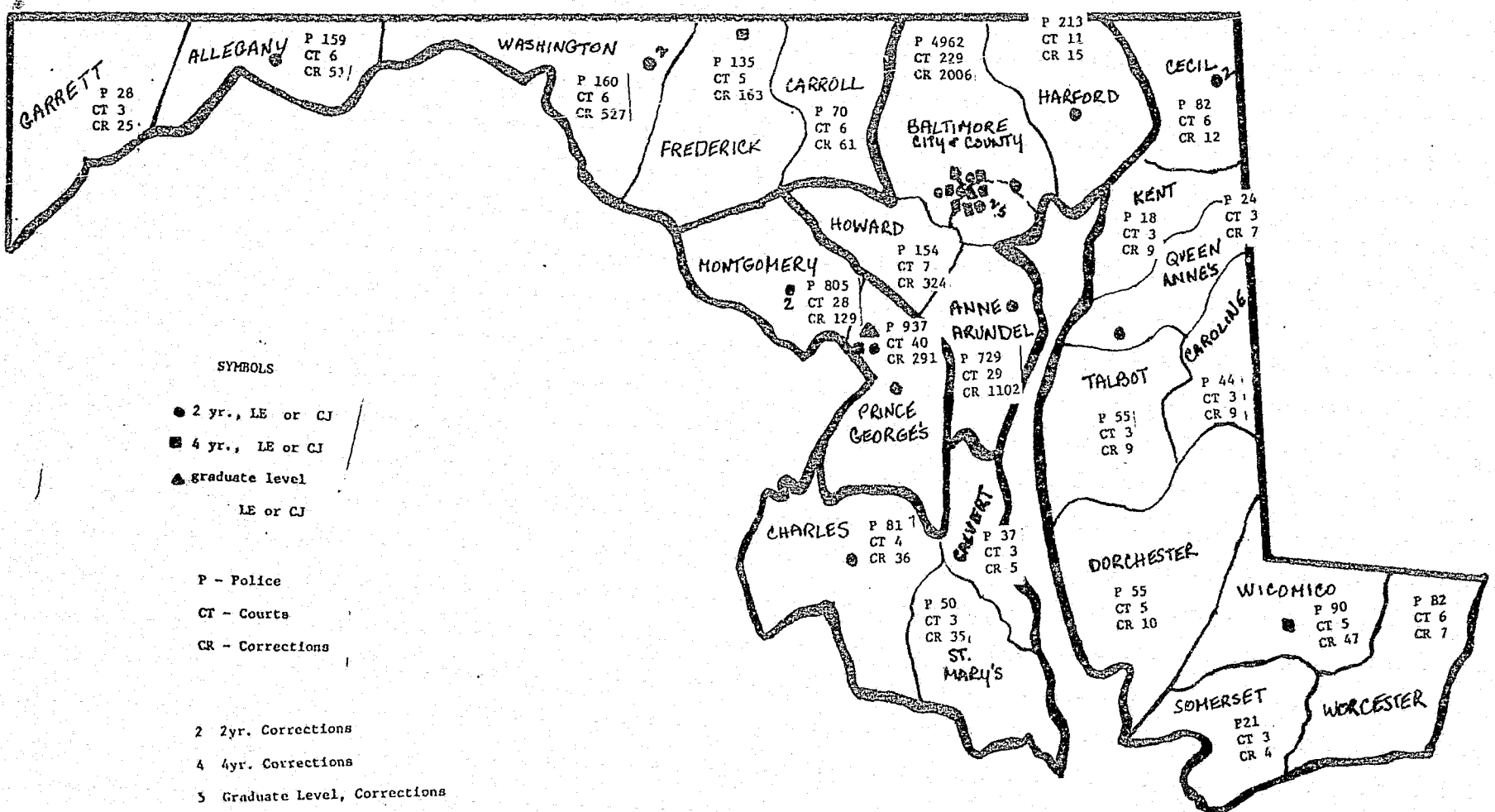
Students make application to the school of their choice for either a grant or loan. LEEP grants are available only to full-time criminal justice personnel (inservice) who may attend school on either a part or full-time basis. Courses taken by grant recipients should be degree-creditable and related or useful in law enforcement work. LEEP loans are available to full-time students who can be either inservice, or preservice<sup>6</sup> employees of the criminal justice system. Students who receive loans must state that their courses lead to a certificate or degree in areas related to law enforcement or are suitable for persons employed in law enforcement agencies.

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<sup>6</sup>Since fiscal year 1974, funding for preservice students has been unavailable because of the demand from inservice students and the administrative decision to fund returning students first.

FIGURE 1

GEOGRAPHIC LOCATION OF LEEP INSTITUTIONS AND PERSONNEL



In addition to establishing rules governing the eligibility of schools and students for LEEP funding, LEAA has established criteria for courses funded under the program. The requirements attempt to insure that LEEP funded courses meet the same academic standards established for other classes offered at the institution. Under the regulations, all LEEP courses must be approved by a regular curriculum approving body of the institution; classes must be open to all students; instructors must have full or part-time faculty status, and at least 80% of the credits must be applicable towards a bachelor's degree offered at other regionally accredited institutions. Since the inception of the program in 1969, each of the Maryland schools participating in LEEP has submitted an application to LEAA and met the criteria established under the guidelines.

C. Higher Education Programs In Maryland

1. Participating Institutions: Within the past five years, Maryland academic institutions have received over five million dollars in LEEP monies earmarked for the funding of pre and inservice students. (See Table 1). Each of the five Commission Planning regions in the State has at least one LEEP school in its area. Except for the University of Maryland, these schools primarily serve the criminal justice agencies in their immediate vicinity. A comparison of percent personnel and percent LEEP funding by geographic area reveals a close correlation between funding and employees except for Region IV which contains the University of Maryland. (See Table 2).

Region I. Three colleges on Maryland's Eastern Shore receive funds under LEEP: Cecil Community College, Chesapeake College and Salisbury State College. The colleges serve approximately 600 criminal justice agency employees, almost almost two-thirds of whom are police personnel and one-third of whom are corrections employees. Table 3 presents descriptive data on each of the three colleges.

Region II. Region II is located in Southern Maryland and comprises the counties of Calvert, Charles, and Saint Mary's. Located in the region is one LEEP participating college and seven criminal justice agencies employing 254 criminal justice personnel. Table 4 presents descriptive data on the Charles County Community College.



TABLE 1  
LEEP AWARDS BY REGION, COLLEGE, AND YEAR

REGION	FY 1969	FY 1970	FY 1971	FY 1972	FY 1973	FY 1974
<u>Region I</u>						
Cecil Community College			6,100	6,030	7,200	9,200
Chesapeake College		12,700	51	4,140	13,836	8,692
Salisbury State College					10,000	7,271
<u>Region II</u>						
Charles County Community College		10,800	4,200	8,230	14,000	16,574
<u>Region III</u>						
Allegany Community College	6,400	7,800	0	2,115	1,500	1,680
Frederick Community College		4,000	605			
Hagerstown Community College		10,800	16,000	24,150	31,643	39,232
Mount Saint Mary's College				10,000	4,800	5,400
<u>Region IV</u>						
Bowie State College			20,000	22,000	30,000	26,267
Montgomery College	3,700	12,000	32,200	33,550	49,500	39,146
Prince George's Community College			15,000	19,000	26,750	29,255
University of Maryland	37,400	130,000	332,000	375,160	400,000	409,469
<u>Region V</u>						
Baltimore City Community College of Baltimore	38,000	42,800	77,000	85,600	164,000	152,714
Coppin State College		29,000	65,000	80,000	80,000	112,100
Loyola College		12,600	2,000	16,660	14,000	25,017
Morgan State College	36,800	0	18,000	18,000	22,000	21,867
University of Baltimore	4,000	9,100	90,000	98,000	204,200	232,430
Surrounding Metropolitan Area						
Anne Arundel Community College	3,700	13,300	2,200	11,270	24,250	32,663
Catonsville Community College	13,773	91,300	107,000	143,160	157,150	163,152
Essex Community College	14,500	40,900	30,000	47,290	55,000	57,390
Harford Community College	3,100	6,000	15,500	15,290	10,980	11,600
Towson State College	8,500	8,900	25,000	27,000	31,200	34,451
TOTAL	169,873	442,000	857,856	1,047,095	1,352,009	1,435,570

