

Project Summary

STAGE ONE

in

Planning & Development

of

State Wide In-Service Training

for

State of Rhode Island

Correctional Personnel

00782

EXTENSION DIVISION
UNIVERSITY OF RHODE ISLAND
APRIL 1968

RHODE ISLAND'S COMPREHENSIVE PLAN

FOR

CORRECTIONAL PERSONNEL

STATE-WIDE IN-SERVICE TRAINING PROGRAMS

STAGE I

PROJECT SUMMARY

PLANNING AND DEVELOPMENT

Funded Grant #139
The Office of Law Enforcement Assistance
United States Department of Justice

FORWARD

Experience and experts tells us that the organizational life goal is unpredictable, and there may be periods of flourishing growth, stagnation, death and revitalization. The President's National Crime Commission, cognizant of the stagnation in many correctional systems throughout the country, has tried to map out a blueprint of what corrections should be in the future.

The President stressed the importance of training in his Special Message of March 9, 1966 on Crime and Law Enforcement in the United States, when he stated that even seeking the most imaginative reforms underscored a fundamental truth: How well a job is done depends on the training and ability of the men who do it. Yet, leaders in the Correctional field have declared that the most urgent change presently required in the field of Corrections is the need to have society recognize that Correctional facilities and service are an integral part of the community, offering a public service of equal or greater importance with hospitals, police, courts, and other public agencies. An effective training program, that involves university and community resources, can contribute to society's recognition of corrections as an integral part of the community. However, the fundamental truth articulated by the President has established the emphasis for this Project.

As in any dynamic society or correctional system, past and present accomplishments never seem good enough or "adequate" enough. In most professional fields there is a lag between knowledge and their practical application. This situation is also true in the Correctional field. Thus, it is mandatory that Correctional personnel keep abreast of the changing state of the behavioral sciences underlying their practice.

As Rhode Island's Correctional services advances, the need for effective job performance becomes more critical, not only to achieve universal levels of organizational efficiency, but also to achieve higher levels of self-satisfaction for the individual employee. We have come to recognize that what's good for the organization is, in the long run, good for its people.

Training and Development is increasingly recognized as a most important continuous organizational activity. In-service Training and Development, although it focuses on present problems, is also concerned with the future. The training process is both a means of achieving immediate goals and a method of preparing personnel so that they will have the skills, knowledge and attitudes to modify their job behavior in line with future requirements. Thus, continuous training and development becomes a method of achieving planned change in both the employee and the Correctional Agency.

William J. Morro
Project Director

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SECTION I

A. Background of the Project

The United States Department of Justice, Office of Law Enforcement Assistance (OLEA) has established a special program of developmental grants to state correctional systems, or to colleges or universities, selected by and working in collaboration with state correctional systems to aid in developing and improving programs of state-wide in-service training for state correctional agency staff. Because of Rhode Island's geographical size and quantity of correctional staff the grant has been extended to, not only personnel who are primarily concerned with adult offenders, but to include correctional personnel working with juvenile offenders.

Some facts about Rhode Island's size and resource capabilities may be appropriate. This data will indicate to the reader the opportunity Rhode Island has to attain excellence in its correctional training efforts.

Rhode Island is the smallest state in the Union. It is also the most densely populated, having 843.77 persons per square mile. The United States Census Bureau, 1965 figures, give the total state population as 892,488.

The correctional institutions for both juvenile and adult offenders are geographically located within a circumference of less than one mile on what is known as the Howard Reservation, Cranston, Rhode Island. Within this same area is the state operated Rhode Island Medical Center which consists of the Institute of Mental Health and General Hospital. All these services are within the Rhode Island Department of Social Welfare.

Although, the resources of the Department of Social Welfare are extensive, this project aims to emphasize the utilization of community and university resources that are of a private or public nature. It may be pertinent to note that there are 16 institutions of higher learning in Rhode Island. The largest of these are: (1) University of Rhode Island, (with Extension Division), (2) Rhode Island College, (3) Rhode Island Junior College, (4) Brown University, (5) Providence College, (6) Bryant College, (7) Rhode Island School of Design, (8) Roger Williams College.

B. The Problem

The Joint Commission on Manpower and Training, points out that the critical problem of crime and delinquency has aroused the concern of the nation.

One part of the problem is the need to stop the process by which offenders go into, out of, and back into correctional institutions. The hard fact is, that at least half the people convicted of crime today get into trouble all over again after they are released from prison.

