

**STATE OF ALABAMA  
LAW ENFORCEMENT PLANNING AGENCY**



**ALABAMA TRAINING  
AND  
EDUCATION MASTER PLAN  
FOR  
MINAL JUSTICE PERSONNEL**

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## PREFACE

This study was prepared under grants made by ALEPA to Auburn University and to Troy State University. The Project Director for Auburn University was Dr. Thomas I. Dickson, Jr. and for Troy State University, Mr. Glynn Eiland. Associated with Auburn University in the study have been David Martin, Research Specialist, Auburn University, and, as consultants, Neil Chamelin, University of Georgia; Patrick Pendergast, Auburn University; Robert Smith, Rehabilitation Research Foundation; Charles Y. Cameron, Court Manager, Alabama Supreme Court; W. G. Wright, Circuit Judge, Opelika; Alan J. Shields, Auburn University; James K. Haygood, Mayor of Auburn, Alabama; Terrill D. Little, Auburn University; Carlos Rabren, Alabama Department of Toxicology and Criminal Investigation; Edwin L. Kurth, Auburn University; also Mae Fortenberry, Editor; Nancy Truitt, John White, Cynthia Peck, and Edis Kidd, student research assistants; Deborah Pepper and Deborah Watts, secretaries. Associated with Troy State University have been Quincy Tucker, I. B. Wicker, James Anderson, faculty members, and Wanda Black, secretary. Assistance also was given by Mrs. Betty McMurtry, OMB, U. S. Government.

Several hundred people were contacted in the course of making this study and asked to provide information and suggestions. A number were asked to read and comment on drafts of the whole study or of sections of it. Their cooperation has been appreciated.

March, 1974

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APPROVAL: Approved by the Alabama Law Enforcement Agency State  
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CHAPTER 1

INTRODUCTION

A. Purpose of the Study

This study and the recommendations that accompany it are designed to provide the core information and basic planning guidance for a master plan for the education and training of criminal justice personnel in Alabama. The limitations imposed by the mandate for this study are important to note. There are many aspects of personnel administration for criminal justice personnel in the State that are excluded by the terms of the study, which is concerned only with education and training. Thus, while it has been necessary to look at many factors that bear on education and training but are not themselves either education or training, this was done for informational purposes only and not because the study was arriving at conclusions or offering suggestions on such things as the optimal size of police forces, what type of correctional system should be employed by the State, what judicial organization would be the most efficient and effective in obtaining justice or even how much criminal justice personnel should be paid or how. Suggestions have been made from time to time for inclusion in the recommendations of items that could not be strictly defined as "education" or "training". While these suggestions may have merit and possibly should be considered, the view has been taken that this is not the forum.

A second aspect of the study is that it is based on an across-the-board look at criminal justice education and training in Alabama and is not concerned with the specific interests and peculiarities of those who might have a special interest in one or another aspect of the subject. Therefore, to the extent possible, the general rule followed has been that entities would be looked at in the aggregate and that recommendations would not single out specific individuals or institutions. Obviously there are severe limits to this form of self restriction, if specific recommendations useful to the planners are to be made in the study, and some unique, but significant, programs are to be taken into account. But, where characterizations of a number of entities (such as municipal police departments and their personnel) could be employed, it was used in preference to identifying and discussing specific cases. This not only is consonant with a certain amount of impartiality and political reality, but also is dictated by valid rules of methodology in conducting social science research.

## B. Objectives

Within these limitations and taking into account the general purpose of the project, the following objectives were pursued:

1. To inventory criminal justice manpower in Alabama in the three areas of law enforcement, corrections and pardons and paroles, and courts, with regard to a number of personnel characteristics. This inventory was necessary if the study were to arrive at precise enough conclusions on education and training to provide planning guidance. Moreover, even taking into account the limitations of the effort, the results represent the most detailed study to date of criminal justice manpower in Alabama. This study should be viewed not as a final product but rather as a base upon which to build a more complete and accurate picture of criminal justice manpower in Alabama.

2. To inventory criminal justice oriented training and education in Alabama and identify and describe relevant experiences elsewhere. The first part of this objective is analogous in purpose to item one above; the aim is to develop at least a starting inventory of training and education available within the State.

The focus of the second part of this objective is somewhat different in that it not only identifies training opportunities outside the State that might be utilized by Alabama criminal justice personnel, but also provides information on programs elsewhere that could serve as models for or at least merit the attention of Alabamians working toward improving training and education for criminal justice personnel in the State.

3. To identify standards for training and education for criminal justice personnel to be used as broad guidance in setting up training and education guidelines and projections. This study does not consider

the legal establishment of standards for employment, promotion, etc., for criminal justice personnel. That is not considered part of its mandate. However, to provide some rough measures of the differences between desirable levels of attainment and what exists, so that reasonable recommendations might be offered, it was necessary to delve into this subject. The material might also be useful to those who later wish to consider the issue of minimum standards.

4. To develop estimates of training and educational needs and recommendations for meeting them. This is, of course, the core of the study, the planning guidance. But, no matter how sound the data base, proposals for new actions must, by their nature, be significantly judgmental. No suggestion is being made that ultimate solutions have been found or that modifications should not be made, as experience and unforeseen circumstances indicate. Accordingly, one recommendation will be that the plan be subject to regular reconsideration and revision. Comments will be added to the recommendations on certain proposals that were considered but not included; ideas, however, that well might merit further attention even though, for reasons to be indicated, they were not included here.

### C. Restrictions and Limitations

A study to be useful must meet some time limitations in its preparation and can better serve if its data are reasonably fresh by the time they are put to the test of supporting action. It always is possible to learn something more, but there is even a cost to the acquisition of knowledge. This study was prepared in a fairly short time span, taking cognizance of the magnitude of the task and the almost complete lack of information about some of the subjects that had to be studied. Naturally, it will contain errors in fact and misjudgments.

As alluded to above, certain matters into which this study had to delve were characterized by an almost complete lack of information about them. The study thus required an extensive field collection effort, the essence of which is described at Appendix B. The collection effort suffered from some weaknesses, in part because in certain cases it was a matter of starting from scratch. But even with the deficiencies that might be encountered, some advances hopefully have been made in characterizing criminal justice manpower in Alabama.

All efforts such as this involve the problem of drawing lines that will identify inclusions and exclusions. For example, here private security forces are ignored (without denying that they are important, as was demonstrated by the study on them made by the NILE&CJ<sup>1</sup>), irregular personnel are only mentioned, and court appointed defenders are treated in like fashion. In other words, the decision was made to concentrate on regular public employees; those known or expected to be regularly

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<sup>1</sup>James S. Kakalik and Sorrel Wildhorn, Private Police in the United States (Santa Monica: The Rand Corporation, 1971), a study prepared for the National Institute of Law Enforcement and Criminal Justice, LEAA.

rather than intermittently involved in the criminal justice process. Some additional discussion on exclusions follows the recommendations.

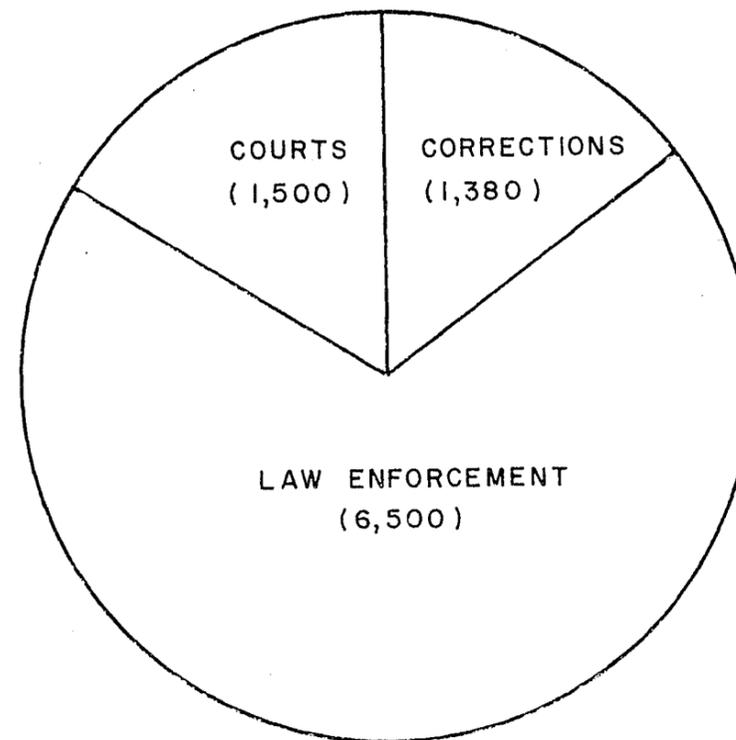
A large amount of statistical material has been employed in the descriptive portions of this study and in attempting to calculate requirements for training and education. Complete coverage usually was not feasible: In many instances it was necessary to develop estimates employing the best data available, under conditions not wholly satisfactory to the estimator. For purposes of readability, constant repetition of qualifiers like "about", "approximately", or "some" has been avoided, but IT SHOULD BE KEPT IN MIND THAT FREQUENTLY THE NUMBERS ARE NOT EXACT BUT ARE THE BEST APPROXIMATIONS THAT COULD BE DEVELOPED WITH THE DATA AVAILABLE.

PART I

CRIMINAL JUSTICE MANPOWER IN ALABAMA

Part I of the study provides summary descriptions of the three component elements of the criminal justice system in Alabama - law enforcement, corrections (including pardons and paroles), and the courts. For each of these elements it also characterizes the manpower working within it and offers manpower utilization projections to the extent possible.

The following diagram gives the approximate distribution by function (component element identification) of criminal justice manpower in Alabama:



- Notes to the diagram: (1) Law Enforcement excludes private police organizations and irregular personnel.
- (2) Courts excludes part-time court support personnel but includes part-time judges, both found primarily in municipal courts.

CHAPTER 2  
LAW ENFORCEMENT

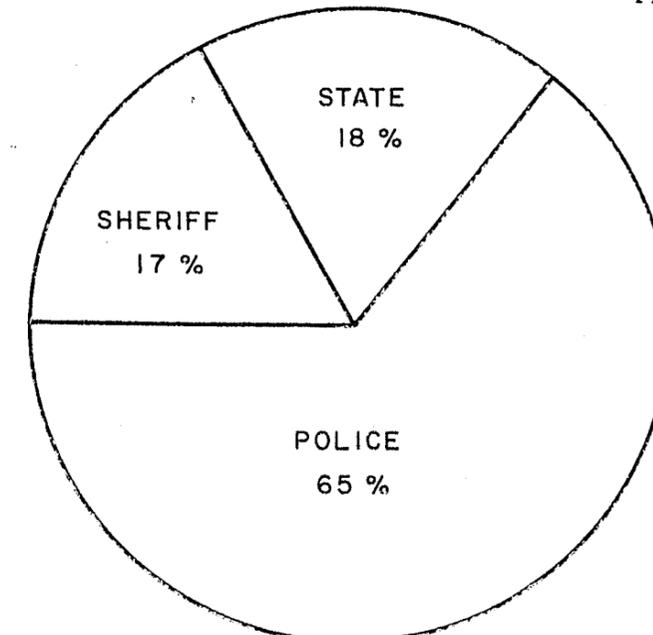
With relatively few exceptions regular sworn officers in Alabama are found in the following agencies:

State Agencies: The Department of Public Safety, the Alcoholic Beverage Control Board, the Department of Conservation and Natural Resources, and a dozen campus security forces;

Sixty-seven Sheriffs Offices; and

Some 282 Municipal Police Departments.

The percentage distribution of sworn officers is approximately as follows:



Excluded from the pie diagram are reserve and auxiliary law enforcement personnel and private security forces.

For the purposes of this chapter:

- (1) The term sworn officers refers only to those sworn officers in Sheriffs Offices, municipal Police Departments, campus security forces, the Department of Public Safety (DPS), the Alcoholic Beverage Control Board (ABC), and the Department of Conservation and Natural Resources. It does not include sworn officers in other agencies, such as the Board of Corrections.
- (2) References to the sizes of law enforcement agencies are:
  - (a) Very small - 1-10 sworn officers
  - (b) Small - 11-20 sworn officers
  - (c) Medium sized - 21-50 sworn officers
  - (d) Large 51-100 sworn officers
  - (e) Very large 100+ sworn officers
- (3) Mandated training refers to the requirement that sworn officer recruits take a 240-hour basic course. This subject is discussed further in Chapter 5 and 7.
- (4) Sample survey or survey refers to a partially sample stratified survey of law enforcement agencies taken in connection with this study. Details are given in Appendix B.

## A. Law Enforcement Agencies in Alabama

### 1. State

a. Department of Public Safety (DPS) - Principally concerned with enforcing the motor vehicle operations laws for State highways and county roads, the functions of the Department of Public Safety extend into a variety of other law enforcement activities, including the investigation of major crimes and riot control. The Department also provides technical assistance to local law enforcement agencies in investigating major crimes. A diagram of the Department of Public Safety is at Figure II.I (following).

The Department has 632 sworn officers, most of whom are State Troopers assigned to highway patrol. Other large contingents are 162 officers assigned to public safety, including riot control, and 78 detective investigators. DPS operates a trooper cadet program for 19-21 year olds.

The Department operates under the merit system rules of the State Personnel Board. Applicant examinations are administered by the State Personnel Department and the three top candidates on the list are certified to the Department when a vacancy is to be filled. After investigation and a probationary period the employee may only be removed for cause and has the right of appeal from a Department of Public Safety hearing to the State Personnel Board.

Retention incentives for personnel of the Department of Public Safety include in-grade pay increases, increased leave for longer service, and increased retirement benefits for longer service.

Promotion in the Department is according to a formula that gives primary weight to a competitive examination, but also takes into account

DEPARTMENT OF PUBLIC SAFETY

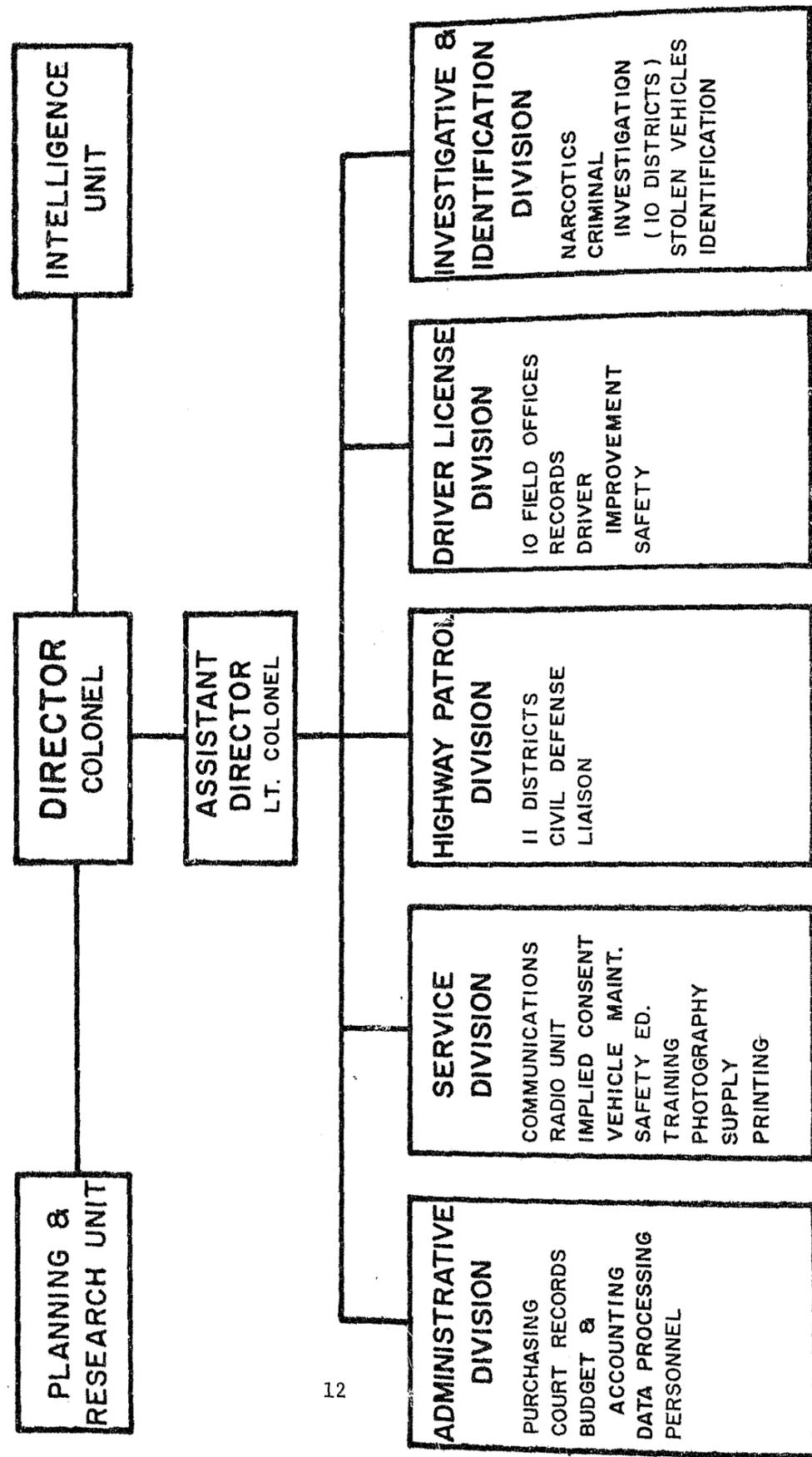


FIGURE II.1

evaluation by supervisors and time in grade. It takes 10 years on the average for a patrolman to rise to Captain.

The agency is quite training conscious. It operates the Alabama State Police Academy and sends officers to a variety of institutions such as the FBI Academy, the Southern Police Institute, and short courses at Alabama universities. All recruits go through the State Police Academy. Post-basic training is limited by the availability of funds.

The Department of Public Safety permits work schedule adjustments for officers desiring to attend educational classes at colleges or universities but offers no further incentives for attainments in higher education.

As a large law enforcement agency with several types of functions, the Department of Public Safety's administration is relatively complex and it requires personnel possessing a variety of specialized skills - operators for polygraphs and a number of specialized cameras, and personnel familiar with computerized data processing. Over 100 members of the force are regarded as exercising supervisory functions.

b. Alcoholic Beverage Control Board (ABC) - The Board regulates and sells alcoholic beverages in the State. It is responsible for the enforcement of laws relating to the production, distribution and sale of alcoholic beverages in Alabama. Recently the Governor assigned it narcotics laws enforcement functions.

In its enforcement functions the Board employs 149 sworn officers. Of these 98 are Beverage Control Agents and 42 are Licensing Division Agents.

Personnel of the ABC Board are under the Alabama merit system, and conditions relating to employment, retention, and promotion are similar

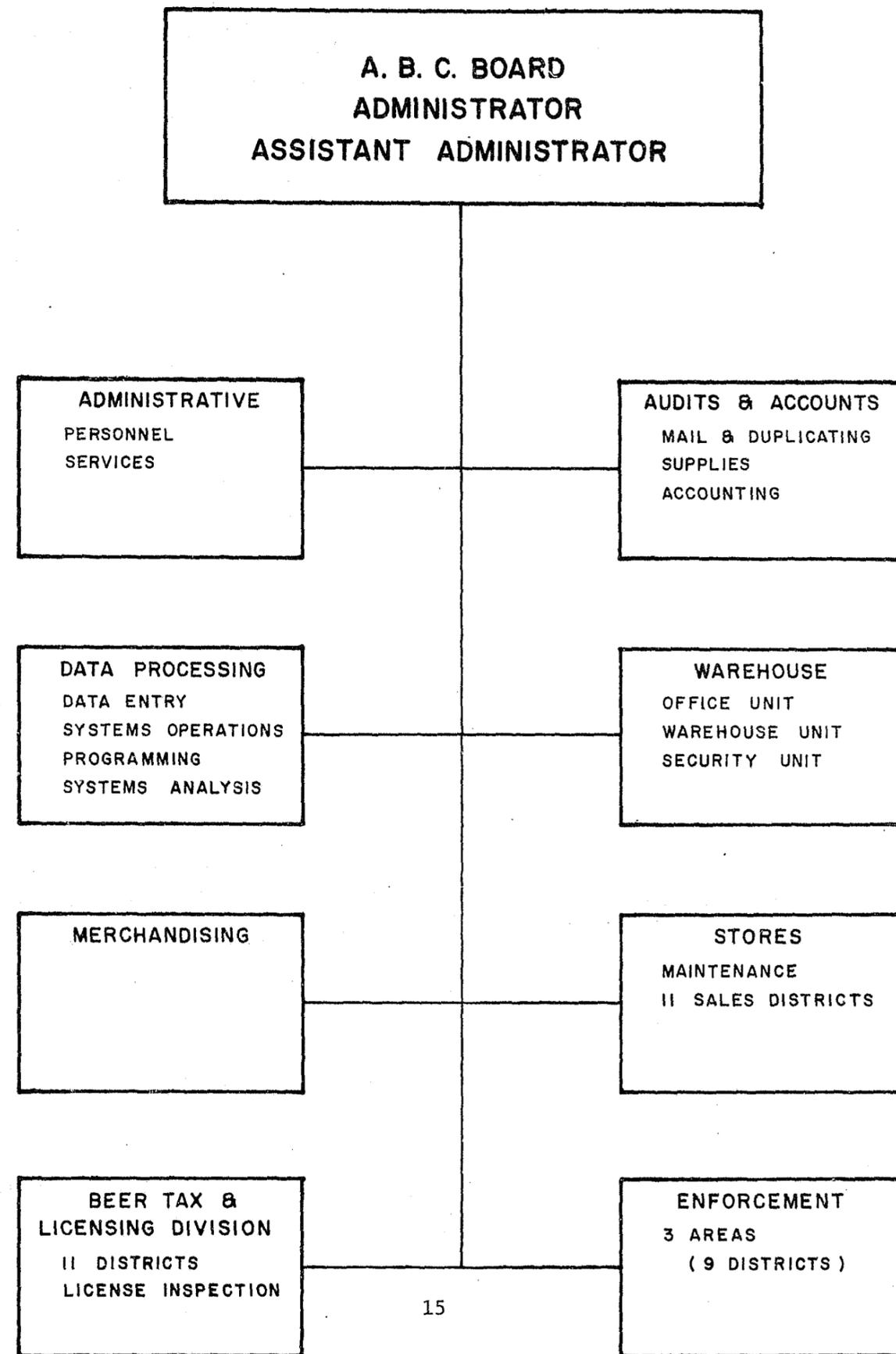
to those described for the Department of Public Safety. Resignations are very few, and promotions largely are dependent on retirements.

Board sworn officers now take mandated training. All 24 sworn officers regarded as holding supervisory positions have had supervisors training. The Board stresses on-the-job training. Recently, as an outcome of the Governor's order to the ABC on drug law enforcement, the agency's enforcement agents have attended a two week course on drug enforcement offered at the Alabama Police Academy with the assistance of the Federal Drug Enforcement Administration and the Department of the Treasury.

In limited circumstances an employee may obtain leave to go to college when the schooling will directly improve his ability to do his job. Other than that, personnel are permitted to arrange their work schedules to let them attend classes.

The ABC Board organization is divided into six divisions, only two of which--the Enforcement Division and the Licensing Division--are primarily concerned with law enforcement. No highly technical special equipment is used in those Divisions. A diagram of the Alcoholic Beverage Control Board is at Figure II.2 (following).

c. Department of Conservation and Natural Resources - In law enforcement areas the Department is responsible for protecting wildlife and administering the game and fish laws; supervising and protecting State parks, forests, and monuments; and enforcing the Water Safety Law. Employees of the agency are, by law, designated Peace Officers, but the sworn officers engaged in enforcement activities are 148 Conservation Officers in the Game and Fish Division, 42 in the Water Safety Division,



and 13 in the Marine Resources Division, a total of 203. A diagram of the Department of Conservation and Natural Resources is at Figure II.3 (following).

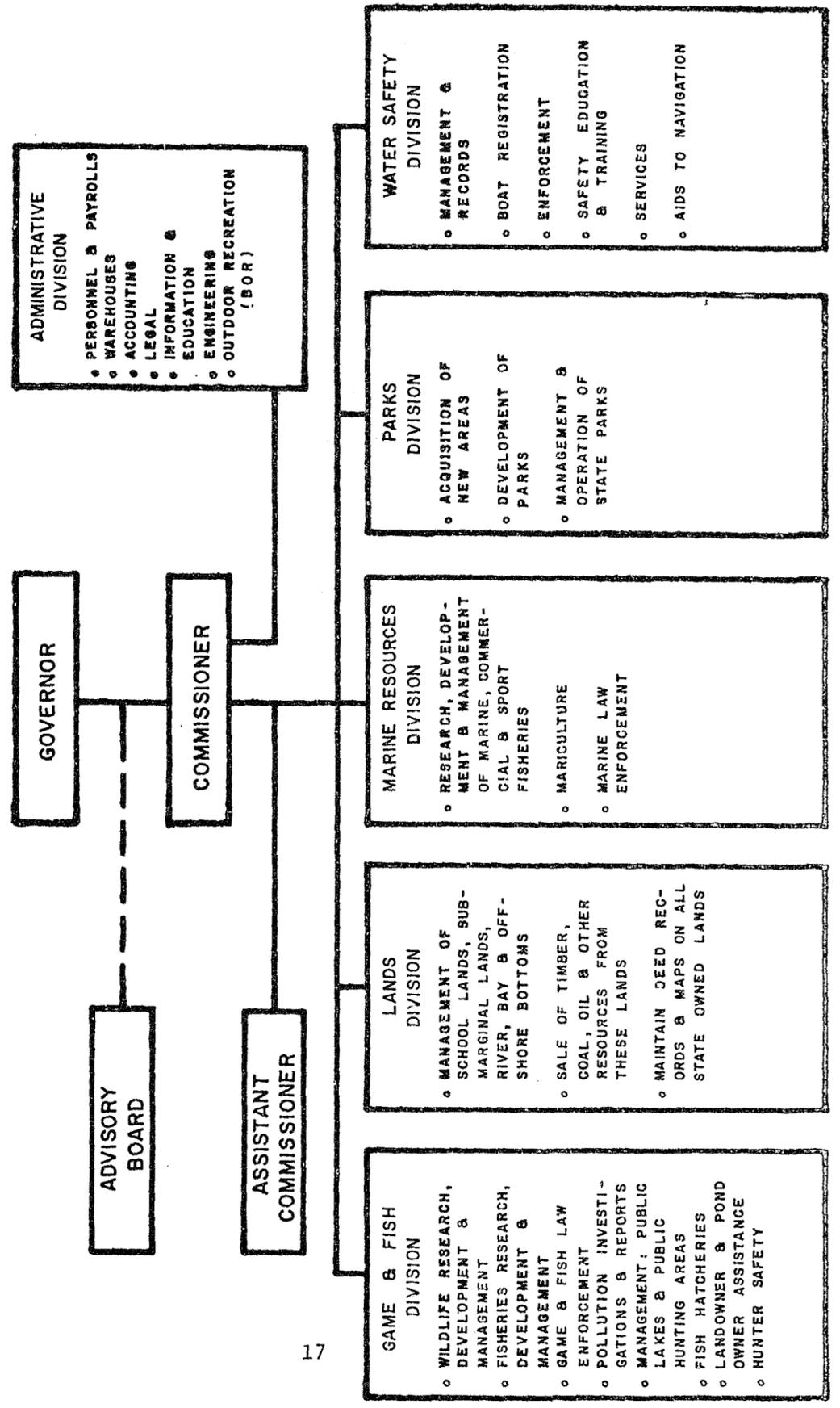
Personnel of the Department of Conservation and Natural Resources are under the Alabama merit system, and conditions relating to employment, retention, and promotion are similar to those described for the Department of Public Safety. Resignations are few. About ten years on the average is required for promotion by two grades for those attaining such promotions.

Aside from mandated and supervisory training, for which supervisors normally are sent to university short courses, training is in-house through on-the-job training and classroom instruction in items such as applicable laws and regulations. Patrol boat operators are required to be licensed before employment.

d. University and College Security Forces - Twelve state universities and colleges have campus security forces. Seven security forces are at 4-year institutions and five at junior colleges. As a practical matter the jurisdictions of these forces are limited to the campuses and the immediately surrounding areas, but they are regarded as state rather than local police since they are associated with state institutions rather than with local units of government and their officers hold state warrants as Peace Officers.

None of the university and college security forces is very large, the largest falling short of 30 sworn officers and the second largest being near 20. Most of them have fewer than 10 sworn officers. In all they add up to about 120 sworn officers.

ALABAMA DEPARTMENT OF CONSERVATION & NATURAL RESOURCES  
ORGANIZATION CHART



Although sworn officers of the State, the campus security officers are, for practical purposes, employees of the colleges and universities to which they provide security. In general, they are not under merit systems. Few of the forces are large enough or complex enough to have regularized promotion systems or to require specialized personnel.

The impression conveyed of campus security forces is that at least the larger of them consist of a combination of regularly assigned officers and students who are working and attending college at the same time. This might help to explain the rather different spread of educational attainments for campus security personnel and that for local police forces, as mentioned later in this study.

e. Department of Toxicology and Criminal Investigation - The Code of Alabama lists the duties of the State Department of Toxicology and Criminal Investigation, which are:

1. To make such investigations of deaths and crimes as are ordered by the Governor, the Attorney General, any Circuit Judge, or any District Attorney in the State of Alabama.
2. Cooperate with coroners, sheriffs, and other police officers in Alabama in their investigation of crimes and deaths from unnatural causes.
3. Visit, within the discretion of the Director, the scene of any crime for the purpose of securing evidence for the State.
4. Furnish a certified copy of the report of any investigation that the department conducts to the person or persons who ordered the investigation.
5. Keep the original report of all investigations conducted in the Auburn office. Such report shall be public record and shall

be open to public investigation at all reasonable times, and any person desiring a copy of a report shall be furnished the same upon payment of the fee prescribed by law.

6. Cooperate with the Commissioner of Agriculture and Industries and the State Veterinarian in their investigation of deaths of domestic animals in cases of suspected criminal poisoning of such animals.
7. Perform such other duties as are prescribed by the Governor or the Attorney General.

The Department is divided into three basic divisions, criminalistics, death investigation (autopsies), and toxicology. Twenty-six professional employees work in the division of criminalistics, eight professional employees work in the division of toxicology, including one in animal toxicology, and nine professional employees work in the division of death investigation, including two morticians who transport the bodies and assist with the autopsies. The agency has a total of 22 secretarial employees and two custodial employees, for a total staff of 70 full-time employees. The organization and staff locations are presented in Figure II.4 (following).

The Department of Toxicology and Criminal Investigation operates under the state merit system as defined in the Merit System Act. Personnel actions for the agency are coordinated and processed through the State Personnel Department. New employees are hired from a certified list of eligibles for the various positions with the agency. If a certified list of eligibles is unavailable from the State Personnel Department, the agency will recruit new employees and then process their applications through the State Personnel Department as required by regulation.

**DEPARTMENT OF TOXICOLOGY &  
CRIMINAL INVESTIGATION  
ORGANIZATIONAL CHART**

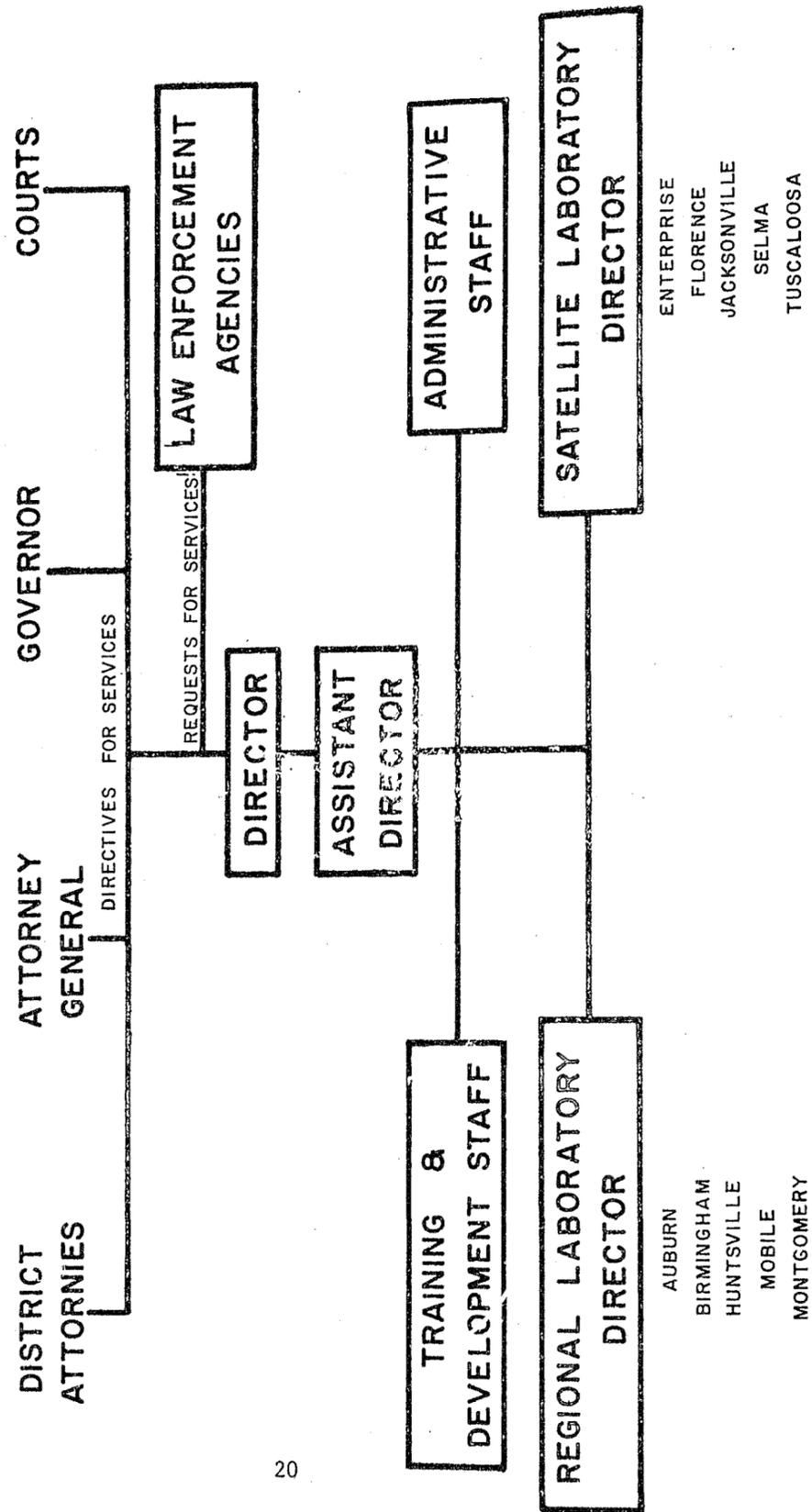


FIGURE II.4

Employees are hired on a probationary basis for a minimum of six months. Once an employee for the agency receives full-time, permanent status, under the rules of the Merit System Act, he may be removed for cause only as defined in the act. A dismissed employee has an opportunity for a public hearing before the State Personnel Board, and the Board has the authority to overrule the actions of the agency director.

All agency employees receive the full employee benefits of state employment - in-grade pay increases, participation in the retirement system, and fringe benefits such as opportunities to participate in group insurance plans.

Present promotion policies for the agency require a professional individual hired as a Crime Laboratory Technician II to remain in this training classification for a minimum of 12 months prior to promotion to Criminalist I or Toxicologist I classification. An employee normally is required to remain as a Toxicologist I or Criminalist I for a period of at least two years. During this period, he not only must perform all his duties satisfactorily but also must make some contribution to the Department or to the field of forensic science prior to promotion to Toxicologist II or Criminalist II. The II classification in criminalistics or toxicology carries with it some supervisory responsibilities. All laboratory directors for the Department are Criminalists II or Toxicologists II.

New employees with no prior experience in the field of forensic science undergo a semi-formal training program, which normally is conducted at the headquarters in Auburn. Training programs consist of required reading and study, and the performance of examinations,

comparisons, and analyses of types for which the employee will assume responsibility upon completion of the training program. The training is conducted under the direction and supervision of the Assistant Director, Chief Criminalist, and the criminalists and toxicologists in the Auburn laboratory. Training involves both oral and written work, and also includes mock trials conducted at the laboratory. During the training phase, a new employee will be placed in a field environment with a criminalist or toxicologist and in a court environment where members of the Department are functioning so as to observe the normal procedures of the agency.

The agency encourages all employees to continue their formal education. Members are allowed to pursue one course per quarter in institutions of higher learning and remain on full-time. In addition all professional employees are qualified for financial aid through the Law Enforcement Educational Program administered by the Law Enforcement Assistance Administration.

The agency also conducts a comprehensive, continuous educational program within the Department. Journals, periodicals, and new books are purchased on a yearly basis, and it is a requirement that all professional employees review these publications to remain current in their fields. The agency also places emphasis on attendance and active participation in professional societies dealing with an employee's specialization.

The Department of Toxicology and Criminal Investigation, serving as the forensic science or crime laboratory system within the State, must have personnel specializing in several scientific areas. Personnel within the division of criminalistics specialize in firearms and toolmarks

identification, hair, fibers, and small particle identification, and drug identification. One specializes in serological examinations, and one specializes in handwriting and document cases. Individuals within the division of death investigation perform postmortem examinations and specialize in the identification of dead bodies and the determination of mode and manner of death. Personnel within the toxicology division specialize in the analyses of biological specimens for poisons and drugs. One individual within this division specializes in animal toxicology cases, which require the analyses of animal biological specimens as well as numerous other related materials.