TABLE 2.  
COMPARISON OF LEEP FUNDING PER REGION WITH  
CRIMINAL JUSTICE PERSONNEL EMPLOYED PER REGION<sup>1</sup>

County	Police <sup>2</sup>		Courts <sup>3</sup>		Corrections <sup>4</sup>				Total C.J. Personnel	LEEP \$ Fdg. by Reg. FY 74	Comparison % CJ Employees with % LEEP Funding		
	Local	State	Total	Total	Juv. Ser.	Par. & Prob.	Institutions	State Local Total			% Employees	% Funding	
<b>Region I</b>													
Caroline	23	11	44	3	5	4	-	-	9	56			
Cecil	34	48	82	6	8	4	-	-	12	100			
Dorchester	44	11	55	5	4	6	-	-	10	70			
Kent	11	7	18	3	4	5	-	-	9	30			
Queen Anne's	6	18	24	3	3	4	-	-	7	34			
Somerset	11	10	21	3	1	3	-	-	4	28			
Talbot	21	34	55	3	2	7	-	-	9	67			
Wicomico	45	45	90	5	4	11	32	-	47	142			
Worcester	70	12	82	6	3	4	-	-	7	95			
			471	37					114	622	\$25,163	4.4%	1.8%
<b>Region II</b>													
Calvert	16	21	37	3	2	3	-	-	5	45			
Charles	42	39	81	4	7	3	26	-	36	121			
St. Mary's	21	29	50	3	2	4	29	-	35	88			
			168	10					76	254	\$16,574	1.8%	1.1%
<b>Region III</b>													
Allegany	110	49	159	6	47	4	-	-	51	216			
Carroll	29	41	70	6	4	4	53	-	61	137			
Frederick	84	51	135	5	157	6	-	-	163	303			
Garrett	14	14	28	3	24	1	-	-	25	56			
Washington	114	46	160	6	6	7	514	-	527	693			
			552	26					827	1405	\$46,312	9.8%	3.2%
<b>Region IV</b>													
Montgomery	766	41	807	28	39	28	-	62	129	964			
Prince George's	816	121	937	40	240	51	-	(100) <sup>6</sup>	291	1268			
			1744	68					420	2232	\$504,137	15.6%	35.1%
<b>Region V</b>													
Anne Arundel	424	305 <sup>5</sup>	729	29	62	22	1018	(31)	1102	1860			
Baltimore City & County	4690	272	4962	229	921	256	477	352	2006	7197			
Harford	98	115	213	11	8	7	-	(29)	15	239			
Howard	100	54	154	7	6	7	311	-	324	485			
			6058	276					3447	9781	\$843,384	68.4%	58.7%
Totals			8,993	417					4884	14,294	\$1,435,570		

**Notes**

1. These are estimates of CJ personnel derived from returned questionnaires, the Governor's Commission Comprehensive Plan, 1973, and figures supplied by the Governor's Commission. All of the figures should be considered estimates. In some cases the figures may be slightly higher than actual since authorized Table of Organization figures were used where actual numbers were unavailable.
2. Estimates include city, county and State police personnel.
3. Estimates include judges, prosecutors and public defenders.
4. Estimates include county and State corrections, parole and probation, and juvenile corrections. Local corrections were assumed to be police personnel and therefore included in the police category unless otherwise noted.
5. This includes State police (110), the Alcohol Tax Enforcement Unit (9), and the Maryland Natural Resources Police Force (186).
6. Local corrections personnel are indicated in ( ) but since they are members of local police agencies they are included in those totals.

Region III. Region III is located in Western Maryland and includes three institutions participating in the program and 29 criminal justice agencies employing 1,405 people. Fifty-nine percent of the employees are affiliated with correctional institutions in the area and 39 percent with police agencies. Table 5 presents descriptive information on the three LEEP schools in Region III.

Region IV. Region IV contains four schools participating in the LEEP program. There are 32 criminal justice agencies employing 2,232 persons, with over seventy percent of these being local police employees. Table 6 presents descriptive data on the LEEP schools in Region IV.

Region V. There are ten colleges and two divisions of the University of Maryland participating in LEEP in the greater Baltimore Metropolitan area. Classes are held at seven locations in Baltimore City and five locations in the surrounding counties. The Baltimore City schools are the Community College of Baltimore, Coppin State College, Loyola College, Morgan State College, the University of Baltimore and two divisions of the University of Maryland. The surrounding area schools are Anne Arundel, Catonsville, Essex, and Harford Community Colleges and Towson State College. Region V has 36 criminal justice agencies employing 9,781 people. Table 7 provides descriptive information on the Region V LEEP schools.

2. Selected Institutional Data Summaries: Data for the consultant research was collected in interviews and questionnaires as to type of programs available, student selection criteria, funding procedures, transfer of credit problems, agency-institutional cooperation and governmental-institutional relationships.

With respect to the types of academic programs available to LEEP students at participating colleges and universities, five offer certificate programs, sixteen give AA degrees in Criminal Justice and related fields, nine have baccalaureate programs, four give master's degrees in Criminal Justice and the University of Maryland offers a PHD in both Criminology and Law Enforcement.

Examination of the data on reasons LEEP granting institutions listed for refusal to fund students showed insufficient funds were the primary reason in both the case of inservice (305 denied) and preservice (281 denied). Far fewer applicants

TABLE 3  
REGION I

County & Region	Participating Inst.	Prog. Fields (Pol., Cts., Corr., Other)	C.J. Degrees Certificates or Maj. Offered	Total Enrollm.		Total C.J. Enrollm.		Total LEEP Enrollm.		C.J. Adv. Comm.	C.J. Faculty Qualifications with CJ Exp.			
				1972	1973	1972	1973	Spring '73			PT	FT	PT	FT
						INS.	PRES.							
Cecil	Cecil Community College (2 Yr)	Police, Corrections	Certificate in Law Enforcement AA in Law Enforcement	674	774	29	35	17	2	Yes	1	1	0	1
Queen Anne	Chesapeake College (2 Yr)	Criminal Justice	Certificate in Law Enforcement AA in Law Enforcement	862	861	18	34	17	12	No	2	0	2	1
Wicomico	Salisbury State College (4 Yr)	None	None	2373	2688	*	19	*	*	Yes	0	0	0	10

\*Data not submitted

(Note: FT=Full-Time, PT=Part-Time)

TABLE 4  
REGION II

County & Region	Participating Inst.	Prog. Fields (Pol., Cts., Corr., Other)	C.J. Degrees Certificates or Maj. Offered	Total Enrollm.		Total C.J. Enrollm.		Total LEEP Enrollm.		C.J. Adv. Comm.	C.J. Faculty Qualifications			
				1972	1973	1972	1973	Spring '73			with CJ Exp.		WO CJ Exp	
								INS.	PRES.		PT	FT	PT	FT
Charles	Charles County Community College (2 Yr)	Police	AA in Law Enforcement	1300	1700	65	67	60*	*	Yes	1	0	0	0

\*inservice and preservice breakdowns not submitted

TABLE 5  
REGION III

County & Region	Participating Inst.	Prog. Fields (Pol., Cts., Corr., Other)	C.J. Degrees Certificates or Maj. Offered	Total Enrollm.		Total C.J. Enrollm.		Total LEEP Enrollm.		C.J. Adv. COREA.	C.J. Faculty Qualifications			
				1972	1973	1972	1973	Spring '73			with CJ Exp. WD CJ Exp.			
								INS.	PRES.		PT	FT	PT	FT
Allegany	Allegany Community College (2 yr.)	None	None	1141	1194	5	20	6	0	Yes	3	0	0	0
Washington	Hagerstown Community College (2 Yr.)	Police, Corrections	AA in Law Enforcement AA in Law Enforcement with Corrections Option	1424	1116	139	154	75	50	Yes	2	2	0	0
Frederick	Mount Saint Mary's College (4 Yr)	None	None	1180	1150	3	2	3	0	No	1	0	0	5

TABLE 6  
REGION IV

County & Region	Participating Inst.	Prog. Fields (Pol., Cts., Corr., Other)	C.J. Degrees Certificates or Maj. Offered	Total Enrollm.		Total C.J. Enrollm.		Total LEEP Enrollm.		C.J. Adv. Coma.	C.J. Faculty Quali- fications with CJ Exp. WO CJ Exp			
				1972	1973	1972	1973	Spring '73			PT	FT	PT	FT
								INS.	PRES.					
Prince George's	Bowie State College (4 Yr)	None	None	2797	3115	36	Unk.	20	14	yes	3	1	0	5
	Prince George's Community College (2 Yr)	Police, Courts	AA in Law Enforcement Techniques	9604	9258	222	231	61	5	Yes	1	2	0	0
	University of Md.: (2 Yr., 4 Yr., Grad.)			45763	44548	1089	1394	755	16	Yes	24	4	0	9
	Inst. of Criminal Justice & Criminology	Courts, Corrections, Police	BA, MA, PhD in Criminology BA, MA, PhD in Law Enforcement	*	*	*	*	*	*	*	*	*	*	*
University College	Criminal Justice System	AA, BA in Law Enforcement	*	*	*	*	*	*	*	*	*	*	*	*
Montgomery	Montgomery College (2 Yr)	Criminal Justice System Corrections & Counseling	Certificate in Corrections AA in Criminal Justice AA in Corrections	10645	8922	367	466	100	26	Yes	6	2	0	2

\*Breakdown data for University of Maryland not available.