It has been demonstrated that indeed, the total criminal justice system is failing in its task. FBI statistics have been cited to show that 91 per cent of the persons acquitted of crimes in 1963 were rearrested, 78 per cent of the persons granted probation in 1963 committed a new crime and 60 per cent of the offenders released in 1963 were rearrested within four years. With these past failures, it is understandable that little credence is given to the premise that corrections can make a contribution to the reduction of the crime problem.

The President's Commission on Law Enforcement and Administration of Justice has defined the problem and indicated the directions for change of the alarming crime situation in its report, The Challenge of Crime In A Free Society. The task most relevant to this Project pertains to the fact that changing an offender into a useful member of society is dependent on his personal relationship with able and understanding individuals on the prison staff, or in a community program. They must be capable of bringing about changes in the behavior and attitudes of offenders and potential offenders. Without such employees, institutions and preventative agencies are unrealized promises.

SECTION II

A. Project Goals and Tasks of the Planning and Developmental Stage I

The improvement of correctional training and education involves the removal of the isolation of correctional systems and universities by making them aware of the opportunities and resources each has to offer the other. This Project supports the view, by those who have given serious thought to the problem, that the interchange of persons and ideas on a continuing basis, would provide a milieu, would be attractive to recruits and researchers from the university field. This Stage I, Planning and Developmental Project for Rhode Island's State Wide In-Service Training Program for Correctional Personnel, tends to provide the milieu for maximum interchange. A brief summary of the Project is as follows:

The Rhode Island Department of Social Welfare, as Grantee, will contract with the University of Rhode Island, to carry out a nine-month survey of the State's correctional training needs and to design a program to meet these needs.

The Project Director will be an employee of the University of Rhode Island Extension Division, with the title of Correctional Training Coordinator. He will work closely with an Advisory Board. The Project Directors' responsibility will consist of three consecutive sets of activities:

1. Determine the training needs of Rhode Island's State correctional institutions and agencies staffs.
2. Design a training program(s).
3. Draw up a detailed plan for making the program(s) operational.

B. Significance of the Project

The Rhode Island Correctional System will upgrade its overall programs by an effective comprehensive training program. If this is done successfully, it can have a major impact in the control and treatment of crime and delinquency. There is a sense of urgency in taking advantage of the opportunity for making substantial improvements in Rhode Island's Correctional Services.

Another significant aspect of this Project is the meshing of many agencies, private and governmental, in meeting the training needs of Correctional Personnel, who are committed to helping juvenile and adult offenders.

Rhode Island's innovative effort to establish a Correctional Training Center can well become a model of strategy for other States of similar size and circumstance.

SECTION III

A. Target Population

The beneficiary of this plan and training effort will be every correctional agency in Rhode Island Viz: Bureau of Probation and Parole, Adult Correctional Institutions, Women's Reformatory, Rhode Island Training School for Boys, Rhode Island Training School for Girls. In the past, these organizations have had little or no formalized training programs.

The specific or primary target groups are professional and non-professional line staff and first line supervisors who are in direct contact with juveniles or adults. There are approximately 383 employees in these categories at the above named correctional settings.

There has been no attempt to obtain an in-depth comprehensive review of the qualifications of the correctional personnel employed at the institutions serving adults and juveniles or of the Probation Counselors serving both types of clientele. As a result of discussion with the Advisory Committee of this aspect of the study, it was decided that a brief Correctional Personnel Inventory Form, soliciting information as to the employee's characteristics as to age, length of service and formal education would adequately serve the purposes of the Project.

The solicitation of opinions from the administrators key supervisory and line correctional personnel, as to the needs and priority for training, have revealed a common theme with regard to recruitment and retention of correctional personnel. The Joint Commission on Correctional Manpower and Training has articulated, not only Rhode Island's need, but the nations when it stated that these problems are broadly related to pre-employment qualification standards, salary levels, the often ambivalent expectations of both professional and non-professional groups working in corrections and the uncertain image of corrections as perceived by the various levels of correctional personnel.

Recruitment and retention difficulties, the Commission continues to vary with specific group or class of employees. Turnover rates are now highest among the lower-echelon employees, (correctional officers, cottage officers and maintenance employees), because of such reasons as competition from industrial salaries. Employment Security and other benefits associated with public service are no longer holding factors they once were; salary and working conditions are now more important. This fact is reflected in the termination rate at the Boy's School from the same period of January 1, 1964 to December 31, 1967. During this time, there were seventy-seven terminations. A total of fifty-two (52), of these were either Youth Home Life Supervisors thirty-five

(35), or Institutional Attendants (17).

