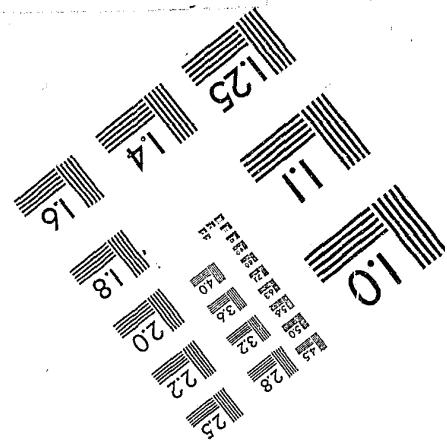
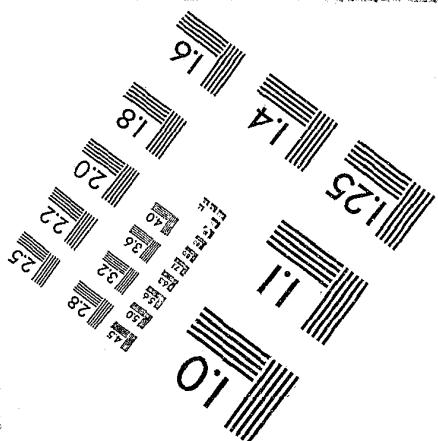
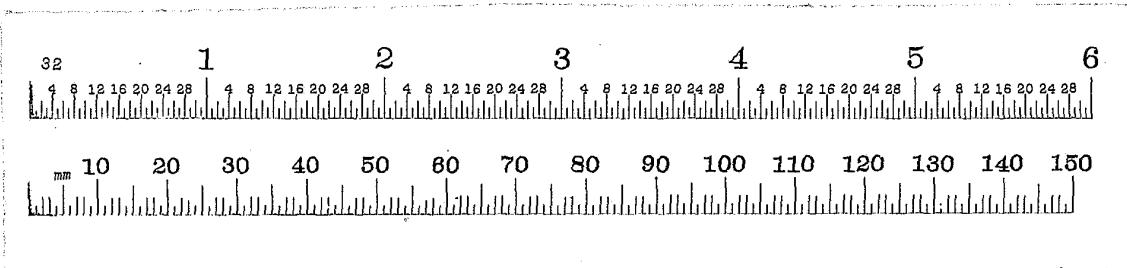
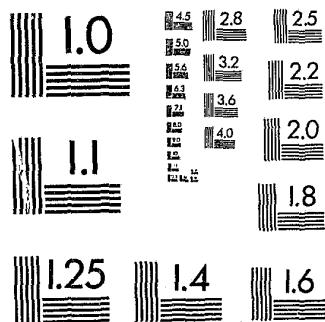
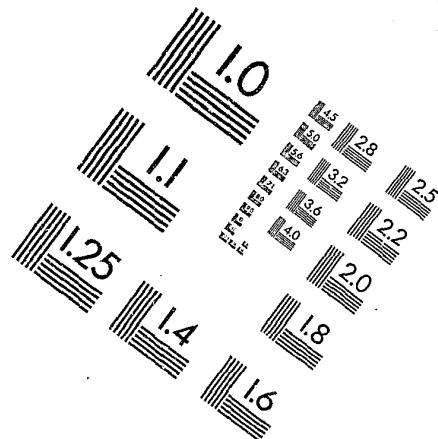
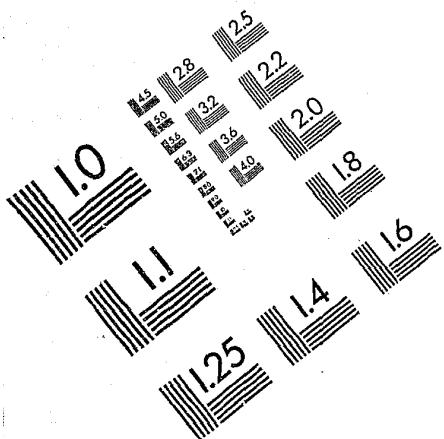


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A SURVEY OF LEGISLATION, REGULATIONS AND POLICIES
SUPPORTIVE OF CORRECTIONAL OFFICER EDUCATION

NCJRS, 955 L'ENFANT PLAZA WASHINGTON, D.C. 20024

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A SURVEY OF LEGISLATION, REGULATIONS
AND POLICIES SUPPORTIVE
OF CORRECTIONAL OFFICER EDUCATION

Prepared For
Correctional Officers Educational Program
American Association of Community and Junior Colleges

by
Jennifer Johnson, Assistant Director, COEP
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Points of view or opinions stated in this document are those of the author and do not necessarily represent the official position of the U.S. Department of Justice or the National Criminal Justice Reference Service.

A SURVEY OF LEGISLATION, REGULATIONS AND POLICIES
SUPPORTIVE OF CORRECTIONAL OFFICER EDUCATION

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American Bar Association Commission on Correctional Facilities and Services
and
American Association of Community and Junior Colleges

February 1973

SURVEY OF LEGISLATION, REGULATIONS AND POLICIES
SUPPORTIVE OF CORRECTIONAL OFFICER EDUCATION

Survey Description

In early December, 1972, as part of its total program for stimulation of correctional line officer education at the junior and community college level, the Correctional Officers Education Program distributed a survey questionnaire to the LEAA State Planning Agencies* of the 50 states, the District of Columbia, Puerto Rico and Guam. The one-page questionnaire contained six inquiries, was directed to the "corrections specialist" of each state planning agency, and was forwarded under an explanatory cover letter indicating COEP's special interest in statutory, regulatory, and policy issuances (existing or proposed) relating to correctional officer career opportunities and educational attainment (see Appendix A for questionnaire form and forwarding letter).

*"State Planning Agency" is the generic term used to refer to the criminal justice planning agencies established in all states under the Omnibus Safe Streets and Crime Control Act of 1968 to develop comprehensive state law enforcement plans and to receive, administer and subgrant federal funds (block grants, discretionary grants, etc.) awarded under the Omnibus Act.