TABLE 7  
REGION V

County & Region	Participating Inst.	Prog. Fields (Pol., Cts., Corr., Other)	C.J. Degrees Certificates or Msj. Offered	Total Enrollm.		Total C.J. Enrollm.		Total LEEP Enrollm.		C.J. Adv. Comm.	C.J. Faculty Qualifications			
				1972	1973	1972	1973	IN.	PRES.		with CJ Exp.		WO CJ Exp.	
											PT	FT	PT	FT
Baltimore City.	Community College of Baltimore (2 Yr)	Corrections, Special Police, Police	AA in Correctional Administration AA in Security Administration AA in Law Enforcement	7135	7247	590	539	499	11	Yes	6	3	0	0
	Coppin State College (4 Yr., Grad)	Corrections, Police, Courts	MA in Correctional Education & Counseling BA in Criminal Justice	2409	3027	300	500	250	100	Yes	1	3	0	1
	Loyola College (4 Yr)	Police	Sociology law enforcement option	3540	3999	45	53	55	0	No	6	0	24	5
	Morgan State College (4 Yr., Grad)	None	None	6532	5986	36	47	31	4	Yes	0	0	0	45
	University of Balto. (4 Yr., Grad)	Police, Law Enforcement, Corrections	Law Enforcement Certificate BA in Law Enforcement, Corrections MA in Criminal Justice	5026	5420	609	584	300*	*	Yes	4	2	1	4

\* Inservice/preservice breakdown not submitted.



REGION V (Continued)

County & Region	Participating Inst.	Prog. Fields (Pol., Cts., Corr., Other)	C.J. Degrees Certificates or Maj. Offered	Total Enrollm.		Total C.J. Enrollm.		Total LEEP Enrollm.		C.J. Adv. CORR.	C.J. Faculty Quali-fications with CJ Exp.			
				1972	1973	1972	1973	Spring '73			PT	FT	PT	FT
								INS.	PRES.					
Baltimore City	University of Md.:													
	University College School of Social Work			*	*	*	*	*	*		*	*	*	*
				*	*	*	*	*	*		*	*	*	*
Anne Arundel	Anne Arundel Community College (2 Yr)	Police	AA in Law Enforcement	3526	4154	169	220	234	0	Yes	3	1	0	0
Baltimore County	Catonsville Community College (2 Yr)	Corrections, Police	AA in Police Administration AA in Correctional Services	7279	8062	685	700	561	39	Yes	14	4	0	0
	Essex Community College (2 Yr)	Criminal Justice System	AA in Law Enforcement	5330	6319	413	492	322	3	No	6	3	0	0
Harford	Harford Community College	Police	AA in General Studies w/Law Enforcement Certificate in Law Enforcement	3366	3623	609	683	*	*	Yes	18	6	2	0
* Inservice/Preservice data not available														

REGION V (Continued)

County & Region	Participating Inst.	Prog. Fields (Pol., Cts., Corr., Other)	C.J. Degrees Certificates or Maj. Offered	Total Enrollm.		Total C.J. Enrollm.		Total LEEP Enrollm.		C.J. Adv. Comm.	C.J. Faculty Quali- fications			
								Spring '73			With CJ Exp.		WO CJ Exp	
				1972	1973	1972	1973	INS.	PKRS.		PT	FT	PT	FT
Baltimore County	Towson State College (4 Yr) (Grad)		BA with a Law Enforcement Theme	11391	12420	66	64	46	5	Yes	0	3	0	7
Totals	13 2 yr. 9 4 yr. 5 gr.		5 certificate Programs 16 AA Programs 9 Bachelors Programs 4 Master's Programs 2 Ph.D. Programs	13329	135583	5495	6304	3412	287	16 Committees	102	37	29	95

were denied funding due to inadequate qualifications (inservice, 43, and preservice, 54). In most cases the financial aid officer assumes responsibility for determining eligibility and making the selection of LEEP students.

When colleges and universities were asked what they thought of present funding procedures, 53% felt that they were in need of improvement while the rest either felt they were okay (37 percent) or had no opinion (10 percent). Particular mention was made of the need for greater emphasis on preservice funding; the need for monies to cover administrative costs for colleges participating in LEEP; a critical need for earlier notification of approval and amount of LEEP funds to be allocated to each institution; a reduction of bureaucracy and redundant paper work; and less frequent changes in policies and guidelines.

The issue of transfer of credit was addressed in the questionnaire. All respondents answering that question indicated that they gave full transfer credit for courses taken elsewhere, LEEP and otherwise. A few (three) mentioned they were aware of difficulties in transferring credits received for lower level courses (200 or 300) to a four year college. The credit transfer question is important because most LEEP students begin their academic career at the community college level and may desire to then complete a four year program. Several institutions stated that they won't accept a "D" grade for transfer credit.

Limited interaction between criminal justice agencies and LEEP institutions exists in the areas of curriculum planning, student selection, use of college facilities by criminal justice agencies, and exchange of instructional personnel by agencies and academic institutions. Table 8 gives the number of LEEP participating institutions and agencies reporting liaison activities. Curriculum planning and criminal justice personnel participating in teaching are the most frequently reported liaison activities.

TABLE 8

NUMBER OF LEEP PARTICIPATING INSTITUTIONS & AGENCIES  
REPORTING LIAISON ACTIVITIES BY TYPE OF ACTIVITY

Liaison Activity	Colleges/ Universities	Police	Courts, States' Attorneys and Public Defenders	Corrections
Curriculum planning	9	8	0	2
Selection of students	4	2	0	1
Use of colleges' in- structors by agen- cies	7	8	0	2
Use of colleges' fa- cilities by agencies	5	5	0	4
Criminal Justice personnel teaching courses in college	10	7	0	2
Other	<u>7</u>	<u>4</u>	<u>2</u>	<u>0</u>
Total responding LEEP Participants	20	25	2	5

Of the total number of criminal justice instructors in Maryland LEEP schools, more than 50 percent have prior criminal justice employment and over 75 percent have a PHD or master's degree.

According to the questionnaires, LEEP colleges develop estimates for use in the applications for funding by "following LEEP guidelines." The field interviews revealed that after the first funding request, schools look at prior enrollment and then add a percent increase for new students. There appeared to be little data collection by colleges of either agency needs or estimates of potential students in developing requests for LEEP awards. Prior to 1972, colleges often asked for an inflated figure, and if approved then attempted to expand enrollment by notifying surrounding criminal justice agencies of the availability of funds. Since 1972, the Governor's Commission has been involved in detailed evaluations of institutional requests and the making of recommendations for awards to the regional office. Based on requirements developed by the Commission staff, the awards to schools now more closely reflect the documented needs of criminal justice personnel.

When asked about the administration of LEEP programs as compared to other federally funded programs in operation at the institution, 50 percent of the respondents said LEEP was about the same administratively, 33 percent said it was less efficient to operate, 9 percent said it was more efficient, and 18 percent felt that they had no basis for comparison.

Two questions on the mailed survey pertained to contacts that LEEP colleges and universities had with the Governor's Commission. Seventeen of the nineteen respondents or 89% have had some contact with the Governor's Commission concerning LEEP programs. When asked if they would like to see the Maryland Governor's Commission assume a larger role in planning for higher education programs for the State's criminal justice system, the respondents divided themselves fairly evenly among the choices. Of the 19 respondents answering this question seven (37%) said yes, five (26%) said no and seven (37%) said they had no basis for judgement.

Several problems of an administrative nature arose consistently during the field interviews. Most frequently mentioned (eight times) was the late notification of allocations to schools. The next concern (five times) dealt with the overhead costs of operating LEEP. Under the guidelines, LEAA does not make funds available for administrative costs. However, the schools felt the time required for completing forms and the need for supplementary data necessitated use of staff that should be covered by Federal, not institutional monies.

Four complaints were registered about the personnel turnover at LEAA in the area of LEEP. Program directors and financial aid officers indicated this led to inconsistencies in interpreting guidelines, difficulties in getting responses to questions, and frequent changes in regulations. Other interviewees mentioned layers of bureaucracy as hindrances to the smooth operation of the program.

#### D. Criminal Justice Agencies

Agency participation in LEEP as well as the availability of incentive systems for higher education and the impact of LEEP on agency personnel are discussed in the following section. Information on the educational level of criminal justice employees is presented by functional area and job category.