Within the Bureau of Probation and Parole, the terminations are of an insignificant character.

Terminations during this same period of time at the Adult Correctional Institutions and Women's Reformatory, totaled seventy-four (74). The official reasons for terminations were personal, unsuited or dissatisfied, twenty-five (25); better pay or other employment, twenty-two, (22); retired, illness or deceased, nineteen, (19); schooling, military service, moved, eight (8).

To what extent an adequate training and career program would have influenced these terminations is difficult to assess. However, it seems reasonable to assume that developmental training programs would tend to counter-act this turnover.

SECTION IV.

A. History and Development of Existing Training Program

Information made available with regard to existing training programs, points out the dire need for maximum concerted effort in this area. At the start of this Project, there were no formal training programs functioning at the Adult Correctional Institutions, the Women's Reformatory, the Rhode Island Training School for Boys, or the Rhode Island Training School for Girls. At the Bureau of Probation and Parole, there is a person who was recently assigned to be responsible for the training function. At the present time, monthly meetings on a variety of subjects are being conducted for its employees. Since the start of this Project, a training effort has been initiated by the Superintendent of Juvenile Institutions. Through a Title I, Grant of the Elementary and Secondary Education Act, the academic and vocational training teachers are involved in a project to upgrade their skills and techniques in working with the juvenile population. Also, orientation sessions are being conducted for employees working with juvenile offenders.

Prior to 1956, the Adult Correctional Institution did not have any formal training program. "Once every five years or so, custodial personnel were taken to a rifle range and were allowed to fire revolvers. Older employees imparted information to newer employees". In February, 1956, a thirteen week basic In-Service Training Course for all custodial personnel was instituted. Since that time, "training continued sporadically, only allowing training when the number of new employees, without the benefit of training, was far out of proportion and represented a security hazard."

In 1966, orientation In-Service lectures were conducted for new employees. These activities varied from one week to five weeks. There has been no refresher training conducted for any Correctional Officer since the basic course given in 1956. It may be well to note, that the "treatment" staff participated only in the parts of the courses that were of interest to them.

Since 1960, the State of Rhode Island, Division of Personnel, has offered incentive In-Service Training Courses to all state employees. The employee, after four approved courses related to his work, is awarded a step increment in pay. This monetary benefit is retained for the length of the employees' state service. The four courses must be spread over a two year period.

Following is a listing of job categories and numbers of personnel who have participated in this program since the program started:

STATE IN-SERVICE PROGRAM

PARTICIPATION OF CORRECTIONAL PERSONNEL SINCE 1960

<u>POSITION</u>	<u>NUMBER PARTICIPATING</u>
Correctional Officers	51
Captains	2
Lieutenants	3
Correctional Officer (Women)	1
Deputy Wardens	3
Probation & Parole	39
Case Work Supervisors (Probation & Parole)	5
Youth Home Life Supervisors	18
Senior Home Life Supervisors	8
	<u>130...TOTAL</u>

Experience has demonstrated that this program for Correctional personnel has had only minimal results, both in terms of the total of participating employees and the relevance of these courses to demands of employees' job performance.

In 1966, because of a dearth of approved courses available to correctional personnel, this Project Director, (then the Supervisor of Education and Vocational Training), was asked by a number of employees to develop a course in Guidance and Counseling for Correctional Personnel. There were approximately thirty-three (33) individuals from the juvenile, adult and probation and parole correctional agencies, enrolled in this course. This experience seems to be the forerunner of the concept of the Correctional Training Center. This center involves training employees from a variety of correctional agencies under one roof. Though this means, common goals and strides to attain cohesiveness of our own Correctional personnel can begin to become a reality. The innovation and development of the Correctional Training Center will be treated in this Report.

SECTION V

A. Training Needs

The plan to determine the training needs for the target population group was to be attained through the following tasks: Assess the present kinds of In-Service Training in and around Rhode Island; review the personnel qualifications of present prison, juvenile, and Probation and Parole staff; solicit opinions of State Correctional Administrators as to shortcomings of their staffs' levels of training, ranked on a priority basis; consulting with correctional specialists as to recommended levels of training; interviewing selected line and staff personnel for their ideas regarding their own training needs.