## 2. Sheriffs Offices

The Sheriff is an elected official who serves as the principal law enforcement official for the county. In addition to general law enforcement duties, his office serves judicial writs. He usually does not have responsibility for automobile accident investigations.

The 67 Alabama Sheriffs Offices employ 1140 regular sworn officers, but the distribution of these 1140 officers among the departments is uneven. As of late 1972, 41 agencies employed 10 or fewer sworn officers and accounted for only 24% of the sworn officers in Sheriffs Offices. On the other end of the spectrum, two offices with 100 or more sworn officers accounted for 28% of the sworn officers. Eighteen departments with between 11 and 20 sworn officers each employed 27% of the sworn officers. The pattern is one of a large number of agencies that are very small or small, a very few very large departments having a significant portion of the officers, and only a few departments widely scattered in between.

This distribution can be seen on Table II.A.1 ("Sheriffs Offices in Alabama - Distribution by Number of Authorized and Actual Sworn Offices, Late 1972").

Merit systems for hiring rarely are found in the smaller Sheriffs Offices, while all agencies with 50+ sworn officers employ merit practices. (See Table II.A.3 - "Existence of Merit Systems in Sheriffs Offices and Police Departments in Alabama.") Retention incentives are seldom used in the smaller departments but are common in the larger ones. On the other hand, formal requirements for promotion such as examinations, minimum times in grade and supervisors ratings are generally found throughout sheriffs agencies of all sizes.

Incentives for advanced training are found more among the larger sheriffs offices than among the smaller ones but still are more the exception than the rule among these agencies in Alabama.

Incentives to attend college are not likely to be found in Sheriffs Offices except in those with 50+ sworn officers. There, work schedule adjustment and sometimes even extra pay are offered.

As sheriffs offices become bigger, the percentage of the officers involved in supervisory functions becomes smaller. Very small agencies list as much as one-third of their personnel as supervisors while large and very large agencies identify only about 20% of their personnel as performing supervisory duties.

### 3. Municipal Police Departments

The municipal police chief normally is appointed by the city government and has general law enforcement authority within the city, extending to an area of a police jurisdiction outside the city. Automobile accident

investigation normally is a responsibility of the municipal police, this being a major difference in the functions of police and sheriffs departments.

The 282 police departments in Alabama employ 4,175 regular sworn officers. As with sheriffs offices, the distribution by size is uneven, with a great number of very small and small departments accounting for relatively few personnel and a few very large departments accounting for a substantial portion of municipal police officers. In late 1972, 212 Alabama police departments had 10 or fewer officers. They employed less than 20% of the police officers. Five departments employed 38% of sworn police officers. For the distribution by size of Alabama police forces as of late 1972 see Table II.A.2 ("Police Departments in Alabama - Distribution by Number of Authorized and Actual Sworn Officers, Late 1972").

The survey conducted for this study found that 2 out of 23 very small and small departments included in the survey employed merit systems in the hiring of new personnel. The two were, however, within the Jefferson County Consolidated merit system. Departments with over 50 sworn officers normally employ merit systems. (See Table II.A.3 - "Existence of Merit Systems in Sheriffs Offices and Police Departments in Alabama.")

One-third of the departments with 1-10 sworn officers offer retention incentives such as increased pay and increased leave for longer service. Most departments with 50+ sworn officers do so.

Half of the very small departments claim formal requirements for promotion, most commonly giving recognition to time in grade. Departments larger than 1-10 sworn officers usually have formal promotion rules, and the promotion examination becomes much more important.

Very small departments rarely offer incentives to their officers for advanced training, although a very few will arrange for time off or even give extra pay as incentives. Departments with 50+ sworn officers often do allow work schedule adjustments for officers to attend advanced training, but other incentives are little used.

A few very small departments offer incentives to their officers to attend institutions of higher education. Most departments with 50+ sworn officers do so. The most common incentive is work schedule adjustment to allow the officer to attend classes, but time off, attendance at departmental expense, and extra pay also were cited as incentives offered by some departments.

The nature of police work (a variety of different types of functions and around-the-clock operation) results in a large number of supervisory positions. The percentage of the sworn officers with supervisory functions tends to drop as the departments get bigger, with the very small departments having as much as one-third of their people classified as supervisory. Naturally, the complexity of supervisory duties as well as the number of technical specialists increases as the departments become larger and more departmentalized.

## B. Characteristics of Law Enforcement Manpower

### 1. Numbers by Rank

Taking into account the three major state enforcement agencies, the campus security organizations, the sheriffs offices and the municipal police departments, there are approximately 6,500 sworn officers in Alabama. The Alcoholic Beverage Control Board and the Department of Conservation and Natural Resources use a rank classification system that is not comparable to police ranks, so they are listed separately.

The distribution of law enforcement officials by rank thus is as follows:

Director/Sheriff/Chief	362
Assistant Head of Agency	160
Major/Captain	140
Lieutenant	280
Sergeant/Corporal	580
Detective Investigator	350
Deputy Sheriff/Police Officer/Trooper	4,275

The ABC breakdown is:

Division Chief	2
Assistant Chief	1
Supervisor	6
Inspector/Agent II	14
Inspector/Agent I	126

The Department of Conservation and Natural Resources breakdown is:

Conservation Enforcement Officer I	158
Conservation Enforcement Officer II	21
Conservation Enforcement Officer III	19
Conservation Enforcement Officer IV	4
Conservation Enforcement Officer V	1

Information on total numbers of sworn officers and on the rank structures of the DPS, campus security forces, Sheriffs Offices and Police Departments was gathered as part of the ALEPA Inventory made in late 1972. However, the survey conducted to supplement the information in the Inventory showed some increase in the number of police officers in the State over the one year period. The figures given here are estimates developed to take account of that growth.

## 2. Salary Ranges

State agencies generally pay salaries to enforcement personnel that are consistent with the practices of the larger local jurisdictions as described below. For example, in late 1972, when the data employed below in describing salary ranges for sheriffs offices and police departments was collected, Troopers in the Department of Public Safety received monthly base salaries between \$573 and \$746. Today a Conservation Enforcement Officer I in the Department of Conservation and Natural Resources has a minimum-maximum range of from \$656 to \$836, as does a Class I enforcement officer for the Alcoholic Beverage Control Board. An exception is the college and university security forces which, on the average, tend to fall into lower salary brackets than do local police officials.

As shown by Table II.B.1 ["Sheriffs Offices Permanent Sworn Officers (N=1042) in Alabama by Rank and Monthly Salary Ranges, Late 1972"] and Table II.B.2 ["Police Departments Permanent Sworn Officers (N=4002) in Alabama by Rank and Monthly Salary Ranges, Late 1972"], there are substantial differences in base salaries paid to law enforcement officials within Alabama. The modal or most common salary for the lowest ranking officials (Deputy Sheriffs and Policemen) is between \$401 and \$600, but the second most numerous grouping is in the \$601 to \$800 range in both instances. This is accounted for by a fact illustrated by Table II.B.3 ["Salary Ranges for Deputy Sheriffs in Sixty Alabama Sheriffs Departments, Grouped by Size (Number Deputy Sheriffs), Late 1972"] and Table II.B.4 ["Salary Ranges for Policemen in 212 Police Departments in Alabama, Grouped by Size (Number of Policemen), Late 1972"]. While there are deviations, the general rule is that salaries for law enforcement officials tend to increase as the size of the department in which they serve increases.

The situation described here has been modified by action of the 1973 Legislature, which required the payment of salaries of \$600 a month to Deputy Sheriffs and \$700 a month to Chief Deputy Sheriffs, excepting certain counties.

Precise information was difficult to collect on the flow of officers from department to department within the State or from departments within the State to other states, and the reasons therefor. The available information is discussed in this chapter under Turnover. However, it seems to be widely accepted that salary inducements account for a significant part of the movement and the present training situation has a bearing on that movement. Several knowledgeable people have suggested that the

financially better-off departments are hiring people who have completed mandated training away from the poorer departments. This provides them with recruits whose services they do not have to lose during the six-week periods of mandated training, during which periods the departments pay the recruits' salaries. And stories are legion (but suspect as to the magnitude of the problem) of police officers who complete their training and improve their education, partially at least at cost to the departments in which they are serving, and then depart for higher paying jobs outside of Alabama.

Figures used in preparing tables to support this discussion partially underestimate the income of law enforcement officials in Alabama because they take into account only base salaries. The Fraternal Order of Police has collected data on benefits offered to law enforcement officials in a few of the medium-sized cities around the South, but information is not available on the basis of which generalizations could be made in the context of this study.

### 3. Type Functions

In the survey conducted for this study, respondent law enforcement agencies were asked whether their officers were assigned specific tasks, whether they did a little of everything, or whether they operated with some combination of the two. Responses for both sheriffs offices and police departments split almost 50-50 between everything, and a combination of everything and specific assignments.

Those that claimed at least some clearly delineated assignments, that is those that answered "specific" or a "combination", then were asked to provide a breakdown of functions performed by their sworn

officers. A table of common police functions was included in the questionnaire. (A copy of the questionnaire is at Appendix B.) Since there is substantial duplication in the sense that one person might serve in two or more capacities, the responses can only be used as rough indications of the prevalences of certain types of duties in law enforcement entities.

As would be expected, specialization was more prevalent in larger departments. In departments with fewer than 50 sworn officers, vice and intelligence, juvenile, public safety and staff functions were rarely identified as functions to which officers were specifically assigned full or part time. For all sizes and types of departments general patrol functions were far and away identified as the most common. A specific patrol investigation specialization was identified as occurring with about 1/5th the frequency of general patrol functions.

The next most common function was traffic control. Here, of course, there was a marked difference between police and sheriffs departments, since this is more a normal function of the municipal police in Alabama than of sheriffs offices. Specific accident investigation and drunken driver testing (Photoelectric Intoximeter-PEI) turned up each with about 1/5th the frequency of general traffic control functions.

General criminal investigation appeared about 1/3rd as frequently as the major general patrol function. Specialized sub-categories of the criminal investigation function showed the task of identification in fairly common occurrence but evidence technician specialities were rarely identified. There were 2,823 sworn officers in the departments included in the survey, but there were only 27 identifications of evidence technicians, less than .1%.

As noted above, vice and intelligence, juvenile and public safety (disorder control, etc.) functions were found almost entirely in departments with over 50 sworn officers and, in the aggregate, these functions each represented a small portion of the total identifications of specializations.

Of staff functions, radio operator, ACID/NCIC, process server (primarily sheriffs offices) and jailer occurred with a frequency and distribution that would indicate most departments needing these functions had them in basic sufficiency. Training and planning did not fare well. Less than half of the departments surveyed, and these almost all large and very large departments, had designated training officers. Staff planners were even scarcer, with less than half of even the large and very large departments having identified staff planners. Presumably the Chiefs normally perform this function, to the extent that formal planning is carried out.

Public/community relations officers were more common than planning officers, and some schools relations officers were encountered. But public/community relations as a specific, identified functional assignment is still not common in Alabama outside of the larger metropolitan areas.

#### 4. Education Levels

Data on education levels for sworn officers in sheriffs offices and police departments were collected in the Alabama LEPA inventory completed in late 1972. There were problems with many responses to this portion of the questionnaire, but the information supplied has been compiled with an effort to eliminate as much as possible the confusion evident in some

answers. It is found in Table II.B.5 ("Sheriffs Offices and Police Departments in Alabama by Number of Sworn Officers and Levels of Education Attained by Sworn Officers, Late 1972).

Roughly it appears that, in the local jurisdictions, 50% of the sworn officers have a high school diploma or its equivalent; slightly fewer than half of the remaining officers have not graduated from high school; slightly more than half of the rest have gone to college. In general the college attendees have had a year or less of higher education and very few officers have gone beyond the second year of college.

The minimum standards law requires all new recruits in state and local law enforcement agencies to have a high school diploma or its equivalent. It might be anticipated that the imposition of a minimum educational standard would have the effect of pressuring upward the levels of educational attainment of new law enforcement officials. In addition, there has been a significant rise in the number of people attending college in recent years. These factors could lead to an expectation that the educational levels of new recruits would be higher on the average than the general educational level of older police officers. This appears to be borne out by the fact that over 40% of the officers attending mandated training from sheriffs offices and police departments have had some college education (See Table V.A.1 - "Profile of Officers of Alabama Sheriffs Offices and Police Departments Having Mandated Training Under Standards and Training Act, by Department Size - 676 Total Since Effective Date August 20, 1972"). Over half of that 40% had only one year of college or less. The possible implication of this trend, if it continues, given the high turnover rate among law enforcement officers

and expansions in size, is that there should be a fairly rapid "natural" rise in the level of education of local law enforcement officials in Alabama in the proximate future. This might not extend, to any notable degree, beyond one to two years of college.

An effort was made to measure higher education in progress in the survey made to support this study. Ten to 20% of law enforcement officials were found to be attending college. This figure is not, of course, additive to those above, since officers attending college are likely to be those who in other collections of data are shown as having some college.

The three major state departments are significantly ahead of sheriffs and police agencies in terms of minimal education levels, with all their sworn officers having graduated from high school (See Table II.B.6 - "State Law Enforcement Agencies in Alabama by Levels of Education Attained by Sworn Officers"). On the other hand, they are behind the local police forces in terms of the number of officers who have some college education (about 10% for each of the three agencies) and in the number of officers attending college; excepting the Department of Public Safety, the college attendance of whose officers is on par with that found on the average on the local level. College and university security forces show a wide spread in terms of the educational attainments of their sworn officers, extending from officers with one or fewer years of high school to officers with post-graduate work. While they too tend to concentrate in the high-school-graduate-to-one-year-of-college level, they do vary from patterns found elsewhere.

## 5. Training Received

An effort was made through analyses of the returns of the ALEPA Law Enforcement Inventory and through a survey to assess the extent of training that has been received by law enforcement officials in the State. The data obtained needs to be treated with some caution because, for example, there evidently was confusion as to the meaning of "in-service training" in answers to the ALEPA Inventory, and it is likely that there are other deficiencies in the information obtained. But at least some general conclusions are obtainable.

Table II.B.7 ["Sheriffs Offices Police Departments (N=349) in Alabama Grouped by Number of Sworn Officers and In-Service Training, Late 1972"] tabulates responses to questions on the ALEPA Inventory on whether agencies had in-service training and how many hours were offered. The data indicate that a sharp change in the extent of in-service training takes place somewhere near the line of departments with fewer or more than 10 sworn officers; departments with 10 officers or fewer generally not offering training, those with 11-20 officers going almost half and, in the larger departments, in-service training becomes much more the rule than the exception. The data also indicate that some fairly large departments are not training-conscious. Campus security forces are split almost 50-50 on giving in-service training, while the major state agencies all provide such training.

A question on the survey asked for identification of advanced training (beyond the 240-hour mandate training) during the previous 12 months and for information on how many officers had received each type of training. The responses for local law enforcement agencies are tabulated at

Table II.B.8 ("Officers in Sheriffs Offices and Police Departments Attending Advanced Training During 12 Month Period"). Looking at the questionnaires themselves, it is evident that the same pattern holds of limited training opportunities available to officers in very small departments, with training becoming more the rule for the larger departments. Again, though, some sizable departments were encountered that seemingly did not provide or encourage training for their officers.

Training agencies and methods of delivery in the State are discussed in Ch. 5 but, taking into account some of that information and the data compiled for this chapter, it is evident a variety of types of training are available for law enforcement officers in Alabama. But, at least outside the major cities, it usually occurs in a fairly haphazard fashion. Neither in principle nor in practice is there a regularized, programmed system for training available to a large portion of the law enforcement agencies and officials in the State. On one hand, many officers receive training by bits and pieces. Some apparently get no more than a few hours on a single subject during the year; others receive fairly complex combinations of subjects related to their duties. Accordingly, while the situation is far from dismal, if systematic training for all local law enforcement officials is accepted as the norm, the present situation does not provide it. There are systematic training, sporadic training, and no training at all; fairly extended training in some cases, few-hour lectures in others. But there is a base on which to build, and a cornerstone for advanced training was laid with the adoption of regularized (mandated) training for all recruit police officers.

Interest has been expressed within the State in training for supervisors, and an unsuccessful effort was made during the last regular legislative session (1973) to mandate supervisors' training. Accordingly, a question was included in the survey on the number of sworn officers in each department who were classified as supervisors and the number of those who had received supervisory training. The responses are tabulated at Table II.B.9 ("Supervisors and Supervisory Training in Sheriffs Offices and Police Departments in Alabama"). Supervisory training is considered an important aspect of the career development of police officers and the efficient functioning of law enforcement agencies (See Ch. 7), and there is a long way to go even in the large to very large departments, where less than 30% of the supervisors have had such training.

#### 6. Lengths of Service

A sample was taken from applications for "grandfather" clause certificates made to the Peace Officers Standards and Training Commission in order to obtain an idea of the lengths of service of law enforcement officials in Alabama. The results of the sample are at Table II.B.10 ("Lengths of Service of Sworn Officers Qualifying for Grandfather Certificates Under the Provisions of the Peace Officers Standards and Training Act, as of August 20, 1972"). The law provided that sworn officers in service on the effective date of the act (August 20, 1972) be exempted from the requirement that they take a 240-hour basic course. Instead they could be certified on notification by their agency to the POSTC that they were on duty as sworn officers before the mandate provision came into force. Some 3,370 applications had been received by the time the sample was drawn in the third quarter of 1973 but, due to numbering difficulties,

the random sample was drawn from only among 1,600 of these. Even so, there is no evident reason to believe that the part of the applications was not reasonably representative. A more important factor bearing on the validity of the sample is that it often was not possible to determine whether the time of service given was with one department or was total service. This may partially invalidate the data, but there has not been established such a large movement between departments as to indicate that this factor alone would weigh heavily on the results of the compilation.

With these limitations in mind, it appears that about 50% of the officers had less than 5 years service. Between about 5 and 17 years service, there is a fairly even distribution of officers throughout the period.

The relatively high turnover rate found among local law enforcement officials in Alabama, which is noted in the next section, is consistent with the large number of officers who show relatively short periods of active service.

#### 7. Turnover Rates

The three major state law enforcement agencies - the Department of Public Safety, the Department of Conservation and Natural Resources and the Alcoholic Beverage Control Board - have low turnover rates. In a recent one-year period the DPS lost 3% of its sworn officers. The other two agencies had even fewer departures. For these departments, given the minimal number of resignations, turnover largely will be a factor of the number of retirements that occur. Campus security organizations have a much higher turnover rate, with approximately 15% departures during a recent 12-month period.

The annual turnover rate for sheriffs and police departments in Alabama is 17%. (See Table II.B.11 - "Separations of Sworn Officers and Additional Employment Projections for Sworn Officers by Sheriffs Offices and Police Departments in Alabama, Late 1972). However, the burden does not fall proportionately. Departments with 10 or fewer sworn officers have a turnover rate of about 38%; resignations accounting for 27% of the 38%. A sharp drop occurs as the departments get bigger. For example, the turnover rate for departments with 11 to 20 officers is 15%; 12% due to resignations. Departments with over 100 officers have a turnover rate of less than 10%; 5% due to resignations.

As noted in the following section, an attempt to collect information from local law enforcement agencies on reasons for resignations gave inconclusive results.

#### 8. Transfers and Reasons Therefor

One may surmise, and inspection of the data seems to confirm this, that the greater part of the movement to other law enforcement agencies would occur from among officers who resigned, rather than from among those dismissed or who retired. An effort was made to determine to what extent officers who resigned were going to other law enforcement agencies, whether they were staying within the State or moving outside, and what their reasons were for moving. The results were inconclusive.<sup>1</sup> The

<sup>1</sup>Over the long-haul it should be possible to obtain a fairly accurate reading of the movement of law enforcement personnel within the State through the records of the Peace Officers Standards and Training Commission, given the fact that all sworn officers must be certified and are assigned certificate numbers.

following remarks need to be considered in the light that respondents to the LEPA Inventory and the sample survey did not appear well informed on where the departing officers went and why they left.

No conclusion can be drawn from the limited available data about where resigning officers go except possibly that there is little basis for a belief that large numbers of officers are being syphoned off by other states, even though there may be localized instances.

While a question about the reasons why sworn officers left their jobs often drew a blank, when an answer was forthcoming the most usual explanation was the desire for better pay. This seems to support the contention of persons experienced in police work in Alabama that there is some flow from the lower-paying to the higher-paying forces, either in or out of state. No reading could be taken, however, on the extent of the flow or the degree to which more pay was the primary reason. Nor can we be sure how many of those who resigned were leaving police work.

#### 9. Numbers by Age

Alabama's peace officers tend to be young. Thirty-eight percent of the officers in departments with 50+ sworn officers are between the ages of 21 and 30, while another 30% are between 31 and 40. Officers in very small departments are on the average somewhat older. Twenty-eight percent fall in the 21-30 age range and 21% in the 31-40 age range. Several possible conditions or combinations thereof could explain why departments with high turnover rates have, on the average, older officers than those with lower turnover rates, but none of the data collected for this study sheds light on the matter. Data on the ages of local law enforcement

officials in Alabama is found at Table II.B.12 ("Ages of Law Enforcement Personnel in Sheriffs Offices and Police Departments in Alabama").

#### 10. Ethnic/Sex Composition

Approximately 350 or 6% of Alabama's sworn officers are black. The number of black officers seems to be increasing. Of the officers who have taken mandated training, most of whom are recruits, 9.5% were black. State and municipal academy directors with whom the subject has been discussed are of the opinion that, while black students tend to fall in the lower portion of the class, they have constituted no significant training problems. There is, of course, a potential difficulty, which is indirectly a concern of this study. Conflict could exist between the moves to increase the number of black law enforcement officials and to significantly raise the background qualifications of police officers. The increasing qualification requirements may run ahead of the rate at which this deprived segment of the population is brought abreast of the white portion of the population. And police work may not seem attractive to qualified blacks sought after in other professions.

In late 1972 there were only 150 female police officers; only about 100 if Meter Maids are excluded. Female sworn officers thus comprise less than 2% of the sworn officers in the State. The admittedly brief period of mandated training in Alabama gives little indication that any significant increase is yet under way in the proportion of female officers. Discussions with law enforcement academy directors indicate that, while some adjustments need to be made for female students, no significant problems are involved.

### 11. Irregular Personnel

It is a common practice in Alabama for state and local law enforcement agencies to have volunteer personnel, some of whom may be paid for part-time work and some of whom give their services free of charge. A very few local agencies pay their irregulars for performing part-time police duties, including for assisting in crowd control at public events on both public and private property. In all there are 2,300 such volunteers, 1,880 of which are in sheriffs offices and police departments (See Table II.B.13 - "Irregular Law Enforcement Personnel in Sheriffs Offices and Police Departments in Alabama, Late 1972"). Of the three major state agencies, only the Department of Public Safety has irregular personnel, 400 of them. A few are found in campus security forces.

Some agencies require irregular personnel to take formal training, but the general situation is that they receive no more training than they can obtain on the job. The POSTC has not addressed the issue of mandated training for irregular personnel.

### C. Projections of Requirements for Law Enforcement Manpower

Under the best of circumstances making projections of social phenomena is a little like playing roulette. The effort here, then, is to indicate some reasonable possibilities or ranges, which will be subject to annual revision as trends change. It must be kept in mind that the requirements for law enforcement manpower are not based on simple objective standards. They are derived in part from public and public officials' perceptions of the problems that law enforcement personnel are needed to deal with and their willingness to pay the price. They also depend on changing definitions of crime. Additionally, in the case of law enforcement personnel, the local decision making process usually is at work. While the trend has been for the absolute number of police officers to increase in Alabama, there have been cases of at least temporary decreases in the sizes of police forces. In this context a significant insertion of federal funds may lead to a significant increase in the number of law enforcement personnel and a cutback in federal grants could bring about at least a temporary decrease.

An effort was made in the sample law enforcement survey conducted in connection with this study to obtain information on straight-line growth rates in local law enforcement agencies in the State. The results in percentage terms are at Table II.C.1 ("Average Growth Rates of Sheriffs Offices and Police Departments in Alabama"). Wide variations appear when agencies are arrayed by size but the growth rates for one-year and three-year periods ranged between 4 and 5, and 5 and 6 percent for all local law enforcement agencies. At a 5% rate of growth the 5,044 local law enforcement officials identified by the ALEPA Law Enforcement Inventory in late 1972 would grow to about 5,800 in 1975 and 7,200 in 1980. This growth

rate, taken in conjunction with population projections for Alabama, would mean that the present ratio of 1.5 local law enforcement officials to 1,000 population would have risen slightly to 1.6 to 1,000 in 1975. Should the 1.9 to 1,000 ratio that ALEPA has been using as a target be obtained by 1975, the number of local law enforcement officials would be around 7,000.

Since a significant portion of the growth rate was induced by LEPA underwriting salary payments (some 200 local officers now have their salaries supplemented by LEPA), there can be a question over whether an approximately 5% growth rate should be considered "natural".

Two factors that could influence the number of local law enforcement officials that will be around in the future need to be looked at in connection with any projection of the police population in Alabama. They are the relationships that exist between local population concentrations and the ratios of local officers to local populations, and the effect of affluence on the ratios of officers to population. The following summary table show the number of local law enforcement officials per 1,000 population in Alabama counties grouped by populations (officer per 1,000 figures are rounded to one place after the decimal point):

<u>County Population</u>	<u>Officers per 1,000</u>	<u>No. Counties in Category</u>
10,001 - 15,000	1.2	10
15,001 - 25,000	1.1	21
25,001 - 50,000	1.4	18
50,001 - 100,000	1.3	12
100,001 - 150,000	1.6	2

150,001 - 300,000	1.7	2
300,001 - 650,000	1.7	2

While these figures are not precise due to a variation in time between the date on which the census of people was taken and that on which the census of officers was taken, not so much the exact figures but the relationships are important here.

The following summary table shows the number of local officers per 1,000 population in Alabama in counties grouped by levels of per capita money income in dollars (officers per 1,000 figures are rounded to one place after the decimal point):

<u>Per Capita Money Income</u>	<u>Officers per 1,000</u>	<u>No. Counties in Category</u>
1,001 - 1,500	1.0	7
1,501 - 2,000	1.2	33
2,001 - 2,500	1.4	23
2,501 - 3,000	1.7	3
3,001 - 3,500	1.4	1

Again there is some time variation in collection of the data correlated, but the relationships should still hold.

Table II.C.2 and II.C.3 give breakdowns of sworn officer to population ratios by county population sizes and by money income grouped by ALEPA Regions and for the entire State.

Projections made by the Alabama Development Office (ADO)<sup>2</sup> predict definite upward trends for both population and income in the State through

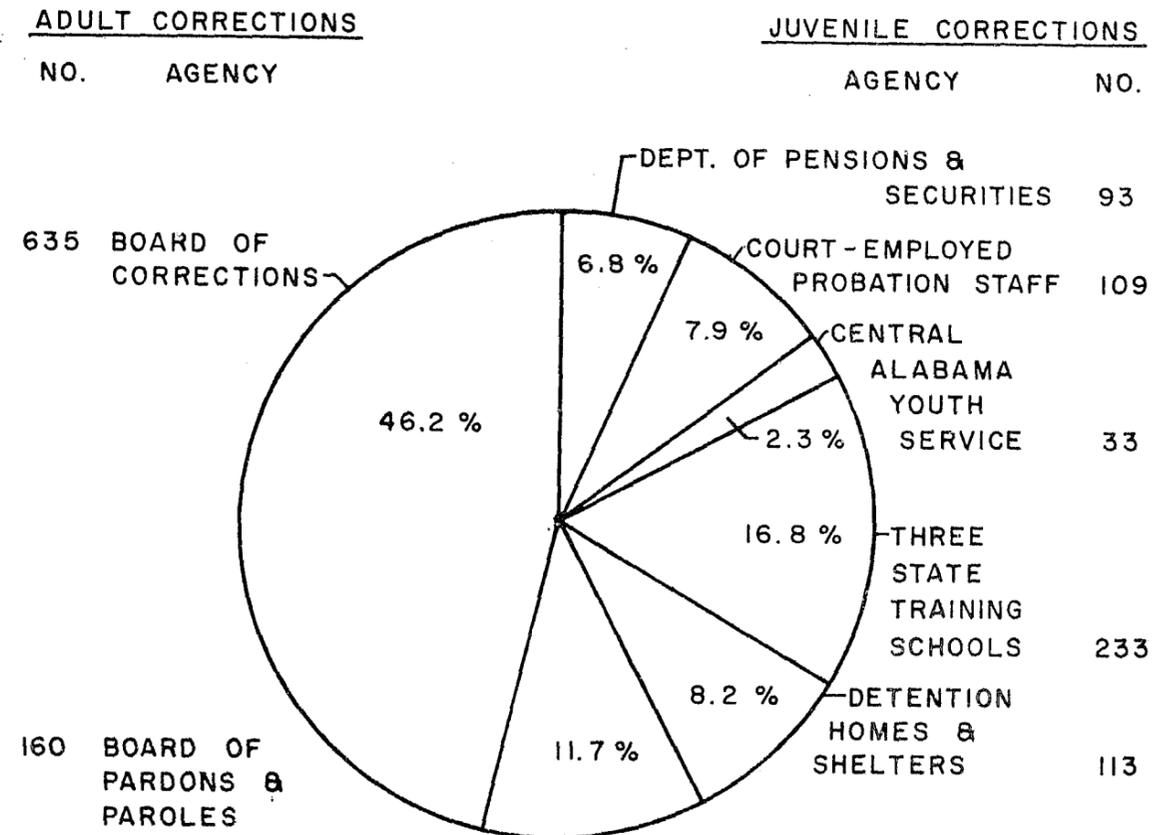
<sup>2</sup>Alabama Development Office, Alabama Communities in Perspective (Montgomery: State of Alabama, June, 1973).

1975. There are, as noted by ADO, peculiarities in these growths, some of which possibly will have a bearing on the way in which local police populations grow, but it is doubtful that the complexities and cost of a detailed analysis would be justified in a matter which at best contains other problematical elements. It is reasonable to conclude, however, that the recent growth rate for local law enforcement officials is not patently out of line with what might be expected for the proximate future.

The three state agencies are subject to particular experiences. The DPS has had rises and falls in sworn personnel. The ABC recently has remained stable. The Department of Conservation and Natural Resources, a trust fund agency that uses the resources it generates, recently added about 50 agents. It is difficult to make projections for these agencies. This is illustrated by the DPS experience, in which the same dollar amount has been appropriated two years running in the face of sharply rising costs. Thus a rise in personnel in one year might have to be followed by attrition the following year. DPS estimates that it will not add more than 30 personnel over the two fiscal years starting with 1973-74.

CHAPTER 3  
CORRECTIONS

The responsibility for corrections is divided among several organizations, with the number of personnel employed varying by agency. A percentage breakdown of personnel strength is given in the following diagram:



A. Corrections Elements

1. State Agencies

a. Board of Corrections - The Alabama Board of Corrections

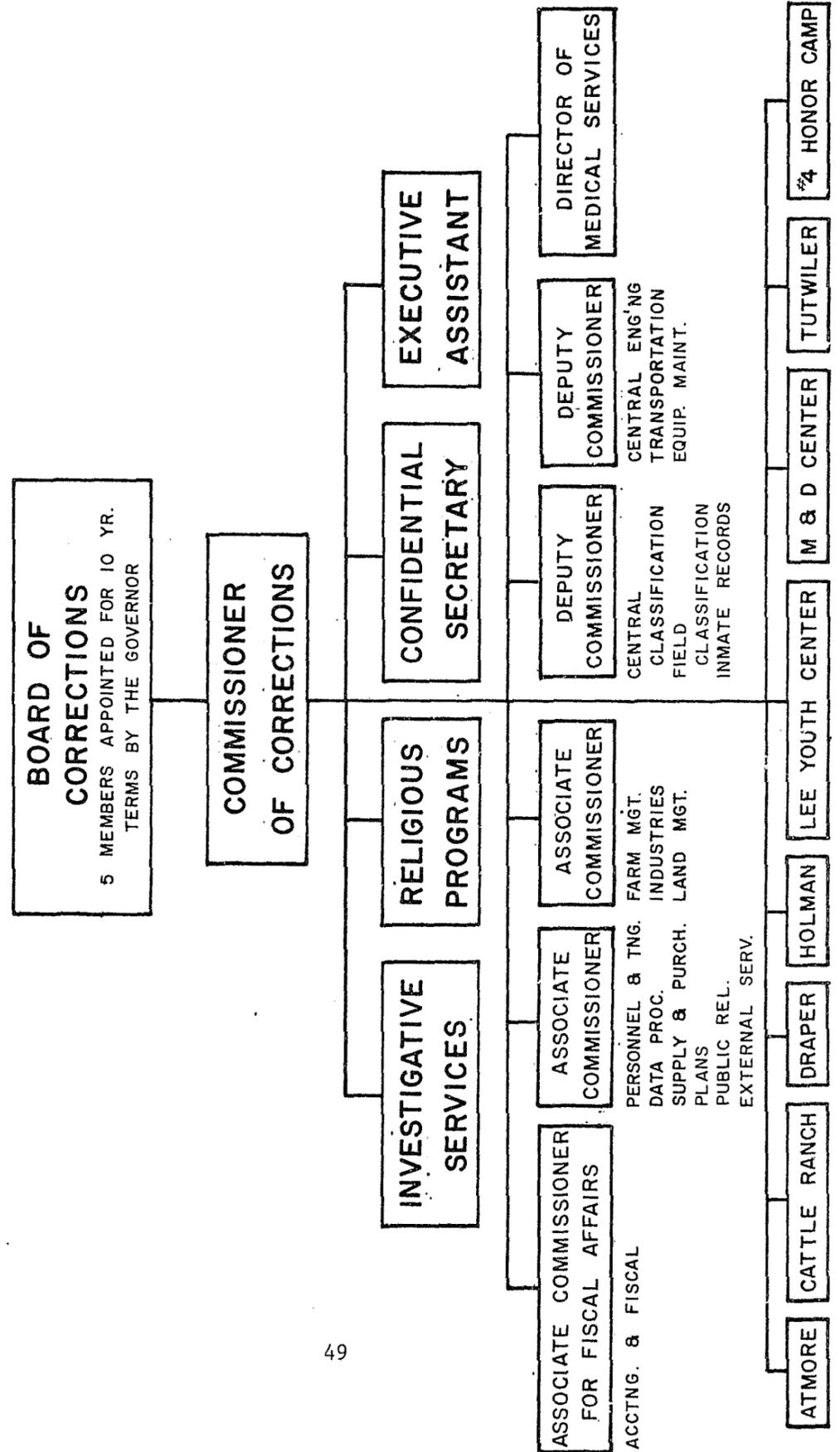
operates a Medical and Diagnostic Center at Mount Meigs, the Frank Lee Youth Center, Julia Tutwiler Prison for Women, Atmore, Draper, and Holman Prisons for Men, the Number Four Honor Camp, and a Cattle Ranch. Of the approximately 4,000 inmates in the system, 500 to 600 men are in a number of road camps under the supervision of personnel of the State Highway Department. Work release centers are currently being established in Birmingham and Mobile to supplement the Pre-Release Center at Draper.

An organizational chart of the Board of Corrections is at Figure III.1 (following). A breakdown of the personnel of the agency (635 as of 7/30/73) over the last three years is at Table III.A.1.

Employees from correctional counselors through wardens are hired and promoted through the State Merit System. Theoretically this practice should result in an optimal correctional staff, but the Board of Corrections has the most severe personnel problems of all correctional agencies in the State. Some outside observers are of the opinion that the merit system has not been given a chance: standards have been watered down in order to fill critical shortages. For example, in 1956, merit system requirements for a warden's position included a college degree. This is no longer true.

A most critical problem facing the Board of Corrections today is a manpower shortage. As of July 30, 1973, the Board of Corrections was 28% understrength; 244 vacancies in its authorized strength of 879. For a

**DEPARTMENT OF CORRECTIONS  
ORGANIZATIONAL CHART**



more precise assessment of shortage areas positions were assigned by their classification descriptions into the following categories (those used in Table III.A.1), defined as follows:

Top Management: From the Commissioner to the Assistant Warden level, including principal staff, such as the Department Personnel Officer and Attorneys.

Supervisory: Correctional Captain to Sergeant, including Farm Manager, Center Assistant Directors and Supervisors.

Operational: Correctional Officers, Transfer Agents, Counselors, and Security Officers.

Specialized Professions: Positions requiring college graduation and/or national or state license/registration.

Staff Support: Administrative personnel not ordinarily working with inmates, such as computer programmers, radio operators, etc.

Technical: A broad category of people who may work with inmates in running institutional activities, ranging from those with near professional status (e.g. X-Ray Technologist) through skilled blue collar trades to civilian laborers.

Clerical: Secretarial positions not held by inmates.