Response Rate

Seventy-eight per cent of the surveys were returned for analysis and interpretation. The government of Guam and states of Nebraska and Indiana did not respond to the questionnaire but included miscellaneous materials. Among the larger states, information was still pending only from Pennsylvania.#

While responses are generally reliable for state corrections departments and their line personnel, it is not clear that local facilities and personnel were covered in many completed questionnaires (as the survey requested). In several cases, responding officials specified that answers did not apply to local facilities and systems.

It should be noted that a total of 42 states replied* to the questionnaire (see Appendix B for list of responding states). Some respondents answered the basic "yes-no" questions but failed to indicate the source of authority (law, regulation, policy) where affirmative answers were given. While most responses were provided by the state planning agency correctional specialists, a few forwarded the forms to state correctional agency personnel for response.

A questionnaire was also completed by the U. S. Bureau of Prisons but is not included in the survey commentary or tabulations.** Also, some questionnaires were forwarded directly to state corrections departments after failure to respond by the state planning agency addressee.*** In many cases, survey responses suggested that responsible state planning agency personnel were not very close to or current on correctional training and education developments within their states. It should be noted that while survey tabulations in Appendix B are confined to material and comments included in the actual questionnaire responses, some footnotes and program data in the survey commentary section (pp. 3-9) provide additional facts on state programs derived from COEP files and general familiarity with correctional education developments in the states.

* This total reflects the District of Columbia and two territories (Puerto Rico, Samoa) and the term "state" shall include them for purposes of this report.

** Bureau of Prison responses for the six survey questions were, respectively, (1) yes - by policy; (2) no - by regulation; (3) yes - by policy; (4) no; (5) yes - by policy; (6) yes - by law. As regards assistance for enrollment two year college programs, reference was made to coverage under the Government Employees Training Act which provides higher education assistance generally to in-service federal employees.

***Of the 42 responses, 26 were completed by state planning agencies and 16 by state departments of corrections.

#Information was received from Pennsylvania as the survey went to press, thereby increasing returns to 80%. Although not reflected in this commentary, the Pennsylvania data is shown in the addendum to Appendix C.

Summary of Findings

The general findings of the survey confirm that despite increasing availability of junior college programs for line correctional officers and increasing enrollments in such programs, (i) there continues to be little recognition in line officer structures and career mobility for degree or certificate attainment and (ii) financial and other assistance to stimulate participation remains highly limited. More specifically, in terms of the basic survey queries:

* Most states acknowledge the existence of "career ladders" for line personnel, permitting entry into correctional officer positions at low levels of educational attainment (high school or less) and "vertical" promotion into higher levels and supervisory positions (e.g., sergeant, captain, lieutenant) based largely on experience, seniority and general performance.

* Few states establish educational attainment as a requisite for correctional officer promotion (other than attaining the high school degree where it was waived in the entry position or in a lower case aide or paraprofessional job), and none deal with educational attainment at the 2-year college level (except for horizontal movement into counselling or other professional positions that carried a degree or college study requirement).

* The majority of states affirmed that educational attainment can be considered as a factor with others (experience, quality of performance) in promotion decisions but in most of these, there are no explicit policies or guidelines as to weight or priority to be given and actual use of this factor is discretionary with the promoting officials.

* Beyond promotion consideration, less than a handful of states offer tangible rewards for educational attainment such as in-step pay increases or supplemental salary increments.

* The chief and predominant source for financial assistance enabling line correctional officers to pursue two-year college studies is the federal government's Law Enforcement Education Program under the Omnibus Crime Control and Safe Streets Act of 1968 although a number of states among the survey group (nearly half) provide encouragement to in-service students through their own tuition reimbursement programs (10 states) or provide released time, educational leave, shift transfers or other working hours accommodations to undertake studies (12 states).

* All states have written job descriptions for basic correctional officer positions but there are gaps in this area among local correctional systems and facilities (county and municipal).

* There is little statutory definition of educational attainment, requisites, assistance and inducement, most action of this nature being reflected in state civil service or merit system structures or correctional agency policies (written or informal).

Question 1 - Availability of "Career Ladders"

The first question was a basic inquiry. It sought to probe progress in establishing line personnel structures permitting advancement of entry level workers into higher positions and responsibilities as their experience and educational attainment increased in accordance with the 1969 recommendations of the Joint Commission on Correctional Manpower and Training:

A career ladder, which affords an opportunity for those with high school education or less to enter the field and make their way to journeyman levels through a combined work-study program, should be adopted by the field of corrections. (A Time to Act, p. 30).

The existence of established career ladders for correctional line officers was noted in 30 states while only 12 said none existed. The majority of respondents who replied affirmatively indicated that career ladders were established as a matter of internal policy (rather than statute or regulation) by corrections departments or parole boards.

Louisiana provided answers only as to state institutions, noting that all parish jails (excepting the four metropolitan jails) are not under any form of merit system. Promotion in those instances is by police chief or sheriff. In Missouri, the response was similar to that of Louisiana. Only the state department of corrections and the urban jails (St. Louis, Kansas City) were covered by the answer.

The general consensus of opinion reflected no formalized ladder except through administration of civil service examinations for normal appointment and promotional action. This seems to be the standard mechanism for purposes of establishing qualifications and procedures for hiring and advancing correctional line officers.

Idaho, Iowa, Maryland and Alabama provide via statutory provision for "vertical" promotion although all state systems incorporated some method of advancement of correctional officers from entry to higher line levels and supervisory positions. Arizona, Idaho and Florida indicated they were re-examining their ladders; Idaho reported that it was seeking to increase salary levels and establish lateral transfer authority.*

*Connecticut job descriptions evidenced an interesting "reverse" lateral mobility from probation/parole/counselling positions into the line captain level by permitting four years' experience in these positions to qualify for appointment as a captain.