In addition to the above use of means to determine the training needs of correctional personnel, a group interview was conducted with about ten inmates at the Adult Correctional Institution, to obtain their perceptions of what they saw as needs for Training of Correctional Officers and Superiors, Probation and Parole Counselors, and Juvenile Institutional personnel. Most of these inmates have gone through the complete process of Rhode Island's Correctional Services.

A need has been expressed by leaders in the field of Corrections that there should be an expansion of the "professional" identification with Corrections. This kind of expanded identification would include; Teacher Education, Vocational Rehabilitation, Guidance and Counseling, Undergraduate Social Welfare and Undergraduate majors in Sociology and Psychology. Each of these has significant relevance to Correctional work. The generic skills and knowledge, common to all these fields, could be combined with supplementary education in Corrections and some work experience in the correctional setting, thus establishing correctional work as an accepted and important sector of the public service.

There are a number of colleges and universities throughout the country, offering associate, undergraduate and graduate degrees in Corrections. Inquiries have been made by this writer to determine if such university based training is feasible in Rhode Island. There is every indication that such a development is indeed possible and has been well received by one institution of higher education.

B. Pilot Institutes and Buzz Sessions:

As the institutes developed, the major thrust of the Buzz Sessions was to involve the participants in the planning function of the Project, by creating the climate for them to freely express how

they viewed both their personal and organization needs. Some time was given to the explanation of the Project and the relationship between OLEA and the University of Rhode Island.

Participants were asked to voluntarily fill out a Post-Institute Reaction Form. The participant was not required to sign the Form. This remained optional. A sample of the typical favorable comments were: good communication; good start; cooperative spirit; everyone had a chance to talk about their ideas and how to improve working conditions; finally getting the opinions of the working man and how he feels about his work; informal; people really talked; institute and buzz session well conducted; I'm glad to see the State of Rhode Island try to upgrade the Correctional officer through school and I'm sure the inmate will be much better off to have a better-trained officer; the broad area it covered and the freedom to discuss various situations; everything; it shows a step forward; buzz sessions got at root of problems by getting every level of opinion; we had a chance to talk about things that if followed through will help us all.

With regard to what the respondents liked least about the Institute, most of them felt there was lack of time. This reaction could also be considered a favorable comment. One person did not like the personal references and did not like being in a group with Superior officers.

C. Summary of Needs

An evaluation and analysis of needs was conducted by the Project Director with the leaders of the various buzz sessions for the Adult Correctional Institution and Women's Reformatory personnel. Composite ratings were related to nine (9) tentative subject areas that went beyond the Orientation and Refresher Levels of Training. The nine (9) areas were then ranked, based on the composite rating. Communications and Human Relations content headed the list.

As a result of data collected from the variety of above sources, and related to Correctional standards, the training needs as they pertain to the emphasis of this OLEA funded project, the Correctional worker must have:

1. Competence in his field of special knowledge. He must have a thorough understanding of how the various aspects build up the whole and of the significance of its various ramifications. He must be able to build up short and long-time objectives, and have a sense of its enduring values.

2. A knowledge of people and understanding of how individuals and groups behave and why they are as they are.
3. An understanding of the basic beliefs of the American way of life and the Philosophy of our form of Government and the field of Corrections.
4. A knowledge of his specific responsibilities. He must know the policies, the rules, the hopes and aspirations of the groups or institutions of which he is a part. He must know the scope and limitations of the particular phase of Corrections with which he deals.
5. The skills of teaching and guidance, skills in communication.
6. The skills of improving. No phase of Corrections remains static. He must continually examine and improve his methods.
7. The skills of working with people.

In order to counteract the tendency of segmentation of Rhode Island's Correctional Services and to best implement the areas of program content, it is proposed that a Correctional Training Center be established. (See Recommendations--Page 17)

The cooperative nature of the Correctional Training Center, indicates Rhode Island's sensitivity to the admonition of those who are expert in the fields, that Correctional Training must not be organized in a closed system, but should make use of outside resources and outside participants.

SECTION VI

A. Stage II Training Objectives

The Operational Stage II Training Program will be conducted to achieve four objectives. Most of these aims are on an immediate, and at the same time, continuous long range basis. This is especially true with reference to the career development objective.