Analysis of Board of Corrections Strength as of 7/30/73

Category	Authorized Number	Positions Percentage	Assigned Number	Personnel Percentage	Percentage Understrength
Top Management	31	3.5%	24	3.8	23%
Supervisory	58	6.6	45	7.1	22
Operational	466	53.0	387	60.9	17
Specialized Professions	53	6.1	24	3.8	55
Staff Support	60	6.8	37	5.8	38
Technical	145	16.5	81	12.8	44
Clerical	66	7.5	37	5.8	44
	879	100.0	635	100.0	

The chart shows the most critical shortages to be in the specialized professions (a majority of the positions being vacant) and in technical and clerical areas (44% vacancies in each). The shortage in specialized professions also may compound the lack of technical workers. For example,

at the end of July, all three professional teaching positions (vocational instructor and institutional schoolteacher) were vacant, which means that any skills inmates must acquire in order to pursue an honest occupation upon release have to be learned from technical workers, such as the canning plant or garment factory foremen. Indeed, in the absence of such professionals, any rehabilitative progress tends to fall on the skilled technicians who oversee certain institutional activities. Realignment of offenders' attitudes and the development of good work habits would depend upon leadership supplied by foremen.<sup>1</sup>

The third critical shortage area is clerical workers: it is difficult for the Alabama Personnel Board to recruit clerk-typists and stenographers to work at the geographically isolated institutions.

Any manpower development plan for the Board of Corrections must first check the hemorrhage of personnel from the system. The average turnover is estimated at 35%. A survey of line correctional officers conducted between January and September, 1972, showed a 44% turnover, with an attrition rate of 59% at the Atmore/Holman complex, 34% at the Medical and Diagnostic Center, 29% at Draper, 20% at the minimum security #4 Honor Camp, and 8% at Tutwiler (the low rate is because matrons are recruited from nearby farm wives).

The basic reason for the high turnover rate of correctional personnel is believed to be low salaries. Also career opportunities, locations, and working hours are unattractive. If the LEPA Master Plan for Corrections, which recommends a community-based effort using smaller institutions, is implemented, the problem of isolated facilities whose locations make it difficult to attract staff will be reduced. If vacant positions are

<sup>1</sup>Daniel Glaser, The Effectiveness of a Prison and Parole System (Indianapolis: Bobbs-Merrell, 1964.)

filled, better working hours should result. When there is a rapid turn-over in the lower ranks, and persons in higher echelons remain since qualifications are low, promotions are necessarily determined more by seniority than by other factors in career development.

The State Attorney General has ruled, in response for a request for an opinion from the Commissioner, that newly hired personnel must be high school graduates and receive 240 hours of training under the minimum standards act that went into effect in August, 1972. In August, 1973, the Board appointed a training officer to try to develop a program. But incentives and provisions for training and education cannot work well when there is difficulty in manning the cell blocks.<sup>2</sup>

This situation is not the fault of the Board of Corrections or the Commissioner. Malcolm Moos' State Penal Administration in Alabama (1941) showed how the institutional system was operated for a profit--a net revenue producer for the state. With this heritage of being self-supporting, the object is to keep overhead low. And most overhead is personnel costs. If the State is willing to pay salaries commensurate to those of State Troopers, or of persons engaged in correctional work in the Board of Pardons and Paroles and the Department of Pensions and Security - salaries which some counties are paying in their new rehabilitation units - then the Board of Corrections can demand equivalent qualifications for its personnel, and can build a career staff.

b. Board of Pardons and Paroles - The Alabama Board of Pardons and Paroles is responsible for the supervision of adult offenders outside

<sup>2</sup> Indeed, correctional duties become simply custodial, whatever the goals of correctional rehabilitation, because of the shortage of officers.

the institutional system. Authorized and actual personnel strengths are shown below.

Alabama Board of Pardons and Paroles

Personnel Strength

	Authorized	Vacancies as of 8/8/73
Board Members	3	
Administrative Assistant	1	
Merit System Coverage-----		
<u>Top Management</u>		
Executive Director	1	
Assistant Directors	2	
Planning and Development Coordinator	1	
Staff Development Officer	1	
Deputy Compact Administrator	1	
Research Statistician	1	
<u>Supervisory</u>		
Area Probation and Parole Supervisors	6	
<u>Operational Positions</u>		
Institutional Parole Supervisors	2	
Field Head Probation and Parole Supervisors	75	5
<u>Support Staff</u>		
Supervisor Main Office Clerical Staff	1	
Clerical Staff, Main Office	16	
Field Office	46	
Account Clerk	1	
Clerk Messenger	1	
Student Aide	1	
	<u>160</u>	

With LEPA assistance the Board of Pardons and Paroles anticipates employing the following additional personnel:

Field Level Supervisors	16
Research Associate	1
Residential Center Director/Counselor	1
Part-time Residential Center Counselor	2

Figure III.2 (following) shows the organizational structure of the Board of Pardons and Paroles.

With the exception of the Board Members and the Administrative Assistant, Pardons and Paroles personnel are under the merit system, including the Executive Director, who has sought to build a professional force since his appointment in 1939.

Recruitment takes place at the entry level through competitive examination. For the five vacancies listed on the previous page more than 100 applications were received, indicating that, despite stiff entrance qualifications, the criminal justice system can attract capable talent if adequate compensation is paid. Personnel requirements and promotion policies are given below:

Probation & Parole Supervisor I. Entry level position. Minimum education qualification is a Bachelor's degree with a major, if possible, in the "helping arts". Placed in training course at the Board's Criminal Justice Academy, and then given a small caseload under supervision in the field.

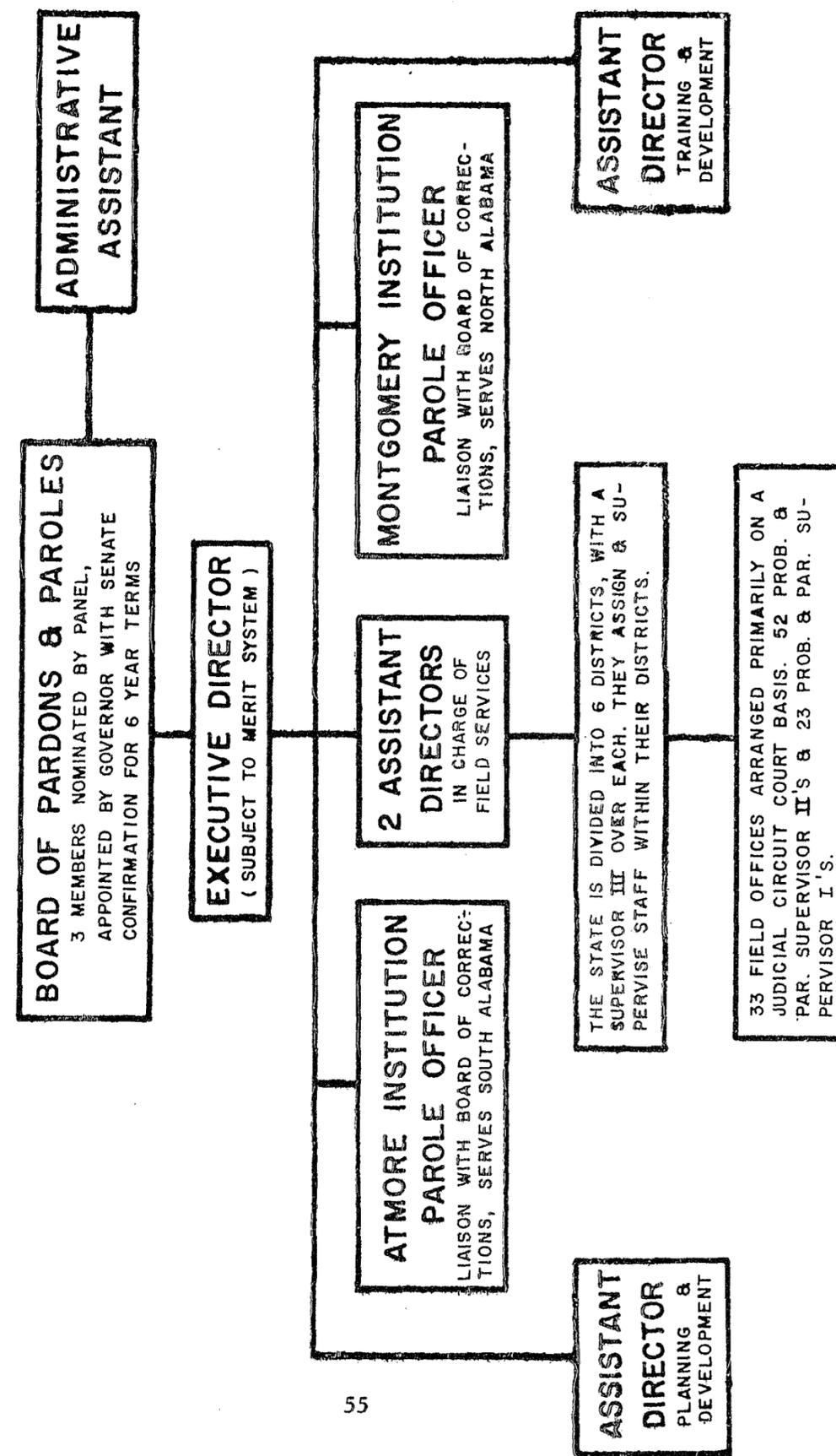
Probation & Parole Supervisor II. Eligible to take this closed promotional examination after 18 months satisfactory service as a Supervisor I.

Probation & Parole Supervisor III. A supervisory position over district personnel. Eligible to take this closed promotional examination after 5 years experience, 3 1/2 of which must be with the Alabama Board of Pardons & Paroles. A Master's degree may be substituted for 1 year's experience.

The only criticisms which might be made of the recruiting process are that it does not allow lateral entry (to attract those with out-of-state experience), and of the 75 field level supervisors only three are women, and one is black.

Personnel turnover is very low, and attrition out of the system minimal. Most of those who leave Board employment go into related practice

DEPARTMENT OF PARDONS & PAROLES  
ORGANIZATIONAL CHART



fields within Alabama: the Federal Probation Service, the schools or vocational rehabilitation.

This favorable personnel situation is facilitated by incentives and provisions for career development. If employees earn an advanced degree on their own in a work-related subject, the Board will request a two step salary increase if the money is available.<sup>3</sup> In addition, the Board sponsors a work study program for 12 selected supervisors to obtain their Master's degree at the University of Georgia. This program is described in detail in Chapter 5.

While the heavy caseload of the Probation and Parole Supervisors presently precludes individual specialization, future growth is foreseen in the areas of: community treatment centers with both professional and volunteer advisers; instruction in investigative work for line supervisors; psychological counseling; and, at Board headquarters, specialists in information retrieval such as analysts and statisticians. The use of volunteers will expand.

The Alabama LEPA Master Plan in Corrections recommends that the Board of Pardons and Paroles separate the services of the department into court services, field services, and community resource manager services. The court services staff would prepare all pre-sentence reports for the courts as well as all investigations required by the Board of Pardons and Paroles (e.g., for initial paroles and revocations).

<sup>3</sup>Each Level (I, II, and III) has seven steps in the salary range. However, if the Supervisor is already at the top of his ladder, the two step increase cannot be granted.

With the removal of court service responsibilities, the field services staff would devote its time to advocacy for the probationer and parolee. The supervisors, who comprise the field services staff, would function as counselors, advisors, and advocates for the probationers and parolees.

The new position of Community Resource Manager would be designed to coordinate all available community resources. The Community Resource Manager would be responsible for identifying and/or developing necessary rehabilitative programs for probationers and parolees. Following another recommendation that seven probation and parole districts be established, a recommendation for at least one Community Resource Manager for each district office is included in the Master Plan in Corrections.

c. Department of Pensions and Security - The Alabama Department of Pensions and Security presently provides, through its county departments of public welfare, juvenile probation services in 45 counties. In addition to the ongoing child welfare service responsibilities, the county departments make studies concerning children to be committed to training schools and give parole services after discharge. County departments are also in contact with children and their families while the children are institutionalized. The State Department of Pensions and Security is responsible for licensing (among other child-caring facilities) detention facilities for children. Courts may appoint their own probation officers (see below for discussion of court appointed officers), or designate the county welfare departments to supervise delinquent (as well as dependent and neglected) children. Under the Youth Services Act (Act. No. 816 of the 1973 Legislature), this function will be taken over by the newly created Department of Youth Services, which is described in the section on juvenile corrections.

Department of Pensions and Security employees are under the merit system. In the county departments juvenile probation service personnel are likely to perform other functions as well (a major argument for creating the new youth services department). Depending upon the size of the county, any of the following positions might entail juvenile work:

<u>Title</u>	<u>Required Qualifications</u>	<u>Salary Range</u>
Social Worker I	Bachelor's degree, driver's license	\$8,229-10,387
Social Worker II	1 year graduate study in social work plus six months experience (can substitute one semester additional graduate study for the experience)	\$10,387-12,766
Case Work Reviewer	Bachelor's degree plus 2 years experience (can substitute one year graduate study in social work for 1 year of experience)	\$10,387-12,766
Case Work Supervisor or County Welfare Director I	Bachelor's degree plus one semester graduate study in social work and 2½ years experience (can substitute one semester additional graduate study for one year of experience)	\$10,751-13,312

The Department of Pensions and Security has a full-time equivalent of 93 employees providing juvenile probation services in 45 counties (see section on juvenile corrections for breakdown). The transfer of these functions to the new Department of Youth Services means specialization specifications and salary ranges will have to be drawn up by the State Personnel Board.

d. Department of Mental Health - The State Department of Mental Health established a Division of Community Corrections one year ago to:

- 1) Prevent and provide early treatment for delinquency behavior;
- 2) Offer services to the hard core offender in the community;

- 3) Ultimately reduce the number incarcerated in Alabama's correctional and mental institutions;
- 4) Increase the number of successfully adjusted delinquents/offenders in Alabama;
- 5) Provide treatment for delinquents suffering from mental illnesses, alcoholism, and drug abuse.

The Division is headed by a former warden with considerable professional background who, with two assistants, is designing a program for presentation to the Legislature two years hence.

Much effort has been devoted to securing a million dollar federal grant from the National Institute of Mental Health for a drug abuse treatment center in Birmingham. The TASC Project ("Treatment Alternatives to Street Crimes") will make diagnoses of arrestees entering the criminal justice system to determine whether they are drug abusers. The Division's goal is to expand counseling services available in the community to provide alternatives besides incarceration for offenders.

While the Division of Community Corrections does not have (at least at present) a field staff, it feels that specialized training is needed to develop:

- 1) "Flexible personalities" in criminal justice system personnel;
- 2) Emphasis upon management techniques;
- 3) Capacities in administrative procedures ("getting things done" not just technical expertise);
- 4) Investigative skills.

#### 2. Local Correctional Units

As previously noted, rehabilitation of adult offenders is predominantly a state responsibility. Both local and state efforts exist in

juvenile corrections. They are treated under one heading in Section C, rather than being divided by the level of government providing delinquency services.

The single locally established adult rehabilitation unit now in operation is the Jefferson County Correctional Center. It started four years ago with a Director and a secretary. Today the Center has 14 positions (See Table III.A.2). Its employees are not presently under the county civil service system, but must meet the position requirements established by the Director, who favors hiring people of diverse backgrounds preferably in their late 20's. During 3½ years of operation, seven people have left; only one resigning voluntarily.

Through in-service training (given by the Director and outside speakers), the Center has raised the status and pay of jail wardens to the levels of deputy sheriffs. The training, totaling 72 classroom hours, usually presented in two-hour blocks, occurred over a two month period. The wardens attended on their own time and it took two years to get all of the county wardens through. Training topics included: Corrective techniques, legal procedures (since prisoners are brought before the courts), probation and parole, drug abuse, communications, and human relations.

A criminal justice center for the prisoners serving 90 days to 2 years is proposed for Ketona, Alabama, using revenue sharing funds. This facility would have single cells and would require a 100-man staff to operate it.

The pioneering effort in Jefferson County has sought to provide needed correctional services to locally incarcerated offenders. Interest

in establishing similar units has been evinced by Huntsville, Mobile, and Montgomery, which have sufficiently large inmate populations to justify an in-house correctional staff. The expansion of correctional services by local jurisdictions will give rise to additional training needs.

B. Characteristics of Correctional Manpower

1. Board of Corrections

Board of Corrections career ladders, and profiles by age, length of service, and education for current personnel are given at Tables III.B.1, III.B.2, III.B.3 and III.B.4. Education levels are given both by percentage and raw numbers to convey a better perception of the situation. Table III.B.5 compares salaries for certain Board of Corrections personnel to those of several nearby states and to certain Alabama law enforcement agencies.

These charts show a poorly educated, poorly paid correctional workforce. A State Trooper makes as much as a Correctional Captain, who is responsible for the welfare of several hundred persons. A new range of "Correctional Counselor" positions has been established to remedy this situation. A shift of personnel into this classification is projected so that eventually only the officers responsible for security (manning the towers, not working with inmates) will occupy the old custodial ranks. The Board is also seeking to upgrade some positions, most notably those whose occupants classify incoming inmates.

2. Board of Pardons and Paroles

The Board of Pardons and Paroles presents quite different characteristics, as shown at Tables III.B.6, III.B.7, III.B.8 and III.B.9. These tables show the Board of Pardons and Paroles with an established career service whose members are well educated, paid according to adequate standards, and in a constant process of development. Departures from the service are infrequent and generally due to movement to other

employment, which may be assumed to have been considered better by the employee.

The Board anticipates gradual expansion from 31 professional and clerical employees in the central office and 130 in the field offices to 36 at headquarters and 204 in the field by 1977.

C. Juvenile Corrections<sup>4</sup>

Responsibility for juvenile corrections is generally divided on geographical bases with local, regional, or state agencies providing probation services or facilities. Table II.B.10 shows, by counties, the agencies providing youth probation services and the number of personnel (F.T.E.) in each county. In 41 counties the county director of the Department of Pensions and Securities has been designated juvenile probation officer. In four of these there also are court appointed officers. The remaining 26 counties, including the nine in the Central Alabama Youth Service (CAYS) area, are served by state or local court employed probation officers.

The employees of the Department of Pensions and Security (whose juvenile probation role will become a function of the new Department of Youth Services) are hired and promoted under the State Merit System. For court employed probation staff, each judge with juvenile jurisdiction appoints one or more juvenile probation officers who must be certified by the Department of Pensions and Security. Certification, under Title 13, Sec. 360, Code of Alabama, requires a Bachelor's degree and 6 months experience in a social welfare agency or a related field.

Three Program Planning Consultants, who serve at the state level in the Division of Juvenile Delinquency Services of the Bureau of Family and Childrens Services, have the responsibilities of providing consultation to the three state training schools, administering the Interstate Compact on

<sup>4</sup> Because of the many organizations engaged in juvenile corrections in Alabama, this section endeavors to bring together information on this area for a comprehensive view.

Juveniles and of consulting with juvenile courts on providing effective programs.

The Department of Pensions and Security conducts training through its regional offices, which provide general orientation to new personnel and in-service training as needed. Basic training consists of one week orientation, one week in the specific job to be performed, two months on the job under supervision, and a final week summation. Juvenile probation has not been a specific topic, the curriculum being in the general area of child welfare. There is, of course, less specialization of job roles in the rural counties, those the Department primarily serves.

The salary ranges of Department of Pensions and Security job positions which might entail juvenile work are given in Section A. The salaries of court employed probation staff are at the discretion of the judge, acting in conjunction with the local board of welfare and the county. Local juvenile corrections personnel are largely employed by the regional Central Alabama Youth Service, and in several large urban counties. Table III.B.11 gives a sample of job roles, together with qualifications and salary ranges in these jurisdictions.

Over half the juvenile court cases in Alabama in 1972 were in Jefferson, Madison, and Mobile counties. Delinquency cases constituted 73% of the 1972 caseload; 27% being dependency and neglect cases. The proportion of the delinquency caseload has risen from 68% in 1968 to 70% in 1971. A sharp increase in delinquency cases began in 1970, with a 9.5% rise in 1971 and 12.5% increase by 1972 over the 1971 figures.<sup>5</sup>

<sup>5</sup> Alabama State Department of Pensions and Security, Alabama Social Welfare, August-July, 1973, p. 2.

The 1973 Alabama Legislature passed the Youth Services Act (No. 816), to promote comprehensive prevention and rehabilitative services to delinquent and allegedly delinquent youths. It provides for:

(1) Salary subsidies for youth probation officers in each county of at least 50% of their state salaries. In counties under 30,000 that cannot afford matching funds, one officer per county may be fully subsidized.

(2) A normal ratio of one probation officer for every 20,000 people, based on census figures.

(3) A new Department of Youth Services to administer the act, headed by a Board appointed by the Governor, which in turn appoints a Director.

(4) The Department to promulgate minimum standards for the certification of juvenile probation officers, and to develop training programs for its employees, those of the juvenile courts, and law enforcement personnel.

(5) The promotion of regional detention facilities. There are now six youth facilities, those in Montgomery, Mobile, Birmingham, Decatur, Huntsville, and Selma (CAYS - 9 counties). The other 53 counties use regular jails for the confinement of children under 16. The Department, therefore, is authorized to establish standards and subsidize the operation of detention facilities, group homes, correctional institutions, and aftercare services.

(6) The three existing state training schools having autonomous boards to be brought under the jurisdiction of the new Department by 1 October 1975.

(7) The Department of Youth Services to collect statistics on delinquency and to administer the Interstate Compact for Juveniles on Alabama's behalf, beginning 1 July 1974.

Pursuant to the Youth Services Act, both probation and aftercare services will be extended by the Department of Youth Services. Nevertheless, in some instances agencies involved in juvenile probation other than the Department of Pensions and Security have not been adhering to the standards set by the Department of Pensions and Security in hiring juvenile probation personnel. The Department of Pensions and Security will continue to care for dependent and neglected juveniles. The Department of Pensions and Security may provide foster care and group home care for juvenile delinquents; it will provide probation services for delinquent youth until January 1, 1976.

Prior to the passage of the Youth Services Bill, all juvenile probation officers legally had to be certified by the Department of Pensions and Security, regardless of their employer. In the future, the Department of Youth Services will be responsible for the certification of juvenile probation officers.

The Act thus promotes a unified effort in juvenile corrections, and facilitates uniform training of such personnel. Particularly beneficial will be the coordination of the Alabama Boys Industrial School near Birmingham, the Alabama Industrial School (for boys) at Mt. Meigs, and the State Training School for Girls near Birmingham. The top managements of these schools have generally been appointed by their own boards, and subordinate positions filled by the three superintendents. Only recently were job descriptions compiled. Presumably, under the new act recruitment will fall under the State Merit System. Table III.B.12 shows the 233 personnel of the three autonomous schools by position titles.

D. Projections of Requirements for Correctional Manpower

There should be an expansion of correctional personnel in the proximate future in virtually all Alabama corrections agencies. The Board of Corrections has 75 vacant operational positions and has been chronically understrength in other categories of personnel. The Board of Pardons and Paroles is in the process of hiring 16 new field level supervisors with LEPA financial assistance. This does not meet the recommendation by the Governor's Cost Control Survey, a group of efficiency minded businessmen, that 54 new Probation and Parole Supervisors be hired.<sup>6</sup> The identified caseload of 80 per supervisor is far above the Survey's "reasonable standard" of 50, also recommended by national professional associations. The expansion of the Jefferson County Correctional Staff and its move to a new center will result in a 5 fold expansion of personnel. If other local jurisdictions establish rehabilitation staffs in their jails, work with adult offenders will proliferate outside the state institutional setting. However, a shift toward community corrections should provide access to a local manpower pool, alleviating the present recruitment problem for staff at relatively isolated institutions. The availability of local volunteers to work with offenders within the community will also be greater.

The creation of a State Department of Youth Services integrating the three autonomous training schools and the probation services in many counties will foster comprehensive use of state manpower. The tasks of

<sup>6</sup>State of Alabama, The Governor's Cost Control Survey, Study and Recommendation. August, 1972, p. 43.

reorienting young people away from delinquent behavior are going to be shared by the new Department, the Community Corrections Division of the Department of Mental Health, regional efforts like Central Alabama Youth Service, and many locally employed probation officers and youth workers. These agencies can coordinate their efforts, particularly to bring their vital work to the attention of socially-motivated college students. Such devices as internship programs in various aspects of juvenile correctional work would interest a variety of college majors and will facilitate recruitment into this expanding field. The agencies would not only tap a part-time educated manpower pool at minimal cost, but also obtain pre-oriented persons at the entry level upon graduation, with reduced new personnel turnover.

The use of volunteers in correctional work merits attention, since this will affect the projection of future manpower requirements. At present organized volunteer programs are being undertaken by Central Alabama Youth Service, the "Volunteers in Parole Program" of the young lawyers section of the Alabama State Bar, and by the Jefferson County Family Court.

The Coordinator of Volunteers and Training for the Central Alabama Youth Service recruits, screens, and organizes the use of volunteers, which have ranged from 15 to 40, with about 25 persons currently involved. A list of available volunteers in each program area is maintained, which allows matching of youth to suitable individuals, and also indicates recruiting needs for volunteers in certain categories. The suitability of volunteers is evaluated, and ongoing training sessions conducted.

"The Volunteers in Parole Program" was started in February, 1973 with LEPA funding, with the goal of reaching young lawyers (under 35) interested

in donating their services. It is a national program of the American Bar Association, but presently the Alabama group hopes to include volunteers from occupations other than the legal profession. The young lawyers were asked to donate 6 to 10 hours a month service and to report on the time given, as well as the parolee's problems. Training sessions were given by Probation and Parole Supervisors and outside speakers in half-day or "mini-sessions"--three hours on Saturdays or weekday evenings. Training subjects varied from the academic to the practical. From March to June, 1973, 77 young lawyers attended training sessions held in Birmingham, Huntsville, Montgomery, Scottsboro, and Tuscaloosa. Five of those trained withdrew from further participation, and 13 were actually matched with parolees. The low rate of initial utilization may be attributed in part to the restriction that attorneys cannot represent parolees legally. Also, offenders may have asked not to be assigned to lawyers. Newly paroled persons have been used in the program, so results can be measured against conventional probation.

During the coming year, the "Volunteers in Parole Program" hopes to train 100 more persons on a budget of \$46,000. They would like to train other qualified laymen, especially blacks, including businessmen who may be future employers, since to qualify for release the parolee must have an approved homesite and a job.

The Family Court of Jefferson County has had a volunteer program for one year. About 130 persons have gone through the orientation course, of which half have been assigned probationers. Training consisted of four meetings where talks were given by the juvenile judges, probation officers, previous volunteers, and visits made to the local detention home and

cottages. This program, as the two above, shows that even if all volunteers do not receive assignments, the public has been involved and informed about correctional programs, hopefully increasing community support. Proper training of volunteers is vital so they are capable of functioning in their roles, and the resulting favorable personal experiences will be spread by word of mouth to other citizens. In Alabama, first steps toward the training of volunteers have been taken through the Montgomery and Jefferson county family courts. Title 13, Sec. 375 of the Code of Alabama provides that judges exercising juvenile court jurisdiction may appoint citizen advisory boards, which may assist in the development of volunteer programs.

In summary, it appears volunteers can be used effectively in community corrections with minimal costs, provided they are trained for the role. Professionals in the field have already indicated a willingness to donate time for instruction to match the commitment of volunteers. Such motivation can produce cooperation to fulfill a crucial need in the community corrections concept.

CHAPTER 4

JUDICIAL

A. Judicial Elements

The judicial system of Alabama is now organized according to the following language of Title 13, 1, Code of Alabama:

"The judicial power of the state is vested in the senate sitting as a court of impeachment, the supreme court, the court of appeals, the circuit courts, the courts of probate, the county courts, . . . such inferior courts of law or equity as now are, or may be established by law; . . ."

The revised judicial article of the Alabama Constitution, which was accepted by the voters on December 18, 1973, states:

"Except as otherwise provided by this Constitution, the judicial power of the state shall be vested exclusively in a unified judicial system which shall consist of a supreme court, a court of criminal appeals, a court of civil appeals, a trial court of general jurisdiction known as the circuit court, a trial court of limited jurisdiction known as the district court, a probate court and such municipal courts as may be provided by law."

This article has not yet been put into effect by implementing legislation, so the court system described below is that presently in being. Some possible effects of implementation of the new judicial article will be discussed in the last part of this chapter but, since the Legislature has substantial leeway in the matter of reorganizing the court system, no "predictions" are offered. Since the Senate sitting as a court of impeachment is a special element of judicial power that is exercised only in extraordinary cases, for the purposes of this study the judicial system of the State, for criminal matters, is treated as being composed of

the Supreme Court, the Court of Criminal Appeals, the Circuit Courts, and the various inferior courts that have been established by the Alabama Legislature.

1. The State Courts

The criminal appellate court system of the State may be described as a two-tiered system, the two divisions being the Alabama Supreme Court, which is the highest court in the State, and the Alabama Court of Criminal Appeals.

As presently constituted, the Supreme Court is composed of a Chief Justice and eight Associate Justices. The Chief Justice and the Associate Justices are elected for terms of six years. Vacancies are filled temporarily until the next regular election by appointment of the Governor. The Justices must be not less than 25 years of age, and must have been citizens of the United States and of the State of Alabama for the five years next preceding their election. In addition, they must be "learned in the law," which has been interpreted to mean that they must be qualified attorneys and members of the State Bar. The Supreme Court has exclusive jurisdiction of writs of quo warranto and mandamus in relation to matters in which no other court has jurisdiction. The Court also may issue such writs as are necessary to give it a general superintendence and control of courts in matters within its appellate jurisdiction. The Supreme Court and the Court of Criminal Appeals may issue writs of injunction, habeas corpus and such other remedial and original writs as are necessary to give them control over inferior courts within their appellate jurisdiction.

The justices appoint the Clerk, Marshal and the Reporter, all of whom serve at the pleasure of the Court. There are 34 other court personnel, which includes legal secretaries, law clerks, library personnel, clerical and general office personnel. The Supreme Court has no criminal jurisdiction except to review decisions of the Court of Criminal Appeals upon writ of certiorari. The Supreme Court has adopted rules of civil practice and procedure, in accordance with the authority vested in it. It may give advisory opinions on important constitutional questions upon written request of the Governor, or by resolution of either house of the Legislature.

The Department of Court Management was created by legislative act in 1971 to assist the Chief Justice of the Alabama Supreme Court in the exercise of his broad administrative powers relating to all trial courts. Among other things, the Department has been active in planning for and training judges and support personnel. It recently established a separate division for training headed by a training officer.

The Alabama Court of Criminal Appeals, as presently constituted, was created in 1969. The legislation forming it was enacted pursuant to a section of the Alabama Constitution of 1901 that authorized the Legislature to create inferior appellate courts. The act abolished the former Alabama Court of Appeals, and under its provisions the judges of the Court of Appeals became judges of the Court of Criminal Appeals.

The Court of Criminal Appeals is composed of five judges, who are elected by the voters of the State for terms of six years. The terms of the judges run concurrently, and vacancies are filled by appointment of

the Governor. An appointee to fill an unexpired term holds office until the next general election and until his successor is elected and qualified. The Court of Criminal Appeals has exclusive jurisdiction of criminal appeals, final appellate jurisdiction of all misdemeanors, including violations of town and city ordinances, and of all felonies. The Court may issue such writs as quo warranto, mandamus, injunction and habeas corpus.

Appeals to the Court of Criminal Appeals are taken in the same manner and under the same rules as those taken to the Alabama Supreme Court. The Court of Criminal Appeals has final appellate jurisdiction of the cases coming before it, but its decisions may be reviewed by the Alabama Supreme Court under writ of certiorari.

The State of Alabama is divided into 38 judicial circuits. Each circuit is numbered and comprises one or more of the 67 counties of the State. The Circuit Court has the authority to exercise original jurisdiction of felonies and misdemeanors. In exercising its criminal jurisdiction the circuit court may prescribe its rules of practice and procedure, and may make orders, rules and regulations which expedite the business of the court. The Circuit Court has authority to exercise general supervision of courts of inferior jurisdiction and also those powers that are conferred on the circuits by the Constitution and laws of the State. Circuit judges are elected by the voters of the circuit for six-year terms. These judges must be legally trained and must be members of the Alabama Bar. Vacancies arising during the term of office are filled by appointment of the Governor.

The Attorney General is a constitutional officer who is elected for a four-year term. Among his duties are overall responsibility for

prosecution of criminal cases within the State and representation of the State in appeals to the Court of Criminal Appeals.

For each of the 38 judicial circuits, there is elected every four years one full-time District Attorney to prosecute the criminal cases in his circuit and in other circuits of the State when ordered by the Attorney General. To assist the District Attorneys, general and local acts of the legislature over the years have provided for Assistant District Attorneys, Deputy District Attorneys, and County Solicitors. Their titles are derived from the acts creating the positions. However, they all serve the same function - that is, to assist the District Attorney. Some assistants are full time while others are part time and practice law privately (except for defending criminal cases). Most assistants are now appointed by the District Attorney although some are elected.

District Attorneys and their assistants prosecute the cases in the County and Circuit Courts of the State. Prosecutions in City Courts may be handled by "City Attorneys" or "City Prosecutors," but city prosecutors are not considered as part of the "District Attorney System" in Alabama.

In general, each county has an elected circuit Clerk of the Court. One county (Jefferson) has two court clerks. Alabama recognizes a distinction in court administration between criminal and civil cases, and cases in equity. For equity matters the equivalent to the Clerk of the Court is the Register. The Clerk and Register may be separate individuals or may be the same person. In 31 of the 68 instances the Clerk and Register are different people. As they are not involved in criminal justice, the separate Registers are not included in this study.

Estimated from responses to a questionnaire sent to circuit clerks, there are about 400 people working in Circuit Clerks offices throughout the state. An average office would consist of the Clerk of the Court, his deputy, clerical personnel depending on the size of the office, and a bailiff. There also may be a court reporter, a court appointed juvenile probation officer, and, in some instances, a separately designated person to handle accounts. Very few clerks offices operate under a merit system. Two judicial circuits in the state have trial court administration.

## 2. Intermediate Courts

There are county courts inferior to the Circuit Courts of Alabama. These courts have varying names and jurisdictions, such as Court of Common Pleas, Superior Court, Intermediate Court, Inferior Court, County Criminal Court, Law and Juvenile Court and General Sessions Court. There also is some variance in the duties and responsibilities of these courts. It may be stated in general, however, that the intermediate or county courts have jurisdiction over misdemeanors, as well as the authority to conduct preliminary hearings when a felony is charged. In certain isolated instances county courts have the statutory authority to act in felony cases, but this is rare.

There are 78 intermediate courts in the State of Alabama. Each court was created by a general act of local application under the authority granted by the Alabama Constitution to the State Legislature. Generally county courts have county-wide jurisdiction and are located at the county seat. In Barbour, Coffee, Jefferson, Saint Clair and Talladega counties the court sits at a second location in the county; in Baldwin County it has four locations.

As noted above, the intermediate courts vary in jurisdiction from county to county. Most have jurisdiction of misdemeanor cases, including traffic violations. They also have jurisdiction to conduct preliminary hearings in felony cases. Some also have juvenile jurisdiction. Except in a few instances, jury trials are not available in the county courts. Trials usually are conducted at bench side by the judge, and the procedure is somewhat less formal than that observed in the Circuit Courts. Appeals from a county court to a Circuit Court usually are heard de novo. However, there are at present eleven county courts that are courts of record. Appeals from these courts lie directly to the appellate courts of Alabama, with no trial de novo available in the Circuit Court.

In most counties of the state the county court judge is elected by the voters of the county. In 16 counties the Probate Judge, an elected official, is ex-officio judge of the county court. In a few instances the judge is appointed by the Governor.

There is no statutory requirement for legal training as a qualification for county court judges. In general, individual qualifications and tenure provisions, including incentive and retention programs, are provided for by the general legislative act of local application which establishes a court in a particular county. There is considerable variation in these provisions among the counties of the state. In some counties the local act which establishes the county court requires the county judge to be a member of the Alabama Bar. In other counties legal training is not a qualification.

In general, intermediate courts do not have clerks separate from the Circuit Clerk. In some 80% of the cases, the Circuit Clerk also

serves as clerk of the intermediate court. For the most part, other personnel of the Circuit Clerks office double in their positions for the intermediate courts in the county.

### 3. Municipal Courts

There are approximately 329 municipal courts in the state, about 202 of which exist in the form of Recorder's Courts, and 127 of which are Mayor's Courts. Municipal courts are referred to by various names in addition to Recorder's or Mayor's Court, such as City Court or Town Court. Authority for a city or municipality to establish a municipal court is provided in Title 37, Section 583, Code of Alabama.

Since these courts are established by the cities, acting through their duly constituted rule making authority, there are rather wide variations for qualifications of the judges, as well as for provisions relating to tenure, methods of selection, salaries and incentive or retention programs. Relatively few municipalities require that the judge be legally trained, or an attorney. In many instances, however, a judge of municipal court will be a lawyer, even though the city ordinance does not make this qualification mandatory.

A municipal court has jurisdiction over violations of city ordinances. It may also exercise jurisdiction over violations of state misdemeanor statutes committed within the city, if provided for by city ordinance. The municipal court judge has jurisdiction to conduct preliminary hearings in felony cases and may also act as a committing magistrate. In addition, he usually has the authority to issue search warrants and warrants of arrest. Jury trial is not available in municipal court and appeals are heard de novo in the Circuit Court.

In those municipalities which have Mayors' Courts the jurisdiction is similar to that of the Recorders' Courts. Mayors' Courts hear cases involving violations of city ordinances, and other misdemeanors committed within the city, including traffic violations. The courts are established by local ordinance pursuant to the authority provided by the Alabama Legislature in Title 37, Section 583, Code of Alabama. The only qualifications for the office are those established for the Mayor. Local ordinance customarily provides simply that one of the Mayor's duties is to preside as judge of the municipal court. There is, therefore, no requirement that this judicial officer have legal training or that he be a lawyer, although there are instances in which the mayor judge is a lawyer.