Not all respondent states saw this question in terms of a ladder leading from the "aide" or "subprofessional" level up into standard correctional officer jobs and supervisory positions. Many seemed to consider the normal gradation from entry correctional officer and levels "2" and "3" etc. and beyond as describing the requisite ladder, and survey tabulations accepted this interpretation. Oregon is an example of a more complete ladder starting with paraprofessional positions without educational requirements (Human Resources Aides and Group Life Supervisors) through advanced paraprofessional workers with high school degrees or equivalents (Human Resources Assistants) and Correctional Officer positions (also requiring high school degree) into professional Correctional Counsellor positions where a combination of junior college training and experience will qualify as well as the bachelor's degree.

CONCLUSION: In many states, legislatures have established qualifications by statute for certain governmental positions. For the most part, higher administrative positions have been subjected to this type of legislation while middle-management and line staff have been precluded.

Legislatures should enact legislation regarding establishment of standards and qualifications for correctional line officers.* This would serve as an effective means for upgrading personnel and, additionally, provide evidence of good faith and a legislative willingness to commit funds toward implementation. However, legislation is difficult to enact and difficult to change. Therefore, it should lean toward declarations of general policy on qualifications and mandate their development and promulgation through regulations rather than establishment of detailed staff selection and advancement criteria.

* One proposal seeks to introduce the "police standards and training commission concept" (now operative in a majority of states) into the corrections field. California has, perhaps, come closest to implementation with a proposed bill to establish a "Commission on Correctional Manpower Development" pending before the state legislature. See Perlman, Legislating for Correctional Line Officer Education and Training (monograph prepared for Correctional Officers Educational Program [1972]). The pioneer in this area was Maryland which by 1970 enactment [Maryland Annotated Code, Article 41, Sec. 70 B] created a Correctional Training Commission to prescribe mandatory in-service training curriculum for correctional officers, establish standards for approval of schools conducting such training courses, specify qualifications for instructors and "to consult and cooperate with universities, colleges and institutions for the development of all general and specialized courses of study for correctional officers." See First Annual Report, Maryland Correctional Training Commission, 40 pp. (Dec. 1, 1972) for details on program, budget and trainee coverage (1,000 correctional officers, parole/probation agents, administrators and consultant/trainers).

Question 2 - Educational Attainment as a Requisite for Promotion

The survey disclosed that educational attainment is not a pre-requisite for promotion in most (over 70%) of the states responding. In no case does it appear that college level attainment is required for any line staff promotions.

In a number of instances, there is only a minimum education level required for entry into or promotion with the basic correctional officer category. For example, in Ohio the department of corrections requires an 8th grade educational aptitude but none for its jail system, and Illinois has no formal educational requirement whatever for guards.

Many states appear to have some rule regarding high school diploma or equivalency, while others like Tennessee plan to have similar legislation or regulations introduced and promulgated. Some of these states require high school completion for entry level line staff positions (e.g., Delaware, New Jersey, Rhode Island, Maryland, Vermont) or, in a few, promotion to the second level requires a high school degree or equivalent (e.g., Kentucky and West Virginia). In Wisconsin, only level 1 and 2 correctional line officer designations specify particular degree of educational proficiency.

Low educational standards may be related to financial feasibility. As stated in the Idaho response: "Because we cannot afford to pay for training on officers own time, we must provide on-the-job training. However, we do officer training for those investing their own time and do allow our officers to attend college."*

Most Educational standards of this kind are dictated by written civil service regulations or internal policies of the departments or corrections agencies. No state queried appears to have a statutory mandate for promotion, once having met certain educational levels.

CONCLUSION: Higher education attainment has no recognized place in promotion requisites for line officer positions, even at the higher ladder levels of sergeant, captain, or other supervisory status.**

* Verbatim excerpt from questionnaire submitted by the state of Idaho, question #2.

** About the closest relationship found was Vermont where college attendance could be substituted for years of experience for higher positions and promotions (two years college for one year experience for "correctional officer" and bachelor's degree for 4-6 years experience in promotion to "correctional counsellor"). Illinois reported a similar situation for higher line positions as did Connecticut where college credit could be substituted for half of the job experience requirement for the positions of correctional sergeant (2 years' minimum experience) and correctional lieutenant (3 years' minimum experience).

In order for corrections to fully define and integrate line staffing standards and qualifications, it is necessary to have definite regulations or procedures promulgated as to promotion eligibility and these should reflect reasonable requirements of educational attainment consistent with the broadened role and professionalism of the line officer mission. Policies in this area which depend on the philosophy or pervading attitude of correctional administrators, as in some states, are undesirable. Therefore, it is important to make correctional administrators more sensitive of the need for definite consideration with respect to education as a factor in assessing promotion.

While high school education or equivalency is a reasonable entry or initial promotion standard, advanced education should be a formalized element in progress toward higher levels of compensation and responsibility.* This is especially so in a nation where universal junior college access is fast becoming a part of the public education process. Two practical considerations, however, should be kept in mind as states advance toward higher educational attainment standards. First, it is unrealistic to expect a corrections department to choose between no personnel and impractically high qualifications for personnel. Second, the quality of line staff, in the end, will be determined as much and more by available resources and career incentives than by standards.

*Only Texas, among the responding states, furnished job descriptions indicating a clear degree requirement for promotion eligibility into higher supervisory and administrative line positions (lieutenant, captain, major, assistant warden and warden). It was not apparent whether this referred to 2-year or 4-year degree attainment.

Question 3 - Educational Attainment as a Factor in Promotion

Although educational attainment is not a promotion requisite, it was reported as a factor in line correctional officer promotion in 80% of the states responding to question #3.*

Evaluation and weighing of officer promotion is a policy matter prevalent in all such states, often operating at the discretion of the promoting supervisor. Again, no statutory provision relating to consideration of this factor exists in any of the reporting states.