1. Orientation, Refresher and Intermediate Training for employees in the policies and procedures of the Department of Social Welfare, Division of Correctional Services.
2. Training in the application of skills in a practical work situation.
3. Improving the quality of job performance.
4. Establishment or improvement of the basis for career development within Rhode Island's Correctional System.

B. Correctional Training Center and Pyramid of Activities

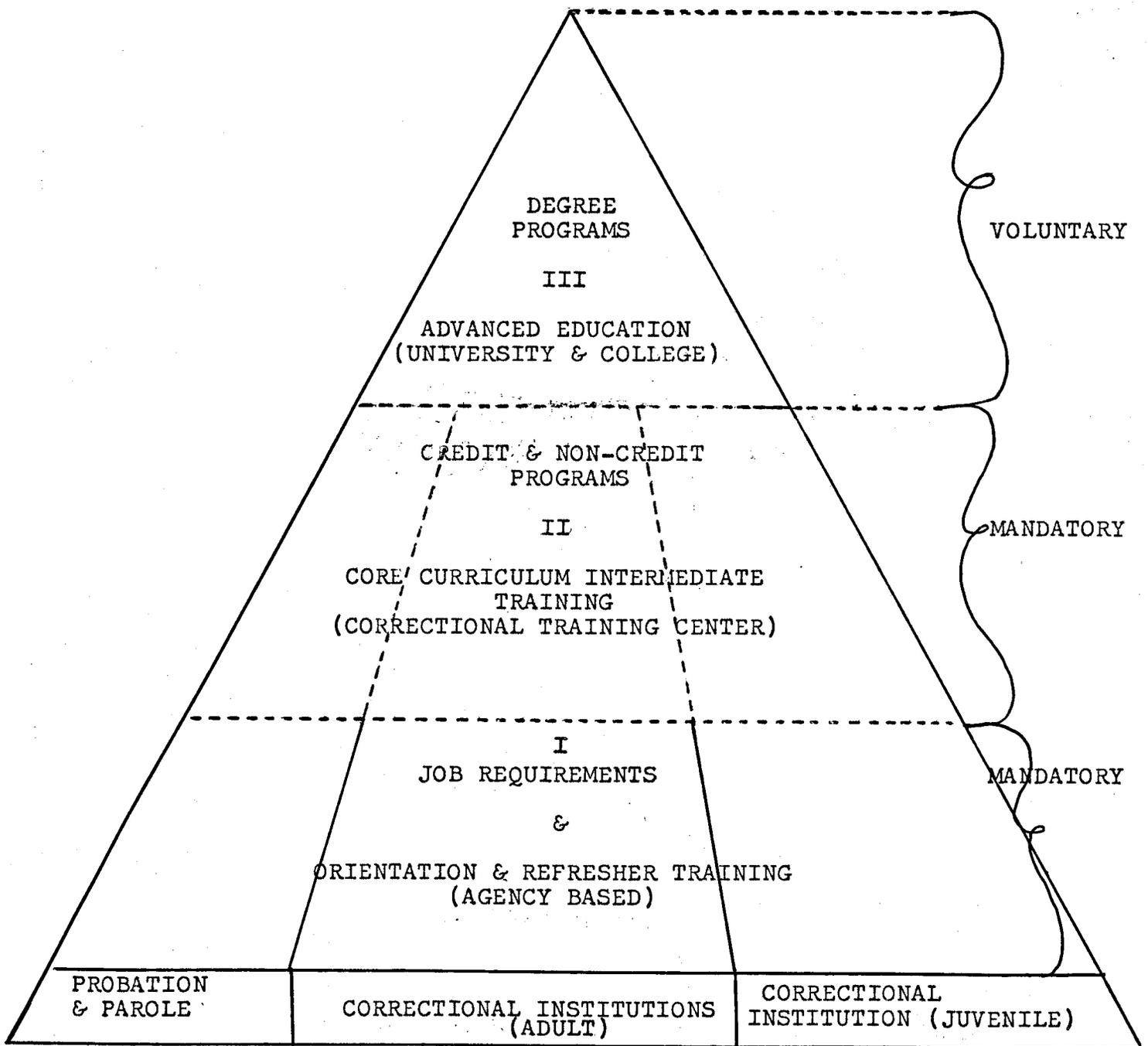
Relevant to the execution of the Operational Stage II, is the graphic model In-Service Training and educational structure, (see Pyramid diagram) that has been developed. The hierarchy of activities allows for training opportunities on a continuous, immediate and long range program for all correctional employees.