The Mayor is, as a general rule, elected by the qualified voters of the municipality, for a term of two to four years. Provisions regarding qualifications, tenure and method of selection are included in the local ordinance or by-law that establishes the mayor's office, and these vary from one city to another. Other provisions, such as salary, retirement, and any incentive or retention programs would vary more widely from city to city, depending largely upon the size of the municipality.

Most of the municipalities in Alabama do not employ separate court support personnel, but the town clerks and police departments provide the people needed. Separate municipal court clerks offices are found in the large cities.

### 4. Juvenile Courts

A problem of some magnitude is that of dealing with offenses of minors, or more properly, those minors who are considered as juveniles. In general, a

minor who is over fourteen years of age is, as a matter of law, responsible for his criminal acts the same as an adult. In practice, however, minors who are under the age of 16 are dealt with in juvenile courts, rather than in the regular criminal courts. In some instances, too, a minor who is between the ages of 16 and 18 may be treated as a juvenile, rather than being required to stand trial as an adult.

The Code of Alabama, Title 13, Section 251, authorizes the establishment of juvenile courts. There is within each county of the state a court having jurisdiction over juvenile cases. Only two counties, Calhoun and Russell, have juvenile courts that exist as separate county courts. In Calhoun County the court is called the Juvenile and Domestic Relations Court, and in Russell County the court is referred to simply as the Juvenile Court. In 26 counties of Alabama the Probate Judge also is the juvenile court judge. In the remaining counties the function is exercised by a county circuit court.

Juvenile courts have exclusive jurisdiction over juvenile offenders. If the charge is proved, the juvenile is not found "guilty" in the usual sense, but is simply adjudged to be delinquent. In this event any one of a variety of corrective actions might be prescribed by the judge, after reviewing the juvenile's prior record and other pertinent information. Juvenile courts also have jurisdiction to determine matters involving the neglect or dependency of a child, and to settle questions relating to his custody, supervision and guardianship. Appeals from juvenile courts that are not Circuit Courts are taken to Circuit Courts. As in other cases appealed to Circuit Courts, the matters usually would be considered de novo.

#### 5. Public Defenders

Regular public defenders, as distinct from assigned counsel, are seldom found in Alabama. Two counties, Escambia and Tuscaloosa, have public defenders. A public defender program was operative in Mobile county until about two years ago, when it was discontinued. A number of systems for assignment and payment to assigned counsel are employed in the State, variations occurring from jurisdiction to jurisdiction. The 1973 Legislature failed to pass a public defender act. However, the matter is being considered on a limited scale in connection with an LEAA grant, and federal court decisions could have an impact.

B. Characteristics of Judicial Manpower

1. Circuit Court Judges

There are positions for 98 circuit court judges, 12 of them having been created by the 1973 session of the Legislature. The salaries of circuit court judges vary due to a varying county supplement. The base salary is \$18,000 but soon will increase to \$25,000, as the result of action by the 1973 Legislature. The county supplement varies between 0% and 40% of the base salary. As noted above, circuit court judges are required to be lawyers and members of the bar.

Due to the semiannual conferences of circuit court judges and the work of the Alabama Program of Continuing Legal Education, Alabama circuit judges usually have attended a number of training sessions, dependent on their time in office. In addition, most of them have had occasion to receive training outside the State. Among the circuit judges who responded to the survey questionnaire, about half had attended one or more sessions of the National College of the State Judiciary.<sup>1</sup> Several had attended sessions of the Continuing Legal Education Program of LSU and of the American Bar Association.

A tabulation of 87 judges showed that 29 of them had served less than one term (6 years) and 28 more had served less than two terms. By age, 26 were between 30 and 50 years and an additional 18 between 51 and 55. Twenty-seven of the 87 were over 60. (See Table IV.B.1)

<sup>1</sup>A list of Alabama judges who had graduated from one or more courses of the NCSJ through 1972 contained the names of 40 of 86 (excluding supernumeraries) Circuit Judges serving as of September, 1973.

2. Circuit Court Support Personnel

Table IV.B.2 shows base salary ranges by position titles derived from 22 responses received from a court support personnel questionnaire sent to all circuit clerks. There is quite a wide variation in salaries paid to circuit court support personnel in the state since almost every court comes under a separate personnel arrangement. Some clerks offices still operate on a fee system, which reportedly leads both to cases of overpayment and of underpayment.

The great majority of people working circuit clerks offices have a high school education. A few have less than a high school education, while a probably slightly larger number have some college or are college graduates. Few are attending college.

Relatively few circuit court support personnel, aside from reporters who have attended one of the court reporters schools outside Alabama, have had formal training. A training session on the new rules of civil procedure, sponsored by the Court Management Office of the Alabama Supreme Court, recently was held in conjunction with the annual meeting of the Association of Circuit Court Clerks, but there is no regular training program for court support personnel in the state. On the basis of responses to questionnaires, it seems the case that a few circuit clerks are training conscious and encourage their personnel to improve their skills. Most respondents to the circuit court support personnel questionnaire, however, either left blank a question on the types of training they would like to see for support personnel, responded in an inconclusive fashion, or said on-the-job training was adequate.

Answers to a question about personnel separations that occurred during the past year showed a generally low rate of departures. Also the number of circuit court support personnel who have served less than four years, when corrected for an approximately 8% annual growth rate over the last three years, indicates that there is a less than 10% turnover rate on an annual basis. No data collected indicates the overall effect of elections, although one-third of the clerks responding to the questionnaires were on their first term. While some senior positions and that of bailiff are occupied by fairly elderly persons, for the most part circuit court support personnel are not close to retirement. There appears to be a good deal of variation in retirement provisions for circuit court support personnel; many of them not being covered at all. Table IV.B.3 shows ages and years of service for circuit court support personnel as derived from 22 cases. About half of those who have served less than four years seem to be occupants of positions created during that time.

The majority of the people in the offices of ~~circuit~~ clerks are female. Blacks are encountered occasionally. The use of temporary personnel is limited.

### 3. Intermediate Court Judges

There are 67 separate intermediate courts in 50 counties in Alabama. In most other counties the Probate Judge serves as intermediate court judge.

Salaries for intermediate court judges vary substantially, but the most common salary for a full-time judge is \$12,000 annually. About two-thirds of the judges are full-time.<sup>2</sup>

Responses to questionnaires sent to intermediate court judges show fairly even distribution of both ages and time in service for intermediate court judges (See Table IV.B.4). Slightly over two-thirds of the judges are lawyers, a result confirmed by replies to the Court Management survey previously noted.

Most intermediate court judges have received some training while on the bench. Over half of those who have had training, have had training additional to short conferences arranged within the state. Frequently mentioned were programs of the National College of the State Judiciary (Reno) and the Regional Traffic Court Conference held at Emory University.

### 4. Intermediate Court Support Personnel

Between 15 and 20 intermediate courts have their own support personnel; the others are served by the court support personnel of the Circuit Courts in their counties. Although there are relatively few intermediate court support offices, the larger of them are big in relation to many court support offices in the State. For example, even exclusive of juvenile probation personnel (who are discussed elsewhere in this study), the Family Court of Jefferson County has 23 employees. The General Sessions Court of Mobile County has 13 people in its court

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<sup>2</sup>Data based on responses to a survey made by the Department of Court Management of the Alabama Supreme Court.

support office, while the General Sessions Court of Madison County has 9. There probably are 75 to 100 intermediate court support personnel.

Five responses were received to a questionnaire sent to intermediate court support offices. On this limited basis, it seems that conditions of service in these offices are comparable with conditions of service in the circuit clerks offices. The larger offices operate under merit systems. Education levels are similar, most personnel being high school graduates. Few of them have had the occasion to receive training. Those attending college (aside from probations personnel) were all in one office.

Information on turnover rates may have reflected special circumstances in some offices and with so few instances it was not feasible to attempt to reach an average. The majority of the employees were female, and marriage or family reasons were mentioned as reasons for resignations.

#### 5. Municipal Recordors

As noted above there are about 329 municipal courts in Alabama, with the function of municipal judge performed in about 2/3rds of the cases by an appointed judge and in the remaining 1/3rd by the Mayor.

Municipal recordors normally are part-time judges. Salaries vary substantially, but municipal judges' jobs do not ordinarily provide a living for the incumbents.

Based on responses to a municipal judges questionnaire, about 60% of the Recordors are lawyers.<sup>3</sup> If, as has been suggested, part of the

<sup>3</sup> While this ratio seems very different from that found in the 26-city survey made by the Office of Highway and Traffic Safety (21 lawyers to 5 non-lawyers), it need not be, as in that study a stratified sample was used without adjusting the results for the whole populations in the strata.

# CONTINUED

# 1 OF 5

reason for non-lawyers serving as recorders is the performance of the function by the mayor, then the ratio of lawyers to non-lawyers may be lower. Only a few mayors serving as municipal judges responded to the questionnaire. They all were non-lawyers. However, they were such a small part of the response that eliminating them from the calculations does not significantly change the 60-40 ratio. Of the non-lawyers, approximately half have no more than a high school education. Only about 45% of the recorders reported having received any training for judges and, of these, less than 1/4th reported attending other than short sessions offered in-state by the Alabama League of Municipalities and the Department of Court Management of the Alabama Supreme Court.

Almost half of the respondents to the municipal judges questionnaire reported that they had been in office one year or less. The large number of new recorders could result from advice recently given the towns and cities by the Alabama League of Municipalities, based on a United States Supreme Court decision (see below under "C", this chapter), that the constitutionality of mayors' courts may be questioned and their use should be discontinued.

Slightly over 1/3rd of the municipal judges responding were 35 or younger, but the age distribution is such that it would not appear that municipal judges jobs are used as part-time employment either for young lawyers or retired persons, although there are instances of both. Table VI.B.5 gives age, education, and experience data provided by respondents to the Municipal Judges Questionnaire.

#### 6. Municipal Court Support Personnel

On the basis of mail and telephone surveys it appears that probably no more than 10 Alabama municipalities have regular, full-time court support personnel. In the other approximately 320 towns and cities the functions are performed by other municipal employees, usually city clerks or police officers, or in some cases other persons who are paid small salaries to serve as court clerk but are not fully employed in that job. A rough estimate puts the number of regular municipal court support personnel at 75.

Salaries for court clerks in municipal courts run on the average lower than salaries for circuit clerks, although salaries for other personnel are not markedly different. Turnover rates appear to be a bit higher than in circuit courts and the growth rate somewhat lower. As with other court support personnel in the state, the great majority of those serving municipal courts have a high school education. Only one office for which data are available reported any significant amount of training for courts personnel during the past year, and less than 10% were attending college. Most municipal court support personnel are female, and approximately 10% are black.

#### 7. Juvenile Court Judges

As noted above, juvenile court work is divided among several types of courts in the State so a discussion of juvenile court judges overlaps what has been said above. Some juvenile judges are circuit court judges, some are intermediate court judges and some are probate judges. At present 26 Probate Courts retain juvenile jurisdiction, and they account for less than 7% of the juvenile caseload in the State. Circuit judges have juvenile responsibilities in six counties and handle 65% of the

juvenile cases, and in 35 counties (including the two with special juvenile courts) the intermediate courts handle 28% of the cases.

The characteristics of judicial manpower in circuit courts and intermediate courts are described above. Insufficient data are available to provide similar information on probate judges. Accordingly, comments in this section relate only to specific juvenile training received by those juvenile judges concerning whom there is information.

One fourth of the respondents to the intermediate court judges questionnaire reported that they had attended juvenile conferences, including in-state conferences of juvenile judges and attendance at several out-of-state meetings or courses. Responses to questionnaires sent to probate judges were so few as to not convey an impression of the extent to which probate judges with juvenile jurisdiction had participated in juvenile judge conferences or courses. Circuit judges with juvenile responsibilities normally have had special training relating to the function.

#### 8. Prosecutors

There are about 190 prosecutors in the State prosecutors system including attorneys in the Attorney General's office, district attorneys, assistant district attorneys and county solicitors. Aside from these a few of the larger cities are reported to use part-time prosecutors. Many assistant DA's and county solicitors also are part-time. There also are clerical and other support personnel, including a few investigators.

District attorneys presently receive \$17,000 a year in base salary from the State and also may receive a salary supplement from the county or counties they serve. The base salary for DA's will increase to \$24,000

in accordance with a bill passed by the 1973 Legislature. Data are not available on the basis of which full-time-equivalent salaries could be determined for assistant DA's but only about 10% of all assistant DA's draw \$15,000 or more. Investigators are paid in the \$7,000 to \$11,000 range. Secretaries receive extremely varying salaries, but the average is \$5,400 a year.

Prosecutors positions are filled full time or part time by practicing attorneys. About 1/3rd of the assistant district attorneys are part time. DA's and some assistants and solicitors are elected but most are appointed. The DA's are elected for four year terms. This will change to six years in accordance with the new judicial article to the Constitution.

The office of assistant district attorney has a reputation for serving as a training ground in criminal justice work for young attorneys. Information available on the ages of assistant DA's indicates this to be the case. Of 46 assistant DA's for whom information was available, one half were 35 years of age or younger, and 6 were 30 or younger. This pattern does not hold for county solicitors.

Table IV.B.6 shows the ages of prosecutors in Alabama for whom information was available in the DA's biographic register. It also shows time in service for DA's. Of 36 for whom time-in-office information was available, 17 had served less than one term. This, along with the practice of assistant DA positions being filled temporarily by young lawyers, indicates a high turnover rate for prosecutors in Alabama.

The Alabama District Attorney's Association customarily arranges a program of training, provided by the Alabama Program for Continuing Legal Education, in connection with its twice-a-year meeting. Information is

not available on how many prosecutors have attended training outside the state. The DA's Association has a regularly established office in Montgomery with a Director and a Secretary, and now is involved in the preparation of a manual for District Attorneys.

#### 9. Court Management Offices

Three court administrative offices now operate in Alabama, that of the Supreme Court and those serving the circuit courts in Jefferson and Madison Counties. The management office for the Supreme Court consists of:

- 1 - Court Manager
- 8 - Deputy/Asst./Div. Head
- 7 - Professional and Technical Personnel
- 8 - Secretaries

The management office in Madison County consists of a Court Manager and a secretary. A position of Court Coordinator for the circuit courts in Jefferson County recently was approved and filled. The Coordinator heads a Central Scheduling Office that is expected to have some five people in it.

Court managers have attended or will attend courses offered by The Institute for Court Management and The National College of the State Judiciary.

C. Projections

The following are the approximate numbers of courts related personnel in Alabama, exclusive of probation officers. These estimates contain some personnel (especially judges) who perform exclusively civil law functions and, of course, many whose jurisdictions are both civil and criminal. Given the nature of practices with regard to certain forms of judicial training, such as including judges in training sessions by their levels in the judicial hierarchy (circuit judges, for instance) rather than by the natures of their caseloads, it is not always practical to make the distinction between civil and criminal.

Judges

State	116
Intermediate	67
Municipal	329
Probate	<u>67</u>
Total Judges	576

Prosecutorial Personnel

Attorney General's Office (Attorneys)	22
Attorney General's Office (other personnel)	42
DA's/Asst. DA's/Solicitors/City Prosecutors	190
Investigators	9
Secretaries	<u>48</u>
Total Prosecutorial Personnel	311

Court Management Office Personnel

Court Managers	3
Other personnel	<u>24</u>
Total Court Management Office Personnel	27

Court Support Personnel

Supreme and Appeals courts	36
Circuit courts	400
Intermediate courts (separate from circuit)	75
Municipal courts (regular court personnel only)	75
Probate courts	<u>?</u>
Total Court Support Personnel	586 (exclusive of Probate)

There thus are about 1,500 courts personnel in Alabama, excluding Probate court support personnel. This figure would shift about 300 in either direction depending on whether part-time judges were excluded or part-time court support personnel were included.

Several forces may change significantly the composition of the court system in Alabama. One is the judicial article amendment to the Constitution voted on by the electorate on December 18, 1973. The article authorizes the creation of district courts as state courts that would substitute, over a period of three or four years, for the intermediate courts and could take over functions presently performed by the municipal courts, if the municipalities so desire. The article, even if accepted by the public, requires implementing legislation, so it is not possible to say at this time what effect it might ultimately have on the numbers and functions of judicial personnel. For example, the judicial article provides that district judges may take over the functions of municipal judges, but also allows municipalities to maintain their own recorders if they so wish. It is felt that, if a favorable-to-the-municipalities division of fines for violations of city ordinances is adopted by the

Legislature, many municipalities will opt for using the services of the district judges. Since many municipal judges are part time, the net effect could be a reduction in the total number of judges.

The judicial article requires that all judges be lawyers. This has raised the question of what sort of need will be generated in order to replace non-lawyer with lawyer judges, and even whether an additional law school is needed. There seems to be a prima facie case against the need for a new law school for this purpose. According to the Alabama Bar Association there are 2,342 licensed lawyers in the state and another 1,177 who are not licensed. Almost 550 graduates in law will come from the already existing law schools this year, and they cannot all be placed. Informed observers of the scene agree that the judicial article creates no such need and agree that there are sufficient lawyers to fill the requirements that will be created. It should be noted, of course, that law schools do much more than turn out prospective judges, so saying that the requirement that lawyers be judges under the Constitution does not require a new law school in no way determines whether or not a new law school would be desirable. That would require inquiry into a large number of other activities by the legal profession than the small numbers thereof that serve as judges.

Implementation of the judicial article undoubtedly will influence training needs. New judges, or experienced judges with new jurisdictions, circuit clerks who might now also serve district courts and who will be faced with new reporting requirements under a unified judicial system; these are examples of the kinds of circumstances that will give rise to training requirements.

Planning on implementation of the judicial article already is under way and by the time the Legislature again meets in 1975, there should be available for presentation to the members proposals on how the new judicial system might look and work. Concomitantly with planning for implementation of the article should come consideration of the training needs to which implementation will give rise; the final touches to be added after the Legislature has acted.

The United States Supreme Court decision in Ward vs. Monroeville, Ohio, in which it was decided due process was not being accorded when an executive officer of a municipality that receive a substantial portion of its revenue from fines was acting as judge, has caused the Alabama League of Municipalities to advise towns and cities not to use mayors as judges. The League believed that mayor judges would virtually have been discontinued soon even without the judicial article. The judicial article guarantees, of course, that the replacements will be lawyers, which otherwise need not have been the case.

Given the possible and now largely unknown effects of the factors cited above, it is not feasible at this time to attempt to estimate future growth for courts related personnel in the State. This observation relates both to numbers and kinds of personnel. With regard to the judicial article, however, the phase-in time for the full application is several years, so basically the present court system should be with us during the proximate future.

Another recent United States Supreme Court decision affords much greater right to access to public defense to persons being tried on criminal charges. As noted above, there are very few regular public

defenders in Alabama. There is an Alabama public defender law, but it is very restrictive in its terms. However, public defenders could become more common as jurisdictions respond to the requirement that indigents charged with minor crimes be provided counsel. This would give rise to a need for training for public defenders that does not now exist.

## PART II

### TRAINING AND EDUCATION FOR CRIMINAL JUSTICE PERSONNEL

Chapter 5, which is concerned with training and education presently available in Alabama for criminal justice personnel, is in the form of a summary inventory of what presently exists in the State. A complete and detailed inventory ultimately will be necessary if the maximum use of training and educational opportunities is to be attained and if the best judgments are to be exercised on distributing and developing training and education. This compilation starts the process. It identifies the principal delivery systems and tries to provide a reasonably adequate summary of the nature of training and educational opportunities. It usually does not take up specific training programs, such as those that might be conducted by specific law enforcement agencies for their personnel. But even a complete and perfect compilation would not obviate the need to continue the process, because what there is is constantly changing.

Chapter 6, which is concerned with training and education elsewhere, serves a very different purpose. It aims in part at identifying models and in part at providing basic summaries on facilities and opportunities that might be or probably will be utilized by criminal justice personnel from Alabama.

CHAPTER 5

TRAINING AND EDUCATION PRESENTLY AVAILABLE IN ALABAMA

A. Training

1. In-State Experiences with Law Enforcement Personnel Training

a. Law Enforcement Training Academies and Mandated Training -

There are nine police academies in the State. They are (dates of foundation in parentheses): The Alabama Police Academy of the Department of Public Safety (1962), municipal academies at Huntsville (1965), Birmingham (1928), Montgomery (1962)<sup>1</sup>, Mobile (1969); four State mandated regional academies located at Jacksonville State University in Jacksonville, at the University of Alabama in Tuscaloosa, at Enterprise State Junior College in Enterprise, and at James C. Faulkner State Junior College in Bay Minette (all founded in 1972).

Basic and advanced training (defined as all that beyond mandated training) is offered in the Alabama Police Academy and in municipal academies. Only basic training under the mandate law is offered in the four state training academies. The present basic training course is a standard curriculum that consists of 240 hours of instruction broken down as follows:

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<sup>1</sup>But a police training program conducted since 1948 at Hammer Hall Community Center formed the basis for the present academy.

<u>Subject</u>	<u>Hours</u>
Introduction to Law Enforcement	4
General Topics	41
Equipment	14
Criminal Investigation	36
Criminal Procedures & Laws of Evidence	17
Juvenile Procedures	15
Courts	24
Patrol Techniques	6
Traffic Operations (incl. 24 hours of accidents investigation)	46
Offensive/Defensive Tactics	4
Community/Public Relations	12
Firearms	8
Examinations & Directors Time	13

The course is administered in all nine law enforcement academies, but basic training was offered in the DPS and municipal academies before it became a requirement under Alabama law in August 1972.<sup>2</sup> Prior to the opening of the regional academies, the DPS Academy trained over 100 local peace officers a year in its basic course. It still assists local forces in other types of training.

Table V.A.1 is a profile of officers from sheriffs and police departments who have graduated from the DPS academy, and from municipal and

<sup>2</sup>Act No. 1981, Regular Session 1971, as amended by Act 156, Special Session 1972.

state mandated academies under the mandate law. Using the information in these tables and making some estimates for state agencies and for the major cities that have operated academies for some years, it can be roughly calculated that, by mid-summer 1973, 45% of the 6,500 sworn law enforcement officers in the State had had basic training. Of these almost 680 had been trained under the mandate law. The trained officers are, of course, heavily concentrated in the DPS and the major municipal police forces, but the use of the then extant police academies by some smaller departments before the mandate law came into effect means trained officers predating mandate are found in some small departments. Since the nine academies are estimated able to graduate almost 1,000 basic training students a year, the number of officers with basic training should rise rapidly and the distribution should become more even. This figure is sufficient for the number of new recruits that likely will require such training (see Chapter 2). However, since some of the attrition among police officers likely will be from among those that have had the training (who shift to other occupations or leave the State), the increase in officers with basic training cannot be directly derived from figures on the number of officers trained each year.

Several "problem areas" have shown up in connection with basic training. One of these relates to the fixed curriculum, which originally was adopted with municipal police functions in mind. However, under the law, as interpreted by the Attorney General, all sworn officers in the State - those in municipal police departments, sheriffs offices, the Department of Public Safety, the Department of Corrections, the Department of Conservation and Natural Resources, the Alcoholic Beverage Control

Board - have to attend the training. Part of the training is ill suited for many of them who are not "policemen" in the traditional sense of the term. For example, the heavy emphasis on traffic operations does not fit the needs of correctional officers, game wardens, and water patrol personnel. Indeed, it may not be necessary for new deputy sheriffs to have that much time in traffic operations, which often are of little concern to them. From the coming into force of mandated training through the fifth mandate academy classes, the following numbers of officers, by State agency, who were not with the Department of Public Safety, a campus security force, a municipal police department or a sheriff's office had taken the training:

Department of Conservation and Natural Resources	31
Alcoholic Beverages Control Board	6
Bryce Hospital Security	2
State Fire Marshall's Office	2 <sup>3</sup>

It has been suggested that some of the smaller law enforcement agencies have not been complying with the act, the spirit if not the letter. This could be accomplished by a new officer simply not attending or by the Chief finding a way to turn over his new officers at a rate that would not result in their having to take mandated training. The reasons suggested why this might be done are that the cost of keeping a man in training six weeks, plus the loss of the man for so long, are more than the smaller, poorer jurisdictions are willing to stand. While we have

<sup>3</sup>Since the period of time to which this information relates, an arrangement has been made between the Board of Corrections and the POSTC which should result in new correctional counselors regularly attending the basic course.

no direct data bearing on this, a comparison of turnover rates for very small departments (those with 10 or fewer sworn officers) with the number of attendees from those departments at mandated training indicates that some gap may exist between the number of officers being hired by these departments and the number of their officers taking mandated training.

A third issue already has been mentioned in Chapter 2. While data are not available, it is said that police departments who pay better salaries are "raiding" those that pay less to get certified officers, so as not to have to lose men for six weeks of training. Whether or not this version is true, there do appear to be cases of moving immediately after recruit training, which alternatively could be interpreted in the sense that the officers are now a more valuable property, having completed the training, and can shop for better jobs. Some have expressed the view that this "pressure" on lower paying jurisdictions will raise salaries in those jurisdictions.

The geographic distribution of the basic training facilities seems adequate. The four municipal academies can serve their own population centers and may provide some training for new officers from their environs. The DPS academy is located in Montgomery which, while not at the geographic center of the state, is not far off. The four mandate academies, in general, fill the gaps. Those at Jacksonville and at Tuscaloosa are close to Birmingham, but they also are located in areas of relative population concentrations. Tuscaloosa and Calhoun counties are the most populous in the State after the four counties that contain major urban areas (Madison, Jefferson, Montgomery, and Mobile). Any significant distance problem that exists would be for officers from the

northwest portion of Alabama that attend the Jacksonville academy (they are in the area assigned to that academy). The two southern academies, those at Bay Minette and Enterprise, are geographically quite far south, and Enterprise especially is in an area of light population. It is located next to Dale and Houston counties, both of which exceed 50,000 population. This part of the State is flat and easy to travel over, so that weekend home commuting, which is common for students attending these academies, should not be very inconvenient, except for students who come from the area east of Montgomery that the Enterprise academy serves. Map V.2 shows criminal justice personnel in Alabama by county and LEPA region, separately identifying law enforcement officials, and also locates the basic training academies and the regions the State academies serve.

An interesting sidelight of mandated training is that almost 30% of the officers from Sheriffs and Police Departments who took the training during the first five classes were eligible for "grandfather" certificates. That is, they did not need the training to be certified by law to practice the profession of police officer in the State of Alabama.

The DPS and municipal police academies also serve as delivery agents for training beyond the 240-hour basic course. Illustrative are courses in accident supervision for supervisors, and the PEI (Photo-electric Intoximeter) course taught at the DPS academy; a 120-hour continuation course for recent graduates of mandated training and an emergency medical technician course taught at the Huntsville academy; and a wide variety of subjects from city ordinances, to psychology, to defensive driving taught at the Birmingham academy. The services of these academies are not restricted to the personnel of their own departments. For example,

courses at the Birmingham academy, including those in advanced training, regularly include officers from other police forces in the area. The DPS academy teaches many people who are not State Troopers. For example, a session on drugs recently was given to ABC agents newly assigned drug control functions.

b. Alabama State Department of Education - The Vocational Education Division of the Alabama State Department of Education has, for some years, been offering training to law enforcement officials. A single State Instructor in Law Enforcement is assigned this function, but he can call on other vocational instructors and outside experts to assist in specific instructional programs. The program consists of two major segments: (1) Conferences offered at Tuscaloosa and (2) on-site short courses arranged with individual law enforcement agencies or geographically contiguous law enforcement agencies. Illustrative of conference type instruction are the Advanced Criminal Investigation Conference and the Law Enforcement Management Conference, the former offered for the third time in 1973 for two weeks and the latter offered for the fifth time in 1973 for one week. Charges to attendees are minimal (\$10 for the conference), their other costs being travel, food and lodging. The extension or on-site portion of the instructional capability usually consists of ten hours of formal instruction early in a week followed by the presence of the State Instructor throughout the remainder of the week for consultation with the students and the agency administration. A single subject matter is covered in an on-site conference. It is selected by the receiving agency from a list of some 26 mini-courses offered by the State Instructor. During FY 1973, 218 students attended

conference instruction, while on-site instruction was delivered to almost a thousand additional persons.

c. The Crime Scene Officer Training Program - The crime scene officer course is an example of another form of extension training. It is administered on a pilot basis by the State Department of Toxicology and Criminal Investigation.

The objective of the course is to train selected law enforcement officers to better utilize the scientific aids and management procedures available to them. The course has been designed to aid officers who are responsible, either full-time or part-time, for the processing of crime scenes. Instruction is formulated to provide the informational tools and skills necessary for the officer to assume the responsibility of crime scene management, in order to realize maximum value from the effort expended in the collection of physical evidence. The basic goal of the State Department of Toxicology and Criminal Investigation, through the crime scene officer training course, is to affect the administration of justice in a positive sense by improving both the quantity and quality of physical evidence generated from crime scenes.

A concurrent seminar is presented to supervisors of the crime scene officers to orient them to the serious shortcomings of present crime scene investigations in Alabama. Management personnel also are exposed to the values of the crime scene search, the values of clue material, and the proper utilization of the crime laboratory. With this orientation, it is hoped that the necessary supervision and support for the crime scene officer will be provided by his supervisor. The seminar also concentrates on developing in supervisors an understanding of the

capabilities of the State Department of Toxicology and Criminal Investigation, particularly with respect to analyses, examinations, and comparisons of clue materials delivered to the laboratory by law enforcement agencies.

A copy of the Crime Scene Officer Training Course Curriculum follows:

<u>PRESENTATION TITLE</u>	<u>HOURS OF INSTRUCTION</u>
Course Introduction	1/2
Rules of Physical Evidence (Lecture)	1/2
Basic Photography (Lecture)	2
Latent Fingerprint Equipment & Methods (Lecture)	1
Photography (Practical Exercise)	2
Latent Fingerprints (Practical Exercise)	2
Firearms and Toolmarks (Lecture)	1
Biological Materials (Lecture)	1
Hairs, Fibers, and Transfer Materials (Lecture)	1
Paints, Glass, Soils, and Drugs (Lecture)	1
Questioned Documents (Lecture)	1
Casting and Molding (Lecture)	1
Casting Methods (Practical Exercise)	2
Physical Evidence - Death Cases (Lecture)	1
Physical Evidence - Sex Offenses (Lecture)	1
Physical Evidence - Burglary & Robbery (Lecture)	1
Physical Evidence - Arson (Lecture)	1
Physical Evidence - Forgery (Lecture)	1
Physical Evidence - Drugs (Lecture)	1
Crime Scene Kits (Lecture)	1
Crime Scene Protection (Lecture)	1
Crime Scene Photography (Lecture)	1
Sketches and Diagrams (Lecture)	1
Sketches and Diagrams (Practical Exercise)	1
Crime Scene Search Procedures (Lecture)	1
Evidence Processing - Collection (Lecture)	1
Evidence Processing - Packaging (Lecture)	1
Evidence Processing - Identification (Lecture)	1
Evidence Processing - Chain of Custody (Lecture)	1
Crime Scene Procedures (Practical Exercise)	5
Crime Scene Critique (Discussion)	1
Course Evaluation and Critique (Test)	1
Graduation Exercises	1
	<u>40</u>

d. Applied (vocational) Degree Programs - A number of two-year colleges in Alabama offer Associate in Applied Science degrees in the law enforcement area. These are terminal degrees in the sense that the course work often will be designed more to meet the immediate needs of the students as practitioners in the law enforcement field than to equip them to transfer to a four year institution. This type of degree will be of interest primarily to law enforcement officials who wish to improve their capabilities in their chosen field but who do not plan to go on to the Baccalaureate level. A problem sometimes arises in that students may either not clearly understand the difference between the AAS and the AA or AS degrees, or may later change their minds and decide to further their educations. In these circumstances, they are liable to encounter difficulties with credit transfers as described later in Chapter 5.B.7.

2. In-State Experiences with Correctional Training

a. Training in Corrections - The Board of Corrections does not presently have an in-service training program, for, as pointed out in Chapter 3, they are grossly understrength in personnel. A training manual presently given to new officers was developed by the South Carolina Department of Corrections. Its topics include inmate behavior, officer-inmate relationships, the officer as a source of corrective change, and security custody and control, with true-false, multiple choice, and discussion questions at the end of each chapter. This 75 page booklet is essentially narrative and employs a simple vocabulary. Before leaving the Alabama system several years ago, one official concerned with training had blocked out a schedule of topics as follows:

	No. of hours:
Duties and Functions of the Correctional Officer	2
Supervision of Prisoners	10
Discipline	4
Security Custody and Control	16
Correctional Treatment Programs	6
Unusual Prisoners	4

The newly appointed training officer should seek to expand topics beyond these custodially oriented functions.

The 12 Correctional Counselor Trainees hired October 10, 1973, with federal funds were to be placed in the Southwest Alabama Regional Law Enforcement Training Academy at Faulkner State Junior College starting in November and subsequently to receive eighty hours of classroom instruction in a program prepared by the Department of Corrections. On-the-job training status would continue until they had completed their first six months of employment. However, as the full complement of 40 Counselor Trainees are hired, the number would justify basic training with a corrections emphasis rather than 240 hours in police science.

Two private organizations in Alabama are interested in the training of correctional personnel. The Alabama Council on Crime and Delinquency holds an annual study conference, now in its 25th year. The topic for the three day meeting held in 1973 was "Community-Based Corrections for Adult & Juvenile Offenders." The Conference had guest lecturers and a number of panels. It was attended by most professionals in Alabama interested in the correctional field. Its symposium nature, however,

hardly is intended as an organized effort in training. The other is the Rehabilitation Research Foundation, which is discussed below.

Out-of-house efforts, however, have not always engendered a feeling of success. For example, a community college dean who set up basic courses at several state correctional institutions noted that, while many inmates had the educational background (high school diploma or GED) for enrollment, many of the correctional officers could not meet the same requirement. Although the Commissioner encouraged participation by correctional personnel, many of them simply could not qualify for the program.

The Center for Correctional Psychology of the University of Alabama at Tuscaloosa, which was formed with the assistance of a grant from LEAA, offers workshops for practitioners, administrators, planners and others associated with the criminal justice field. These workshops, which vary in length from one-half a day to five days, have been given with law enforcement officers, correctional administrators, staff personnel of the Alabama State Training School for Girls, young lawyer volunteers in probation, and a variety of other official and private groups as participants. Over 1,000 people participated in such workshops during 1972-73.

b. Training in Pardons and Paroles - The Board of Pardons and Paroles has the most extensive staff development program of all the Alabama Correctional Agencies. Begun in 1971, it provides several phases of training/education to probation and parole officers.

The initial phase consists of 160 hours of basic orientation for new Probation and Parole Supervisors at the Board's Criminal Justice Academy. The first week (8 hour day for 5 days) is within the first month of employ-

ment, and is an introduction to the Department's organization and the role of the probation/parole supervisor. Topics include: Internal administrative procedures (Board rules and regulations); familiarization with other Alabama criminal justice agencies (including visits to State institutions); and a cursory look at forms and techniques used in investigation. The second week concentrates on casework investigation (which takes up 60% of a Probation and Parole Supervisor's time). Topics include: Work organization; interviewing techniques (which are taught in role playing simulations); assignment of hypothetical cases to handle (designed to illustrate problems involved); introduction to community resources; and pre-sentence investigations (asked for by a court); and how an individual's probation program would be set up. The third week deals with counseling: The one to one situation; interpersonal communications; inventory of the new employee's own background in counseling; the use of community lay advisors; and action-maze problems (sequential decision making). The fourth week of training is completed by the end of the first year of employment. Students have by then had counseling experience in the field and find useful such topics as: Intervention strategies (client crises); and contract counseling (incentives for agreed upon behavior).

A second phase provides 40 hours of Academy training for the experienced staff and has varied to meet field supervisors' needs. The first time it was offered it consisted of a total review. The second year's session was on communication and role playing.

A third phase offers the opportunity to Probation and Parole Supervisors to obtain a Master's degree at the University of Georgia. This program is described in Chapter 6.

Additionally the Academy offers a three day session for stenographers to the field probation and parole offices. Since they are always in the office, the stenographers play a vital role, particularly when no supervisor is present. They are instructed in how to handle probations requests without becoming involved in counseling. Some 45 field stenographers have attended this course to study topics in the area of helping in human relations, and techniques of supervising other secretaries.

An additional training opportunity no longer exists, but its fate illustrates certain problems in maintaining correctional training programs. The Summer Institute "Alternatives to Incarceration" for Probation and Parole Supervisors was conducted for four years by the University of Alabama's School of Social Work with financial support from the Alabama Law Enforcement Planning Agency. It provided five continuous weeks of advanced training to a dozen selected supervisors on theories of counseling by lecturers from across the nation. When the pilot project money ended (after one renewal), the Institute collapsed, ending the one graduate level program (it carried nine semester hours credit) in corrections counseling in the State of Alabama. (Probation personnel of the Board of Pardons and Paroles and the Department of Pensions and Security need graduate level work; they already hold the Baccalaureate as a condition for employment.) The University has initiated a graduate criminal justice program leaning toward the corrections sphere. However, this is largely a resident program precluding on-the-job correctional personnel.