Data is based upon a job classification matrix (see Table 9) developed by the Commission and used by the consultant in their

TABLE 9

JOB CLASSIFICATION MATRIX

	Law Enforcement	State's Attorney or Public Defender	Courts	Adult Corrections	Juvenile Corrections
1. Executive	Director of State Agencies Police Chiefs Sheriffs	Attorney General State Public Defender State's Attorney District Public Defender	Chief Judges Supervisory Judges Judges	Secretary and Assistant Secretary of Public Safety and Correctional Services Division Heads	Director and Assistant Director of Juvenile Services
2. Middle Management/Supervisors	Managers (Lieutenants and Captains) Supervisors (Corporals and Sergeants)	Attorney General's Office (Chief of Criminal Division) Deputy State's Attorney Deputy Public Defender	Court Administrators Director of Administrative Office of the Courts Chief Clerks	Wardens; Deputy Wardens D.P.S. Administrative Management Staff Supervisors Correctional Officers VI	Superintendents of Institutions and Camps Regional D.J.S. Supervisors Project Directors Assistant Superintendents H.Q. D.J.S. Administrative Management Staff Supervisors
3. Operative Personnel	Patrolmen Troopers Deputies.	Assistant Public Defenders Assistant State's Attorneys Assistant Attorney Generals	Clerks Assignment Office Personnel	Correctional Officers I-V Parole and Probation Agents I-III	D.J.S. Intake-Probation-After Care Staff Group Life Staff Contractual Services Staff (YSB and Group Homes)
4. Technical Specialists	Fingerprints Records Communications Detectives	Investigators (non-legal) Para-Professionals Interviewers	Pretrial Release Agents District Court Commissioners Juv. Masters	Rehab/Treatment Industrial Training	Rehab/Treatment Industrial Training
5. Professional Specialists	Planning and Research	(Not Applicable)	General Staff of Administrative Office of the Courts	Part-time Psychologists Psychiatrists	Psychologists Project Evaluators D.J.S. Research Staff

survey. In order to simplify the interpretation of the data, the statistics have been combined into three major groupings: Police, Courts, and Corrections. The resulting figures are estimates often provided during interviews with the consultants. The data represents one of the first attempts at the state or national level to compile information on the current educational level of criminal justice employees.

1. Police Agencies

a. Educational Level (see Table 10)

The results of the mailed questionnaire show that only 8% of the 3,514 employees working for agencies responding to the survey hold a higher education degree (A.A. or above) with 66% having no more than a high school diploma. The remaining 26% have obtained some college credits but have no degree. In a separate submission completed after the original data collection stage, the Baltimore City Police Department indicated that 10% of all 3,472 City sworn personnel have at least an A.A. degree. Sixty-six percent of the mail survey group have no more than a high school diploma as compared to 43% of city employees with no more than a high school diploma. Together these two groups comprise more than 50 percent of all police personnel in the State.

Level of education varies significantly with job classification. A larger percentage of executive level employees and professional specialists are college-educated compared to operative personnel and technical-specialists.

No significant relationships were found between educational level and size or location of the agency in the survey analysis.

The results also indicate that a significant number of employees who hold an associate's degree or have attended college on a non-degree basis have majored in criminal justice rather than general education or other. Most respondents in these categories were inservice students.

A large proportion of the agencies indicated that a high school diploma or equivalent is currently the minimum educational requirement for all job classifications.

TABLE 10

EDUCATIONAL LEVEL OF POLICE PERSONNEL IN MARYLAND\*  
1973

Level	Job Categories	Sample Size	Educational Level			
			B.A. or Higher	A. A.A.	HS	Non Degree Post HS
Executives	Director of State Agencies Police Chiefs Sheriffs	n = 59	13.5%	10%	41%	36%
Middle Management	Managers (Lieuts. and Captains) Supervisors (Corps and Sergeants)	n = 916	3%	8%	61%	28%
Operative Personnel	Patrolmen Troopers Deputies	n=2277	2%	4%	70%	23%
Technical Specialists	Fingerprints Prints Communications Detectives	n = 240	1%	3%	75%	21%
Professional Specialists	Planning and Research	n = 22	28%	0%	45%	28%

\* Actual totals may not equal 100% due to rounding

45 Total Agencies  
3514 Total Personnel



Although some agencies indicated that higher educational requirements would be desirable in a number of classifications, especially at the executive and professional levels, the results show that 50% or more of the agencies consider a high school diploma adequate formal education for police personnel in all job classifications.

b. LEEP Participation

Fifty-six percent or 25 of the police agencies responding to the survey participate in the LEEP program. In addition, LEEP participation is directly related to the size of the agency. As the following table indicates, almost all agencies with 40 or more employees participate in the program while only 33% of the agencies with fewer than 10 employees participate.

TABLE 11

POLICE AGENCY PARTICIPATION IN LEEP

Participation in LEEP	Size of Agency		
	1-9 Employees	10-39	40+
Yes	33%	66%	91%
No	66%	33%	9%

Since only those agencies having LEEP participants filled out the entire questionnaire, there is no information from non-participants upon which to base an analysis of non-participation. However, it appears that regions which include population centers have a higher incidence of agency participation than regions which are less densely populated. For example, 78 percent of the responding agencies located in the suburbs surrounding Washington, D. C. participated in LEEP and 67 percent of those in the Baltimore area, but only 43 percent in the western part (Region III) of the State and 33 percent in the southern section (Region II).

The data provided by the 45 police agencies responding to the survey shows that more than 40 percent of the total number of employees in participating agencies have been or are LEEP

students. This percentage includes both inservice and pre-service students as well as students who have taken only one or two courses and are not planning to obtain a degree.

c. Police Agencies' Perceptions of LEEP

Very few agencies reported any significant problems with or criticisms of the LEEP program. One agency indicated that the location of LEEP participating colleges created a problem. Eighty-five percent of the agency respondents consider the priorities utilized by LEEP participating colleges in determining LEEP awards to be fair and 85% thought the education being offered is consistent with agency needs.

The only concrete suggestion made for ensuring closer cooperation between training efforts of the agencies and education efforts of the LEEP institutions was to designate one person as an official liaison between each agency and the participating colleges and universities in the area.

Thirteen out of twenty-four agencies responded that conflicts between work and class schedules is a problem. Eleven of these thirteen agencies, however, claim that some attempt is made to help personnel work out these problems.

There was a great deal of consistency in the answers to the question concerning the value of the LEEP program. Over 60 percent of the respondents claimed that the LEEP program (inservice and preservice) assists the agency in satisfying in-house training needs and in improving employees' relations with the public. Eighty percent responded that the inservice program had upgraded the professionalism of the staff.

According to replies to the survey, only seven police agencies provide financial or promotional incentives for personnel attending college. Most frequently, these incentives take the form of salary increments or points on a promotional examination. However, recent Supreme Court rulings relating to equal employment opportunity raise questions about the allowability of educational requirements unless they can be shown to be job related.

## 2. Courts

Questionnaires were sent to key court officials, judges, State's Attorney's offices and the Maryland Public Defender's Office. Only a small number of returns were received. These agencies participate only minimally in LEEP; their low rate of return reflecting, perhaps, the lack of incentive for completing and returning the agency questionnaire. None of the seven State's Attorney offices responding had employees who were LEEP participants. This can be in part attributed to the high educational requirements for entry into agency positions and is indicative of the low rate of court personnel participating in the program nationwide. Of the other five responses to the survey only two agencies reported participation in LEEP: the office of the Public Defender and the Baltimore District Court. The major criticism made by these agencies of the LEEP program was its irrelevance to the legal profession and thus to the educational needs of these agencies.

### a. Educational Level

See Table 12

### b. LEEP Participation

Sixty percent of the 12 court related agencies answering questionnaires did not have personnel participating in the LEEP program. The interviewees suggested that current educational offerings at the institutions do not meet agency needs. Foremost among these was the development of formal clinical and theoretical training programs for new prosecutors and the development of administrative programs for persons holding supervisory positions. In order to improve communications between agencies and colleges, interviewees suggested the creation of a coordinating advisory committee to establish contact between the two groups. Class scheduling was not found to be a problem in this area.