C. Target Population Commentary

The scope of Level I In-Service Training, involves mandatory orientation and/or Refresher Training. All correctional personnel in the Target Population of this Project will participate in this level of training over a two year period of time. Approximately 50% will be trained in this one year Operational Stage II, and the other 50% will be programmed for the following year.

The scope of Level II-Intermediate Training at the Correctional Training Center, will involve approximately 170 workers of the total Target Population of 383. Thus, almost 50% of the Target Population will be assigned to various Workshops and Seminars during the one year Operational Stage II of the Project.

CORRECTIONAL IN-SERVICE TRAINING AND EDUCATIONAL
 STRUCTURE SPONSORED BY THE DEPARTMENT OF SOCIAL
 WELFARE AND THE UNIVERSITY OF RHODE ISLAND



————— Line of Authority
 - - - - - Advisory or Cooperative
 Relationship

D. Intermediate Training and Education--Level II

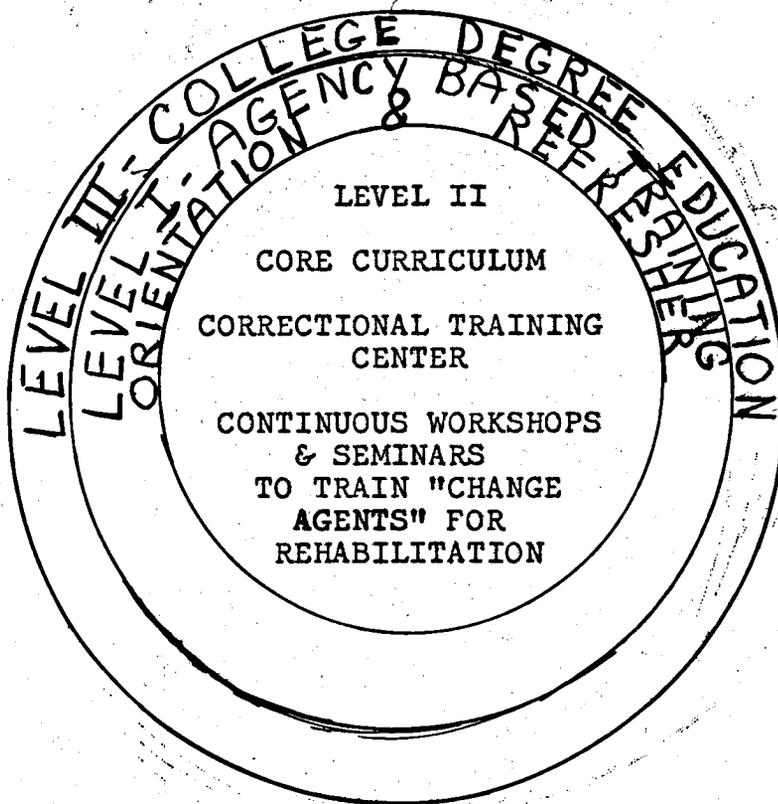
The Model of Project priorities (see diagram), is intended to reflect the essence or heart of this training effort.

The Correctional Training Center represents the major innovation resulting from this Rhode Island Project. The Center's programs represent a comprehensive approach to meeting the identified common, or core training needs of Rhode Island's Correctional personnel. The operation of this Center will be the responsibility of the Correctional Training Coordinator. Utilization of the Correctional, State, University and Community resources will be characteristic at this level of training.

The programs will be mandatory for all personnel in the Target Population, and will take on the form of Lecture-Forums, Workshops, Seminars, Practicum Seminars. The total of eight (8) Workshops and Seminars will be offered at least once during the year. The three (3) Lecture-Forum series will be for all available Correctional personnel. Other employees of the Department of Social Welfare, Law Enforcement and Court personnel, will also be invited to these Lecture-Forums, to give them a greater awareness of the role of Corrections in the battle against crime.

The program at the Center is designed to meet the Incentive Training requirements for State employees. Thus, these training activities will be credited to the Correctional employee, by the Rhode Island Division of Personnel Training Section, and contribute to his attainment of a salary increment. The instructional personnel and exact schedule are in the process of being finalized. Critical in these training activities will be the task of working with the instructional staff to transform the established aims and objectives into behavioral outcomes.