These efforts by the Board of Pardons and Paroles indicate what can be done for an in-service program if the commitment is made and the personnel

made available. The Criminal Justice Academy, housed in a former schoolhouse in Gunter Industrial Park near Montgomery, presently offers instruction 16 to 20 weeks per year. Despite its name, it has been almost solely financed and staffed (with only a single full time Director) by the Board of Pardons and Paroles. Its central location in the state should enhance its possibilities for utilization in training correctional personnel on a cost-shared basis by several agencies. There is not a tremendous difference in the role of adult and juvenile probation supervisors, youth counselors working in "half-way houses" or casemanagers involved in community corrections, except the age range of the clients. If Alabama agencies can pool their training resources to impart the behavior modification skills they all seek to employ, then Alabama could offer a broad ongoing correctional training program to its criminal justice personnel.

c. The Experimental Manpower Laboratory for Corrections (EMLC) -

Attention also needs to be called to the work of the Rehabilitation Research Foundation (RRF) and its Experimental Manpower Laboratory for Corrections (EMLC). The RRF through the work of its federally funded EMLC has provided the corrections field with a number of worthwhile products ranging from inmate and staff training materials and techniques to valuable follow-up instruments and strategies. The RRF provides the State of Alabama correctional system with a number of tested treatment and training methodologies that now are being used by several state correctional systems. The knowledge base of the personnel who are employed by the RRF is extensive and could be utilized in helping to plan training and educational strategy as well as other vital input into Alabama

corrections. For example, the College Corps and Service Corps programs utilize college students and inmates to supplement the activities of the staff. Training for such utilization comprised a major component of these programs and has been documented for potential use in any correctional system. Staff-training in behavior modification provides a well designed series of self-instructional programmed booklets and a tested method of implementation. Auxiliary work of the RRF involved use of volunteers. Documentation of potential uses of volunteers in Alabama corrections is available. Perhaps the most important potential contribution of the RRF is its dependence upon research strategy to produce the most effective programs of, for example, staff and inmate training programs. The organization has provided several useful models of how a correctional system determines the success of any of its programs. The work of this experimentally oriented organization, as well as others of its kind, needs to be thoroughly examined by Alabama corrections officials and, when feasible and appropriate, applied in their respective work settings.

### 3. In-State Experiences with Courts Personnel Training

a. General - Prior to 1971, in-state judicial training opportunities were afforded primarily through the Continuing Legal Education Program administered by the University of Alabama. The programs of continuing judicial training offered by CLE were begun as early as October, 1960, and have been continued to the present time. As indicated infra, judicial training programs of CLE include, in recent years, programs conducted in conjunction with annual and semi-annual meetings of the Alabama Association of Circuit Judges and the Alabama Association of Intermediate Court Judges. Also to be noted in the discussion of CLE

activities are the numerous other programs which, although of possibly greater interest to the Bar of the state, would nevertheless afford a member of the Bench an opportunity for educational advancement.

In 1971, the newly-elected Chief Justice of the Supreme Court initiated a program designed to offer to the judiciary of Alabama continuing judicial training. Emphasis was placed upon both in-state and out-of-state training programs. Some degree of coordination was provided in succeeding months by the administrative assistant and other staff members in the office of the Chief Justice.

In 1971, the Regular Session of the Alabama Legislature passed legislation providing for the creation of the Department of Court Management as the administrative arm of the Chief Justice.<sup>4</sup> The creation of this department provided greater coordinating capability in the areas of judicial training and education. Since January, 1971, there have been increased in-state training and educational opportunities, the various sessions having been well-attended and well-received, both at the state-wide and local levels.

A total of thirteen (13) judges first ascended the circuit court bench in January, 1971, having been elected in the general election in November, 1970. It was immediately recognized that these individuals, as well as others who had been on the bench less than two years, urgently needed some type of orientation program. To satisfy the need, a four-day orientation seminar, attended by twenty-two judges, was conducted in January, 1971, by the Alabama Program of Continuing Legal Education.

<sup>4</sup> Act No. 1593, Acts of Alabama, Regular Session 1971, p. 2725.

The seminar was formulated to instruct the attendees in the basic operations of an effective trial judge. Also attendees received information concerning pending educational opportunities and were encouraged to avail themselves of such opportunities.

The Circuit Judges' Association of the State of Alabama for many years has met twice annually. The annual meeting generally is held immediately prior to the annual meeting of the Alabama State Bar Association; the mid-winter meeting immediately precedes the mid-winter bar meeting. The meetings of the Circuit Judges Association have served and continue to serve as forums for continuing judicial training. Subject areas for discussion, formal and informal, are selected and planned on the basis of current needs and interests.

Under authority given by 1971 legislation, the Supreme Court of Alabama appointed an Advisory Committee to research and promulgate new rules of civil procedure.<sup>5</sup> On January 3, 1973, the Supreme Court approved the new Alabama Rules of Civil Procedure (ARCP), to be effective July 3, 1973. This change in pleading, practice and procedure required giving immediate attention to judicial education of the bench and bar. Accordingly, an extensive program was designed and administered prior to the going-into-force of the new rules; a post-adoption program is now underway.

A four-day meeting of all Circuit Judges was held in Birmingham, Alabama, in January, 1973, for the purpose of considering in depth and studying the new rules. Of the eighty-six circuit judges, eighty-two

<sup>5</sup> Act No. 1311, Acts of Alabama, Regular Session 1971, p. 2259.

attended the meeting, which was conducted at the Cumberland School of Law. Judges, lawyers, and law professors, most of whom had served on the Advisory Committee, participated as speakers and discussion leaders, covering those rules with which they had been most intricately involved in their committee work. These same individuals had participated in the local pre-adoption educational programs.

The pre-adoption educational program was spearheaded by circuit judges and presidents of local bar associations. All such individuals were provided suggested program formats and rosters of available speaker-authorities on one or more of the suggested subject areas. Virtually every circuit judge in the state attended at least one complete program (a total of three sessions). In-depth discussions not only acquainted attendees with the new proposed rules, but also resulted in comments, criticisms and suggestions which, in some instances, bore heavily on the new rules as finally promulgated.

Upon approval of the new Alabama Rules of Civil Procedure on January 3, 1973, a program of post-adoption education was designed that included the use of educational television. A series of 24 video tapes were prepared for dissemination of information via the Alabama Educational Television network. Each tape was shown three times weekly until all tapes had been presented. The time periods were scheduled so as to make it possible for all involved in the judicial system to view the programs. The ETV programs made information available to many who otherwise would have had no opportunity for instruction in the new rules. Those appearing on the programs included judges, attorneys and law school professors, some of whom had been intricately involved in the work of the Advisory Committee

that prepared the Tentative Draft and Final Draft. These tapes are now being made available for presentation to groups at the local level.

The post-adoption educational program, like the pre-adoption one, also included local conferences. Three separate sessions were suggested for a total program. Again, circuit judges and local bar association presidents were asked to assume leadership roles in conducting these programs and they responded favorably.

Continuing Legal Education presented a number of conferences on the Alabama Rules of Civil Procedure. These conferences were conducted at various locations and were well-attended by members of the bench and bar. These training programs contributed significantly to the overall educational program on the new civil rules, as attested by the fact that CLE was awarded the merit award of the Board of Commissioners of the Alabama State Bar.

On September 28-30, 1973, an assemblage of all judges (appellate, circuit, intermediate and municipal) was conducted in Montgomery, Alabama. The program included sessions on U. S. Supreme Court impact decisions, discussion sessions on the new Alabama Rules of Civil Procedure (after 3 month's usage), and criminal law and procedure. This meeting, the first of its kind, immediately received very favorable comments, and it appears likely that the assemblage of all judges will be an annual event. Some sessions were open to all attendees; others were specifically tailored to the interests of judges with particular jurisdictional limits.

Much of the foregoing has been concerned with instruction of the community of judges in new rules of civil procedure and, therefore, has little to do immediately with criminal justice. But the experience of

officers abreast of current developments, or in increasing their technical skills. This problem is, however, in the process of being liquidated.

A serious question regarding the legal status of the Mayor's Court was raised by the recent decision of the United States Supreme Court in the case of Ward v. Monroeville, Ohio. In that case the Supreme Court held that where the mayor of a municipality is its chief executive officer, and municipal court revenues constitute a substantial portion of its total revenues, the mayor cannot be considered an impartial person qualified to serve as municipal judge. While the term "substantial", as used in this decision, has not been clarified it appears that the future usefulness of the mayor's court is, at best, uncertain and it is likely that it will have to be replaced by another judicial organ, such as the recorder's court. The process of phasing out the mayor's courts, and now the passage of the judicial article, presage a reduction in, and ultimately an end to, non-lawyer judges.

Training for Court Support Personnel has been on a much more limited basis but at least has had a start. A recent annual meeting of the Circuit Court Clerks Association was extended from its usual one day period to a three day format that included time for training. Similarly the Court Manager has met with the court reporters at their annual meeting to discuss training needs for court reporters within the state.

District Attorneys also have gotten most of their training on a catch-as-catch can basis. Much of it has been on an informal, individual, and on-the-job basis as, for example:

- (1) Experience gained as a private practitioner in defending criminal cases prior to entering the prosecution field.

- (2) Training and experience received while serving as an Assistant DA.
- (3) Training and advice that a new DA can receive from his own assistants who have previous experience in the prosecution field.
- (4) The assignment by the Attorney General of Assistant Attorneys General, DA's from other Circuits, or Supernumerary DA's to aid the new District Attorney until he gains necessary experience and "Know how".
- (5) "On-the-Job" training.
- (6) Advice and information available at all times from the Chief of the Criminal Division of the Alabama Attorney General's Office.

Formal or "semi-formal" training now available to DA's in Alabama comes from:

- (1) Semi-annual District Attorneys Association meetings in conjunction with the Alabama Program of Continuing Legal Education.
- (2) Special conferences or training sessions conducted from time to time, usually by the Attorney General's office, on specific subjects such as drugs, etc.
- (3) New court decisions, new laws, and other educational type materials furnished to the DA's by the Alabama District Attorneys Association.
- (4) Expected in the near future is a "District Attorney's Handbook" presently being planned and compiled by the Alabama District Attorneys Association.

b. The Alabama Program of Continuing Legal Education (CLE) -

The Program, which is administered by the University of Alabama and presently housed in the school of law there, also involves the other law school in the State, the Cumberland School of Law at Samford University, and the Alabama Bar Association. It receives support and assistance from the Birmingham Bar Association, the Mobile Bar Association, the Montgomery Bar Association and the Morgan County Bar Association. CLE has been in existence since 1960, but has increased its activity during the past few years. It now is providing a meaningful program of legal training for Alabama lawyers and judges through legal conferences, seminars, workshops and related educational meetings. The Alabama Bar Association provides \$12,500 per year toward the support of the Continuing Legal Education Program and the Cumberland School of Law provides about \$5,000 per year. The University of Alabama School of Law bears a larger share of the expense and also has the responsibility for actual administration of the program.

CLE, since 1960, offered a variety of training and educational programs, including twenty-two circuit judge conferences attended by over 1,100 judges. During the initial years, CLE sponsored one conference annually for circuit judges. Since 1965, this has been increased to at least two conferences annually. Conferences for intermediate court judges are conducted two times each year. Since 1961, more than 500 probate judges have attended CLE-sponsored conferences. In 1966, juvenile court judge conferences were initiated as a part of the CLE Program. CLE has, since 1966, participated in conferences for municipal court judges.

CLE has further contributed to the educational program of the bench and bar of Alabama by publishing the following manuals:

"How to Administer Estates in Alabama"

"Alabama Appellate Practice"

"Legal Aspects of Real Estate Transactions"

"How to Organize Closely Held Corporations"

Since the majority of circuit and county judges exercise jurisdiction over civil, as well as criminal cases, the legal conferences and seminars are oriented toward both the civil and criminal aspects of legal activity. Because of the adoption during the past year of the new Alabama Rules of Civil Procedure, discussed above, most CLE programs in recent months have been devoted to civil, rather than criminal law and procedure. It is expected that in the future there will be a more even division of the coverage between civil and criminal matters, although the amount of time devoted to civil court matters will perhaps always exceed the criminal court coverage.

During the past year the Alabama Program of Continuing Legal Education has offered the following conferences and seminars, on the dates and at the locations indicated:

Juvenile Court Judges Conference Dec. 7-8, 1972  
Guest House Motor Inn, Birmingham, Ala.

Alabama Rules of Civil Procedure Conference  
Jan. 11, 12, 13 Battle House Hotel, Mobile, Ala.  
Jan. 11, 12, 13 Whitley Hotel, Montgomery, Ala.  
Feb. 1, 2, 3 Cabana Downtown Hotel, Birmingham, Ala.  
Feb. 1, 2, 3 University of Alabama, Huntsville,  
Huntsville, Ala.

District Attorneys Conference Jan. 12, 13  
Parliament House Motor Hotel, Birmingham, Ala.

Circuit Judges Seminar Jan. 23, 24, 25, 26  
Ramada Inn South, Birmingham, Ala.

Probate Judges Conference Jan. 25, 26  
Guest House Motor Inn, Birmingham, Ala.

Southeastern Trial Institute (Consumerism - Occupational Safety and Health Act ) March 9, 10, 11  
Parliament House Motor Hotel, Birmingham, Ala.

Southeastern Corporate Law Institute (Section on Corporation, Partnership and Business Law) April 27, 28  
Grand Hotel, Point Clear, Ala.

Tax Seminar May 4, 5  
Grand Hotel, Point Clear, Ala.

Conference - Alabama Rules of Civil Procedure  
May 10-11 Holiday Inn, Attala, Ala.  
June 7-8 Parliament House, Birmingham, Ala.  
June 7-8 Ramada Inn, Decatur, Ala.  
June 14-15 Midtown Holiday Inn, Montgomery, Ala.  
June 14-15 Downtown Holiday Inn, Mobile, Ala.  
June 28-29 All American Inn, Auburn, Ala.  
June 28-29 Ramada Inn, Dothan, Ala.

Circuit Judges Seminar July 17, 18, 19 (Principal subject: New Alabama Rules of Civil Procedure) Holiday Inn, Gulf Shores, Ala.

Seminar - Recent Developments in The Law (Civil Law Subjects exclusively) July 18, Buena Vista Hotel, Biloxi, Miss.

District Attorneys Conference July 19-20  
Buena Vista Hotel, Biloxi, Miss.

## B. Education

### 1. Degrees Offered

Alabama universities and colleges offer one Doctoral degree (Correctional Psychology), three Master's degrees (2 in Criminal Justice, one in Correctional Psychology), fourteen Bachelor's degrees and fourteen Associate's degrees in criminal justice concentrations. Since some schools offer more than one degree, the total number of campuses with academic degrees in criminal justice fields is 26, i.e. almost half the campuses in the State, excluding vocational colleges.<sup>6</sup> Some junior or community colleges also offer AAS (vocational) degrees. Other institutions offer courses that could fall in the criminal justice field, including sometimes specifically law enforcement courses, without having an identified degree program or concentration in criminal justice. (See Table V.B.1 for a listing of institutions and their criminal justice degree programs.)

The Correctional Psychology Ph.D. program is at the University of Alabama in Tuscaloosa. The Master's degree programs are found at the University of Alabama in Birmingham and the University of Alabama in Tuscaloosa.

Bachelor's and Associate's degree programs are predominantly aimed at students interested in law enforcement and, with a few exceptions, indicate their orientation by their titles. However, while the target group for the program will largely determine its presumed orientation,

<sup>6</sup>The recently authorized Chattahoochee Valley Community College in Phenix City was not included in data compiled for this study.

the course content of curricula with the same or similar names varies from institution to institution.

### 2. Curricula Descriptions

An attempt was made, using college and university catalogues, to code courses in criminal justice related programs according to a system that cross-assigned them to categories by (1) component classification [law enforcement, corrections - probation/parole - juvenile, judicial, criminal justice (general)] and by (2) academic subject matter, employing standard divisions used by institutions of higher learning, such as administration, communications, sociology, psychology and law, plus a category for courses considered to be of a type specifically found in the growing number of criminal justice programs, i.e., criminalistics, etc. The procedure was to assign each course according to its subject matter content as evidenced by the course description, rather than according to departmental assignment or course title. This would take into account that the same subject matter might be taught in different institutions under different titles or in different departments. The outcome of the effort could be tabular representations and tabular composites of criminal justice related curricula in Alabama. While this was done, the tables themselves are not presented for two reasons: (1) Course descriptions in college catalogues often are not completely descriptive of the way the courses are presented by individual instructors, and (2) coding difficulties appeared. Three, and in some cases four, coders processed the same material. While the overall or average variance was not great, individual codings showed strong variances. So it was decided to use

the coding sheets for no more than a general description of criminal justice curricula found in institutions of higher learning in Alabama.

Looking at a composite of curricula leading to four-year degrees, the component classification, as might be anticipated, tilts toward law enforcement. However, many courses, even though they are in programs for law enforcement students, are not in and of themselves exclusively oriented toward police work. Many of them were judged by the coders to be applicable to work in two or more component classification areas. Such courses were assigned to the category of criminal justice (general), not holding fast to any requirement that courses fit all three criminal justice areas to be so classified. With these conditions in mind, courses identified as criminal justice (general) showed up strongly after courses identified as Law Enforcement. Third position went to courses identified as corrections-probation/parole-juvenile and a very poor fourth went to courses identified as judicial.

Still viewing a composite of four-year degree curricula specifically identified with criminal justice related programs (as distinguished from general curricula required courses), when courses were classified according to subject matter, criminal justice (specific) took the lead. This probably is associated with the tendency in this state for colleges and universities that enter the criminal justice field to both adopt law enforcement programs and to take on special faculty, often persons with law enforcement experience, to handle the criminal justice programs and to teach in them. Courses in the subject matter areas of administration, law, sociology and psychology follow in frequency in the composite. Internships (which were coded as a separate classification) are quite common. Communications, guidance and counseling, and education courses rarely appear.

Composite figures naturally do not identify variations among the programs being offered. Some programs seem to be quite well balanced, being not only interdisciplinary but also containing elements of all subject matter areas that turned up with any frequency on the composite. Others might include psychology and exclude sociology, or vice versa. Some are light on administration, while others lean strongly in that direction. While no firmly documented explanation can be offered for these variations, it is not unreasonable to assume that the programs often were formed with new criminal justice courses being buttressed by a selection of other courses considered germane from among existing curricula at the institution. Aside from that one obvious explanation, differences of opinion can be expected among curricula builders. Two people designing a law enforcement curriculum with the same academic resources may not include the same courses. For example, a survey of criminal justice educators in Georgia yielded substantial variation on so basic an issue as what proportion of a police science degree program should be academic and what proportion professional.<sup>7</sup>

A composite also was built on the basis of published criminal justice curricula of junior colleges in the state, employing the same coding practices as those described above for senior colleges. The principal variation noted from the composite for senior college programs was an even stronger tendency for courses to fall in the law enforcement component classification and to be criminal justice specific. The input

<sup>7</sup>J. F. Morgan, Jr., Police Science Degree Programs in Georgia Colleges (Athens: U. of Georgia, 1970), p. 2.

of academic fields such as psychology and sociology was notably less, administration was down as a component and internships were not found. Law received equal attention in both types of institutions. Since a two-year program will include only about one-half the courses of a four-year program, when the criminal justice specific content is as high or higher and when normal basic required courses also are taught, there must be a substantial variation in course distribution. To this factor might be added the more limited resources available to junior colleges in courses supportive of the criminal justice elements in the curricula. As would be expected under the circumstances, junior college programs often are less well-balanced - less interdisciplinary for that part of the curricula that the coders identified with the criminal justice program - although some programs included a wide spread.

It has been suggested that criminal justice specific courses which are more properly "training" than "education" are being offered in colleges and universities. Again solely on the basis of course descriptions, and taking into account that no comparison could be made of the "level of sophistication of the presentations" and that the attention given to a subject matter in a police training cycle might be rather brief, a tentative "overlap" comparison was drawn comparing the content of courses offered in colleges and universities with the component parts of the 240-hour basic training course required under the mandate law. Some apparent overlap appeared regularly and some institutions seemed to be teaching essentially the same subject matters as are included in the mandated course. (It should again be noted in this connection that some junior colleges in Alabama offer "applied" programs that are not intended

to be transferrable to senior colleges and are treated as vocational education rather than as academic education.) As will be noted later, part of the problem in articulation between junior and senior colleges seems to lie in the "training" nature of courses that often are offered at the junior college level (although not only there), such as the often found course on police patrol functions.

### 3. Curricula Self-Characterizations

A survey of institutions of higher learning, conducted in connection with this study, asked the respondents to characterize their criminal justice programs (those schools with programs) in terms of whether they were law enforcement, offender rehabilitation, judicial administration or had some other orientation. Some schools assigned more than one characterization to their program but, even with dual entries, the emphasis on law enforcement shows through clearly. At the level of 2-year institutions, the law enforcement stress was almost complete (12 out of 14 self-characterization entries). As noted below under curricula proposals, this may be going through some modification as junior colleges respond to the entry of in-service correctional personnel into higher education. The 4-year institutions showed a bit more balance, with 3 out of 18 self-characterizations being of offender rehabilitation and 6 being "other", including criminal justice, correctional psychology and administration.

### 4. Curricula Proposals

It has been calculated that since 1968 there has been a seven-fold increase in institutions offering criminal justice programs in

Alabama.<sup>8</sup> This may even understate the case. But it does seem that the push for new programs is largely over and institutions of higher education in the state are now entering a consolidation phase in which the emphasis will be on improving and expanding present programs and looking toward providing a degree hierarchy that will allow a full range of educational experience for Alabamians who wish to study in the criminal justice field.

No new Ph.D. programs in the criminal justice area are known to be presently proposed or under consideration. Two of the Master's degree programs mentioned above (excepting that in Correctional Psychology) are still in an early state, having received approval of the Alabama Commission on Higher Education in December, 1973. Both institutions (the Universities of Alabama in Birmingham and Tuscaloosa) had been able to make a showing of a substantial student demand for their proposed programs. The rationale behind such programs includes the needs to provide faculty for two year institutions with criminal justice related programs, to prepare qualified researchers, and to qualify professional level personnel for work in criminal justice agencies. In addition to these two programs, the University of South Alabama in Mobile and Troy State University in Troy are understood to have plans to propose Master's degree programs in the near future. In addition, Auburn University at Auburn has proposed a Master of Arts in College Teaching with a criminal justice emphasis.

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<sup>8</sup> A Proposal for the Master of Science in Criminal Justice (Birmingham: University of Alabama in Birmingham, June, 1973 - mimeograph), p. 15.

Among four-year institutions now without criminal justice programs, Livingston University in Livingston and Mobile College in Mobile are known to be considering instituting programs. Livingston reports that it would like to start a law enforcement program if there were sufficient need and demand in that area but that its initial efforts have been "discouraging". Livingston happens to be located in almost the only part of the State that does not have a two-year or four-year institution operating a criminal justice program. However, it is a lightly populated rural section, which may mean there is insufficient student demand to justify the faculty and other costs a law enforcement program requires.

Among junior colleges on which we have information only one, Brewer State Junior College in Fayette, indicated that it was considering instituting a law enforcement program. The College already offers three courses in Police Science. Gadsden State Junior College seriously is considering establishing a Court Reporters school and is surveying the demand therefor.

A number of the 4-year institutions responding to the questionnaire used in surveying colleges and universities indicated plans or at least intentions to expand their undergraduate criminal justice areas programs through the addition of new faculty or curriculum enrichment. We can assume that, in the ordinary process of review and revision of course offerings, which is a regular part of the process of higher education, many institutions in the State will, from time to time, make adjustments in their course offerings to students in criminal justice areas. For example, Auburn University at Auburn has proposed an expansion of its law enforcement curriculum to accommodate the large growth in students

enrolled in its law enforcement program, a criminalistics curriculum for undergraduates and a new offender rehabilitation curriculum. The University of Alabama in Huntsville has proposed an expansion of its present program especially in areas facilitating research and community involvement. Several 2-year institutions also indicated intentions to make significant changes. Three of them, Alexander City, Calhoun and Faulkner, are moving toward correctional programs. Faulkner, in fact, recently instituted a corrections option. Jefferson is in the process of building a vocation-technical complex that will have additional laboratory area to accommodate expansion of the technical aspects of its present law enforcement program.

The foregoing is illustrative of movements taking place in the field of criminal justice education in the State. They seem to augur changes in criminal justice education in the near future that mainly will result from modifying and building on programs that grew up during the few years past.

##### 5. Geographical Factors

A person intimately familiar with law enforcement agencies in Alabama insists that every law enforcement official in the State is within commuting distance of an institution of higher education. Indeed, it has been the practice within the State to put higher education "within walking distance" of every citizen. The creation of "new" junior colleges is normally an issue when the Legislature meets.

Map V.1 shows senior and junior colleges within the State and identifies those with criminal justice area related programs. It also

shows populations by counties. If one draws circles of 30 mile radii around those schools with criminal justice programs and counts the law enforcement personnel who fall outside the circles, the resulting figure is less than 300. Taking into account the distribution of criminal justice personnel in all of the criminal justice functional areas (See Map V.2), it is apparent that corrections and courts personnel likewise have, in general, ready access to higher education facilities.

As would be expected, junior or community colleges reported their criminal justice programs were drawing students from the counties around them. Some seemed, though, to be reaching out to quite a wide area. This may in part be the outcome of off-campus instruction often offered by such institutions. Senior colleges generally also reported drawing their criminal justice students primarily from the geographic areas in which they are located. There is, however, a significant "crossing of boundaries" in attendance at criminal justice programs, so it often would be inaccurate to say that an institution, and that one only, serves a particular geographic area. In Alabama's case it often would not be feasible to assign "quotas" for criminal justice graduates to specific institutions of higher learning, even for planning purposes.

##### 6. Interrelationships Among Schools

Four-year colleges were asked to give the percentages of their criminal justice students who came as transfer students from junior colleges and to identify the junior colleges. With only a few exceptions the transfers were from junior colleges in the general area of the State in which the senior college was located. Table V.B.2 shows junior college transfers as a percent of criminal justice majors in the respondent

4-year institutions. It shows a quite heavy flow in some cases; even a few instances where the majority of criminal justice students are junior college transfers.

Four and two-year institutions were asked to identify problems they had with credit transfers for students moving from two to four-year colleges. Most respondents did not state any problems, but there were sufficient answers to the question, especially from four-year schools, to indicate that the transition is not always smooth for transfer students. The difficulties seem to fall in three categories:

a. Non-transferable Subject Matters - Some of the courses taught by junior colleges are regarded by senior college staff as "training" or vocational courses for which degree credit should not be given for Bachelor's degrees. Students who have taken such courses for credit find that they cannot use those credits toward their four-year degrees, meaning a loss of credits in the transfer.

b. Failure to Meet Lower-Division General Education Requirements - Students entering four-year institutions from junior colleges sometimes have not completed the general education requirements for their freshman and sophomore years. They must, therefore, pick up those requirements. This problem is related to the one cited above, in that the students often have used so much of their junior college time taking so-called "training" courses, that they have attended college for one or two credit years without picking up the ordinary requisites in subjects such as English, mathematics and science.

c. Different Level Assignments for the Same Criminal Justice Subject Matter - A particularly cruel experience for the junior college

transfer student must come when he is told that he cannot get credit for a course he took in a junior college at the freshman or sophomore level because that subject matter is taught at the junior or senior level in the 4-year institution. He may thus lose credit and be required to repeat at the senior college course subject matter that he took at the junior college. There is, thus, difficulty over the academic levels at which certain subject matters should be taught.

#### 7. Quality Considerations

Quality is an elusive concept and, although generally regarded as "good" in its own right, it is not the only desirable characteristic of education programs. It can, for example, be argued that it is worth more to have a decent program that will fulfill the demand than an excellent one that reaches only a few. In this section of the study, some considerations relating to quality are discussed; no pretense is made to assess the quality of criminal justice education in Alabama.

One of several indirect ways to measure the quality of education is to look at the qualifications of the teachers, normally measured in terms of degrees earned and teaching experience. Table V.B.3 shows degrees earned, experience in teaching and in the criminal justice system, and whether the teaching staff is full-time or part-time, for schools from which responses were received to the education questionnaire. It should be kept in mind that any such compilation is likely to vary significantly on the basis of interpretations by the respondents of who teaches in the criminal justice program, so the table should be regarded as no more than generally indicative.

A Committee of the Academy of Criminal Justice Sciences has suggested the following degree attainments as minimal criteria for academic level criminal justice programs:

"Community colleges - Master's degree

Four year colleges - A terminal degree, either doctorate or law degree

Graduate programs - The earned doctorate, although for some courses the law degree may be appropriate."<sup>9</sup>

Accepting these standards for purposes of analysis only, there obviously is some shortfall in the case of Alabama's four and two-year institutions. The common use of part-time teachers in this field probably is related to the matter of degree attainments. Much part-time teaching is encountered in criminal justice programs, with teachers seemingly chosen for their experience qualifications rather than for their academic qualifications. The portion of the table showing teaching and field experience indicates that on-the-job experience is quite common among teachers in criminal justice areas.

Schools were asked whether they employed advisory committees in connection with their criminal justice programs, what the compositions of those committees were and what their roles were. Answers concerning the roles varied from statements that the advisory committee had been responsible essentially for developing the program to declarations that the committees' recommendations were considered in preparing the curriculum.

<sup>9</sup>Report of the Committee on Accreditation of the Academy of Criminal Justice Sciences by Donald H. Riddle, Chairman, John Jay College, to the September, 1973, meeting of the Academy.

Among junior colleges that responded to the questionnaire, about half use such committees and half do not. Where they do exist they are entirely or almost entirely made up of practitioners in the criminal justice field. While the motivation behind establishing such committees is something we cannot determine, their composition often indicates that they are devices to get the community linked to the college criminal justice program, as much as primarily academic in purpose (i.e. curriculum formulation, etc.). Advisory committees are a bit more prevalent in four-year than in two-year institutions. In four-year institutions they are almost evenly split between committees of practitioners, like those found in junior colleges, and committees composed entirely of personnel from the university.

The possibility has been suggested of comparing the grades of criminal justice students in their criminal justice courses and in their other courses. One might assume that students' grades would be higher in their major, especially for practitioners, but, if they were disproportionately so, there would be reason to inquire into whether as much was being demanded of them in those courses as in other courses. Another measure that might be employed would be to compare grades in criminal justice courses with grades in other courses to see whether they are out of line with normal practices. No effort has been made to do these or other similar calculations and, if attempted, they would have to be done with an eye out for certain important considerations that might bear on the results, such as varying student body compositions. They simply are mentioned as possible approaches to the attempt to measure the "quality" of criminal justice programs.

It should be noted that the comments made above relate to academic aspects of programs. They would not necessarily apply in cases of specifically vocational programs.

#### 8. Enrollments

Over 2,000 students are enrolled in college administered criminal justice programs in Alabama, including in-service and pre-service, full-time and part-time.

Table V.B.4 shows the distribution of criminal justice students in two and four-year institutions by degrees sought, whether in-service or pre-service, and whether full-time or part-time, for those schools that responded to the education questionnaire. The percentages for two-year and four-year institutions each add to 100%, except as effected by rounding.

In comparing these data it immediately is apparent that senior college students are predominantly pre-service. A suprising statistic, particularly for junior colleges, is the proportion of in-service personnel reported as attending full time. This seems to indicate both willingness on the part of the individuals and substantial degrees of cooperation on the part of the departments in which they work. An additional factor is that many junior and senior colleges in Alabama act on the premise that education needs to be brought to the working consumer and offered at times convenient to him. Accordingly, it often is the practice to offer classes at locations away from the campuses, even outside the cities in which the campuses are located, and at night. Sometimes this is done by specific agreement with the administrators of a particular police force. While complete figures were not gathered on

the number of night school and off-campus students, it is apparent that these practices explain a goodly portion of the enrollments in criminal justice programs.

Growth rates in criminal justice education seem extremely high. According to admittedly incomplete data provided by the Alabama Commission on Higher Education,<sup>10</sup> five 4-year institutions that did not confer any degrees in the criminal justice area in the 1969-70 academic year conferred 21 such degrees in the 1971-72 academic year; four 2-year institutions that conferred 10 criminal justice area degrees in 1969-70 conferred 54 such degrees in 1971-72.

A tabulation of growth in enrollments was made for those junior and senior colleges that reported three consecutive years of fall term registrations in criminal justice related programs. The results are reported at Table V.B.5. These figures underestimate the enrollments growth rate because colleges with new programs coming on stream during the three year period, which thus could not provide a three-year registration series and were not included, have had the effect of boosting enrollments. But the growth rate of one-fourth in the fall registrations of the institutions included, which occurred between the 1972-73 and 1973-74 academic years, is impressive. However, the changing situation makes it difficult to read implications from this into the future, except that the enrollment trend probably will be up.

<sup>10</sup>Ltr. of September 24, 1973, from William D. Barnard, Associate Director for Academic Affairs, Alabama Commission on Higher Education to Thomas I. Dickson, Jr., Auburn University.

### 9. Financial Factors

Responses to a question in the education survey on the cost of financing instructional programs were not adequate to provide a basis for estimating the costs of providing criminal justice education in the State. For the most part such programs are financed out of state appropriated funds (Alabama Education Trust Fund). One private university and a largely LEAA supported program were the principal identifiable exceptions.

Schools also were asked whether their programs had attracted other funds related to criminal justice. Four 4-year schools identified almost \$300,000 received, mostly from LEAA/LEPA, although over \$70,000 was from State and local government. Almost 2/3rds of the funds received were for research/planning, the remainder for training. The same four institutions identified about \$500,000 in outstanding requests for funding, mostly with LEAA/LEPA, largely for educational and training activities. There has been little LEPA funding support for criminal justice education programs in the State.

The funding referred to above is apart from loans and grants to students. A report prepared by ALEPA last year<sup>11</sup> showed some 1,200 students in Alabama's universities and colleges were LEEP recipients, 80% being in-service and 20% being pre-service. The total FY '73 LEEP award, including supplements, was \$736,000.

Another major source of funding for students in criminal justice programs is the U. S. Veteran's Administration under the GI Bill.

<sup>11</sup> ALEPA, Law Enforcement Education Program Analysis, April 25, 1973.

Information from several schools indicates that GI Bill students account for 25% or more of some criminal justice program enrollments. The following table shows total enrollments in criminal justice programs in Alabama's colleges and universities for the fall of 1973 and the numbers of students therein who were recipients of LEEP and/or VA funds:

	<u>All Students</u>	<u>LEEP</u>	<u>VA</u>
Four-year	1,138	688	239
Two-year	<u>980</u>	<u>575</u>	<u>527</u>
TOTALS	2,118	1,263	766

It thus appears that the majority of criminal justice majors receive financial support for their attendance at college. Since there likely is substantial duplication in the two sources of funding, i.e. many students receive both LEEP and VA money, the data do not provide accurate counts of the numbers of students benefiting from U. S. government support.

Students going to college under the GI Bill likely will phase out in a few years unless the United States becomes engaged in another major armed conflict. Those attending under the LEEP program will be affected by the policies adopted by the LEAA. Some dissatisfaction has been expressed by criminal justice educators over the recent rule that tends to channel LEEP funds to an even greater degree to in-service personnel by denying applications from new pre-service students, and criminal justice educators seeking graduate degrees. These educators believe it is desirable to attract the uncommitted undergraduate to the criminal justice field, as well as educate in-service people, and that LEEP loans and grants are one way to do that.

10. Community Relations and Teaching Aids

Most schools with criminal justice programs that responded to the education questionnaire reported that they maintained relations with operating agencies in the criminal justice field. These varied from informal contacts, to instruction and consultation, to intern and cadet programs. Under the circumstances it was not surprising that one of the most frequently cited forms of teaching aids was the field visit. The impression conveyed by these responses, and by discussions with criminal justice educators is that, in this field of study, sharp lines are not drawn between town and gown. Indeed there is mutual contact and cooperation. As related above, a number of criminal justice programs have advisory committees with practitioners in the field serving as members. In this sense, criminal justice seems somewhat analogous to the experience with agriculture as an area of higher education, where contact between the schools and the farmers is maintained. If this analogy has any validity for criminal justice, institutions of higher education can serve an immediate practical purpose in the process of upgrading criminal justice personnel, rather than waiting for a trickle-down effect to take hold.

Alabama's universities and colleges in general attempt to employ a variety of pedagogic techniques in criminal justice education. Most commonly cited were movie and still projections, case studies, field trips (as noted above) and, to a somewhat lesser degree, simulation exercises.

11. The Alabama Commission on Higher Education (ACHE)

The Commission is responsible for a continuing process of analysis and evaluation of public higher education in the State. It specifically attempts to develop a unified higher education budget recommendation for consideration by the Legislature, collects data relating to higher education in the State, and passes on new programs undertaken by institutions, such as the MS criminal justice programs at the Universities of Alabama at Tuscaloosa and Birmingham previously mentioned. The precise procedures in approving new programs at 2-year institutions under the State Department of Education have not been established due to varying interpretations of the law. Whatever the limitations in the authorities of ACHE, and its role is not intended to be basically one of control, it is the only institution in the State with an overall purview of higher education in publicly supported schools, where almost all of the criminal justice programs are found.

12. Prospects for Criminal Justice Education in Alabama

The rapid development of criminal justice programs in Alabama colleges and universities and the large number of students that are enrolled in these programs, both in-service and pre-service, promise a rapid increase in the educational level of Alabama's criminal justice personnel. The educational expansion has been concentrated almost entirely in the law enforcement area but some shifts toward corrections are taking place, as noted above. There are no present educational programs aimed at courts personnel, but one may come into being in the near future (court reporters school).