## 3. Corrections

Correction programs are separated into adult and juvenile sectors in the State government. However, for purposes of defining needs and objectives the two areas have been combined in this report. Data for the following table

TABLE 12  
 EDUCATIONAL LEVEL OF COURT PERSONNEL IN MARYLAND\*  
 1973

Level	Job Category	Sample Size	Educational Level			
			BA or Higher	AA	HS	Post HS Non-Degree
Executives	State Public Defenders State's Attorneys District Public Defenders Chief Judges Supervisory Judges Judges Court Administrators	n = 41	100%	0	0	0
Middle Management Supervisors	Deputy State's Attorney Deputy Public Defender	n = 32	100%	0	0	0
Operative	Assistant Public Defender Assistant State's Attorney District Clerks Assignment Office Personnel	n=362	74%	1%	25%	1%
Technical Specialists	Investigators Para-Professionals Interviewers Pretrial Release Agents District Court Commissioners Juvenile Masters	n=165	35%	7%	50%	8%
Professional Specialists	General Staff of Administrative Office of the Courts	n = 14	100%	0	0	0

\* Actual totals may not equal 100% due to rounding

12 Total Agencies

614 Total Personnel

came from eight agencies employing 71 percent of the 4,884 correctional personnel in the State.

a. Educational Level

See Table 13

b. LEEP Participation

Division of Corrections: (State) The Division of Corrections estimates that 22% (292) of its 1,356 employees are currently LEEP participants. Nine of these persons are in middle-management/supervisory positions, 242 are operational personnel (correctional officers), 40 technical specialists and one a professional specialist. Of the total number of employees (575) who have participated in LEEP, approximately 515 are still employed within the agency.

Division of Parole and Probation: (State) The Division of Parole and Probation currently employs 480 professional employees. Three hundred and thirty-eight of these are operative personnel (parole and probation officers) and 141 managers/supervisors. Eighty-nine percent (427 out of 480) have at least a bachelor's degree and of these 11 percent (51) have a master's degree and/or a law degree. The remaining 11 percent (53) with less than a bachelor's degree represent personnel working in adult probation and parole prior to the imposition of the minimum educational requirement of a baccalaureate degree. LEEP does not serve the same purpose for the Division of Parole and Probation of furthering education beyond a high school diploma as it does for most correctional officers because of the entry level educational requirement for parole and probation agents. According to numbers submitted for the study, 16 of the 91 middle management/supervisory personnel and 37 of the 293 operative personnel are using LEEP funds. In addition, 47 employees who had participated in LEEP are still employed by the Division.

Department of Juvenile Services (DJS): (State) The department currently employs 1,136 individuals who work in DJS offices throughout the State. Approximately 40% of the department staff has been involved with LEEP since the program began in 1969. Currently 150 employees receive LEEP benefits and 300 employees who have received LEEP awards are still employed by the agency.

TABLE 13  
 EDUCATIONAL LEVEL OF CORRECTIONAL PERSONNEL IN MARYLAND  
 1973

Level	Job Category	Sample Size	Educational Level			
			BA or Higher	A.A.	H.S.	Non-Degree Post H.S.
Executives	Secretary and Assistant Secretary of Public Safety and Correctional Services Division Heads Director & Assistant Director of Juvenile Services	n =12	92%	0%	0%	8%
Middle Management/Supervisors	Wardens; Deputy Wardens D.P.S. <sup>a</sup> Administrative Management Staff Supervisors Correctional Officers VI Superintendents of Institutions and Camps Regional D.J.S. <sup>b</sup> Supervisors Project Directors Assistant Superintendents H.Q. D.J.S. Administrative Management Staff Supervisors	n =463	81%	2%	10%	7%
Operative Personnel	Correctional Officers I-V Parole and Probation Agents I-III D.J.S. Intake-Probation-After Care Staffs Group Life Staff Contractual Services Staff (YSB and Group Homes)	n=3095	37%	3%	51%	9%
Technical Specialists	Rehabilitation/Treatment Industrial Training	n=249	90%	1%	3%	7%
Professional Specialists	Part and Full Time Psychologists Psychiatrists Project Evaluators DJS Research Staff	n=116	95%	1%	0	4%

NOTE: <sup>a</sup>D.P.S. refers to Department of Public Safety and Correctional Services

<sup>b</sup>D.J.S. refers to Department of Juvenile Services

\* Agency totals may not equal 100% due to rounding

56 Total Agencies  
 3935 Total Personnel

Local Corrections: Correctional agencies at the city and county level include both jails and lock-ups. Lock-ups are operated and maintained by courts, municipal and county police departments, and county sheriffs. According to statistics compiled in August 1972, there are 54 lock-ups with a total of 389 cells State-wide. In addition, there are 22 county jails and one jail in Baltimore City operated and supported by the counties and Baltimore City.

Interviews were conducted at the Baltimore City Jail and Montgomery County Detention Center, two of the local detention facilities in the State. Sixty-two people work at the Montgomery County Center. Of these, 14 correctional officers and two professional staff are currently receiving LEEP benefits. The Baltimore City Jail employs a work force of 304, of whom 49 participate in LEEP.

#### 4. Selected Criminal Justice Agency Data Summaries

Both the questionnaires sent to criminal justice agencies in Maryland and the questionnaires sent to former LEEP students now working in criminal justice agencies contained questions relating to the impact of LEEP-supported education on job performance. The responses of agencies to questions as to the effect of LEEP on inservice personnel are tabulated in Table 14. About 75 percent of the agencies report a positive effect on staff professionalism. Twenty-five percent report no noticeable change.

Over 80 percent of the responding criminal justice agencies consider the priorities utilized by LEEP participating colleges and universities in selecting students and in educational programs to be consistent with agency needs. This percentage, however, can be misleading. Few non-participating agencies which responded to the survey provided any further information as to why they do not participate in the program. Whether an analysis of why agencies do not participate would bring to light some dissatisfaction with the priorities of LEEP participating colleges and universities or the program is not known.

Relationships between agencies and LEEP institutions occur in the areas outlined in Table 15. These activities include curriculum planning, selection of students, use of colleges' instructors and facilities by agencies, and criminal justice personnel teaching courses in colleges. Other

TABLE 14

EFFECT OF LEEP ON INSERVICE PERSONNEL

Effect on Inservice Personnel	Total Resp. # Indicating LEEP Partic. Effect		Courts, State's Attorneys & Public Defenders		Corrections	
			Total Resp. LEEP Partic.	# Indicating Effect	Total Resp. LEEP Partic.	# Indicating Effect
Upgraded Professionalism of Staff	25	20	2	1	5	4
No Noticeable Change in Staff Performance	25	4	2	0	5	1
Improved Staff Morale by Giving Something New	25	8	2	1	5	2
Improved Staff Morale by Giving More Opportunity for Advancement and Better Pay	25	9	2	0	5	2
No Effect on Staff Morale	25	1	2	0	5	0



**CONTINUED**

**1 OF 2**

activities reported include advisory board meetings and general discussion panels. Curriculum planning and criminal justice personnel participating in teaching are the most often reported liaison activities.

E. Students

1. General Comments

Of the total number of students receiving benefits in the State, approximately 92 percent are inservice and eight percent are preservice. Ninety-eight percent are Maryland residents. Out-of-State residents attending Maryland schools are either D. C. or West Virginia residents. In addition, a number of Marylanders attend D. C. institutions. Approximately 70 percent of the inservice students are employed in police agencies, 20 percent in corrections agencies, five percent in courts and five percent in the educational and planning fields. In the spring semester of fiscal year 1974, there were 3,699 students enrolled in the LEEP program. Of these, 3,412 were inservice students and 287 were preservice students.

As indicated previously, the 216 student questionnaires are not a representative sample of those students participating in the program. However they do give some indication of student reaction to the academic programs, job relatedness, and employment opportunities provided by participation in LEEP.

2. Selected Student Data Summaries

The returns from the student questionnaire reflect a general satisfaction with the LEEP program. However, some problem areas were identified. Students felt instructors were not sufficiently well-versed in the practical aspects of law enforcement to be able to approach instruction from other than a theoretical standpoint. In addition, students felt the instructors geared the courses to young, recent high school graduates without experience in law enforcement.

While LEEP grants (up to \$400 per semester) are available for tuition, fees and books<sup>7</sup>, many students felt the loans (up to \$2,200 per year for full time study) were not large

<sup>7</sup>In fiscal year 1975, the Governor's Commission obtained a waiver from the regional office eliminating the funding of books. This allowed available funds to be distributed to a greater number of inservice students.

enough to cover expenses such as books, and other necessary supplies. Another area of concern involved difficulties experienced in getting to the main campus for courses. Students requested that evening course offerings and programs offered at off campus locations be expanded.

A need for more advisors for LEEP students was often mentioned. Students felt that current advisors were pressed for time because they had too many advisees to meet. Some students said advisors had inadequate knowledge of the LEEP program to be particularly helpful. The students requested advisors who could double as personal and vocational counselors.

Students requested more laboratory courses, seminar-discussion courses, and greater intermingling of officers and administrators in class to facilitate an exchange of perspectives. Many students suggested that "field experience" classes be introduced for advanced students. Courses analogous to internship or student teaching programs in other fields of study were most often described.