Under some promotion policies, education beyond high school can be substituted for years of experience.** In other states, "It would have to be considered an unwritten, unofficial policy subject to the attitudes of the supervisor."***

In Michigan, the attainment of an associate or higher degree results in a review for promotion. In the District of Columbia, promotion points are gained by attendance at college courses. It is unlikely that most states responding affirmatively had formalized the consideration of educational attainment to this degree. More typical is the situation in South Dakota and Samoa where consideration given educational attainment in promotion is indirect, unwritten or otherwise not definitively spelled out. It should be recognized that an affirmative answer merely indicates the existence of educational attainment as a promotion factor in a given state and does not reveal how often it is actually taken into account or seriously evaluated or whether it ever prevails over, say, cases of clear seniority in grade. Explanatory comments in the responses threw little light on this issue.

*Only eight states do not use education as a barometer for promotion (Arizona, Colorado, New Jersey, New York, North Dakota, Rhode Island, West Virginia and Wyoming).

**Maryland and Connecticut

*** Verbatim excerpt from questionnaire submitted by the state of Arkansas, question #3.

CONCLUSION: While the majority of states have some mechanism which permits assessment of educational attainment in line officer promotion actions, the need for more definitive standards on use of this factor in such states (as well as states which do not recognize the factor) is obvious. Alternatives which might be considered are inclusion of higher education attainment in accumulating promotion points, earlier promotion consideration in cases of completed 2-year degrees, or even written articulation in regulations of educational attainment as a factor to be given significant weight with other performance and experience factors.

Question 4 - Additional Tangible Rewards for Educational Attainment

According to the survey results, most states did not offer other tangible benefits or rewards (i.e. beyond promotion consideration) for educational attainment by correctional line officers.

Only eight of the 38 respondents reported some sort of additional tangible benefit as a result of educational attainment and in half of those cases, there was no explanation of the precise nature of the benefit. In the remainder, the availability of salary increases was cited by four states and one identified the additional benefits as those accompanying promotion (and thus, perhaps, should not have been counted as a positive answer).

In Rhode Island, completion of four approved courses can lead to a one-step pay increase.* In Michigan, similar increases are available with completion of in-service training courses. Of interest here was a comment in the Oregon response that current collective bargaining negotiations applicable to correctional staff were aimed at providing differential pay to personnel completing two-year degrees. Such rewards, in the few cases where they exist, are based on administrative rather than any statutory source.

CONCLUSION: Special rewards for higher educational attainment by line officers -- promotional, salary supplements or otherwise -- are almost non-existent among correctional personnel systems. Incentive increases commensurate with the combined factors of education, experience, performance, etc., should perhaps be one of a number of career rewards available to the correctional line officer. Existing policies almost have negative impact on taking the time and trouble to advance an officer's education at the two-year college level and thus eliminate this kind of initiative as a factor in vertical movement within a given correctional system.

*In South Carolina, completion of a full quarter or semester of courses can qualify the worker for up to one-half of the 10% possible salary increment available at each review date.

Question 5 - Special Assistance to Line Officer College Enrollees

There is almost a 50-50 split in the realm of assistance offered to officers who enroll full or part-time in college. Twenty states were reported as offering some type of aid (tuition remission or reimbursement, educational leave, released time, or comparable benefits) while 19 did not. It should be noted that federal tuition and scholarship funds (obtained locally under the Justice Department's LEEP Program (Law Enforcement Education Program, Section 406 of Omnibus Crime Control and Safe Streets Act of 1968) were not considered eligible as "state assistance" under this question.

Only one state* noted a statutory provision for financial aid to line correctional officers enrolled full or part-time in college although recent legislation in two other states (Minnesota and Illinois) appears to permit assistance of this kind.** The other states reporting some form of assistance are divided between regulation and policy mandates.

To illustrate the kind of help available, in Arizona tuition remission, released time or educational leave is dependent upon each individual case. On the other hand, in Louisiana the official policy is tuition remission while released time is made available through unofficial policy. In Oregon and Maryland, an individual officer can be placed on a shift that allows him to attend school and "adjusting work hours" is permitted in Florida. The state of Michigan will grant released time or educational leave if the degree is relevant to the job. Another variation was reported as under consideration by the Denver Department of Corrections. This would give staff administrative leave to attend school equal to schooling attended on an employee's own time. In New York, some released time is provided but apparently limited to the summer.

* New Hampshire

** In Minnesota, the Commissioner of Corrections may establish "in-service, pre-service, internship and scholarship programs," Minnesota Statutes Annotated, sec. 241.01(5) (1972)] and under the new Illinois Unified Code of Corrections, the Department may "make grants-in-aid" for academic study and training in fields related to corrections [Sec. 1003-2-7 (1972)]. Although not indicated on the survey response, Virginia has legislation authorizing the State Department of Education to pay colleges for tuition, books, and fees for state and "local law enforcement officers" which includes correctional officers (Code of Virginia, sec. 23-9.2:4). The details of this program are set forth in a comprehensive State Law Enforcement Officers Educational Program Manual.

Among the 20 states reporting some kind of assistance to correctional officers enrolled in two-year colleges (several had more than one form):

- twelve states indicated tuition reimbursement or rebates
- seven permitted educational leave
- eight made available released time for attendance
- four provided shift changes or working hour adjustments
- one state allowed use of state vehicles to travel to the college

It should be noted that responses did not imply that such benefits were provided in all cases but were available in appropriate cases. It is also likely that the bulk of states providing tuition reimbursement support this with released time or shift changes but did not see fit to report this in their explanatory comments.

CONCLUSION: The specific rationales for some supportive assistance to staff undertaking college study (either through released time, educational leave or tuition remission) is hard to discern in terms of one form over another. Tuition remission or reimbursement is budgetary in nature and released time also accumulates in terms of dollars and cents per man hour. In the latter case, however, some accommodations are possible without a direct dollar drain on the department. Shift adjustments, where possible, provide the least drain on precious budget funds. Although respondents were advised not to include federal LEEP funds as an assistance mechanism, many of them took the trouble to comment that these were the only funds available.