According to reports from schools with criminal justice programs, between August 1972 and August 1973, 200 students graduated with two-year degrees and 157 graduated with four-year degrees. With the growth factor that has been noted and taking into account the over 2,000 students registered in criminal justice programs in the fall of 1973, it is reasonable to assume that the numbers of college graduates from criminal justice programs will increase.

This seemingly bright situation does, however, have some potential dark clouds. As already noted, criminal justice students in Alabama are quite heavily subsidized through the LEEP program and through the GI Bill, a single student often being supported by both. Students often explain that this income is an alternative to "moonlighting." To the extent that is felt to be the case, students feel they have to have extra income over their police pay. Education presumably would have to be sacrificed in the interests of supporting their families if the financial support were cut off. The GI Bill will in time phase out; the LEEP program is subject to developments and conditions that are not within the control of Alabama or its criminal justice educators. While the criminal justice programs themselves are almost entirely financed by state moneys, some of them might shrink severely if there should be any significant falloff in federal financial support for students in these programs. Criminal justice educators in the state differ over whether significant reduction in financial support for criminal justice students would bring about a large reduction in their numbers of criminal justice majors. The raising of mandated educational standards by federal/state action, which could occur, also bears on this issue.

Despite areas of doubt and some of the reservations that have been discussed above, the system for criminal justice education in Alabama has developed rapidly within the last few years and is now at the point where it appears to be substantially able to take care of the needs of the state. Thus the basic institutional framework already exists for a substantial improvement in the educational level of Alabama's law enforcement officers, in particular, but also of correctional personnel, within the next few years. Despite the fact that a portion of the production of Alabama's criminal justice education system will be leaving the state, present numbers of programs and levels of enrollment indicate that there will be an important increase in the educational level of criminal justice personnel in Alabama within the proximate future. It should be noted, however, that people familiar with the criminal justice education process sometimes wonder aloud whether the end result might not be a large number of well educated ex-criminal justice personnel. There are, in fact, many considerations outside of the area of this study that will bear on whether that is the outcome.

CHAPTER 6

TRAINING AND EDUCATION FOR CRIMINAL JUSTICE PERSONNEL -  
EXPERIENCES ELSEWHERE

A. Law Enforcement

A great number of training and education opportunities are available to law enforcement officials in locations outside the State of Alabama. This description is not meant to be exhaustive, but rather representative of the types of programs available. Included are programs that are national in scope and programs found in the Southeastern United States.

1. Comprehensive Programs (Training and Education)

Federal Bureau of Investigation - National Academy

The FBI's National Academy has been in existence since 1935. Presently operating in brand new multi-million dollar facilities located in Quantico, Virginia, the National Academy is designed as a training ground for law enforcement instructors, managers, and executives. The new Academy, which has been called "a University for Law Enforcement," offers four twelve week sessions each year. Each class houses 250 ranking officers from state, local and federal law enforcement agencies from throughout the United States and friendly foreign countries. For those individuals selected to attend, all expenses are paid by the federal government except personal articles. Qualifications for participation include: candidate must be a sworn officer with at least five years of

experience, in good health, has made some progress in the department, not over 50 years of age, must successfully pass a stringent background investigation by the local FBI divisional office, and must be nominated by the head of his agency. The National Academy is affiliated with the University of Virginia and participants can earn up to fifteen undergraduate credit hours at that University. Recently the FBI is selecting up to four applicants from Alabama to attend each session.

#### Northwestern University Traffic Institute

The internationally renowned Traffic Institute at Northwestern University in Evanston, Illinois, offers a nine month long course in Police Administration each year. Thirty semester undergraduate credits may be earned by the successful completion of this program at Northwestern University. Tuition scholarships are available and many people attend using LEAA training monies, available through state block grant programs. A university entrance examination is administered to potential candidates. Age limit is 46 years.

#### Southern Police Institute

The Southern Police Institute at the University of Louisville, Kentucky, offers twelve week courses in Police Administration twice each year. Fourteen undergraduate credits may be earned at the University of Louisville for successful completion of this course. Applicants must have experience in law enforcement and must successfully complete the College Level Entrance Examination administered by the University of Louisville.

## 2. In-Service and Specialized Training

### Federal Bureau of Investigation - National Academy Programs

The FBI National Academy offers a varied schedule of in-service and specialized programs for state and local law enforcement officers at the Academy in Quantico, Virginia. These schools range from three days to four weeks in length and may cover such subjects as management of police organizations, police supervision, police-community relations, and paralegal subjects. Announcements are made on a regular basis through the FBI divisional offices. Those police personnel whose applications are accepted for these various schools, workshops, seminars, and symposiums, have all fees paid by the Federal Government.

### Federal Bureau of Investigation - Field Programs

The FBI offers a variety of basic, in-service and specialized programs for state and local law enforcement agencies within the state. Requests for these courses can be made directly to the Police Training Coordinator at the Divisional Offices in Alabama. There are Police Training Coordinators located at both the Birmingham and Mobile Divisions of the Federal Bureau of Investigation. The Bureau will offer these courses upon request from either a single department or groups of departments on a regionalized basis, if there are sufficient students to warrant the program. These programs are provided free of charge to law enforcement agencies except for the firearms course in which the local agency or agencies must bear the costs for ammunition, targets, and other expendible supplies. Listed below are some of the field courses available through the FBI. The list is by no means exhaustive.

Basic Fingerprints  
Advanced Fingerprints  
Firearms  
Sex Crimes  
Legal Courses  
Photography  
Defensive Tactics  
Management  
Criminal Investigation  
Applied Criminology  
Advanced Criminology  
Supervision  
Crime Scene Procedures

Northwestern University Traffic Institute - Field Programs

The Northwestern University Traffic Institute offers a number of field programs for state and local law enforcement officers throughout the country. Programs may be established in any jurisdiction where sufficient personnel warrants scheduling courses. Primarily, the Northwestern Traffic Institute offers courses ranging from one to five weeks in length in the fields of police supervision, traffic accident investigation, and instructor training courses. These courses are offered on a contractual arrangement with Northwestern University.

Northwestern University Traffic Institute - Short Courses

The Northwestern University Traffic Institute also offers a series of short courses in Evanston, Illinois. These also generally run one to five weeks in length and cover the same topics as those that are available in the field, i.e. police supervision, traffic accident investigation, and instructor training.

Florida Institute for Law Enforcement

The Florida Institute for Law Enforcement which is a service arm of the Department of Police Administration at St. Petersburg Junior College in Florida, offers extensive in-service and specialized training for law

enforcement officials. These programs are generally open to law enforcement officers from throughout the country. In its ten year history, the Institute has offered in excess of fifty-five different types of courses for law enforcement officers. Many of these are repeated from year to year where they are found to be needed on a continuing basis. Tuition runs from ten dollars to one hundred dollars depending upon the length and content of the course. Housing is available by arrangements with local motels. Meals are not planned. Illustrative of the types of courses offered by the Florida Institute for Law Enforcement is the following list taken from the 1973-74 short course schedule.

1. Police Planners Workshop
2. Forgery and Counterfeiting Seminar
3. Questioned Documents
4. Police Rescue Workshop
5. The Role of the Law Enforcement Administrator in Collective Bargaining
6. Police Patrol Workshop
7. Recognizing and Handling Abnormal People
8. Police-Community Relations Seminar
9. Explosive Devices and Arson Investigation Seminar
10. Interviewing and Interrogation
11. Police Juvenile Officers Workshop
12. Auto Theft Investigator's Seminar
13. Identi-Kit Training Course
14. Vice Control and Drug Abuse Seminar
15. Crime Scene Technician's Course

These programs draw upon the best qualified available resource people in the country to present topics within their expertise.

University of Georgia - Southeastern Law Enforcement Programs

The Police Science Division of the Institute of Government and the Georgia Center for Continuing Education offer a complete schedule of in-service advanced and specialized continuing education courses for law enforcement officials. These programs draw heavily upon participation

from the southeastern states; however, they are open to national representation. Costs range to a maximum of \$150 for a one week course which includes housing and meals at the Georgia Center for Continuing Education.

A sample list of programs follows:

- Police Management I
- Narcotics and Dangerous Drugs I
- Burglary Investigation
- Crisis Intervention
- Police Supervision
- Police Instructors
- Homicide Investigation
- Police Planners
- Narcotics and Dangerous Drugs II
- Organized Crime
- Police Management II

#### International Association of Chiefs of Police - Field Courses

The Professional Standards Division of the International Association of Chiefs of Police offers a continuous program of workshops located in major cities throughout the country on various topics of contemporary concern to law enforcement officials. Primarily these are directed at administrative and management level people. However, numerous specialized courses for training officers, planners, and other staff personnel are presented. Tuition varies and announcements are generally forwarded to interested agencies as these programs are scheduled. Resource people are drawn from throughout the country.

#### Military Police Schools

The Military Police School housed at Fort Gordon at Augusta, Georgia, offers the nationally known course entitled, "Civil Disturbance Orientation Course" (SEADOC). This course is a one week orientation for both military and civilian law enforcement personnel in the handling of civil disturbances. The course is open to civilian law enforcement command

personnel, and is fundable by application through the State Planning Agency (Alabama Law Enforcement Planning Agency). Civilian law enforcement participation is funded by LEAA. The Military Police School also offers Polygraph Schools for civilian law enforcement officers.

### 3. Institutes

#### Criminal Justice Institutes

A number of locations outside the State of Alabama have devised, with the assistance of state and federal LEAA funds, Criminal Justice Institutes which are housed on the campuses of community colleges. The essential rationale for the Criminal Justice Institute is to provide a centralized education and training facility for all level of instruction consistent with the needs of the various elements within the criminal justice system. By centralizing the multi-level training and educational programs within the Institute and placing the Institute on a community college campus, it is felt that the following objectives can be achieved:

A facility-program-faculty complex will make possible comprehensive programming as well as systematic evaluation and planning.

A more broadly-based curriculum and a cosmopolitan atmosphere will be of benefit to all participating members of the criminal justice system.

Uniformity of curriculum and elimination of duplicate facilities will effect a considerable saving to the public.

Career training in the field of criminal justice can be made more responsive to the needs of all segments of the criminal justice system.

Increased understanding of the relationships among the various disciplines within the criminal justice system can be achieved.

Interaction among the students, campus, community, and criminal justice agencies will be mutually beneficial.

Emphasis on excellence in training will develop criminal justice personnel who have an imagination and vision and who will be agents of change in a world in which change is accelerating.

#### National Crime Prevention Institute

The National Crime Prevention Institute is an LEAA Grant Program administered by the Department of Police Administration and the Southern Police Institute at the University of Louisville, Kentucky. The Institute is the only federally-funded program designed specifically as a means of introducing professional police officers to modern crime prevention techniques. The object of the Institute program is to reduce criminal opportunity through the establishment of local police crime prevention bureaus on a nation-wide scale.

#### 4. Other Specialized Programs

##### Field Instructor's Programs

A number of police departments in the Southeastern United States have implemented Field Training Officer Programs to supplement approved classroom instruction for recruits and probationary police officers. The purpose of the program is to provide a tool for systematically evaluating the performance of probationary patrolmen. Some of the more specific tasks usually assigned to the Field Training Officer include:

1. To make the recruit aware of the standards demanded by the department and to demonstrate those standards by his own behavior.
2. To make the recruit aware of the importance of using tact, diplomacy, and good judgment when dealing with the public and to convey to the recruit the necessity of promoting and maintaining good public relations.
3. To edit all reports made by the recruit for accuracy, neatness, and quality. The Field Training Officer stresses the importance to the recruit of being proficient in the area of report writing.

4. To attend all court sessions with the recruit to evaluate his testimony, pointing out weaknesses and giving additional instruction as needed.
5. To continually evaluate the recruit's driving habits and to encourage him to adopt defensive driving practices.
6. To be alert, to detect personality disorders and emotional weaknesses in the recruit to assure that he is psychologically and emotionally fit for service.
7. To encourage the recruit to develop the ability to make rapid and accurate evaluations of various situations and to act accordingly.
8. To determine the recruit's adaptability to police procedures and techniques.
9. To see that the recruit performs all his duties and assignments accurately and efficiently.
10. To administer written field examinations if they are utilized by the department.
11. To make a written evaluation concerning the recruit's progress each month.

The responsibility of the field instructor is so extensive that all veteran officers cannot qualify. To be selected, the veteran officer must have the ability to use the approved methods and techniques for field instruction. He must also be able to maintain a record of excellent results. In addition, he must have a keen awareness of the department's objectives, and understand and practice departmental policies. He must have the ability to communicate his knowledge to others and to maintain an attitude and conduct in the field that result in exceptionally fine public relations. Other requirements that are sought for the selection of Field Training Officers include intelligence and a demonstrated ability for leadership, sound judgment, decisiveness, and observation. He must be able to express himself clearly and accurately, be even tempered, experienced and have constantly demonstrated good field practices.

He should prove himself to be interested and enthusiastic about his work and possess a keen sense of loyalty to his department.

Quite often departments using the Field Training Officer Program utilize the results of this as the basis for recognition and promotion of officers who have successfully performed as field instructors. Among the departments in the Southeast presently using Field Instructor Programs are Tampa, Florida; St. Petersburg, Florida; and Savannah, Georgia. Those selected to become Field Training Officers must complete an extensive training program.

Instructor Training Programs - Methods of Instruction (MOI)

All too often instructors who are asked to teach police recruits are practitioners of specialized areas with extensive knowledge. However, they may not have the necessary backgrounds to be able to present that knowledge in the classroom situation. Many jurisdictions are beginning to offer programs to train instructors on the proper techniques of teaching. Such courses presently are available through the Police Science Division, Institute of Government, University of Georgia; the Military Police School at Fort Gordon, Georgia; the Florida Institute for Law Enforcement, St. Petersburg Junior College, Florida; and the Florida Minimum Standards Board. The United States Air Force Allied Officers and Academic Instructors School (AOAIS) at the Air University, Maxwell Air Force Base in Montgomery, Alabama, has graduated several Alabama police instructors from its ten weeks program. Such programs are designed to prepare or qualify the practitioners in using the proper techniques for effective police instruction. These courses may range from 40 to 80 hours in length and include such topics as: The Psychology of Learning; The

Psychology of Teaching; Effective Speaking; The Application of Instruction to Field Problems; The Use and Importance of Lesson Plans; Preparing Lesson Plans; Development and Use of Training Aids; Motivating Interest in Police Subject Matter; Stimulating Class Participation; Development and Utilization of Handout Materials; Preparing, Administering and Evaluating Examinations; Recognizing and Reporting Adverse Attitudes of Trainees; Techniques of Evaluating Instruction; The Use of Videotaping as a Teaching Tool; and Practice Teaching Utilizing Videotape Playback Method.

Mobile-On-Duty-Electronic-Learning (MODEL) Program

The City of Beaumont, Texas, with the assistance of a \$500,000 LEAA Grant Award has established the MODEL Program designed to provide training materials to law enforcement officers while they are on-duty. "MODEL" was implemented by the installation of a one-way base radio station on an isolated frequency which transmits training information to individual receivers in each of the mobile units. A killer circuit is used on this frequency which freezes the transmission when the main police transmitter is activated. This avoids interference with regular police traffic.

A broadcast quality tape recorder is tied into the transmitter in the communications section of the police department. This recorder has an automatic start and stop capability. Based on the study of in-use time of the radio, it was discovered that during the average eight-hour watch, there was an average of fifty minutes of utilized air time, both to and from the base station. From this it was concluded that there was available time for on-duty patrolmen to listen to training broadcasts, especially during preventive patrol. This left approximately seven-hours and

ten minutes down time on each shift. Recognizing that a policeman is busy all the time while on patrol, training broadcast time amounts to only twenty-four to thirty minutes per eight-hour shift. This means that approximately two and one-half hours of training can be accomplished each week. The information from the short taped messages are also housed on cassette recorders in the department's library and are available for check-out by patrolmen. The "MODEL" training program serves as a basis for promotional testing in the police department.

#### Mobile Training Units

A few of the larger police agencies in the United States and some state jurisdictions have devised mobile training units which are self-contained vans containing limited classroom space and all instructional materials necessary to provide specialized courses to limited numbers of people at a time. Mobile units seemed to prove most useful in bringing training to smaller departments that do not have the capabilities of conducting extensive in-service training or finances available to send manpower away for specialized courses.

#### Television Training

Open and closed circuit television is being used in a number of states as a training medium for law enforcement officers. South Carolina uses closed circuit television extensively throughout the entire state to supplement instruction through the University of South Carolina, and it has been used for law enforcement training. New York City uses open circuit educational television network time on a selected basis for police training. In the late 1960's the University of Georgia with the support of funds from the United States Department of Justice, Office of

Law Enforcement Assistance, developed an extensive open circuit television training program. Under this program eighty-one half-hour training programs were videotaped and shown over the Georgia Educational Television Network utilizing the television station located at the University of Georgia as base station. The nine educational television stations in the state formed the network which covered the majority of the state. The purpose of the project was to provide a training source for smaller departments that were unable to provide extensive training for their personnel and to supplement training programs of the larger agencies. Use of television permitted the personnel to receive training without the necessity of leaving their departments, and these programs were available for one-half hour to one hour time blocks per week, which could be viewed on departmental time or by the officer in the comfort of his own home. The program was complete with examinations and certificates of completion. Several hundred officers in the state successfully completed the series of programs. In addition, a manual covering the materials shown on the videotapes was developed and provided to those who participated in the training. After the completion of the project a number of the videotapes were converted to 16 mm film and are housed at the University of Georgia Film Library where they are available for distribution to police agencies (see 6 below).

#### 5. Independent Study and Correspondence Courses

##### Florida Institute for Law Enforcement - Police In-Service Study Series

The Florida Institute for Law Enforcement of St. Petersburg Junior College offers correspondence courses designed to meet two basic needs

often expressed by law enforcement officers. First, they provide a source of training and professional development for police officers in smaller departments who do not have readily available to them in-service training in certain areas. Secondly, they provide a refresher training opportunity for officers in larger departments who wish to improve or enlarge their job performance or to study for promotion. These courses are non-credit courses. At the present time the Florida Institute for Law Enforcement offers in-service study courses in the following areas: Basic Criminal Investigations, Patrol Procedures, Juvenile Procedures, and Narcotics Investigation.

#### University of Georgia - Independent Study Series

The University of Georgia houses an extensive independent study program on a nationwide basis. A number of criminal justice courses have been developed in this area. The successful completion of some of these courses earns credits toward an undergraduate college degree in the University System of Georgia, while others are non-credit courses but earn Continuing Education units (see Section 7 below). At the present time, the University offers credits through Independent Study in the following courses: Drug Use and Abuse, Criminal Law, Police Administration, Scientific Criminal Investigation, and Criminology. Other courses in process of being developed for credits include: Juvenile Delinquency, Community Based Programs, Correctional Organization and Administration, Introduction to Criminal Justice, and Constitutional Law for Police.

Non-credit courses offering Continuing Education Units for successful completion are Police Supervision, Criminal Evidence and Procedure, and Crime Scene Techniques. Among those to be developed for Continuing

Education Units are Patrol Operations, Jail Administration, Interviewing and Interrogation, Police and Urban Society, and Police-Community Relations.

#### 6. Film Libraries

##### Federal Bureau of Investigation - Films

The Federal Bureau of Investigation maintains an extensive film library on police subjects. The films are housed at the FBI Academy in Quantico, Virginia. Each divisional office and the Bureau headquarters in Washington have catalogs of available films. Contacts should be made with the Police Training Coordinator at either the Birmingham or Mobile FBI Divisional Offices. These films are available to state and local law enforcement officers.

##### University of Georgia - Film Library

The University of Georgia also maintains an extensive film library of law enforcement and related films. These are available on a small rental basis to state and local law enforcement officials throughout the country. Information may be obtained by writing to the Director of Film Libraries, Georgia Center for Continuing Education, University of Georgia, requesting catalogs and ordering information.

##### Georgia State University - Film Library

Recently, the Urban Life Center of Georgia State University at Atlanta, Georgia, produced several criminal justice training films which are available for short-term loan to criminal justice agencies and colleges. Additional films are planned.

### 7. Continuing Education Units

The Continuing Education Unit is a relatively new undertaking in the field of criminal justice education, which is being implemented in a number of institutions of higher education across the country. The Continuing Education Unit is a means of documenting participation in non-credit training or continuing education programs offered by or through institutions of higher education. Each ten-hours of instruction received is awarded one Continuing Education Unit. Records are kept of participation in courses and the number of Continuing Education Units obtained. In this way, continuing education programs may be documented and used as the basis for the implementation of promotional policies and records keeping within law enforcement agencies.

### 8. Other Education Opportunities

There are approximately eleven-hundred institutions of higher education across the country participating in the Law Enforcement Education Program (LEEP). These programs are available educational opportunities for Alabama law enforcement personnel.

## B. Correctional Personnel

### 1. Training

A number of states offering correctional training programs were contacted for descriptions of curricula. These were states throughout the nation, although some emphasis was given to neighboring ones in the Southeast.

Particular attention was paid to existing out-of-state correctional training programs within commuting distance of Alabama, specifically the Federal Bureau of Prisons' Staff Training Center in Atlanta and the Southeastern Correctional Management Training Council.

Comparisons of various federal and state training programs in terms of hours dedicated to the subjects identified are given on the following page. It is apparent that substantial variation exists among these programs both as to the total time provided for instruction and subject matter coverage, indicating that a great deal of difference exists in opinions on what the nature of such programs should be and also, possibly, that local conditions significantly influence the hours of instruction to be given and the compositions of the programs. The next page breaks down, in similar fashion, for purposes of further comparison, institute courses of the American University in Washington, D.C. More detailed descriptions of these programs can be obtained by contacting the institutions responsible for them.

#### Federal Bureau of Prisons

The Federal Bureau of Prisons operates one of two Staff Training Centers in the nation on the grounds of the U. S. Penitentiary in Atlanta.

TRAINING SCHEDULES IN VARIOUS CORRECTIONAL PROGRAMS

Topics	Federal Training		Calif.	Conn.	Ga.	N.C.	S.C.	Wisc.
	Basic	Advanced						
Criminal Justice System	1½			8				
Own Institutions or System Orientation	5½		2			17	4	
History of Corrections				8				
Future of Corrections		4						
Criminal Law and Court Decisions			7					
Courtroom Procedures			2					
Role of Correction Worker	2	4		8		2	4	
Correctional Programs	9½	13	3	18	12	11	4	
Counseling	10	4	6		12		16	
Rehabilitation	4				4	10		
Interpersonal Relations	8	4	9	24	4	14	24	
Special Problems: (Sex Deviation, Mental Illness, Suicide, Aggressive Behavior, Contraband, Drug Abuse, and Alcoholism)	5½		12	8	2	15		
Crime Scene Investigation			4					
Staff Functions	20	3			11	33	52	2
Tour of Facilities	4					20		2
Inmate Interviews	4					8		
Security and Control	2		15	8	6	14	28	
Firearms			14	8	12	19		
Defensive Tactics			16		7	15		
First Aid				8		4		
In Prison Lock-up								
Total Classroom Training (hours)	76	32	90	146	70	192	132	4
On the Job Training		168	16 hrs.		2 wks. to 5 mo.	6 wks.	1 mo.	

The American University in Washington, D.C. through its Center for the Administration of Justice conducts several institutes of 10 or 20 days in the field of corrections, with the following topics:

Topics	Institute for Criminal Justice Management and Planning (3 units)	Institute of Correctional Administration (6 units)*	Advanced Institute of Corr. Admin.: Planning and Evaluating Community Corrections (3 units)*
Criminal Justice Planning	4		
Tools of Planning	5		
Strategies for Change	5		5
Establishing Objectives	2½		
Constraints on Planning Process	2½		
Management of a Planning Organization	2½		
Planning Evaluation Process	2½		5
Offender-Centered Strategy	5		
Planning for Change	5		
Planning for Court Reform	5		
Planning Police Programs	5		
Future of Planning	2½		
Community Corrections		5	5
Rights of Prisoners		5	
Role-Playing Workshops		10	
Group Relations Workshop		15	
Problems and Practices Workshop		10	
Planning: Drug Abuse		5	5
Contemporary Organizational Theory		5	
Treatment of Offenders		5	
Correctional Counseling		5	
Behavior Modification		5	
Transactional Analysis		5	
Field Visits		5	
Use of Volunteers		5	
Chaplain's Role		5	
Correctional Diagnosis		5	
Institutional Corrections		5	
Survey of Current Action			5
LEAA Criminal Justice Reform Policies			5
Politics of Reform			5
Perspectives of Reform			5
New Model Building in Criminal Justice System			5
Ethics and Professional Morality			5
Total Classroom Training (hours)	46½	90	50

\* Tentative Scheduling

Training session began three years ago. Presently there is a staff of 8 - Director, Administrative Assistant, Secretary, and five instructors.

Classes currently offered are:

1. "Basic Correctional Techniques" - a required orientation course of 80 hours for new employees.
2. "Advanced Correctional Techniques" - for personnel with over two years of service, consisting of 40 hours of instruction. It was started 6 months after the basic course, when existing employees noticed the new officers were having fewer problems with inmates, as a result of training. The average class size is 50 officers, divided into working groups of 20-25, and instruction is given in to groups as small as five students.

The Center also offers services to state and local correctional agencies. For example:

1. From October 23-26, 1973, the Center presented a special program, "Training for Correctional Trainers." Agency training officers were invited to apply through the Federal Bureau of Prisons state liaison officer.
2. At any time, the Center on its own authority can admit one training officer from each state to the two regularly conducted classes. The shared room charge is \$6.50 per day.
3. Between class sessions, the Center's instructional staff can be sent to a requesting state, free of charge as a government service, to give on-site line and staff training. Such a five day management program was given recently in North Dakota by the Atlanta staff. Such tours must be approved by: Mr. Robert Walton, Chief, Program Management Branch, Federal Bureau of Prisons, 101 Indiana Avenue, N. W., Washington, D. C.
4. The Center will disseminate its curriculum materials upon request, by providing its instructor manuals (lesson plans) to either training officers or state agencies. There is no copyright on this free material, and states are encouraged to copy and adapt it to their own requirements.
5. In January, 1974, the Center will be starting a new course for community corrections personnel. Participation by state officers will be on the same terms as for the existing courses.

The Federal Bureau of Prisons not only has a full time experienced staff, but fine facilities with complete instructional aids such as a small library and a wide range of audio visual equipment.

Apparently Alabama has not taken advantage of these services.

The Federal Bureau of Prisons also offers two correspondence courses to state and local prison and jail personnel at no cost. The first course, in corrections operations, is a prerequisite to the second, in corrections administration. Jail course enrollment forms are available from the U. S. Bureau of Prisons, Community Services Division, 101 Indiana Avenue, Washington, D. C. 20545.

Southeastern Correctional Management Training Council (SCMTC)

The Southeastern Correctional Management Training Council has operated under discretionary grants from the Law Enforcement Assistance Administration since the spring of 1970. It is the first attempt to provide regional management training and staff development activities to correctional personnel in the Southeast. While administered by the Corrections Division of the University of Georgia's Institute of Government, the Council operates under the auspices of a regional advisory panel and coordinates closely with correctional agencies in the states of Georgia, Florida, South Carolina, North Carolina, Alabama, Mississippi, Tennessee, and Kentucky.

The SCMTC conducts a certified training program with a series of workshop-seminars for which participants are awarded "continuing education credits" by the Georgia Center for Continuing Education. Topics for 1973 included:

<u>Title</u>	<u>Dates</u>
Rights of the Offender	5 days
Training Techniques and Methods I	5 days
Training Techniques and Methods II	5 days
Employee-Agency Relations	5 days
Correctional Research Seminar	4 days
Executive Effectiveness Seminar	3 days
Planning: A Management Function <sup>1</sup>	5 days
Management Information Systems <sup>1</sup>	4 days
Management of Change <sup>1</sup>	2 weeks
Basic Management I and II <sup>1</sup>	2 weeks

Since tuition and fees, including room and board, are provided by LEAA grants, agencies or participants only have to assume travel expenses. Although Alabama agencies have expressed a desire for management training, few seem to have taken advantage of this cheaply available program.

Training for special categories of correctional personnel: non-professionals, volunteers, and former offenders. Concerned with training for their operational personnel, most states have approached these other categories, if at all, in an informal manner. The formal course which the Alabama Board of Pardons and Paroles gives its field secretaries is unusual, and indeed could be copied elsewhere. Similarly, volunteer training given in other states appears to be on an ad hoc basis.

The Experimental Manpower Laboratory for Corrections conducted a national survey of the hiring of ex-offenders within correctional systems.<sup>2</sup> Eight states prohibit hiring ex-offenders, while 42 states, the District of Columbia and the federal government do not. Where such persons are

<sup>1</sup>Regional on-site programs held in cooperation with state correctional agencies, but open to agencies in the SCMTC region.

<sup>2</sup>Rehabilitation Research Foundation, Pacesetter, Vol. IV, No. 3 (July - August, 1973), pp. 1-2.

not barred from employment, this policy has been increasingly acceptable in recent years. The following chronological table shows the adoption by the 44 jurisdictions of authority to hire ex-offenders in correctional work:

	<u>No. of States</u>
1960 and earlier	2
1961-1965	4
1966-1970	16
1971-Present	7
Unreported	15

Responses indicated ex-offenders working throughout the corrections system in a variety of roles:

<u>Job Position</u>	<u>No. Employed</u>
Line staff (correctional officers)	34
Counselors	41
Teachers	22
Administrators	8
Clerical staff	20
Maintenance staff	10
Other	29

Once they had been carefully screened, training for ex-offenders did not appear to vary significantly from that given to other correctional personnel.

## 2. Education

The Alabama Board of Pardons and Paroles has sponsored a program for 12 selected supervisors to obtain a Master's degree at the University of Georgia at Athens. This work-study curriculum in the field of Probation and Parole Counseling allows the supervisors to be away from their duties only three days per month, enabling them to continue their full-time casework. Over a two year period the 55 credit hours required for the Master's degree are obtained as follows: During the three days on campus

each month, the students take the equivalent of three courses. The term runs for seven months, thereby equaling clock hours equivalent to one full quarter's credit. Every seven months, 15 quarter hours credit is earned. The program is divided into four phases, three of which are seven months in duration, and the other lasting three months, as follows:

- Phase I - 7 months, 3 courses in interpersonal communications, dynamics of personality and professional issues in corrections.
- Phase II - 7 months, 3 courses in applied treatment processes, individual differences, and a practicum using tapes of interaction with offenders.
- Phase III - 3 months in which the students take 10 hours of elective courses outside the Rehabilitation Counseling, which they feel will be of benefit to them in their work. This is an independent study segment.
- Phase IV - 7 months, 3 courses in research design in corrections, group processes, and applied research relating to the problems and needs of the agency in which the student is employed. A thesis is not required.

The 12 Alabama supervisors are integrated with probation and parole personnel from Georgia, facilitating an interchange of ideas between the two systems.

Because of the success of this program the Board of Pardons and Paroles has contacted Alabama universities about setting up an equivalent graduate program in counseling within the State. Undergraduate programs with an emphasis in the correctional area are currently offered by the University of Alabama at Tuscaloosa and the University of South Alabama in Mobile, giving good geographical coverage. But as stated by several correctional planners interviewed: "These are fine programs designed for full-time students. From an agency standpoint, we need academic programs which can be taken on a continuing basis, since we cannot support resident candidates for a degree."

### C. Courts Personnel

Out-of-state training sessions have long been emphasized for judges in Alabama, possibly due to some extent to the limited opportunities existing in the State. Programs planned and conducted by out-of-state organizations are the products of thorough research and evaluation of needs and problems. Those who participate as instructors generally are very well qualified and highly respected in specific areas of expertise. A summary of out-of-state training organizations and their programs follows:

National College of the State Judiciary (NCSJ): The college is located in Reno, Nevada, on the campus of the University of Nevada. Courses offered by NCSJ have probably been attended by a greater number of Alabama judges than any other out-of-state training program. In 1972, a total of nineteen Alabama judges attended one of the NCSJ training sessions.

The Basic Course is now offered twice each year, during the summer months. The Basic Course is conducted over a period of four weeks and the daily schedule sometimes continues until 9:00 P.M. It is concerned with subjects such as court administration, community relations, and juries as well as with items of a more "legal" nature such as evidence, discretion, and criminal law. Generally, living accommodations are available on the campus, thereby providing that all attendees (and their families) be housed in close proximity. This lends itself to a continued exchange of ideas and discussions on matters of mutual interest.

The graduate courses offered by NCSJ are open to those individuals who have successfully completed the Basic Course and a recent change in

policy permits non-graduate judges with not less than five years experience on the bench to attend. The graduate courses examine in detail somewhat narrow areas of the law, i.e., evidence, criminal law and court administration, criminal law and sentencing. These sessions are open to judges of courts of general jurisdiction, limited courts with broad jurisdiction and appellate courts. A number of Alabama judges have attended one or more of the graduate sessions.

The Special Courts Division of NCSJ directs its training efforts toward judges of courts of limited jurisdiction, such as county courts; municipal courts. The subject areas treated in a particular session are restricted, i.e., civil law, alcohol and drugs, sentencing and corrections, criminal law. The Special Courts Division, in addition to courses offered in Reno, has embarked upon a program of regional seminars to make the educational opportunities more accessible to potential attendees. An objective of the Special Courts Division is to provide a course of instruction which will enable attendees to function as in-state instructors for other judges.

Another division of NCSJ is the National College of Juvenile Judges (NCJJ), also located in Reno, Nevada. NCJJ each year offers to judges of courts having juvenile jurisdiction a two-week course tailored to their interests. In addition, other courses of a more specialized nature are offered periodically. Alabama judges have also availed themselves of NCJJ opportunities.

In January, 1973, NCSJ conducted its first Advanced Course in Court Administration. This course, a five-day intensive study program, attracted judges with heavy administrative responsibilities, and court

administrators, both state and trial level. Graduate court administration courses are to be conducted simultaneously for judges and court administrators as a regular part of the program of the NCSJ. The courses are to be held in Reno.

Appellate Judges' Conference - New York University: An annual two-week conference is conducted by New York University for judges of state and federal appellate courts. This program is geared to those subject areas of greatest concern at the appellate level, as distinguished from the trial level. Generally, newly appointed or elected judges of the appellate courts of Alabama have immediately sought to attend a shortly-upcoming conference at New York University. Indicative of this interest was the attendance by two justices of the Supreme Court and one judge of the Court of Criminal Appeals, each recently ascended to the bench, at 1973 sessions.

Appellate Judges' Seminars - CLE of LSU: The Continuing Legal Education Department of Louisiana State University has become greatly involved in the field of judicial education, particularly for judges at the appellate level. An annual session is conducted on the LSU campus in Baton Rouge and the program is being expanded to include regional seminars at readily accessible sites in the country. In 1973-74, regional seminars are scheduled for Seattle, San Diego, Phoenix, New Orleans, Miami Beach, and Mackinac Island.

CLE-LSU has for the last two years presented an annual program for law clerks. Attendees are, if possible, housed in on-campus facilities, thereby providing greater opportunities for exchanges of information.

Institute for Court Management: Some 260 individuals have now completed the Institute of Court Management, Denver, Colorado. This program

is probably the most highly regarded in the field of court administration. Graduates are in demand, either as court administrators (state and trial) or consultants (organization and individual). Many have functioned as court study project directors, particularly projects funded from federal sources and of relatively short duration.

Recently the Court Executive Development Program has been altered, due to the lengthy time required for completion of the program as originally designed. It now is possible to obtain certification as Court Executive by the Institute for Court Management through attendance for short periods of time at a series of sessions treating specific subject areas contained in the overall program.

The American Academy of Judicial Education: The academy was organized in 1969 through the efforts of the American Judges Association and the American Judicature Society. Its purpose was to fill the vacuum in educational services of a continuing nature for the state court judiciary. The Academy receives financial support from the Law Enforcement Assistance Administration.

The Academy conducts two week and one week training programs at the national level, at the regional level, and specialized programs designed to deal with individual states. Over 4,000 judges from states throughout the United States have received continuing judicial education at Academy sponsored or administered programs. In 1973 alone the Academy put on 38 programs at the national, regional, and state level.

The Academy has concentrated on judges of courts of limited and special jurisdiction. More recently it has centered the field of training for court support personnel, particularly court clerks. The Academy has

conducted regional conferences at the University of Alabama in Tuscaloosa, but has not to date conducted conferences specifically geared to Alabama court personnel.

The Federal Judicial Center: The Federal Judicial Center was created by act of Congress in 1967 to carry out a series of interrelated functions. These are: To conduct research and study the operation of the courts of the United States; to develop and present for consideration by the Judicial Conference of the United States recommendations for improvement of the administration and management of the courts; and to stimulate, create, develop, and conduct programs of continuing education and training for personnel of the judicial branch of the United States Government.

In some five years of effort the Federal Judicial Center has developed a series of comprehensive programs of training for courts personnel of the United States. It now conducts approximately one conference a week. These conferences are designed to serve judges, magistrates, clerks, probation officers, in short, to serve all types of personnel working with the United States Courts. While the training services of the Federal Judicial Center are not directly available to the states of the United States, the materials produced by the Federal Judicial Center can readily be obtained. They can be helpful in developing or expanding programs of continuing education and training for courts personnel within the states by serving as models.

American Bar Association - Traffic Court Division: The ABA Traffic Court Division has for many years conducted one-week educational programs focused on traffic court procedures and practice. In recent years, the program was presented each year at four regional locations, one of which

was Emory Law School, Atlanta, Georgia. The 1972-73 program was cancelled, in order that the format might be revised to better serve the needs of traffic court personnel.