In response to a direct question concerning employment difficulties upon completion of studies, a small number of students indicated difficulty in finding employment. Several main reasons were cited:

1. "Job freeze, particularly in law enforcement areas in Maryland."
2. "A lack of interest by criminal justice agencies in advanced degrees, such as an in corrections, as an important factor in upgrading officers."
3. "In the State of Maryland, it is not yet desirable for a job candidate to have a degree."

All but nine of the preservice respondents were still enrolled in their LEEP program at the time they completed the questionnaire. Only one of the nine preservice LEEP graduates reported current employment in criminal justice which was in the police area. (All nine took a law enforcement major while in LEEP; three also studied corrections and one took court studies as well.)

The three currently unemployed preservice LEEP graduates had taken their LEEP studies one, three, and six months

previously. The four preservice LEEP graduates currently employed in non-criminal justice work took their LEEP studies one, four, 10 and 26 months previously. The one currently employed in criminal justice took his LEEP studies 18 months previously.

All four of the preservice LEEP graduates who answered the question about the reasons for their career choice or change indicated "no job opportunity in criminal justice." Additional comments indicated that "experiences during LEEP studies influenced choice to look for job outside criminal justice" and "better job opportunity outside criminal justice."

Of 42 former inservice students responding to the student questionnaire concerning employment immediately after leaving LEEP, 34 indicated full-time employment, four indicated part-time employment, and four indicated unemployment. The indicated areas of employment were: police - 20; courts - two; corrections - 12; non-criminal justice - four.

Of 55 former inservice students responding to the question concerning current employment, 48 indicated full-time, one part-time, four unemployment, and two did not indicate whether they were full or part-time employed. The indicated areas were: police - 29; courts - three; corrections - 13; non-criminal justice - five. Eighty-seven percent of the responding former inservice students are currently employed in criminal justice areas.

TABLE 16  
CURRENT EMPLOYMENT OF FORMER  
INSERVICE LEEP STUDENTS

Functional Area of Employment	Number of Respondents	Percentage
Police	29	53%
Courts	3	6%
Corrections	14	25%
Non-criminal justice employment	5	9%
Unemployed	4	7%
Total	55	100%

The returns to the student questionnaire reflect a generally high level of satisfaction with the LEEP curricula, with dissatisfaction displayed in only three areas: the extent of the exposure to "real life problems," the adequacy of the range of courses offered; and the relevance of the curriculum to personal career needs.

About one-third of the students saw their LEEP studies as at least partially repetitious of their training, and about half said the curriculum was somewhat to largely repetitious of their on-the-job experience. However, 75 percent of the respondents indicated they were satisfied with the relevance of their LEEP curricula to their personal career needs and 25 percent were not. Thirty percent said there were too many liberal arts courses in the curriculum. This turned out to be the most frequently cited "most serious problem" of the curriculum with the quality of instructors second.

Students were also questioned as to the effect of LEEP on various aspects of their job. Table 17 reflects students' views as to the job benefits of their studies.

TABLE 17  
STUDENT PERCEPTION OF LEEP BENEFITS

Self-Reported Effect of LEEP Education on:	Percentage Reporting		
	Positive Effect	No Change	Negative Effect
Scope of responsibilities	56%	42%	2%
Career adjustment	60%	37%	3%
Relationship with supervisors	47%	47%	6%
Relationship with fellow employees	45%	53%	2%
Relationship with public	72%	28%	0%

Over 90 percent of the students answering the questionnaire responded to the question regarding reasons for taking LEEP courses. Most enrolled in the program to broaden their knowledge of their career field; many also hoped

for job advancement as a result of completing LEEP courses. Among other reasons given were the availability of funds for study, the self-improvement associated with college attendance, and the requirement by employers that courses be taken. Several students said they eventually want a degree, but do not have time to pursue one now.

GUIDELINES FOR STATE ACTION

#### IV. GUIDELINES FOR STATE ACTION

In order to develop a coordinated educational program for the criminal justice system, the Governor's Commission on Law Enforcement and the Administration of Justice has adopted the following educational recommendations. Each recommendation is based on data developed by the consultant and the Commission staff with policy guidance provided by the Education Committee. The identification of current educational levels and survey of existing programs has allowed the Commission to draw upon a strong data base identifying problem areas, available educational resources, and personnel needs in order to plan for an adequate delivery system providing the educational services required by the criminal justice system.

The recommendations depend primarily upon utilizing the facilities of academic institutions in the most effective and efficient method possible. Recognition is given to the fact that higher education no longer serves simply as an educational extension of high school. Rather academic institutions today possess the capability to meet the needs of the adult population on an ongoing basis, providing traditional education and technical skills to workers at various stages of their career development.

In setting objectives, the Commission placed particular emphasis upon a better utilization of existing curricula and the creation of new program offerings, the need for accountability to both agencies students, the efficient use of limited funding,<sup>8</sup> the equitable disbursement of dollars based on established criteria and the improvement of communications between each constituent part of the criminal justice educational system.

#### EDUCATION POLICY RECOMMENDATIONS

##### A. PROGRAM PLANNING

1. IT IS RECOMMENDED THAT AN ANNUAL PLANNING CYCLE BE IMPLEMENTED FOR CRIMINAL JUSTICE EDUCATION. THIS CYCLE SHOULD BE COORDINATED BY THE COMMISSION AND INCLUDE THE FOLLOWING:

<sup>8</sup>

Funds for Maryland might be decreasing in the future due to a general fund cutback for the program and a trend of the Federal Government to distribute funds to each state on a population basis.



- a) PROBLEM DEFINITION;
  - b) OBJECTIVE SETTING;
  - c) JUSTIFICATION FOR SCHOOL APPLICATIONS IN TERMS OF OBJECTIVES AND PRIORITIES;
  - d) PROCEDURES FOR ADDING OR DROPPING SCHOOLS FROM THOSE CURRENTLY CERTIFIED AS LEEP PARTICIPATING INSTITUTIONS;
  - e) METHODS FOR CONVEYING ESSENTIAL INFORMATION TO THE SCHOOLS AND ARRANGEMENTS BY WHICH FEDERAL AWARDS CAN BE MADE BY THE FULL COMMISSION;
  - f) METHOD FOR ALLOCATING EDUCATIONAL RESOURCES TO SECTIONS OF THE STATE WITH DEFINED NEEDS;
  - g) METHOD FOR PLACING PRESERVICE PERSONS COMPLETING THESE PROGRAMS.<sup>9</sup>
2. IT IS RECOMMENDED THAT PLANNING FOR EDUCATIONAL AND TRAINING NEEDS FOR THE CRIMINAL JUSTICE SYSTEM BE CARRIED OUT ON A COORDINATED BASIS. FORMAL EDUCATIONAL INSTITUTION PROGRAMS NEED TO BE RECOGNIZED AS PROVIDING MULTIFUNCTIONAL CAPABILITIES SUCH AS:
- a) DEVELOPING LAW ENFORCEMENT SKILLS AMONG POTENTIAL CRIMINAL JUSTICE PERSONNEL ON A PRESERVICE BASIS;
  - b) PROVIDING OPPORTUNITIES FOR INSERVICE PERSONNEL TO ACQUIRE ACADEMIC CREDIT IN CRIMINAL JUSTICE RELATED SUBJECTS ON A CONTINUING BASIS;
  - c) PROVIDING ACADEMIC RESOURCES FOR NON-CREDIT TRAINING ACTIVITIES ON A REGULAR BASIS. FOR EXAMPLE, ACADEMIC PERSONNEL CAN BE UTILIZED FOR PROVIDING TRAINING ON-THE-JOB TO EMPLOYEES. (THE COMMITTEE WILL MAKE ADDITIONAL RECOMMENDATIONS REGARDING TRAINING AT A LATER DATE).

<sup>9</sup>This recommendation incorporates the National Advisory Commission's Correction Standard 14.9 "Coordinated State Plan for Criminal Justice Education."