In order to properly support and encourage correctional line officer education, it is imperative that all states have available to them a reservoir of funds for training and educational programs, both pre-service and in-service*. In effect, the unavailability of financial or other resources to assist an officer to attend school penalizes him for seeking educational stimulation and thereby impedes progress both vertically and laterally.

* The national study of the Joint Commission on Correctional Manpower and Training specifically recommended a "comprehensive educational financial assistance program . . . established in an appropriate federal agency, in order to provide support for persons in or preparing to enter the field of corrections." A Time to Act, p. 32 (1969).

Question 6 - Job Descriptions for Line Officer Positions

The final inquiry concerned whether there were any written job descriptions for correctional line officer positions in the state or not. As expected and with only one exception (North Dakota), all states responding to this survey reported the existence of written job descriptions, usually in conformity with general civil service regulations applicable to state personnel generally. In most states, the description derived from regulation but in a few (California, Iowa, New Hampshire and Missouri) the requirement of a written job description appeared to have a statutory base. Examples of such descriptions were submitted by several responding states.

CONCLUSION: Consistent with general government personnel practices, states are required to issue and do issue job descriptions for correctional line officers. However, often these descriptions need revision to include the multi-faceted work and expanding role of the correctional officer whose job is no longer merely to lock up the inmate or secure the prison. Thus, current positions and titles may require further definition and should be regularly re-examined.

APPENDIX A

CORRECTIONAL OFFICERS EDUCATIONAL PROGRAM QUESTIONNAIRE

Please fill out this questionnaire on the basis of information in your possession rather than setting it aside for later research. The term "line correctional officer" includes personnel at adult penal institutions, half-way houses, juvenile facilities and jails, and covers all organizations from a state department of corrections to a local jail. Refer to as many of these different groups as possible in your answers.

Name and title of respondent _____

Organization _____ City _____ State _____

1. Are there career ladders for line correctional officers in your state? (Circle)

Don't know No Yes by: Law Regulation Policy
 Explain:

2. Is educational attainment required for line correctional officer promotion? (Circle)

Don't know No Yes by: Law Regulation Policy
 Explain:

3. Is educational attainment a factor in line correctional officer promotion? (Circle)

Don't know No Yes by: Law Regulation Policy
 Explain:

4. Is there any tangible reward for educational attainment by line correctional officers, in addition to what is reported in questions 2 and 3, above? (Circle)

Don't know No Yes by: Law Regulation Policy
 Explain:

5. Does a line correctional officer enrolled in a two-year college on a full or part-time basis receive any assistance (such as tuition remission, released time or educational leave)? Do not include LEEP funds in your answer. (Circle)

Don't know No Yes by: Law Regulation Policy
 Explain:

6. Are there written job descriptions for any of the line correctional officer positions in your state? (Circle)

Don't know No Yes by: Law Regulation Policy
 Explain:

AMERICAN BAR ASSOCIATION

1705 DeSales Street, N.W., Washington, D.C. 20036 Tel. (202) 223-1528

November 30, 1972

The ABA Commission on Correctional Facilities and Services and the American Association of Community and Junior Colleges are working together with the assistance of the American Correctional Association to upgrade the educational level of the line correctional officer. The Correctional Officers Educational Program, which is LEAA-funded, encourages the development of programs at the associate degree level in community and junior colleges as well as encouraging increasing participation by officers in existing college programs. To assist this effort, examples are being collected by COEP of state legislation, civil service regulations and correctional department policies which reinforce educational attainment by the line officer.

The enclosed questionnaire asks about legislative/regulatory/policy developments, in corrections, in your state, at any level of government: state, district, county or local. Our interest also extends to proposed and/or defeated legislation and regulations. Although not enacted in your state, they may be helpful to other jurisdictions.

Since our intent is to make examples available to all interested states and systems, we would appreciate receiving copies of all relevant material or directions for obtaining it.

Thank you for your cooperation. We would appreciate receiving the questionnaire by December 13, 1972.

Sincerely yours,

CORRECTIONAL OFFICERS EDUCATIONAL PROGRAM

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APPENDIX B

LIST OF STATES RESPONDING TO CORRECTIONAL OFFICERS
EDUCATIONAL PROGRAM QUESTIONNAIRE

1. Alabama
2. Alaska
3. Arizona
4. Arkansas
5. California
6. Colorado
7. Connecticut*
8. Delaware
9. District of Columbia
10. Florida
11. Georgia
12. Idaho*
13. Illinois*
14. Iowa
15. Kentucky*
16. Louisiana
17. Maryland
18. Michigan
19. Minnesota*
20. Missouri
21. Montana
22. New Hampshire
23. New Jersey*
24. New York
25. North Carolina
26. North Dakota
27. Ohio
28. Oregon
29. Puerto Rico
30. Rhode Island*
31. South Carolina
32. South Dakota*
33. Tennessee
34. Texas*
35. Utah
36. Vermont*
37. Virginia
38. Washington
39. West Virginia*
40. Wisconsin
41. Wyoming
42. American Samoa*

*Indicates information attached to questionnaire

Note: The tables which follow do not include responses for the States of Connecticut, North Carolina, South Carolina and Texas which were supplied by the state department of corrections after a state planning agency response was not received. Such responses, however, are included in the commentary section (pp. 1-13) and are summarized in an addendum at the end of Appendix C.

APPENDIX C

STATE-BY-STATE TABULATION OF RESPONSES TO THE
CORRECTIONAL OFFICER EDUCATIONAL PROGRAM SURVEY

This section of the survey report presents, in chart form and question-by-question, the responses of participating states. Footnotes are used to capsule explanatory comments or qualifying remarks set forth in the responses to each question.

KEY

- These states did not respond to the questionnaire but rather sent information or a letter with regard to the questionnaire.

Responses to the six inquiries were not given and cannot be ascertained.