PART III - STANDARDS FOR CRIMINAL JUSTICE PERSONNEL

CHAPTER 7

TRAINING AND EDUCATION STANDARDS FOR CRIMINAL JUSTICE PERSONNEL

Introduction

This chapter attempts to identify desirable standards for training and education for criminal justice personnel on the basis of the literature and of programs regarded as models. These standards can serve as rulers by which improvement of training and education for Alabama's criminal justice personnel can be measured.

It needs to be noted at this point, however, that training and education cannot stand alone. This will be brought out to some degree in the following discussion, even though the emphasis, as the emphasis in all of this portion of the master plan, is on training and education. Salaries, job satisfaction, career opportunities, the structure of the system, and other factors are influencing the feasibility of setting and obtaining high standards and of effectively providing training. As one experienced training officer commented, there must be a desire on the part of the public to have good law enforcement. In a survey made by the Peace Officers Association, the question was asked whether an officer should receive incentive pay for college credits. Twenty-two out of 23 departments responding answered "Yes." They usually suggested a 5 to 10

percent increase. Yet, as noted previously, few law enforcement agencies in Alabama provide financial incentives for an officer to improve his education.

In the light of these considerations, it should be clear that, while this portion of the master plan for personnel deals with training and education, there is no intention to convey an impression that these aspects of personnel management can operate in a vacuum entirely separate from other personnel practices and even broader considerations of career development.

Training practices and the distinction between training and education are not the same for all segments of the criminal justice system. For example, "continuing legal education" for judges might be regarded as training, rather than as education in the academic sense. Academy training is common for police officers but is not a delivery concept much employed in judicial systems, even large integrated ones like that of the federal judiciary. But one distinction might be that the primary purposes of training are the development of skills and attitudes necessary for optimum job performance (answering the question "How?" and "When?"), while those of education are the development of concepts and standards (answering the questions "Why?" and "What?"). Some of these distinctions in outlook and performance are reflected in the comments in this chapter.

#### A. Law Enforcement Personnel

The value of training and education for police personnel in Alabama cannot be overemphasized. Nor, as this manpower plan has shown, can it be ignored. Quality, not only quantity, is demanded of all criminal justice personnel both in the present and for the future. Training and education programs are prime means for improving future manpower in law enforcement. Few would disagree with this observation. However, the observation may be accepted more in principle than in fact, for, by-and-large, the effects of training and education as they relate to quality of personnel have played a secondary role to the "cry for quantity." The reasons why the quality issue has been slighted in law enforcement, as well as the methods by which new delivery systems can be developed, raise numerous practical questions. Saunders points out that perhaps "these questions cannot be answered authoritatively. Nevertheless, they deserve to be faced, not ignored . . . ." <sup>1</sup> The recommendations of the President's Commission on Law Enforcement and the Administration of Justice (President's Crime Commission), the American Bar Association's Project on Standards for Criminal Justice, the National Advisory Commission on Criminal Justice Standards and Goals, and numerous other professional agencies, institutions, and individuals have made the consensus quite clear that "the only way to improve law enforcement is to

<sup>1</sup> Charles B. Saunders, Jr., Upgrading the American Police; Education and Training for Better Law Enforcement, (The Brookings Institution, 1970), p. 10.

improve the law enforcement officer."<sup>2</sup> It is obvious that the efforts of the Law Enforcement Assistance Administration and the intent of Congress in its attempt to assist local and state law enforcement through the Omnibus Crime Control Act recognize the validity of this concept.

Acceptance of the basic premise that training and education are good things and will serve as the basis for effective future manpower in law enforcement begs questions that must be explored. These include: Why are training and education so important to solving existing personnel deficiencies? What kinds of training and education are needed or most desirable? How much training and education does a police officer need? What will better training and education accomplish in terms of better law enforcement? The remainder of this section will be directed toward these and related topics.

#### 1. Training Standards

##### a. Introduction

"No person, regardless of his individual qualifications, is prepared to perform police work on native ability alone. Aside from individual intelligence, prior education, judgment, and emotional fitness, an officer must receive extensive vocational training before he can understand the police task and learn how to fulfill it."<sup>3</sup> Training is an extremely

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<sup>2</sup>Ibid., at 35. Southern Sheriff quoted by Dana B. Brammer and James E. Hurley in "A Study of the Office of Sheriff in the United States Southern Region, 1967" (processed; University of Mississippi, Bureau of Governmental Research, 1967), p. 203.

<sup>3</sup>President's Commission on Law Enforcement and the Administration of Justice, Task Force Report: The Police (Government Printing Office, 1967), p. 137. Also referred to as the President's Crime Commission.

important means of upgrading a police department. Even if an individual, properly selected, brings native ability to the police service, he lacks sufficient knowledge about the police role, police practices, human behavior, laws and ordinances, legal procedures, criminal investigation, and a host of other subjects. As a consequence, skills oriented training is essential, not only at the entry level, but on a continuing basis, for police officers to be equipped to carry out their responsibilities.

How much and what kind of training should be given police officers are among those questions that cannot be authoritatively answered. Most of the research that has been done in this area shows only that present training programs are woefully inadequate. The American Bar Association's Project on Standards for Criminal Justice notes that "most police training programs are often not the skills that prove most useful to a police officer on the job."<sup>4</sup> In fact, research has shown that some 80% of training programs deal with apprehending criminals whereas in actuality only about 20% of a policeman's time is spent in this endeavor. Actually 80% of the policeman's time is spent dealing with people but only 20% of the curricula deal with interpersonal relations.

Most of the police officer's duty time is spent in what may be termed a "social role." The essential characteristic of this role is the officer's interaction with others. The social role of the police officer is one of the more difficult in society today. It requires special traits, knowledges, and skills. Obtaining these qualities in

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<sup>4</sup>American Bar Association (ABA) Project on Standards for Criminal Justice, Standards Relating to the Urban Police Function, American Bar Association, approved draft, 1973, pp. 206-207.

the men making up our police agencies involves both selection and training. But, despite the magnitude and importance of the policeman's social role, few police agencies devote adequate time to develop the necessary traits, knowledges, and skills in police trainees. Neither do they require periodic retraining of police regulars. Included in courses of action to correct this unsatisfactory condition is the recommendation to:

"Broaden the coverage of subjects pertaining to the policeman's social role in training programs, to include law enforcement orientation to the behavioral and social sciences, human behavior and civil rights, minority cultural patterns, needs, values, family structure, religious philosophies, and individual and group attitudes, concepts of mental health, alcoholism and drug abuse, among others. At least 25 per cent of the total training . . . curriculum should be devoted to these areas."<sup>5</sup>

The length of training programs is a function of their content. No single "model" training curriculum meets the needs of all departments in all communities although there exists a basic core of knowledge that all police officers should possess. These and other considerations have led to recommendations by all of the major study commissions calling for the enactment of minimum standards legislation for police in all states.

b. Minimum Standards Legislation

As early as 1952, the Model Police Council Act was published jointly by the American Bar Association and the National Conference of Commissioners on Uniform State Laws and served as the basis for the enactment

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<sup>5</sup>Badalamente, Richard V. *et. al.*, "Training Police for Their Social Role," *Journal of Police Science and Administration*, Vol. 1, No. 4, Dec. 1973, p. 177.

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of minimum standards laws in California and New York. Since then, the President's Crime Commission, the International Association of Chiefs of Police, and the National Advisory Commission on Criminal Justice Standards and Goals, among others, have reinforced the basic premise of minimum standards. Of all the studies, only the National Advisory Commission on Criminal Justice Standards and Goals recommended a deadline for the passage of such legislation--1975.<sup>6</sup>

Comment on Compliance

The State of Alabama has complied with this standard. The Alabama Peace Officers Standards and Training Commission was created by House Bill 732 - Act #1981, adopted in Regular Session 1971, and amended by Act #156, adopted in Special Session 1972. As a result of the amendment, the effective date of the law was September 30, 1971, with the provision that no minimum standards be applicable until six months had elapsed from the appointment of the last member of the Commission. Compliance with this provision was accomplished effective August 20, 1972, at which time the standards became mandatory.<sup>7</sup>

Only one state (Florida) requires recruit training before the performance of law enforcement duties. It still is permitted in other states with mandatory training that individuals be employed as police

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<sup>6</sup>Training Standards and Goals for Police Personnel extracted from Working Papers for the National Advisory Commission on Criminal Justice Standards and Goals (NACCJSG). Standard 16.1, State Legislation and Fiscal Assistance.

<sup>7</sup>Taken from Background Statement prepared and released by the Alabama Peace Officer Standards and Training Commission.

officers for up to a year before they receive basic training.<sup>8</sup> In Alabama nine months is allowed.

c. Basic (Recruit) Training - Length, Content and Evaluation

As noted earlier, the length of training programs is a function of content. The two are inseparable, and it is coming to be accepted that, if primary consideration is given to length with content relegated to a secondary subservient role, little will be accomplished. Four-hundred hours seems to be the minimum recommended by various study groups, but they all emphasize the importance of quality as the key to flexibility in length. The preoccupation with length as a criterion for measuring the standards of training is classically illustrated by the following observation comparing the amount of training received by police officers with that received in other occupations. A physician is an authority with the power of life and death in situations involving physical disorder. Physicians are trained, on the average, in 11,000 hours. Embalmers are required to have 5,000 hours of training; barbers, 4,000 hours; and beauticians, 1,200 hours. Yet, a policeman, who is a life and death authority in situations of social disorder receives, on the average, fewer than 200 hours of training, and most of that training is irrelevant to the functions to be performed.

Thus, the number of hours of training is not an adequate measure of a program's value but, along with an assessment of staff and facilities,

<sup>8</sup>Wall, Charles R. and Leo A. Culloa, "State Standards for Law Enforcement Selection and Training," Journal of Police Science and Administration. Vol. 1, No. 4 (Dec. 1973), p. 178.

it provides a rough indication of the resources that are invested in training and of the importance a jurisdiction attaches to training.<sup>9</sup>

While no "model" curriculum meets the needs of all police agencies, standards are not without value. Minimum standards identify a basic core of knowledge needed by all. Beyond that, many variations in need exist that may require separate sets of standards. The responsibilities of a state patrol differ markedly from those of a state investigative agency which, in turn, has different training needs than a municipal police department or a county sheriff's office. The American Bar Association comments:

Ideally, training should be responsive to a community's definition of the police role. It would be presumptuous, therefore, to recommend a detailed proposal as a model for the content of a police training program. But the distance between where most police training programs are today and where they ought to be as a minimum leaves plenty of room for some general recommendations.<sup>10</sup>

Following this statement, the ABA proceeded to make three general recommendations concerning training area needs. These were: (1) The need for a better understanding of the police role--a police officer must be "knowledgeable of the reasons that lie above, below, between, and behind his actions;" (2) The need for the development of skills that will better equip the officers to carry out their responsibilities and; (3) The need for developing an ability to make important decisions in the application of standards and guidelines to real life situations.<sup>11</sup>

<sup>9</sup>ABA Project, op.cit., p. 205.

<sup>10</sup>Ibid.

<sup>11</sup>Ibid., pp. 205-208.

Saunders views the required core of knowledge and skills as follows:

Administration of justice: foundations of criminal justice, state and federal constitutions, state criminal statutes, local codes and ordinances, court systems and procedures, laws of arrest, search and seizure, testimony in court, rules of evidence, the functions and duties of criminal justice agencies, juvenile court procedures, civil rights, civil law.

Patrol procedures: patrol techniques, preliminary investigations, report writing, communication procedures, responding to calls for service, handling criminal cases, noncriminal cases, and disaster cases.

Traffic enforcement: state and local traffic codes, traffic direction, officer-violator contacts, summons issuance procedures, traffic court procedures, accident investigation, drunkdriving cases.

Social science: basic psychology, abnormal psychology, human relations, crime and delinquency causation, geography, public relations.

Investigation: conduct of interviews, interrogation, case preparation, investigation of crimes against persons, investigation of crimes against property, organized crime and vice, crime scene procedures, collection of evidence, scientific crime detection, personal identification.

Emergency medical services: basic first aid, emergency childbirth, recognition and handling of the mentally disturbed.

Physical training and skills: proper use of firearms, defensive tactics, mechanics of arrest, crowd and riot control, prisoner transportation.

Agency standards and procedures: department rules and regulations, code of ethics, general and specific orders, jail procedures, records procedures, vehicle and equipment care and use, department organization, personnel procedures.<sup>12</sup>

As much relationship as these subject areas have to most law enforcement agencies, there are always exceptions that must be considered pragmatically. For example, the need for officers in a state agency having

<sup>12</sup>Saunders, op.cit., pp. 122-123.

full-time investigative responsibility to complete any number of hours of training in patrol procedures and traffic control is, at least, questionable, particularly if other, more relevant subject matter is sacrificed because of limited time, money and other resources. This then raises the needs for soundly based, planned curricula and continuous evaluation. As noted elsewhere this situation exists to some degree in Alabama. For example, in the Regional Training Academies sheriffs' deputies are given training in accident investigations. Accident investigations are not normally a responsibility of Alabama Sheriffs but of the State Troopers and municipal police. Sheriffs' deputies are not provided training in civil and criminal court processes and jail operations at regional police academies. Both of these activities are responsibilities of Alabama Sheriffs. A survey conducted in 1972 by the Professional Police Registry and Assessment Service (PPRAS), a program under development by the IACP, showed that most states spend less than 10 percent of their training time on "people" subjects, (i.e., Police Community Relations, Psychology and Sociology).<sup>13</sup> Alabama mandate training requires 12 hours (5% of total curriculum) in police community relations, but offers none in psychology and sociology.

Very few subject matter areas covered in even the finest police training programs remain static for any period of time. As the community definition of the police role changes, so changes the role in fact. Patrol techniques and tactics are continually refined; laws, legal procedures, and judicial requirements evolve constantly; and technological

<sup>13</sup>Wall, op.cit., p. 181.

advancements always affect the policeman's job. Minimum standards agencies, training facilities and police departments have a responsibility for continuous evaluation of existing training programs and must take affirmative steps toward modifying programs when and where necessary. This is true for basic as well as in-service and advanced training.

#### Comment on Compliance

Alabama has partially complied with the recommended standards set forth above. The minimum standards law creating the Alabama Peace Officers Standards and Training Commission specifies that a police officer must receive "at least 240 hours of formal police training." The law requires completion of the training prior to appointment as a permanent sworn officer. However, an officer can receive a provisional appointment, after which the applicant must complete the formal training within nine months. After the Commission was fully formed, the chairman appointed a curriculum committee for the purpose of formulating the 240-hour police training curriculum and certifying schools and instructors.

The full Commission recognized the ability, sincerity and proficiency with which this committee operated and felt that it had been a valuable asset to the Commission. The curriculum committee has been continued by the Commission to assist in certification of schools and instructors, and periodic evaluation of the training program. It also has the responsibility to make recommendations to the Commission regarding uniformity and efficiency of the overall program, as spelled out in the Act.<sup>14</sup>

<sup>14</sup> A statement taken from a manual on the State of Alabama Peace Officers Standards and Training Commission.

The outline for the 240-hour basic curriculum was given in Chapter 5.

#### d. Accessibility of Training

The availability and accessibility of formal training programs within a state must be of real concern. Related issues are those of manpower shortages and cost. Of major concern to police administrators is the reduction in police coverage of a community when officers are away attending training programs. In addition, financing training of officers is always an acute problem, particularly where state or federal funds are not available for this purpose. Most often, the manpower problem is of greater concern to the small agencies than to the large ones. The economic considerations are a concern to all agencies.

There is no simple solution to these problems. Whether the establishment of a centralized state-wide academy in lieu of local or regional facilities is more or less feasible depends upon a number of demographic and economic considerations. In treating this issue, the National Advisory Commission on Criminal Justice Standards and Goals recommended that, by 1978, every state should guarantee the availability of state approved police training to every sworn police employee. Every state should encourage local, cooperative, or regional police training programs to satisfy state training requirements; and, when these cannot satisfy the requirements, criminal justice training centers, including police training academies, should be established.<sup>15</sup>

<sup>15</sup> NACCJSG, op.cit., Working Papers, Standard 16.7, Police Training Academies and Criminal Justice Training Centers.

Comment on Compliance

As noted in Chapter 5, nine academies in Alabama now handle basic training. They are geographically distributed so as to be convenient to most of the state. Basic training is, in part, supported through federal government origin funding. This situation does not hold in like fashion for training beyond the recruit level, although some advanced training is available.

e. Methods and Quality of Instruction

Teaching specified subject matter in training programs accomplishes little unless those being trained learn well. Materials need to be presented in a manner which is not only understandable but also motivates learning and further inquiry. Too often, police training programs follow the parochial view that "only a policeman can teach a policeman." This results in limited use of civilian specialists. Although the value and necessity of possessing practical police experience for teaching many police subjects are recognized and appreciated, too often experience is not sufficient. An individual who may be an excellent practitioner may not have mastered classroom techniques essential for meaningful communication, curriculum development, and generating interest and enthusiasm in the specific police subject matter. Because of this dilemma, the President's Crime Commission recommended a minimum teacher training course of 80 hours taught by professional educators for all regular instructors in police training programs.<sup>16</sup> In at least one Southeastern

<sup>16</sup>President's Crime Commission, op.cit., p. 139.

state this concept has been piloted and tested with a view toward mandating a 40-hour program.<sup>17</sup>

The importance of utilizing trained sworn personnel and qualified civilian specialists in training programs cannot be overemphasized. Teaching ability is not the only measure of success, for one of the most critical roles of an instructor is to mold attitudes and understanding on the part of trainees. These attitudes are too frequently channeled, consciously or unconsciously, when the police establishment selects defenders of the system rather than critics of it as instructors. Many authorities view this as a major weakness of police schools.<sup>18</sup> There is a need for instructors who will invoke thought processes in trainees; who will criticize the deficiencies in the present criminal justice system; and who are willing to challenge the establishment in order to bring about change from within a police sub-culture that so traditionally resists constructive criticism and innovation.

Most training courses are still being taught by and large by the lecture method, even though training directors and educators have long recognized the limitations of this method. Slowly, a movement toward utilizing other methods of instruction is spreading. To facilitate the learning process, teaching techniques including television, audio-recordings, individual programmed instruction, simulations, practice, discussion of assigned readings, and field observation under the guidance of trained

<sup>17</sup>Florida Police Standards Board.

<sup>18</sup>Saunders, op.cit., p. 129.

qualified field instructors are viewed as valuable alternatives and supplements to the lecture method.

The National Advisory Commission perhaps best sums up where police training should be going in terms of methods and quality of instruction. "Every police training academy and criminal justice training center should immediately develop quality control measures to insure that training performance objectives are met. To meet these objectives, every training program should insure that the instructors, presentation methods, and training material are the best available."<sup>19</sup> It has been suggested, for example, that training methods can be improved by employing training techniques such as: T - group/sensitivity training; role playing; dramatizations; self-disclosing behavior; programmed instruction; and computer-assisted instruction (CAI).<sup>20</sup>

One of the most common and perhaps most critical problems confronting police training programs is the actual or alleged disparity between what is taught in the training setting and what is learned and taught through field experience, observation, and assimilation. Much of what a trainee has learned is lost when he goes into the field, through the adoption of informal procedures used by more experienced officers. This process of integration or assimilation negates much of the value of formal training. The problem is pronounced when the formal training has, to a large extent, been irrelevant, thereby giving a greater degree of credibility to the informal field practices. In a large measure, this

<sup>19</sup> NACCJSG, Working Papers, op.cit. Standard 16-6, Instruction Quality Control.

<sup>20</sup> Badalamente, op.cit., p. 186.

dilemma can be avoided if formal classroom training is made interesting and relevant and supervised field training programs are utilized with trained, qualified, more experienced officers or supervisors.

#### Comment on Compliance

A detailed survey of teaching techniques and aids was not made part of this investigation, except in so far as some data were collected on education and vocational education programs in universities and colleges (see Chapter 5). The curriculum committee of the Alabama POSTC should be able to deal more with this issue as training for police officers is consolidated and expanded.

#### f. In-Service and Career Development Training

Law enforcement, as any other skilled occupation, requires a continuing process of training to maintain effective levels of performance. Nonetheless, in-service training is grossly deficient in most police agencies. Where it does exist, in-service programs suffer from most of the same problems as basic training. In fact, the deficiencies may be more acute because they are not as well recognized. Although the disparity between formal classroom instruction and actual informal field procedures is not as great in advanced training programs, because the trainees already possess experience and knowledge, problems of program content and quality are still very real. The size of the agency is likely to affect the amount and quality of programs. Even though citizens in all communities deserve competent law enforcement, smaller communities are less likely to offer in-service training in amounts or qualities found in larger agencies.

One of the most serious concerns regarding in-service training is that it often is nothing more than a refresher course containing much duplication of recruit training. In an age when the whole law enforcement field is constantly in a state of change--procedures, laws, technology--duplication offers little help to the officer in his attempt to improve job performance.

Continuing training is needed for all levels and ranks within police agencies. The President's Crime Commission recommends at least one week of in-service training per year for police officers<sup>21</sup> and stresses that the greatest need is for management training for command and supervisory level personnel to include subjects in leadership, fiscal management, supervisory decision making, and psychological aspects of supervision.<sup>22</sup> Further, the Commission recommends "specialized training should be provided to personnel assuming responsibility for staff functions such as planning and research and police-community relations."<sup>23</sup>

Formal training designed specifically for promotional purposes is even less likely to be available to officers who assume higher positions in the organization. The development of career ladder programs to help prepare officers to assume higher level supervisory or command level

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<sup>21</sup>President's Commission on Law Enforcement and the Administration of Justice, The Challenge of Crime in a Free Society, (Government Printing Office, 1967). p. 113.

<sup>22</sup>President's Crime Commission, Task Force Report: The Police, op.cit., p. 141.

<sup>23</sup>Ibid.

positions is encouraged by the President's Crime Commission and has been adopted in at least one Southeastern state.<sup>24</sup> The National Advisory Commission recommends that "Every police agency should acknowledge the need for annual and routine training throughout every sworn employee's career to maintain effective performance and, by 1975, provide for annual and routine training. The details of this standard include a recommended minimum of 40 hours of formal in-service training annually, decentralized training including correspondence and non-resident instruction, and recording of participation in training in individual personnel files."<sup>25</sup>

#### Comment on Compliance

Alabama has yet to address these in-service training recommendations on a large-scale, state-wide basis. Except for a few departments who conduct their own in-service programs, bring in occasional civilian specialists for specific presentations or make special arrangements with the DPS Academy or send officers to FBI and FBN+DD regional short courses, and out-of-state programs, little is being done. The Alabama Peace Officers Standards and Training Commission has attempted to obtain mandated supervisors training for newly appointed supervisors, which it regards not only as valuable training in its own right but also as serving to promote effective use of the basic training received by new recruits.

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<sup>24</sup>The Florida Police Standards Board has instituted a career development program in training and education tied in with a state supported incentive pay plan, which is described below.

<sup>25</sup>NACCJSG, Working Papers, op.cit. Standard 16.5, In-Service Training.

g. Summary of Training Standards - Application to Alabama

Basic and continuing training is essential to the development of any individual who is to perform police work in an efficient and effective manner. Training needs must continually be evaluated and training programs be revised to meet current job performance requirements. The Alabama Peace Officers Standards and Training Commission should take a leading role in assuring this is done. In carrying out this function it should be remembered that no single model training curriculum will serve the needs of all law enforcement officials. Length and content of training programs must be established in response to specific police tasks activities involved in a police officer's social role and meet the demand for quality law enforcement by the citizens.

Training programs should pay attention to accessibility, availability, costs, training needs, the potential for freeing manpower to be trained, and manpower needs. To enhance the learning experiences of trainees, thought must be given to providing training for regular or frequent instructors to insure that those with substantive expertise also have the ability to present their knowledge in the classroom using innovative training techniques.

Training is an on-going process. In-service, advanced, and specialized training must be a recognized need and programs must be established on a regular basis after analysis of job performance requirements, promotional policies, and related matters. Incentive pay should also be considered as a means of fostering the motivation for training. Career development (ladders) programs should be considered for implementation. A need normally exists not only for refresher courses for patrol

personnel but for supervisory, management, and executive development training for persons in or about to assume leadership or command roles in law enforcement agencies. Alabama law enforcement agencies also should utilize out-of-state training opportunities for police personnel (See Chapter 6).

Two training ladders are illustrated below. The first, found on the following page, is an "ideal" training ladder for a middle-sized police department. After that, the training program recently adopted by the state of Florida is described. Alabama need not aspire to instant accomplishment of programs like these. In fact, much can be said for getting started in a reasonable and manageable way and moving from there by short but rapid steps. The creation and then the recent substantial expansion of training academies to provide recruit training to law enforcement officials illustrate what has been done in the area of law enforcement. The need is to move on with all deliberate speed.

In Florida a career development program has been established and is administered by the Bureau of Police Standards. It is a comprehensive program that ties together training, education, and incentive pay. Figure VII.1 following is a schematic diagram of the program.

The pages that follow (Figure VII.2 and VII.3) show in summary form the Proposed Master Plan, Career Development Expansion Program; the Proposed Course Location Plan, Career Development Expansion Program; and the recommended curricula for the 280-hours Basic Recruit Training, 40-hours Basic Refresher Course, 80-hours Intermediate Course, 40-hours Advanced Course, 80-hours Supervision Course, 80-hours Mid-Management Course, and the 40-hours Executive Development Course.

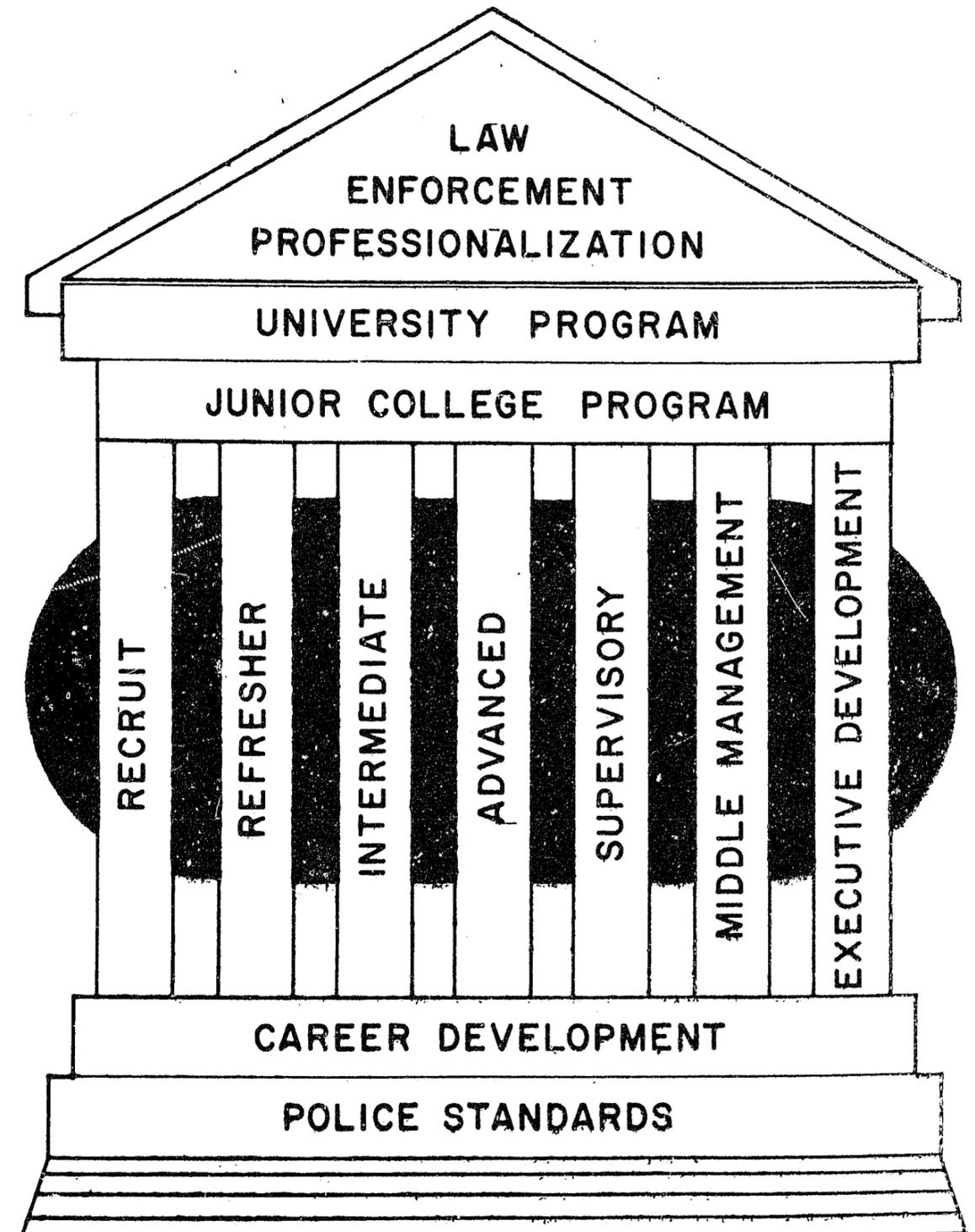
IDEAL TRAINING LADDER FOR LAW ENFORCEMENT OFFICIALS  
BEYOND RECRUIT TRAINING\*

Assumed Police Force of 25 Sworn Officers

Rank/ Title	Function	Skill Training Required in Addition to General In-Service Training	No. on Force
Police Officer (PO)	Basic Patrol, Traffic, and other field work of a routine nature	Patrol Methods and Procedures, Report Writing, Delinquency Prevention and Patrol, Driver Training, Civil-Disturbance Control, and Preliminary Investigations.	8-9
Senior PO Incl. Det.	Advanced Patrol Work, Investigative Duties and other responsible specialties	Evidence Techniques, PEI, Photography, Traffic-Safety Control, Specialized and Continuing Investigations, Community Relations, Youth Aid, and Information Systems (Min. 3)	4-5
Master PO	Supra at the expert level, and functional supervision of subordinate PO's	Supra advanced level training at National Regional Centers and Universities	2-3
Sergeant	Shift Supervisor of Patrol, and other than Weekday station activity	Qualified as Senior PO-Min., Supervisory Methods-Command course, and Methods of Instruction course	4-5
Lieutenant	Administer Field or Staff Services	Qualified as Master PO, Management-Command and Control course	2-3
Captain	Direct Auxiliary or Staff Services	Same as Supra at fully qualified level and FBI Nat. Acad., or Equiv.	2
Deputy Chief	Direct Field Services	Same as Supra at best qualified level	1
Chief	Administer Department, Coordinate with Criminal Justice Agencies	Same as Supra	1

\*Prepared by Patrick F. Pendergast, Coordinator, Law Enforcement Curriculum, Political Science Department, Auburn University, Auburn, AL 36830

FLORIDA LAW ENFORCEMENT  
PERSONNEL DEVELOPMENT PROGRAM -  
DIAGRAMATIC PRESENTATION



FLORIDA CAREER DEVELOPMENT EXPANSION PROGRAM - MASTER PLAN IMPLEMENTATION

JUNE 1971	SEPTEMBER 1971	JANUARY 1972	JANUARY 1973	JULY 1973	JANUARY 1974	JULY 1974	JANUARY 1975	JULY 1975		
200 HOUR (IMPL) RECRUIT PROGRAM		280 HOUR RECRUIT PROGRAM		(IMPL)	320 HOUR RECRUIT PROGRAM		(IMPL)	400 HOUR RECRUIT PROGRAM		
APPROX. 9100 OFFICERS (70%)		IMPLEMENTATION	(EVAL)	40 HOUR	REFRESHER COURSE			REDESIGN TO 80 HOURS IMPLEMENTATION		
		IMPLEMENTATION	(EVAL)	80 HOUR	INTERMEDIATE COURSE		(EVAL)	DISCONTINUE INCLUDES 400 BY RECRUIT PROGRAM		
		IMPLEMENTATION	(EVAL)	40 HOUR	ADVANCED COURSE		(EVAL)	REDESIGN TO 80 HOURS IMPLEMENTATION		
APPROX. 2010 OFFICERS (17%)		IMPLEMENTATION	(EVAL)	80 HOUR	SUPERVISION COURSE		(EVAL)	UPDATE		
APPROX. 1140 OFFICERS (8%)		IMPLEMENTATION	(EVAL)	80 HOUR	MID-MANAGEMENT COURSE		(EVAL)	UPDATE		
APPROX. 750 OFFICERS (5%)		IMPLEMENTATION	(EVAL)	40 HOUR	EXECUTIVE DEVELOPMENT COURSE SESSION I		(EVAL)	UPDATE		
		LEAA DISCRETIONARY GRANT PROJECT WORK	PSB PROJECT REVIEW FINAL APPROVAL	IMPLEMENTATION	EXEC. DEV. COURSE 24 HOUR BREAKOUT			SESSION II 24 HOUR BREAKOUT		
						SESSION III 24 HOUR BREAKOUT			SESSION IV 24 HOUR BREAKOUT	
						SESSION V 24 HOUR BREAKOUT				
				IMPLEMENTATION	(EVAL)	SPECIALIZED COURSES		(EVAL)	UPDATE	
APPROX. 13,000 OFFICERS (100%)		DEVELOP 8 PILOT SPECIALIZED COURSES								

204

Figure VII.2

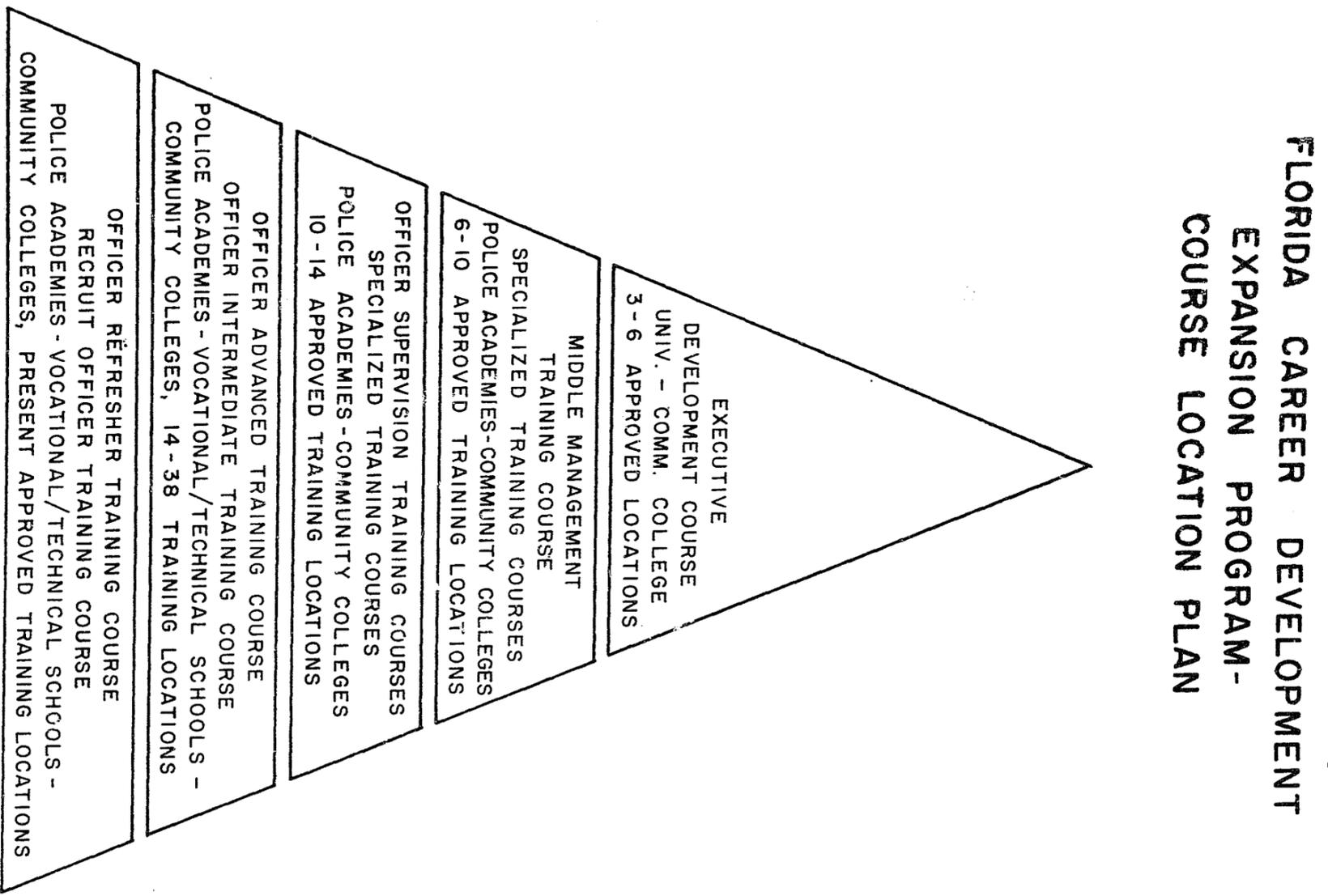


Figure VII.3

FLORIDA POLICE STANDARDS BOARD - BASIC RECRUIT TRAINING -  
 MINIMUM CURRICULUM, 280 HOURS

<u>Subject</u>	<u>Hours</u>
I. Orientation	6
II. Basic Law for Police	22
III. Criminal Evidence	14
IV. Administration of Criminal Law	2
V. Crime Investigation	82
VI. Patrol Procedures	29
VII. Police Community Relations	18
VIII. Traffic Control	24
IX. Juvenile Procedures	8
X. Defensive Tactics	16
XI. Civil Disorders	8
XII. Firearms Training	36
XIII. First Aid	10
XIV. Examinations	5

40-HOUR BASIC REFRESHER COURSE

Orientation, Introduction	1
I. Criminal Law	2
II. Criminal Evidence	2
III. Criminal Investigation	10
IV. Patrol Procedures	8
V. Traffic Control	4
VI. Juvenile Procedures	1
VII. Defensive Tactics	2
VIII. Firearms	6
IX. First Aid	2
X. Testing and Review	2

80-HOUR INTERMEDIATE COURSE

Orientation, Introduction	1
I. The Criminal Justice System	2
II. Law and Legal Procedures	7
III. Police - Community Relations	12
IV. & V. Police Procedures and Techniques	32
VI. Police and Traffic Engineering	3
VII. Special Weapons and Tactics	8
VIII. Elective Topics	8
IX. Research Work	4
Testing and Review	3

40-HOUR ADVANCED COURSE

Orientation, Introduction	1
I. Introduction to Supervision	4
II. & III. Advanced Police Procedures and Techniques	24
IV. Elective Topics	4
V. Basic Staff Work	5
Testing and Review	2

80-HOUR SUPERVISION COURSE

Orientation, Introduction	1
I. Communications and Semantics	4
II. Principles of Organization and Management	20
III. Techniques of Working with People	12
IV. Plans and Development	10
V. Personnel Selection and Training	18
VI. Project Work and Case Studies	12
Testing and Review	3

80-HOUR MID-MANAGEMENT COURSE

Orientation, Introduction	1
I. Organization and Management	24
II. Decision Making and Planning	16
III. Working with People	18
IV. Personnel and Records	6
V. Operations	12
VI. Current Court Decisions	4
Test and Critique	

40-HOUR EXECUTIVE DEVELOPMENT COURSE

I. The Nature of Managerial Responsibility	8
II. Developing and Philosophy of Management	8
III. Developing and Maintaining a Sound Organization	8
IV. Planning the Effective Use of Financial Resources	8
V. Building and Maintaining a Sound Behavioral Climate	8

The Career Development Program is designed to provide the maximum amount of needed and quality training in the shortest possible time so that police personnel are prepared to perform their assigned functions without requiring them to be away from the job for unnecessarily long periods of training.