3. THE USE OF ACADEMIC CREDIT FOR TRAINING SHOULD BE ENCOURAGED WHERE THE QUALITY OF THE COURSES AND THE EXPERTISE OF THE INSTRUCTORS MEET ACADEMIC REQUIREMENTS AND TRAINING NEEDS. EDUCATIONAL INSTITUTES AND REGULAR TRAINING CENTERS SHOULD BE RECOGNIZED AS RESOURCES ENABLING OPERATIONAL AGENCIES TO MEET BOTH THEIR MINIMUM EDUCATIONAL STANDARDS AND THEIR TRAINING OBJECTIVES.<sup>10</sup>
4. IT IS RECOMMENDED THAT LEAA ALLOW EACH STATE TO DETERMINE ITS OWN LEEP PRIORITIES AND PROCEDURES AS LONG AS SUCH PRIORITIES AND PROCEDURES ARE IN ACCORD WITH FEDERAL LAW.
5. IT IS RECOMMENDED THAT A COMPREHENSIVE DATA SYSTEM BE DEVELOPED BY THE SPA IN ORDER TO PLAN, MONITOR AND EVALUATE LEEP IN THE STATE OF MARYLAND. OPERATIONAL AGENCIES SHOULD ALSO BEGIN TO UPDATE EDUCATIONAL DATA IN THEIR PERSONNEL FILES SO THAT THEY WILL BE AWARE OF THE USAGE OF LEEP BENEFITS BY EMPLOYEES WITHIN THEIR AGENCY. SUCH DATA SHOULD HAVE THE CAPABILITY OF PROVIDING A VARIETY OF STATISTICAL DATA INCLUDING:
  - a) INFORMATION FROM AGENCIES AS TO CURRENT EDUCATIONAL LEVEL OF EMPLOYEES;
  - b) INFORMATION FROM AGENCIES AS TO CHANGES IN THE EDUCATIONAL LEVEL OF THEIR EMPLOYEES;
  - c) INFORMATION FROM ACADEMIC INSTITUTIONS AS TO COURSES STUDENTS ARE TAKING;
  - d) FINANCIAL REPORTS FROM INSTITUTIONS AS TO HOW FUNDING IS BEING EXPENDED IN VARIOUS COMPONENTS OF THE CRIMINAL JUSTICE SYSTEM.

Historically, LEEP monies have been awarded to schools on an unplanned basis, depending more on past funding commitments than on rational decision making. The institution of a planning cycle would establish a structure and form for the award process, going far toward alleviating the present situation. Planning would allow for a greater use of projected manpower statistics by functional area; would provide

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<sup>10</sup>This recommendation incorporates the National Advisory Commission's Police Standard 15.3 "College Credit for the Completion of [Police] Criminal Justice Training Programs."

the rationale for funding of various job levels; would identify the future need for preservice funding as well as inservice funding; and would allow the institutions to incorporate the need for future curriculum development and funding data into their overall planning process.

Criminal justice personnel have also indicated a desire for closer cooperation with academic institutions in order to utilize and develop needed educational skills often best provided by academic institutions. The establishment of a working relationship between the institutions and criminal justice agencies should increase coordination between training (entry and inservice) and particular LEEP educational offerings. The purpose of the cooperative relationship would be to insure maximum benefit from LEEP-funded educational programs and a minimum of duplication between training and LEEP programs. Educational offerings can then be taken advantage of as a training supplement. The practice should be expanded State-wide and coordinated as the distinction between education and training continues to decrease.

B. INTERJURISDICTIONAL ARRANGEMENTS

1. PROCEDURES AND AGREEMENTS SHOULD BE DEVELOPED REGARDING ATTENDANCE AT SCHOOLS ON AN INTERSTATE BASIS IN THE METROPOLITAN WASHINGTON-MARYLAND AREA. BECAUSE OF THE FEDERAL POLICY ROLE IN LEEP, LEAA SHOULD BE ACTIVELY INVOLVED IN THIS PROCESS.

The distribution of funds is a regional responsibility generally based on an average of a state's population and number of criminal justice personnel. However, the distribution formula does not, at the present time, take into account either the movement of students or class locations within the region but across state boundaries. Greater cooperation between the states should be encouraged by the regional office so that highly specialized classes can be utilized by more than one jurisdiction without causing the residents of the jurisdiction to lose their financial benefits.

C. DISTRIBUTION OF FUNDS WITHIN THE STATE

1. AS A GENERAL POLICY, LEEP FUNDS SHOULD BE DISTRIBUTED IN SUCH A WAY TO PROVIDE ADEQUATE FUNDING IN RELATION

TO THE CRIMINAL JUSTICE PERSONNEL NEEDS IN THAT AREA.

2. WHILE THERE IS A NEED FOR BROAD GEOGRAPHIC COVERAGE IN LEEP SCHOOLS BECAUSE OVER 90% OF STUDENTS ARE WORKING, UNNECESSARY DUPLICATION OF PROGRAMS IN THE SAME GEOGRAPHIC AREA SHOULD BE AVOIDED.
3. THE PRIORITY FOR LEEP FUNDING SHOULD GO TO INSERVICE STUDENTS. PRESERVICE FUNDING SHOULD BE AVAILABLE ONLY TO JUNIORS, SENIORS AND GRADUATE STUDENTS PARTICIPATING IN INTERN OR WORK STUDY PROGRAMS. RETURNING INSERVICE STUDENTS SHOULD RECEIVE PRIORITY OVER ANY PRESERVICE ACTIVITY. CONSIDERATION SHOULD BE GIVEN TO THE IDEA OF ALLOWING INTERN OR WORK-STUDY EMPLOYMENT TO COUNT AS CREDIT TOWARD MEETING THE EMPLOYMENT OBLIGATIONS OF THE LEEP PROGRAM.

IN ADDITION, THE FOLLOWING SITUATIONS SHOULD BE GIVEN PRIORITY IN THE USE OF LEEP MONEY:

- a. STUDENTS ENDEAVORING TO MEET COMMISSION MINIMUM STANDARDS.
  - b. STUDENTS ATTEMPTING TO MEET PROMOTIONAL REQUIREMENTS WITHIN THEIR AGENCIES.
  - c. STUDENTS INVOLVED IN A CLEARLY-DEFINED DEGREE PLAN.
  - d. STUDENTS IN CERTAIN PRIORITY JOB CATEGORIES WHERE THE EDUCATIONAL LEVEL IS IN THE GREATEST NEED OF IMPROVEMENT.
4. THE LEEP DELIVERY SYSTEM SHOULD INCLUDE SPECIALIZED CAPABILITY AS NEEDED BASED ON EDUCATIONAL AND TRAINING NEEDS AND GEOGRAPHIC DISTRIBUTION. DUPLICATION OF SUCH SPECIALIZED SERVICES SHOULD BE AVOIDED.
  5. WHILE THE ACCREDITATION OF ACADEMIC SCHOOLS IS NOT A FUNCTION OF THE COMMISSION, THE COMMISSION SHOULD DEVELOP SYSTEMS AND PROCEDURES FOR MONITORING THE QUALITY OF CURRICULUM AND INSTRUCTION OF THE VARIOUS LEEP COLLEGES. SUCH EVALUATIVE MONITORING SHOULD BE CONSIDERED IN MAKING FUNDING DECISIONS.

Under present guidelines, student priorities for LEEP funding are determined by the central office of LEAA in consultation with the regional offices. While LEAA must meet the overall requirements of a system based on national

priorities, the particular needs of State systems with differing social and economic conditions often are not satisfied by the Federal prioritization. If funding were changed to a block grant process, in line with other LEAA programs, a planning process could be implemented with funding priorities and procedures for fund distribution established in line with the criminal justice manpower needs of the State system.

The establishment of funding criteria by the Commission would change the funding process from one of chance to one of qualified decision-making. It would allow for the disbursement of funds in a manner which would not cause undue hardship in situations where yearly Federal appropriations were decreased or of undue waste when appropriations were increased.

In addition, the Commission and operational agencies would have the capability of establishing funding priorities for specific job categories or functional areas. This would prevent an overemphasis on funding one functional area to the detriment of others, when needs exist throughout the system.

Finally, the establishment of comparable student selection criteria at all participating colleges and universities would promote a more equitable distribution of funds among qualified applicants. It would prevent institutions from granting LEEP awards to less qualified applicants simply because funds are more available than they are at another institution.

D. DEVELOPMENT OF EDUCATIONAL OBJECTIVES AND CURRICULUM<sup>11</sup>

1. CRIMINAL JUSTICE SYSTEM CURRICULA AND PROGRAMS SHOULD BE REVISED AND FURTHER DEVELOPED BY CRIMINAL JUSTICE AGENCIES, IN CONJUNCTION WITH THE AGENCIES OF HIGHER EDUCATION, IN ORDER TO UNIFY THE BODY OF KNOWLEDGE WHICH WOULD SERVE AS A BASIS FOR PREPARING PERSONS TO WORK IN THE CRIMINAL JUSTICE SYSTEM. A RANGE OF ASSOCIATE OF ARTS PROGRAMS THROUGH GRADUATE OFFERINGS SHOULD BE ESTABLISHED.

<sup>11</sup>This recommendation includes the National Advisory Commission's Criminal Justice Standard 12.2 "Criminal Justice System Curriculum."