1. Are there career ladders for line correctional officers in your state?

don't know no yes law reg. policy

- | | <u>don't know</u> | <u>no</u> | <u>yes</u> | <u>law</u> | <u>reg.</u> | <u>policy</u> |
|----------------------------|-------------------|-----------|------------|------------|-------------|---------------|
| 1. Alabama | | | X | X | | |
| 2. Alaska | | X | | | | |
| 3. Arizona | | X | | | | |
| 4. Arkansas | | | X | | | X |
| 5. California | | | X | | | X |
| 6. Colorado | | | X | | | X |
| 7. Delaware | | | X | | X | |
| 8. District of Columbia | | X | | | | |
| 9. Florida | | | X | | | X |
| 10. Georgia | | | X | | | X |
| 11. Idaho | | | X | X | | |
| 12. Illinois | | X | | | | |
| 13. Indiana | | | | | | |
| 14. Iowa | | | X | X | X | X |
| 15. Kentucky | | X | | | | X |
| 16. Louisiana ¹ | | | X | | X | X |
| 17. Maryland | | | X | X | | |
| 18. Michigan | | | X | | X | X |
| 19. Minnesota | | | X | | | X |
| 20. Missouri ² | | | X | | X | |
| 21. Montana | | | X | | | X |
| 22. Nebraska | | | | | | |
| 23. New Hampshire | | | X | | | X |
| 24. New Jersey | | | X | | X | |
| 25. New York | | X | | | | |
| 26. North Carolina | | | | | | |
| 27. North Dakota | | X | | | | |

1. Are there career ladders for line correctional officers in your state?

	<u>don't know</u>	<u>no</u>	<u>yes</u>	<u>law</u>	<u>reg.</u>	<u>policy</u>
28. Ohio		X			X	
29. Oregon			X		X	
30. Puerto Rico			X		X	
31. Rhode Island		X			X	
32. South Dakota		X				
33. Tennessee			X			X
34. Utah			X			X
35. Vermont			X		X	
36. Virginia		X				
37. Washington			X			X
38. West Virginia			X		X	
39. Wisconsin			X		X	
40. Wyoming ³			X			
41. American Samoa			X		X	

1 -- Answers only to state institutions. All parish jails excepting four metropolitan jails are not under any form of merit system. Promotion is by police chief or sheriff.

2 -- Answers only for state department of corrections and urban jails (St. Louis and Kansas City).

3 -- Answers in three separate questionnaires relating to institutions, jails and probation and parole. Local jail responses were negative for all questions. Responses to this question and numbers 4 and 6 relate to institutions, probation and parole.

2. Is educational attainment required for line correctional officer promotion?

don't know no yes law reg. policy

- | | | | | | |
|-------------------------|--|---|---|---|---|
| 1. Alabama | | X | | | |
| 2. Alaska | | X | | | |
| 3. Arizona | | X | | | |
| 4. Arkansas | | X | | | |
| 5. California | | X | | | X |
| 6. Colorado | | X | | | X |
| 7. Delaware* | | | X | X | |
| 8. District of Columbia | | X | | | |
| 9. Florida | | | X | | X |
| 10. Georgia | | X | | | |
| 11. Idaho | | X | | | |
| 12. Illinois | | X | | | |
| 13. Indiana | | | | | |
| 14. Iowa | | X | | | |
| 15. Kentucky | | X | | | X |
| 16. Louisiana | | X | | | X |
| 17. Maryland | | X | | | |
| 18. Michigan | | | X | X | |
| 19. Minnesota | | | X | | X |
| 20. Missouri | | | X | X | |
| 21. Montana | | X | | | |
| 22. Nebraska | | | | | |
| 23. New Hampshire | | | X | | X |
| 24. New Jersey | | X | | | |
| 25. New York | | X | | | |
| 26. North Carolina | | | | | |
| 27. North Dakota | | X | | | |

2. Is educational attainment required for line correctional officer promotion?

	<u>don't know</u>	<u>no</u>	<u>yes</u>	<u>law</u>	<u>reg.</u>	<u>policy</u>
28. Ohio ¹		X				
29. Oregon			X		X	
30. Puerto Rico		X				
31. Rhode Island		X				
32. South Dakota		X				
33. Tennessee		X				
34. Utah		X				
35. Vermont ⁶			X		X	
36. Virginia ⁴			X			X
37. Washington ⁵		X				
38. West Virginia ²			X		X	
39. Wisconsin ²			X		X	
40. Wyoming ³		X				
41. American Samoa		X				

* -- Respondent changed the meaning of the question in order to answer. Did not answer the original question. INVALIDATED.

1 -- Department of Corrections requires 8th grade education but not jails.

2 -- Only applicable to levels 1 & 2; not all levels.

3 -- Refer to key for question #1.

4 -- Limited to high school completion for promotion to supervisory positions and completion of federal correspondence courses (penitentiary).

5 -- Applies only to attainment of high school degree for entry level personnel who did not have one.

6 -- College degrees may be substituted for years of experience.

3. Is educational attainment a factor in line correctional officer promotion?

	<u>don't know</u>	<u>no</u>	<u>yes</u>	<u>law</u>	<u>reg.</u>	<u>policy</u>
1. Alabama ¹			X			X
2. Alaska	X					
3. Arizona			X			
4. Arkansas ¹			X			X
5. California			X			X
6. Colorado		X				X
7. Delaware			X			X
8. District of Columbia ⁶			X			X
9. Florida			X			X
10. Georgia ²			X			
11. Idaho						
12. Illinois ⁸			X			X
13. Indiana						
14. Iowa			X			X
15. Kentucky			X			X
16. Louisiana ³			X			X
17. Maryland			X		X	
18. Michigan ⁴			X			X
19. Minnesota			X			X
20. Missouri			X			X
21. Montana			X			X
22. Nebraska						
23. New Hampshire						
24. New Jersey			X			
25. New York			X			
26. North Carolina						
27. North Dakota			X			