UNIVERSITY OF RHODE ISLAND EXTENSION
CORRECTIONAL TRAINING PROJECT



MODEL OF PROJECT PRIORITIES

Note: The above graphic design is intended to help explain the essential elements of the Project and suggest priorities of training operations utilizing OLEA Guidelines.

SECTION VII

A. Operational OLEA Stage II Training Activities

Following is the Level II Training Program. Concomitant with these activities will be the Level I Orientation and Refresher Programs at each of the Correctional Agencies.

The Correctional Training Center is referred to as CTC.

<u>DATES</u>	<u>ACTIVITY</u>	<u>PLACE</u>	<u>TIME</u>
May, 1968	FIRST LECTURE-FORUM	Aud.-(Boy's School)	
June, July, Aug., 1968	(SEE NOTE ABOVE)		
Sept., Oct., Nov., 1968	1. <u>WORKSHOP IN COMMUNICATIONS</u>	CTC	
	2. <u>PRACTICUM SEMINAR IN HUMAN RELATIONS</u>	CTC	
	3. <u>SEMINAR ON THE OFFENDER PSYCHOLOGICAL AND PSYCHIATRIC VIEW</u>	CTC	
	4. <u>SOCIOLOGICAL VIEW SEMINAR ON THE OFFENDER</u>	CTC	
Nov., 1968	SECOND LECTURE-FORUM	Aud.-(Boy's School)	
Jan., Feb., Mar., 1969	1. <u>WORKSHOP IN COMMUNICATIONS</u>	CTC	
	2. <u>PRACTICUM SEMINAR IN HUMAN RELATIONS</u>	CTC	
	3. <u>SEMINAR IN THE APPLICATION OF SOCIAL CASEWORK AND COUNSELING</u>	CTC	

DATESACTIVITYPLACETIME

Jan., Feb., Mar.,
1969

4. WORKSHOP IN
COMMON GOALS
OF CORRECTIONS,
LAW ENFORCEMENT
AND COMMUNITY
AGENCIES

CTC

March, 1969

THIRD LECTURE-FORUM

Aud.-(Boy's
School)

RECOMMENDATION

This project has developed a model or blueprint for Rhode Island to establish and improve programs and facilities for training and related professional education for its correctional personnel. Rhode Island, by virtue of its geographical size and its limited number of juvenile and adult offenders, has the distinct opportunity to excel in this effort.

It should be noted that this comprehensive in-service training, planning and developmental effort is focused only on the correctional system. However, due recognition must be given to the fact that there is need for coordination and integration of correctional training plans with those of the courts and law-enforcement agencies. The united resources of the criminal justice system is necessary to attain the common goal of reduction of the crime rate.

It may be useful to point out that the field of corrections is involved with dual concerns. It is part of society's system of justice that the primary goal is public protection through crime and delinquency prevention and control. This concern is associated with law-enforcement, prosecution, and the courts. The other concern of corrections is associated with the fields of education, social service, medicine etc.

The President's Commission on Law Enforcement and Administration on Justice has recognized the fact that adequate training and development is a most important organization activity that could well serve as a uniting force for corrections to maximize its impact on the problem of crime. Not only is there a need for coordination and integration of Rhode Island's correctional system, but there needs to be continued involvement of the universities and social agencies of the community.

The one recommendation that has emerged from this study is as follows:

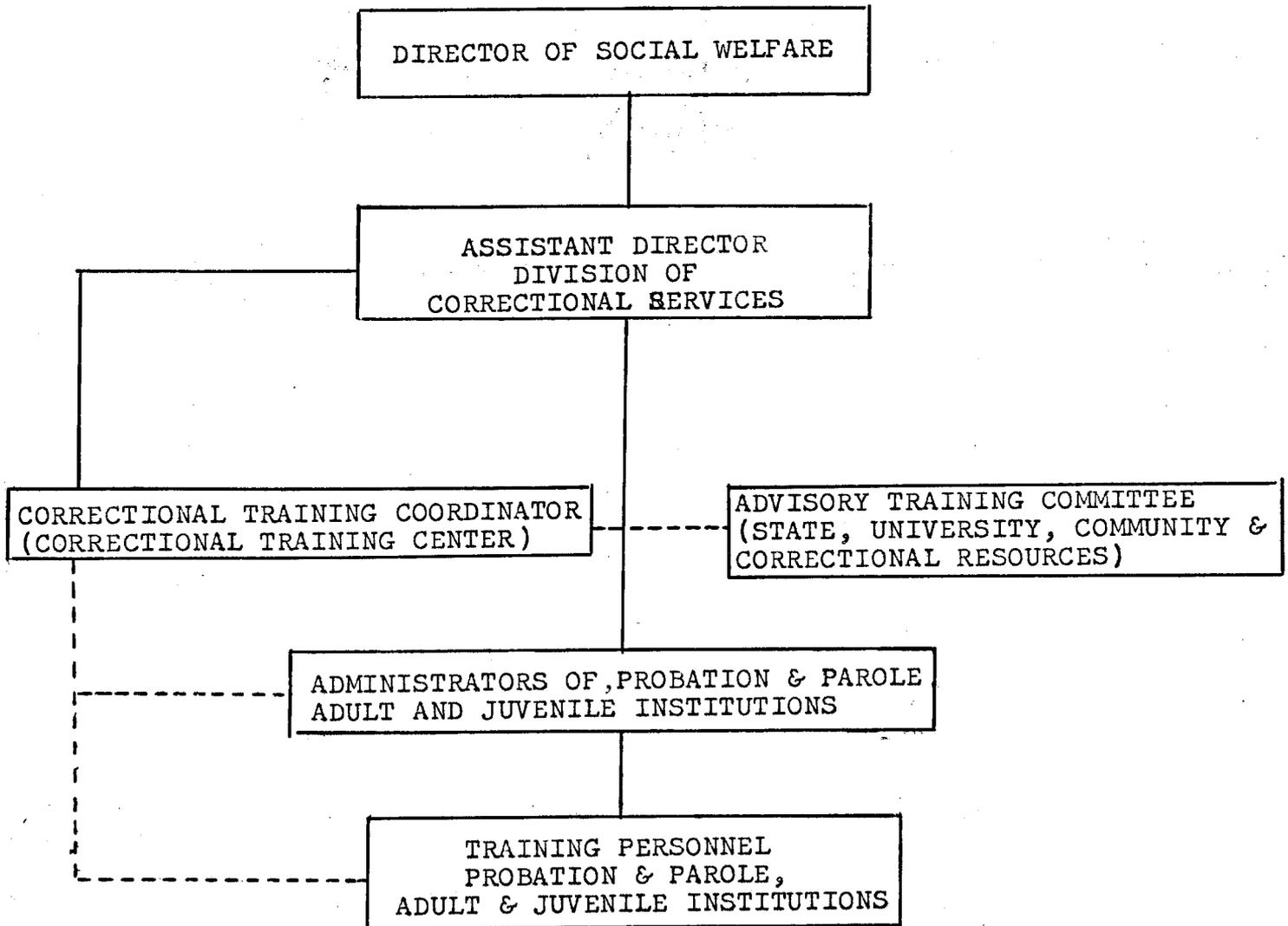
1. There should be established a Correctional Training Center on a permanent basis to provide continuous in-service training programs for all correctional personnel.
 - (a) This Center will provide appropriate training programs for management, supervisory and line personnel working in probation and parole and within the institutions serving adult and juvenile offenders.
 - (b) This facility should be primarily staffed, maintained and supervised by the Department of Social Welfare, Division of Correctional Services.

- (c) University and community resources should be an integral part of the deliberations relative to the content, methodology and evaluation of the design and implementation of the training activities.
- (d) This facility will offer training activities that carry both or either university non-credit or credit offerings leading to a certificate or degree. Program offerings will also carry Incentive In-Service Training Increment credit from the Division of Personnel, Training Unit.
- (e) The person designated to be responsible for the Correctional Training Center should also work cooperatively with the administrator and training personnel responsible for the Orientation and Refresher training conducted within the various correctional agencies.

NOTE: At present the Correctional Training Center has been established and staffed by the joint effort of Department of Social Welfare and University of Rhode Island Extension with the financial aid of the U. S. Department of Justice, Office of Law Enforcement Assistance.

PROPOSED ORGANIZATION STRUCTURE
PERSONNEL TRAINING PROGRAM
RHODE ISLAND CORRECTIONAL SERVICES

(ADAPTED FROM RECOMMENDATIONS OF THE COMMITTEE ON PERSONNEL STANDARDS
AND TRAINING OF THE AMERICAN CORRECTIONAL ASSOCIATION)



————— Line of Authority
----- Cooperative or Advisory Relationship