2. DEVELOPMENT OF EDUCATION PROGRAMS FOR COURT RELATED CRIMINAL JUSTICE PERSONNEL IS NEEDED. RECOGNITION SHOULD BE GIVEN TO CIVIL COURT DUTIES IN DEVELOPING THESE PROGRAMS.
3. IN SPITE OF INTENSIVE RECRUITMENT PROGRAMS AND PAST LEEP FUNDING, LARGE SEGMENTS OF CRIMINAL JUSTICE PERSONNEL CONTINUE TO HAVE AN INADEQUATE EDUCATIONAL LEVEL. IMMEDIATE CONCENTRATED EFFORTS ARE NEEDED TO RAISE THIS LEVEL ON A PRIORITY BASIS.
4. FOR EACH JOB CATEGORY AND FUNCTION, EDUCATIONAL OBJECTIVES SHOULD BE TIED TO CAREER LADDER AND PAY INCENTIVE PROGRAMS. EDUCATIONAL STANDARDS SHOULD BE SET BOTH FOR REGULAR CRIMINAL JUSTICE PERSONNEL AND FOR THOSE AGENCIES AND ORGANIZATIONS THAT PROVIDE SERVICES TO THE CRIMINAL JUSTICE SYSTEM OR ITS CLIENTS ON A CONTRACTUAL BASIS ( E.G., GROUP HOMES, YOUTH SERVICE BUREAUS, HALFWAY HOUSES, ETC.).
5. EDUCATIONAL OBJECTIVES SHOULD BE DEVELOPED FOR EACH JOB CATEGORY AND FUNCTION. ALTHOUGH AN INTENSIVE PROGRAM IS NEEDED AT THE NATIONAL AND STATE LEVEL TO DETERMINE THE MOST APPROPRIATE EDUCATIONAL STANDARD OR OBJECTIVE FOR EACH CRIMINAL JUSTICE FUNCTION AND JOB CATEGORY, THE FOLLOWING RECOMMENDATIONS FOR STANDARDS OF DESIRABILITY ARE MADE AT THIS TIME:<sup>12</sup>

POLICE PERSONNEL

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

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

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

<sup>12</sup>The Commission has not as yet adopted educational standards for court personnel.

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

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

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

CORRECTIONS PERSONNEL (ADULT AND JUVENILE)

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

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

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

*Recommendation: Bachelor's degree with some graduate work.*

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

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

- d. Operative Personnel: This category includes: Correctional Officers - I to V; Parole and Probation Agents I to III; DJS intake - Probation After-Care Staffs; Group Life Staff; Contractual Services Staff (YSB's and Group Homes); Teachers, Recreation Leaders.

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

E. UPGRADING EDUCATIONAL LEVEL OF EMPLOYEES

1. CRIMINAL JUSTICE AGENCIES AND STATE AND LOCAL GOVERNMENT SHOULD TAKE IMMEDIATE STEPS TO RAISE EMPLOYEES' EDUCATIONAL LEVELS BY FACILITATING PARTICIPATION IN EDUCATIONAL PROGRAMS THROUGH WORK SCHEDULING CHANGES WHEN NEEDED, INCENTIVE PAY SYSTEMS, AND CREDITS TOWARD PROMOTION. SABBATICAL LEAVES SHOULD BE GRANTED SO THAT PERSONNEL MAY TEACH OR ATTEND COURSES AT COLLEGES AND UNIVERSITIES.<sup>13</sup>
2. CRIMINAL JUSTICE AGENCIES AND STATE AND LOCAL GOVERNMENT SHOULD DEVELOP STRONG CAMPUS ORIENTED RECRUITMENT PROGRAMS IN ORDER TO ATTRACT NEW EMPLOYEES WHO MEET MORE THAN MINIMUM EDUCATIONAL REQUIREMENTS.
3. EVALUATION SYSTEMS SHOULD BE INSTITUTED AT THE STATE AND FEDERAL LEVEL AIMED AT DETERMINING THE IMPACT OF EDUCATION AND TRAINING ON JOB PERFORMANCE.
4. AN AGGRESSIVE PROGRAM IS NEEDED TO INSURE THAT ALL CRIMINAL JUSTICE AGENCIES HAVE THE INFORMATION NECESSARY IN ORDER TO EFFECTIVELY UTILIZE LEEP.
5. ALL CRIMINAL JUSTICE AGENCIES SHOULD HAVE A DATA SYSTEM WHICH MONITORS THE PROGRESS IN MEETING EDUCATIONAL OBJECTIVES IN EACH FUNCTION AND JOB CATEGORY. EACH AGENCY SHOULD ESTABLISH AN AFFIRMATIVE PROGRAM OF ESTABLISHING PRIORITIES AND TIME SCHEDULING FOR MEETING EDUCATIONAL OBJECTIVES.

<sup>13</sup>This recommendation incorporates National Advisory Commission's Correction Standard 14.11 "Staff Development," No. 7.



6. IN ORDER TO MAXIMIZE THE EFFECTIVENESS OF LEEP FUNDS AND PROVIDE A MONITORING CONTROL OF EMPLOYEE TRAINING AND EDUCATION DEVELOPMENT, AGENCY APPROVAL SHOULD BE REQUIRED FOR STUDENTS TO RECEIVE LEEP FUNDS FOR INSERVICE COURSES THAT ARE NOT PART OF A CLEARLY DEFINED DEGREE PROGRAM. WHEN GIVING AGENCY APPROVAL FOR COURSES THAT ARE NOT PART OF A DEGREE PROGRAM, THE COURSE SHOULD BE CERTIFIED AS CRITICAL BY THE EMPLOYING AGENCY.

In Maryland, only nine of the local and State criminal justice agencies have instituted incentive programs encouraging attendance at college or the acquiring of a degree. This has occurred despite the fact that funds are available for inservice personnel through LEEP and even though the current educational level of criminal justice operative personnel remains below that of the general public. It seems apparent that more than just tuition grants are needed to encourage college attendance. The Commission recognizes that educational studies involve the use of personnel time and effort, and thus recommends a greater use of salary and promotional benefits for college attendance throughout the criminal justice system.

One method of upgrading the educational level of system personnel is to increase the amount of recruitment activity on college campuses. Career counseling can also be instituted at the high school level in order to encourage more graduates to choose criminal justice programs upon entering an academic institution. The implementation of a data collection system will allow for future evaluation as to the effectiveness of recruitment in upgrading the educational level of system personnel.

Criminal justice agencies need to develop on an ongoing basis information pertaining to the extent and nature of LEEP usage by their employees. Results of the study indicated that at the present time, every adult correction agency lacks aggregate data on record regarding LEEP participation by personnel. Agencies lack incentives to collect the data because a student applies for benefits through admission offices at selected colleges or universities and is funded according to the Federal eligibility requirements. The application then goes directly to the LEAA office for processing. The agency does not verify employment of become involved in the admitting

procedures, although prior to the passage of the Crime Control Act of 1973, they did. This has hampered agency collection of data pertaining to employee attendance at college. In addition, sufficient empirical data does not as yet exist at either the agency, SPA, or national level to allow for a clear determination of the effect of education on agency turnover rates or increased job mobility within the system.

As a first step toward implementation of the educational policy recommendations adopted by the Commission, criminal justice agencies should begin to develop both individual and aggregate data on educational level of their employees. Forms for the collection of the data and its updating should be developed by personnel or training officers, and then should become available for use by the Commission.

In addition, most agencies do not have job descriptions based on the actual tasks performed by their employees. The performance of job analyses and the development of a list of skill/knowledge requirements by job category would enable agencies to more effectively use training and educational resources available at academic institutions. Further, it would provide justification for any educational requirements attached to a job's entry level requirements.

Closer monitoring by agency personnel of the educational benefits received by their employees should improve agency training efforts, facilitate cooperation with institutions in meeting the curriculum needs of students, and increase the number of employees who can receive LEEP benefits when funding is limited. It is felt that funding priority in LEEP should be given to those students making satisfactory progress in a clearly defined degree program and to those students taking courses deemed critical to job performance.

To satisfy future planning and evaluation needs, a comparable system of data collection for each of the system's functional areas should be established by the Commission. This would allow the Commission to make educational funding projections based on normal staff attrition, turnover rates, promotion rates, expansion of selected job categories, civil rights requirements, and other factors affecting future manpower needs. Further, it would allow the Commission to make funding recommendations for individual institutions which

take into account the overall needs of the system. The data collection would also assist in measuring the attainment of educational goals set by the Commission.

F. FINANCIAL CONTROLS

1. THERE IS NEED FOR STRONGER FINANCIAL CONTROL SYSTEMS IN LEEP. ARRANGEMENTS FOR REGULAR AUDITS OF LEEP FUNDS SHOULD BE MADE THROUGH LEAA, THE COMMISSION, OR THE STATE AUDITORS.

At the present time, financial monitoring is exercised by LEEP accounting in Washington. Because the span of control is so broad, financial audits of member schools cannot be conducted on an orderly and timely basis. A change in the financial control system to either a regional or state basis would facilitate better control of the program.

**END**