3. Is educational attainment a factor in line correctional officer promotion?

	<u>don't know</u>	<u>no</u>	<u>yes</u>	<u>law</u>	<u>reg.</u>	<u>policy</u>
28. Ohio ⁵						
29. Oregon			X			X
30. Puerto Rico			X			X
31. Rhode Island		X				
32. South Dakota ¹			X			X
33. Tennessee			X			X
34. Utah			X			X
35. Vermont			X			X
36. Virginia			X			X
37. Washington			X			X
38. West Virginia ⁷		X				
39. Wisconsin			X		X	
40. Wyoming		X				
41. American Samoa ⁵			X			

- 1 -- Indirect "policy" Unwritten or not definitively stated departmental policy.
- 2 -- Knowledge of the job and experience are factors but knowledge can only come through training and experience.
- 3 -- Education beyond high school level can be substituted for years of experience.
- 4 -- Attainment of associate degree or higher results in review for promotion.
- 5 -- Given consideration but not a prerequisite for promotion.
- 6 -- Promotion points gained by attendance at college courses.
- 7 -- Attainment may be taken into account by immediate supervisor but is not a required factor under civil service regulations.

8 -- Class specifications have progressively higher levels of education for upper positions but experience may be substituted.

4. Is there any tangible reward for educational attainment by line correctional officers in addition to what you reported in questions 2 and 3?

	<u>don't know</u>	<u>no</u>	<u>yes</u>	<u>law</u>	<u>reg.</u>	<u>policy</u>
1. Alabama		X				
2. Alaska		X				
3. Arizona		X				
4. Arkansas		X				
5. California		X			X	
6. Colorado		X				
7. Delaware		X				
8. District of Columbia		X				
9. Florida			X			X
10. Georgia		X				
11. Idaho ¹			X			
12. Illinois		X				
13. Indiana						
14. Iowa		X				
15. Kentucky	X					
16. Louisiana		X			X	
17. Maryland		X				
18. Michigan ²			X		X	
19. Minnesota ³			X			
20. Missouri ⁴			X			X
21. Montana ¹			X			X
22. Nebraska						
23. New Hampshire		X				
24. New Jersey		X				
25. New York		X				
26. North Carolina						
27. North Dakota		X				

Is there any tangible reward for educational attainment by line correctional officers in addition to what you reported in questions 2 and 3?

don't know no yes law reg. policy

28. Ohio	X
29. Oregon	X
30. Puerto Rico	X
31. Rhode Island ⁵	X
32. South Dakota	X
33. Tennessee	X
34. Utah	X
35. Vermont	X
36. Virginia	X
37. Washington	X
38. West Virginia	X
39. Wisconsin	X
40. Wyoming ⁶	X
41. American Samoa	X

1 -- Only pertaining to promotions.

2 -- Increase in pay results with completion of in-service corrections specialist course but not for college attainment.

3 -- Only informally.

4 -- By policy it is meant "administrative discretion."

5 -- One step pay increase for completion of four approved courses.

6 -- Salary increases available.

5. Does a line correctional officer enrolled in a two-year college on a full or part-time basis receive any assistance (i.e., tuition remission, released time or educational leave)? DO NOT INCLUDE LEEP.

don't know no yes law reg. policy

- 1. Alabama ⁶ _____ X _____
- 2. Alaska _____ X _____
- 3. Arizona ¹ _____ X _____
- 4. Arkansas _____ X _____
- 5. California _____ X _____ X _____
- 6. Colorado ⁶ _____ X _____ X _____
- 7. Delaware _____ X _____
- 8. District of Columbia _____ X _____
- 9. Florida ⁷ _____ X _____
- 10. Georgia ⁷ _____ X _____
- 11. Idaho _____
- 12. Illinois ^{8 & 6} _____ X _____
- 13. Indiana _____
- 14. Iowa _____ X _____ X _____
- 15. Kentucky ⁸ _____ X _____ X _____
- 16. Louisiana ² _____ X _____ X _____
- 17. Maryland ³ _____ X _____
- 18. Michigan ⁴ _____ X _____
- 19. Minnesota _____ X _____
- 20. Missouri _____ X _____
- 21. Montana _____ X _____
- 22. Nebraska _____
- 23. New Hampshire ⁹ _____ X _____ X _____
- 24. New Jersey _____ X _____
- 25. New York ^{7 & 12} _____ X _____
- 26. North Carolina _____
- 27. North Dakota _____ X _____

5. Does a line correctional officer enrolled in a two-year college on a full or part-time basis receive any assistance (i.e., tuition remission, released time or educational leave)? DO NOT INCLUDE LEEP.

	<u>don't know</u>	<u>no</u>	<u>yes</u>	<u>law</u>	<u>reg.</u>	<u>policy</u>
28. Ohio ¹⁰ ₃			X			
29. Oregon ^{6 & 12}		X				
30. Puerto Rico			X		X	
31. Rhode Island ⁷			X			
32. South Dakota ⁵			X		X	
33. Tennessee			X			X
34. Utah		X				
35. Vermont ¹² ₁₁			X			X
36. Virginia			X		X	
37. Washington		X				
38. West Virginia		X				
39. Wisconsin ¹²			X			X
40. Wyoming		X				
41. American Samoa		X				

- 1 -- Answer relative to each individual case.
- 2 -- Tuition provided by official policy and released time by unofficial policy.
- 3 -- An individual officer can be placed on a shift that allows him to attend school.
- 4 -- Released time or educational leave can be given if the degree is relevant to the job.
- 5 -- Financial assistance available through the state criminal justice planning agency.
- 6 -- Educational leave permitted.
- 7 -- Released time permitted (summer only in New York).
- 8 -- Tuition remission is possible.
- 9 -- Monetary benefits and relief time available.

- 10 -- State corrections agencies provide tuition reimbursement for full-time staff in part-time college and limited educational leave stipends.
- 11 -- Educational leave, released time, tuition rebate, and use of state vehicles for transportation all available.
- 12 -- Tuition reimbursement provided, (very limited basis in Vermont, up to \$75 per semester in New York, up to \$50 per quarter in North Carolina, and up to 50% in Connecticut).

6. Are there any written job descriptions for line correctional officer positions in your state?

	<u>don't know</u>	<u>no</u>	<u>yes</u>	<u>law</u>	<u>reg.</u>	<u>policy</u>
1. Alabama			X		X	X
2. Alaska			X		X	
3. Arizona			X		X	
4. Arkansas			X		X	
5. California			X	X		
6. Colorado			X		X	
7. Delaware			X		X	
8. District of Columbia			X		X	
9. Florida			X			X
10. Georgia			X		X	
11. Idaho			X		X	
12. Illinois			X		X	
13. Indiana						
14. Iowa			X	X	X	X
15. Kentucky ¹			X		X	
16. Louisiana			X		X	X
17. Maryland			X		X	
18. Michigan			X		X	
19. Minnesota			X		X	
20. Missouri			X	X		
21. Montana			X			X
22. Nebraska						
23. New Hampshire			X	X		
24. New Jersey			X		X	
25. New York			X			
26. North Carolina						
27. North Dakota			X			

6. Are there any written job descriptions for line correctional officer positions in your state?

	<u>don't know</u>	<u>no</u>	<u>yes</u>	<u>law</u>	<u>req.</u>	<u>policy</u>
28. Ohio _____			X		X	
29. Oregon _____			X		X	
30. Puerto Rico _____			X		X	
31. Rhode Island _____			X		X	X
32. South Dakota _____			X			
33. Tennessee _____			X		X	
34. Utah _____			X			
35. Vermont _____			X		X	
36. Virginia _____			X			X
37. Washington _____			X		X	
38. West Virginia _____			X		X	
39. Wisconsin _____			X		X	
40. Wyoming _____			X			
41. American Samoa _____			X			X

1 -- For Correctional Officer II position, one year of college training can be substituted for required year of work experience in job description.

APPENDIX C (continued)

Addenda for Last Responses Received
(Four State Departments and New York City Department of Corrections)

<u>Question</u>	<u>Connecticut</u>	<u>No. Carolina</u>	<u>Pennsylvania</u>	<u>So. Carolina</u>	<u>Texas</u>	<u>New York City</u>
1. Career Ladders	Yes (regulation)	Yes (regulation)	Yes (regulation)	Yes (policy)	No	Yes (law/reg./pol.)
2. Education as promotion requisite	No (regulation)	No	No	No	No	No
3. Education as promotion factor	Yes (policy)	Yes (policy)	Yes	Yes (policy)	Yes (policy)	Yes
4. Other tangible reward for education	No (regulation)	No	No	Yes ^a (policy)	No ^f	Yes ^b
5. Assistance for 2-year college enrollment	Yes ^c (policy)	Yes ^d (regulation)	Yes ^g	No	No ^e	No (policy)
6. Written job descriptions	Yes (regulation)	Yes (regulation)	Yes (regulation)	Yes (policy)	Yes (regulation)	Yes (policy)

a - credit toward 5% of 10% salary increment

b - often qualify for choice assignments

c - 50% tuition reimbursement for state employees

d - tuition refund up to \$50 per quarter

e - despite "no" answer, refers to unpaid educational leave and some shift adjustment

f - suggests availability of appropriated "merit money" in other years which may be paid with some consideration of educational attainment

g - educational leave may be granted

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About the.....

American Association of Community and Junior Colleges



CORRECTIONAL OFFICERS EDUCATIONAL PROGRAM

Program Objectives. The Correctional Officers Educational Program seeks, on a nationwide basis, to increase the number of correctional officers in penal institutions (adult and juvenile facilities) undertaking and completing studies in correctional curricula in community and junior colleges (including technical institutes). This is being done by: (i) stimulation of one-year certificate and two-year associate degree programs in corrections (or general criminal justice curricula with correctional course offerings) among the many community and junior colleges and the improvement of existing programs; (ii) a technical assistance and educational program to inform correctional administrators of the need to stress such educational attainment to prepare line officers to cope with today's difficult job demands. Specific targets of achievement for the project include: (i) increasing correctional personnel in-service enrollments in such educational programs; (ii) increasing the number of community and junior colleges offering correctional studies; (iii) identifying innovative curricula focusing on in-service and pre-service education of correctional officers.

Need for Expanded Educational Participation. The line correctional officer, including such personnel as guards, cottage parents, jailors, and detention staff, has the closest contact with inmate populations and therefore, perhaps, the greatest opportunity to exert influence upon them and to establish a positive rehabilitative climate. At present, less than 10 percent of the line officer staff have college degrees; yet this group is the largest single manpower component in corrections (some 65 percent of institutional staff and 45 percent of all employees working in correctional capacities). In addition, correctional staff have been participating at substantially lower levels than police staff in federal scholarship and loan assistance for college studies.

Scope and Activities. The project is being conducted by the American Association of Community and Junior Colleges in cooperation with the American Bar Association Commission on Correctional Facilities and Services and the American Correctional Association with financial support under a discretionary grant from the Law Enforcement Assistance Administration, U. S. Department of Justice. This national effort consists of: (i) analysis of existing programs; (ii) participation at national, regional, state, and local meetings in workshop sessions stimulating correctional administrators and community college administrators to consider program development; (iii) offering of individualized consultation services to colleges and correctional administrators on development and adoption of sound correctional curricula.

Advisory Committee. The advisory committee for the project consists of: Myrl Alexander, Director, Center for Study of Crime, Delinquency, and Corrections, University of Illinois; Lawrence Pierce, Judge, U. S. District Court for Southern District of New York; Lee Henderson, Director, Division of Community Colleges, Florida Department of Education; J. Harry Smith, President, Essex County College, New Jersey; J. Allen Suver, Associate Dean, Bellevue Community College, Washington; Robert Hilson, Director, State Department of Juvenile Services, Maryland; Robert Parratt, Training Supervisor, Nebraska Penal and Correctional Complex; George Reed, Chairman, U. S. Board of Parole, Washington, D. C.; and Martha Wheeler, Superintendent, Ohio Reformatory for Women.