The Florida Incentive Pay Plan is tied to the career development expansion package, which is broken down into two categories. Above the recruit training course the "lower case" courses include the refresher, intermediate, and advanced courses for patrolmen. The "upper case" courses include the supervision through executive development courses. The pay incentive works as follows: After an officer completes basic recruit school and is certified to the Police Standards Board, he receives \$25.00 a month on top of his base salary, except that no officer is eligible for incentive pay until he has been employed one year. After one year, he may take the refresher course. (This limitation is not applicable to those officers who are "grandfathered" under the Police Standards Act.) After that, there are no time limitations for moving up through the "lower case" courses and on into the "upper case" course sequence. For each additional eighty hours of career training above the recruit level, an officer receives \$20.00 a month, up to a maximum of \$80.00 per month for 320 hours of career training. Patrolmen are not permitted to move into "upper case" courses until they occupy or are about to occupy supervisory positions or are in an acting supervisory capacity. Management or executive level people are permitted to take any of the courses in the "upper case" category. However, if they choose to revert to "lower case" courses, they must complete the entire

sequence from refresher through advanced. The apex of the career development program houses the associate degree and baccalaureate degree programs, by which an officer may earn \$30.00 for an associate degree and an additional \$50.00 for a baccalaureate degree. However, no person is permitted to earn more than \$130.00 a month maximum incentive pay regardless of the additional number of training courses or degrees he has received.

The incentive pay for training has been in effect since July 1, 1972. The additional payments for academic degrees do not become effective until July 1, 1974. For local law enforcement officials to receive incentive monies, there are certain eligibility requirements for local units of government. Included are: 1) That the municipality or county meet all the requirements of the Police Standards Act; 2) That they pay a minimum salary of \$6,000 to peace officers; and 3) That they provide a salary incentive program following, at least, the minimum guidelines established by the Police Standards Board. Meeting these requirements, in addition to other revenue sharing requirements, makes a unit of government eligible for state revenue sharing funds under the incentive pay plans. Whether they use the revenue sharing funds for incentive pay or not, is up to the local unit of government. In legal effect, then, the salary incentive program is financed by the local government rather than out of state appropriated funds.

From July 1, 1972, through June 30, 1973, 12,317 police officers in the State of Florida were eligible for some monies under the incentive pay program. During that fiscal year, the State of Florida made available to local units of government revenue sharing funds of \$171,000,000. Of that, \$3,265,144 was attributable to the police

incentive pay program. From July 1, 1973, to December 31, 1973, \$1,666,785 has been paid in incentive pay money.

## 2. Education Standards

### a. Introduction - Why Higher Education for Police?

Over the past decade, literally hundreds of college degree programs have been established in two-year community colleges, four-year colleges, and universities specifically designed for police officers or others engaged in or interested in employment in criminal justice. Police education programs are not new. As far back as the 1920's and 1930's, institutions in California, New York, and Michigan began providing education for police. The recent upsurge and proliferation have been due in large measure, to the encouragement provided by the Law Enforcement Assistance Administration and, more specifically, the assistance that agency has given through providing student financial aid in the form of the Law Enforcement Education Program (LEEP).

The fact that higher education programs for police and other criminal justice personnel are here and, most likely, here to stay, begs specific questions relating to their necessity. Is it necessary or realistic to college-educate police? There exists an obvious difference of opinion. The President's Crime Commission was the first major governmental study urging the need for college educated police. In its 1967 report, the Commission made two broad sweeping recommendations:

The ultimate aim of all police departments should be that all personnel with general enforcement powers have baccalaureate degrees.<sup>26</sup>

<sup>26</sup>President's Crime Commission, The Challenge of Crime in a Free Society, op.cit., p. 109.

Police departments should take immediate steps to establish a minimum requirement of a baccalaureate degree for all supervisory and executive positions.<sup>27</sup>

In spite of the Commission's repeated emphasis that its first recommendation was a long range goal and, because of the urgency of immediate implementation of its second proposal, both have largely been ignored, with notable exceptions, by the states and by police practitioners. One argument used to oppose college education for police is that it is impractical. This contention is without substance given enough time and resources. Saunders observes that "the goal of a four-year degree is beyond the reach of perhaps two out of every three officers currently employed."<sup>28</sup> Perhaps this is true. Nevertheless, the long-range goals of education for police should not be ignored.

Is there value in higher education programs for police officers? The answer depends on the reaction to a number of other questions which have both quantitative and qualitative implications. For example, what is meant by value? To whom does the value accrue - the individual officer, the department, the community? Does it actually improve the quality of law enforcement? Do college education requirements for police have an effect on the crime problem? Many of these questions cannot be answered authoritatively, for research efforts attempting to prove quantitatively the value of education are non-existent. The value of

<sup>27</sup>Ibid., p. 110.

<sup>28</sup>Saunders, op.cit., p. 82.

education rests more on faith than on fact. In spite of this lack of certainty, the worth of a general college education is accepted, as is the role of the college in providing it.<sup>29</sup>

What then, specifically are the justifications for higher education for police personnel? The views of a number of authorities in the field are valuable in this regard:

The qualities which law enforcement leaders claim to look for in recruits are the very ones which liberal education is believed to nurture: knowledge of changing social, economic, and political conditions; understanding of human behavior; and the ability to communicate; together with the assumption of certain moral values, habits of mind, and qualities of self-discipline which are important in sustaining a commitment to public service.<sup>30</sup>

In 1965, an advisory council to the International Association of Chiefs of Police composed of a national group of educators and police officials said:

Generally it is conceded that today's law enforcement officer has a need for higher education. It is also generally agreed that within the next few years law enforcement officers will find higher education imperative.

The above observation is the result of consideration of the changes that society has and is experiencing in such areas as the population explosion, the growing pressure for education beyond high school, the changing nature of metropolitan areas and the effects of tensions and pressures ranging from automation to race. The law enforcement officer is required to meet all kinds of people and innumerable kinds of situations; he must therefore: (1) be equipped to make good value judgments (2) be able to maintain his perspective (3) be able to understand the underlying causes of human behavior (4) be able to communicate clearly and precisely (5) possess leadership qualities (6) be knowledgeable of skills. In view

<sup>29</sup> Ibid.

<sup>30</sup> Ibid., p. 82-83.

of changing conditions which require flexibility, basic theory, and broad understandings, it is concluded that a wide spectrum of higher education must be available.<sup>31</sup>

Recognizing that educational institutions along with training programs will serve as the source of future manpower in law enforcement, Quinn Tamm, Executive Director of the International Association of Chiefs of Police has urged:

. . . the campus must be looked to for the police officers of the future. It is nonsense to state or assume that the enforcement of the law is so simple a task that it can be done best by those unencumbered by an inquiring mind nurtured by a study of liberal arts. The man who goes into our streets in hopes of regulating, directing or controlling human behavior must be armed with more than a gun and the ability to perform mechanical movements in response to a situation. Such men as these engage in the difficult, complex and important business of human behavior. Their intellectual armament--so long restricted to the minimum--must be no less than their physical prowess and protection.<sup>32</sup>

Still further support for college educated policemen was offered in 1966 by the International Association of Police Professors (now called The Academy of Criminal Justice Sciences):

One can justify requiring art, music, literature, on the grounds that a policeman, in his work, sees so much of the seamy side of humanity that he should have some acquaintance with the sublime and noble products of the human spirit in order to keep his sanity, balance, and judgment. But these are not the real justifications; rather, we justify the requirements of liberal arts in law enforcement education on the grounds that they contribute in ways for which no substitute has been found, to the development of men as thinking, critical, creative beings, with an awareness of their relations to the whole of mankind. We do this in the faith that this type of man is a better man--whatever occupation he pursues.<sup>33</sup>

<sup>31</sup> Statement by the IACP Advisory Council (1965).

<sup>32</sup> Quinn Tamm, editorial in Police Chief, Vol. 32 (May, 1965), p. 6.

<sup>33</sup> "Report of the Committee to Establish Guidelines for the Development of Law Enforcement Programs," 1966.

A recent pronouncement on the subject by the American Bar Association states:

Police agencies need personnel in their ranks who have the characteristics which a college education seeks to foster: intellectual curiosity, analytical ability, articulateness, and a capacity to relate the events of the day to the social, political, and historical context in which they occur.<sup>34</sup>

A further justification for higher education for police is a pragmatic one relating to the ability of the police to communicate with a general populace whose educational level is continually rising. Beyond this even, the availability of higher education to Americans affects the recruiting base of the police service. As noted by the ABA:

. . . police agencies cannot afford to be placed in the position of drawing their personnel from but one sector of society. They need access to a broader pool of manpower than that which consists only of those high school graduates who do not go on to college.

Police have been losing ground in their competitive ability to attract able young men into police work. Years ago, when most of the work force was in manual and semi-skilled labor and less than 10 percent of the high school graduates went on to college, police work was considered a good job. The police could recruit the most capable people from 90 percent of the population and some of the 10 percent who went to college. Ten years ago, a college education was still difficult to acquire and only one quarter of all high school graduates went on to college. This still left 75 percent of the population as the primary manpower pool for police recruitment, including many able persons qualified for college but financially unable to attend. Now, with half of all high school graduates going on to college, the police are left to draw from the 50 percent of high school graduates who do not. But not even all of these individuals are available since many cannot meet rising civil service standards.

The net result is that police forces are drawn overwhelmingly from those in the third educational and social quartile of the population; which means precisely those ethnic whites just one jump ahead of the blacks; well-educated enough to pass the tests, but not smart or

<sup>34</sup>ABA, The Urban Police Function, op.cit., p. 212.

energetic enough to go on to college; concerned, above all other groups in America, with the preservation of the status quo, resentful of those who have left them behind, and fearful of those who now seek to pass them along the way.<sup>35</sup>

It is thus obvious that most of the literature accepts the notion that higher education for police officers is needed, has value to the quality of law enforcement in the community as well as to the individual, and is going to be a goal for the recruitment and development of manpower. But the implementation of programs connecting higher education to law enforcement is not without problems. Questions exist about the recruitment, performances, and attitudes of college educated policemen; how much and what kinds of education should or must be required; and the relationships between education and training program roles.

b. Relationship of Education to Training

The difference or "non-difference" between education and training has been a subject discussed in academic circles for years. In the broadest connotations of the terms, training is a type of education and conversely, education is a type of training. The definitional problem should not preclude realization that most practitioners function as though the line was sharp. Traditionally, training has been skill-oriented with emphasis on the "how to" of job performance, while education has focused on "what" and "why." Another difference between education and training has been founded in the classical credit versus non-credit concept. Those programs for which college credits toward a degree are awarded are education courses; anything else is training.

<sup>35</sup>Ibid., p. 213.

Critical subject matter areas such as the behavioral sciences were traditionally in the realm of education. Today there is a gradual incorporation of these subjects into training programs. The gap that once existed between education and training is continually narrowing. Nevertheless, the study commissions and other authorities continue to discuss training and education as separate but related entities. Perhaps the credit versus non-credit distinction is the most viable for practical purposes. But, as will be seen later, there are a number of considerations that relate to how much and what kind of education is needed by law enforcement officials.

c. How Much Education

Short and long range goals must be the focal point of rational recommendations regarding education for police officers. Practical considerations such as recruitment efforts, availability of manpower, money, accessibility of educational institutions, and many other factors must be taken into account. But there is more. The recommendations of the President's Crime Commission were couched in terms of rational short and long range thinking by some of the best minds in law enforcement, yet they have largely been ignored. Police administrators and other agency personnel must accept and appreciate the contributions that college educated police officers can make to the level of police service offered the community if the idea is to gain momentum in practice. This gradually is occurring across the country in agencies on all levels and of all sizes. Perhaps, with the passage of more time, it will be accomplished on a large scale basis.

No one suggests the immediate requirement of a baccalaureate degree for all police personnel. Implementation by stages is a more feasible approach. The criteria upon which implementation is based may be varied. It may be based on time frames, as was recommended by the National Advisory Commission on Criminal Justice Standards and Goals. That commission established time frames for entry level educational requirements:

- (1) Every police agency should immediately require as a condition of initial employment the completion of at least one year of education at an accredited college or university. Otherwise qualified police applicants that do not satisfy this condition but have earned a high school diploma or its equivalent should be employed under a contract requiring they complete the educational requirements within three years of initial employment.
- (2) Every police agency should, no later than 1975, require as a condition of initial employment the completion of at least two years of education at an accredited college or university.
- (3) Every police agency should, no later than 1978, require as a condition of initial employment the completion of at least three years of education at an accredited college or university.
- (4) Every police agency should, no later than 1982, require as a condition of initial employment the completion of at least four years of education at an accredited college or university.<sup>36</sup>

Implementation may be tied in with promotion policies. One agency has instituted the following academic requirements:

In addition to the existing requirements for promotion, an officer will now need one year of college to advance to the rank of Sergeant, two years of college to advance to the rank of Lieutenant, and three years to the rank of Captain.<sup>37</sup>

<sup>36</sup>National Advisory Commission on Criminal Justice Standards and Goals: Task Force Report on the Police, p. 369.

<sup>37</sup>"Professional News Capsule," The Police Chief, International Association of Chiefs of Police, December, 1971, p. 16.

In this particular agency it was felt that these requirements would not place insurmountable barriers in the way of most officers who seek advancement since approximately 60% of the sworn officers already had some college credits.<sup>38</sup>

A third method of implementation is to tie education to monetary incentive programs. There is little doubt that in our materialistic society, money motivates. Students can and have taken advantage of the LEEP program, veterans benefits, and other student financial aid programs. Many police agencies pay part or all tuition and book fees; some reimburse the student a specific amount based upon the grade he earns in each course; others award salary increases for the completion of college work. Many alternatives are available.

It should be noted that the methods for introducing college education into the police service are not mutually exclusive. Idealistically, educational requirements can be built around time frames, promotional policies and monetary incentives.

How much education is needed and desired for law enforcement officers is related to many variables including: The establishment of a feasible and workable implementation schedule; the level of police education demanded by the community; an appreciation of the value of education to police by police personnel and the community; and the willingness of the community to lend financial support to the accomplishment of educational goals set for the police.

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<sup>38</sup> Ibid.

#### d. What Kind of Education?

There exists no universal consensus as to what kind of higher education is most beneficial to the police service. Neither practitioners nor educators can agree individually or collectively on the kinds of educational experiences needed. Over the years, no fewer than three distinct philosophical approaches have been advanced as either the "best" approach or the "only" approach. Each of these philosophies has strengths and weaknesses.

The first philosophical approach may be termed traditional-specialization. This was the avenue followed by most of the earlier programs, particularly those in two-year colleges. The premise is that people interested in police work should take as many specialized courses in law enforcement, police science, or police administration as could reasonably be required in a general education based curriculum. Similarly, those interested in the field of corrections would take specialty courses in that area. No emphasis was placed on criminal justice as a system nor was thought given to at least introducing the student to related areas in criminal justice. This knowledge gap is a major weakness in the traditional-specialization approach. Although the assumption is not supported by empirical studies, there would be the tendency to foster attitudes of isolation in the students; to develop feelings that the police are unrelated to the rest of the criminal justice system and the rest of society. It may perpetuate a warped view of the role of police. Among the strong points of this approach is the ability to provide in-depth specialization in the particular

field of study--law enforcement or corrections. A number of educators hold to this traditional-specialization philosophy.

A second philosophical approach to law enforcement education is the criminal justice concept which has developed in recent years. Basically, criminal justice envisions an interdisciplinary, inter-system concept designed to give the student a broad understanding of the interrelationships between police, courts, and corrections and components of a true system, and the relationship of that system to contemporary issues in society. Modifications can be made in this type program to allow for at least some specialization. One criticism of the criminal justice approach is that it produces graduates who know a little about a lot of subjects but not much about their chosen specialty and, therefore, it is less valuable than the traditional-specialization approach. The strengths of criminal justice oriented programs are that they produce graduates who have a better understanding and appreciation of criminal justice as a system and of their role in that system. This, among other things, should lead to greater job satisfaction, better performance, and more effective and efficient functioning of the system.

The third philosophical approach calls attention to the relationship between training and education. It can best be summarized by the following kind of assessment by a police executive: "Give me a man with a well rounded liberal arts education, who has been taught to properly utilize his mind and his thought processes; I can train him to do police work." The liberal arts approach also has a number of proponents throughout the country.

Each philosophy has strengths and weaknesses. There is insufficient research in the field to conclude that one is better than any other. Interestingly, not one of the major study commissions--The President's Commission on Law Enforcement and the Administration of Justice, The National Advisory Commission on Criminal Justice Standards and Goals, or the American Bar Association Project on Standards for Criminal Justice--recommends a specific type of education for police personnel.

In determining the educational needs of police personnel, several factors must be considered.

First of all, the diverse demands on the police dictate that departments recruit persons with specialized educational backgrounds in various disciplines.

. . . the educational requirements cannot be identical for all police positions. A police agency must select personnel on the basis of their qualifications to fulfill a particularized need. Although it is obvious that certain subjects such as sociology, psychology, history, and political science should be taken by police agents and officers in order to give them greater insight into human behavior and the governmental process, much more research is needed to determine which specific courses of study are most beneficial.<sup>39</sup>

e. Attracting and Keeping College Graduates

Attracting, recruiting and maintaining college graduates in the police service are not without problems. The American Bar Association addresses the problem of attracting qualified persons to law enforcement and presents four reasons for this dilemma. First, the lack of challenge and intellectual stimulation in many police assignments. Second, the lack of prestige in law enforcement employment compared to other endeavors. Third, the absence of any rewards or incentives; and fourth,

<sup>39</sup>ABA Project, op.cit., p. 128.

harassment and restraint by supervisors who oppose college education.<sup>40</sup> Levy indicates there is some evidence to support the claim that better educated and more intelligent men are liable to experience frustration and dissatisfaction within the police system and ultimately leave its ranks. She states that police departments do not sufficiently meet the needs of their better educated officers.<sup>41</sup> Neiderhoffer supports this view by pointing out that men with higher levels of education tend to become more frustrated and cynical the longer they remain patrolmen because their expectations are higher.<sup>42</sup> One study of a single police agency also revealed that the productivity of police officers in that department decreased as college experience increased. However the author was careful not to generalize from his findings and productivity in this study was based on quantitative measurement of routine tasks.<sup>43</sup> It should be noted that, except for this last study from which no generalizations can be drawn, the major problems of recruiting and keeping college graduates are not problems caused by college educated people but

<sup>40</sup>ABA Project, op.cit., pp. 211-212.

<sup>41</sup>Ruth Levy, "Summary of Report on Retrospective Study of 5,000 Peace Officer Personnel Records," Police Yearbook, 1966, IACP, 1962.

<sup>42</sup>Arthur Neiderhoffer, Behind the Shield: The Police Urban Society, Doubleday, 1967, p. 235.

<sup>43</sup>Thomas J. McGreevy, "A Field Study of the Relationship Between the Formal Education Levels of 556 Police Officers in St. Louis, Missouri, and Their Patrol Duty Performance Records" (master's thesis, School of Police Administration and Public Safety, Michigan State University, 1964).

rather, clearly reflect faults in the police service system which must be overcome. Further research is needed.

On the positive side, many benefits can be seen. The following statements reflect some of the more positive aspects of recruiting college graduates:

Candidates with a minimum of two years of college are easier to train on the complexities of changes in the rules of evidence, search and seizure, arrest and court techniques. They are more susceptible to training on specialty items, such as internal and external intelligence, public relations, budgeting and auxiliary services, they are more adept at adjusting to situations that require clear thinking and precise action.<sup>44</sup>

. . . Police who are attracted to college are significantly less authoritarian than police who are not impelled to attend college. This implies that there are certain personality characteristics of police who attend college that make it more likely that they will be able to function more effectively with respect to the problem stemming from civil rights demonstrations and more effectively in accordance with the guidelines set down by the Supreme Court with respect to arrests and search and seizure.<sup>45</sup>

. . . When all other factors are equal the university-trained man is better qualified for police service than one who has graduated only from high school. He has had broader experience with people and new situations; his adaptability has been tested; he has had the opportunity to meet students of many different nationalities, cultural backgrounds, and racial characteristics . . . His studies will have given him a new perspective on the problems and aspirations common to all men, and he will have learned to some degree to

<sup>44</sup>William H. Berlin, Jr., Chief of the Hermosa Beach, California Police Department, quoted in Donald D. Clark and Samuel G. Chapman, A Forward Step: Educational Backgrounds for Police (Charles C. Thomas, 1966), p. 84.

<sup>45</sup>Alexander B. Smith, Bernard Locke, and William F. Walker, "Authoritarianism in College and Non-College Oriented Police," Journal of Criminal Law, Criminology, and Police Science, Vol. 58 (March, 1967), p. 132.

withhold judgment and to restrain his actions and impulses in favor of calm consideration and analysis.<sup>46</sup>

If, in fact, these benefits can accrue to the police service, the system must change so as to attract those who are better qualified. The ABA suggests that consideration be given to examining the value of establishing short-term career programs as one way of attracting college-level personnel into police service.

A short-term-personnel program could have many advantages to police service. If persons with college backgrounds had an opportunity to spend two years in police service and were encouraged to do so, there would be a continuing flow of high quality persons in and out of law enforcement . . . . Many of the short-term personnel, after experience in law enforcement, might decide to remain in the field--persons who would not have made law enforcement a career if they had not had the opportunity to try it. Even assuming that most short-term personnel will leave to pursue other careers, there would be advantage for police. More citizens will have been exposed to the problems of law enforcement and will have a better perspective of the field problems and needs. There is likely to be considerable interest among college students in engaging in police work for a part of their career.<sup>47</sup>

In summary, college education has a definite role to play in the upgrading of law enforcement.

One central point bears reiterating because it is often misunderstood by those who oppose increased educational opportunities for police officers. It is not that education makes good police officers. Good police officers are made by their emotional stability and by their sensitivity to the problems of people in trouble and their understanding of the wide variety of life styles in a diverse society. This is why it is so essential that police be drawn from all groups within

<sup>46</sup> O. W. Wilson, Police Administration (2nd ed.; McGraw-Hill, 1963), p. 139.

<sup>47</sup> ABA Project, op.cit., p. 215.

the community they police. The contribution of education is a more limited one. It lies in the fact that it will make a good police officer a better police officer because policing today needs the contribution also of research and learning.<sup>48</sup>

f. Summary of Education Standards--Application to Alabama

The business of the police is people. Police officers must understand the problems of the people with whom they deal and they must have the capability of assisting in the solution to those problems. The police must be capable of communicating. Higher education contributes to this ability. Without doubt, colleges and universities will be looked to as a major source for the future manpower to serve in law enforcement agencies. Alabama, in striving toward professionalism in law enforcement will, along with the rest of the country, be relying on the products of college education for manpower. How quickly this is done will depend largely on community demands for better qualified law enforcement personnel. Police organizations must prepare to receive the college educated man into police ranks so that his potential may be realized to the fullest.

Since different kinds of education are needed for different kinds of people doing different kinds of jobs, the kinds of education obtained by police personnel seem less critical than how much education they get. A liberal arts education seems to be acceptable and valuable, even though a good criminal justice program can give the student an exposure to the criminal justice system he may not get anywhere else again.

<sup>48</sup> Ibid., p. 216.

Although the ultimate aim of police agencies should be to require a baccalaureate degree as an entrance criterion, Alabama needs to continue to evaluate its state-wide capabilities in order to establish realistic intermediate goals toward that ultimate objective. It would be premature to suggest a timetable for educational entrance or attainment requirements at this time. Further time-line analyses on the educational levels of Alabama law enforcement personnel and on law-enforcement related educational developments as begun in Chapters 2 and 5 need to be done. However, it is encouraging to note that educational levels for police seem to be on the rise.

### 3. Workload Standards

Establishing workload standards for the police service in Alabama is, at best, a difficult task. Workload standards for local police normally refer to the ratio of sworn officers to population. This ratio may vary from jurisdiction to jurisdiction depending on a number of factors including community size, affluence, degree of industrialization, number and type of calls for police service, character and location of a community (rural, urban, urban metropolitan), and the ability and willingness of the community to provide the resources to support some specified level of police service. Thus, unlike many correctional services, in which workloads are more readily identified on the basis of caseload standards, no uniform measurement can be devised for police personnel. And, because of the probably varying requirements of different local jurisdictions in Alabama, no across-the-board ideal standards should be applied. State agencies may require again different sets of measurements to establish requirements.

## B. Corrections Personnel

### 1. Study Commissions

Various national study commissions on crime have prepared well documented analyses of the justice systems operative in America. From the time of the National Commission on Law Observance and Enforcement (the Wickersham Commission) in 1931 to the most recent major report in 1973, America has had hundreds of experts examine its crime prevention and control strategy and suggest why the justice systems are failing to deal effectively with the problem of crime. Besides the 1931 Wickersham Commission, these study commissions include: The President's Commission on Law Enforcement and Administration of Justice (1967), commonly referred to as the Crime Commission; The Joint Commission on Correctional Manpower and Training (1969); the Advisory Commission on Intergovernmental Relations (1971); and the National Advisory Commission on Criminal Justice Standards and Goals (1973). Each study group has focused principally on social agencies organized to combat crime and each has made numerous recommendations, including some on the staff make-up of the agencies and the requisite training and education seemingly required by their staffs. Generally, the commissions agreed that there was need for overall improvement of recruitment practice, training, education, and pay.

Correctional agencies were singled out as crucial components in any overall plan to deal with crime effectively. The Advisory Commission on Intergovernmental Relations, perhaps the most significant of all the commissions, suggested that state and local government units improve

recruitment, pay, training, and promotion practices to attract sufficient numbers of high quality personnel to the corrections system. The Commission further recommended that states establish minimum qualifications standards for correctional personnel. Each commission recommended very similar improvements, and at the same time alluded to the fact that corrections generally has failed as a "people-changing" enterprise. Each tends to view this failure as a ". . . product of the attitudes, competence, and numbers of correctional personnel."<sup>49</sup>

Perhaps the failure can be attributed to such components. However, it is suggested by some authorities that the focus of these commissions has been misdirected and the need is to give attention to the effects of treatment programs. Rather than calling for a closer examination of the treatment model, commissions make recommendations that seem to add credence to and perpetuate an ineffectual treatment strategy.

The real problem may be found in the entire philosophy underlying our approach to crime and correction, i.e., the medical model and its accompanying doctrine of strengthening the ego to "cure" the deviant. These important issues need further explication, but they are beyond the scope of the current study. But, with each attempt at training and education there is a concomitant need for a closer examination into the content thereof, insuring that what is being taught is effective in terms of the ultimate outcome measure, i.e., the effects on ex-offenders or delinquents.

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<sup>49</sup>Advisory Commission on Intergovernmental Relations, 1973, p. 61.

The ratios of staff to clientele that are suggested by the commissions and other authorities also require much closer examination. A smaller caseload should, a priori, overcome the problems associated with the large caseloads carried by many parole and probation supervisors, thereby reducing the numbers of offenders who return to institutions. However, research has indicated that merely reducing caseload size is not the answer. In a California study<sup>50</sup> it was found that when parolees or probationers were randomly assigned to different degrees of supervision, offenders under minimum supervision performed as well as would be expected had they been receiving normal supervision; the minimum and ideal caseloads had violation rates which were almost identical; and in intensive supervision, despite 14 times the attention provided the minimum cases, the violation rate not only failed to decline but increased with respect to technical violations. It is suggested by authorities that a more effective treatment model must be developed.

With these reservations in mind, the following highlights of the study commissions that are germane to corrections, including, staffing, training, and education, are presented. The recommendations represent appropriate first steps, but the content for training and education, as well as hours given, caseload ratios and related factors, must continually be reevaluated in light of outcome measures that prove that whatever methodology is applied is having the desired effects.

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<sup>50</sup>University of California, School of Criminology, San Francisco Project: Research Reports (Berkeley: U. of California Press, 1965).

## 2. Manpower in Corrections

Corrections in Alabama has been like corrections in the United States; it has grown piecemeal, sometimes out of expedience, sometimes out of necessity. One only need look at the hodge-podge of organizational structure and the diversity of philosophies operative at the state corrections level to view this on-going fact.

Authorities are convinced that among several changes in corrections that are needed, some of the most important focus on manpower and training. They add that, as long as there is a predominance of low paid, dead-end jobs in any corrections system, that system will continue to be burdened with a poor performance record.

## 3. Functions of Manpower

Four major types of correctional manpower have been identified by function by the Crime Commission. They are: (1) Custodial personnel and group supervisors, (2) case managers, (3) specialists, and (4) technicians. The first group is concerned generally with the custody and care of offenders in group settings. Case managers are responsible for assembling information about individual offenders, developing specific treatment programs, and supervising probationers and parolees in the community. The third group, "specialists," consists of academic and vocational teachers as well as "therapists" who work in correctional programs. The last group is a diverse combination of technical and service personnel.

## 4. Custodial Personnel and Group Supervisors

Nationally as well as locally, custodial personnel and group supervisors comprise over half of all correctional manpower. They are the

correctional officers in adult institutions and the cottage matron, father, or counselor in juvenile institutions. In adult institutions, this group mans the walls or towers, supervises living areas, escorts inmates to and from work, and supervises all group movement in the institution. The same basic tasks are performed by group supervisors in juvenile institutions. This category of personnel is of critical importance to the institution's security, and its contribution makes it possible for other programs to operate. If there were shortages of correctional officers and group supervisors, other programs like school and recreation have to be curtailed, since these officers are required to supervise inmate movements to and from such activities.

The shortage of custodial personnel and group supervisors in Alabama is evident nationally. In the juvenile field, for example, based on 1965 data, it would have required approximately 4,400 more group supervisors to meet the standards suggested by the United States Department of Health, Education, and Welfare (HEW). For adult state institutions the ratio of officer to inmate is 1 officer to 7.7 inmates. Although no standard ratio exists for purposes of estimating staff needs, an average of 1 custodial person for every 6 inmates was employed. Conservatively at the national level, 9,500 more custodial personnel are needed. If the same ratio of 1 to 6 was applied to the national jail picture, 12,500 more such staff members would be required for those institutions.

The Crime Commission recommended modifying and upgrading the role of custodial personnel in corrections to bring them more actively into the task of rehabilitation. Correctional officers are in positions within

the institutions that give them the potential to reinforce or help destroy the effectiveness of correctional programs. It also recommended that, in order to fulfill the new rehabilitation role, a high school degree is a reasonable initial requirement for correctional officers. In addition, custodial personnel and group supervisors all should receive thorough training and orientation upon recruitment and periodically on the job. The Crime Commission recommended expansion of work-study programs, educational furloughs, and university extension courses for correctional personnel.

#### 5. Case Managers

HEW standards call for 1 case manager for every 30 children in a training school, while American Correctional Association (ACA) standards call for 1 case worker or manager for every 150 inmates in an adult institution. Additional caseworkers also are needed to study and plan treatment programs for newly admitted cases. The standard for the latter task is 1 caseworker for every 30 inmates. A 1965 survey indicated a nationwide need for 1,200 more caseworkers in juvenile institutions, another 1,000 in adult institutions, and some 5,300 more in the jails.

The need for probation and parole officers is staggering. The juvenile field shows a needed increase from approximately 8,000 to almost 14,000. This increase is based on the Crime Commission's recommendation of one juvenile probation officer to 35 cases. In addition, juvenile probation officers must provide screening and service for over 700,000 youths referred to juvenile authorities each year and complete diagnostic investigations for the approximately 200,000 children annually placed on probation or committed to institutions. The National Council on Crime

and Delinquency (NCCD) establishes the standard of 1 intake worker for every 500 cases. In the Alabama juvenile justice system there is a compounding problem since many juvenile officers are also heavily involved with welfare and dependent cases.

Data for 1965 revealed that in the adult felony pardon and parole field, the number of probation and parole officers needed was three times the number employed. The Crime Commission claims that such an increase would reduce caseloads from their present high levels to an average of 35 per officer, and would also provide sufficient staff to perform essential pre-sentence investigations. A parallel program for misdemeanor offenders would require an increase, at the 1965 level, of slightly less than 2,000 to over 15,000. Approximately one half of this increase would provide probation and parole supervision for misdemeanor offenses. The other half of the increase would provide misdemeanor courts with screening and pre-sentence investigative services.

According to the Crime Commission, an increase from slightly over 17,000 to 55,000 case managers is required to meet existing needs in the juvenile and criminal justice systems. It is doubtful that an expansion of this magnitude can be financed by state and or local governments alone. Not only is the recommended change a costly one, but it is further complicated by the skill levels that are recommended. The caseworker or manager must have investigative and diagnostic skills as well as the ability to work with communities and institutions to obtain services for probationers and parolees. The caseworker also must be an effective counselor and supervisor. To fully meet these requirements the agreed upon level of education for a case manager is graduate work

at least to the Master's degree. To achieve that level immediately is clearly impractical. Fully trained case managers must be utilized in teams with volunteers, paraprofessional aides, and specialists in tasks such as obtaining employment and providing remedial education. College graduates at the Bachelor's degree level, selected ex-offenders, and minority group members provide potentially rich sources of recruitment to some of these positions.

#### 6. Specialists

The specialist category includes vocational and academic teachers, psychologists and others. Since the focus of both juvenile and adult corrections programs is on reintegration into the community, teachers and trainers are crucial. They are the staff who strengthen the ability of the offenders to cope successfully with everyday problems of work and community living. Standards for most personnel needed in these categories have been developed by HEW and ACA.

An overlooked source of recruitment for additional instructors is the staff of the correctional institution itself. Shop and work supervisors who are qualified in their respective fields might be given sufficient leave to take teacher-training courses that would qualify them for certification as vocational instructors. The use of offenders as teachers aides is another possibility and one that was demonstrated to be effective by the Rehabilitation Research Foundation (RRF). If carefully planned and administered, a teacher's aide program can be beneficial. Volunteers from nearby communities also might be selected to fill the gap in the instructor or teacher ranks. The Crime Commission

claims that the most obvious way to recruit fully qualified teachers into corrections would be to attract undergraduate college students to careers in that field through special stipends and other forms of assistance. The Law Enforcement Education Program (LEEP) under the auspices of the Law Enforcement Assistance Administration (LEAA) is a likely source of funding for such a program. Similarly, efforts should be made to recruit fully trained and experienced teachers for correctional work by providing attractive salaries and especially rewarding work opportunities. Corrections cannot, in the near future, obtain all the full-time therapists needed for work in correctional institutions.

Another avenue for exploration is the continued development of community based use of facilities, particularly for the jails. Indeed, using specialists, teachers as well as other professional personnel, will continue to help counter the isolation of corrections. A recent (1972) survey of the 50 states' correctional systems, the D. C. Department of Corrections, and the Federal Bureau of Prisons indicated that almost 3,000 selected offenders were actively engaged in various study release programs daily between January 1, 1971, to December 31, 1971, without major calamity.<sup>51</sup> These offenders were leaving the institution on a daily basis to engage in a variety of academic and vocational programs in the community. Fewer than 3% absconded, while no crimes against person or property were committed during the reporting period.

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<sup>51</sup>Smith, R. R. and M. A. Milan. Progress of Study - Release in Adult Corrections: A National Survey. Unpublished manuscript.

### 7. Technicians

Another major group to be considered consists of those who are responsible for the maintenance and operation of the correctional systems, and who also provide various specialized services to offenders. This group includes electricians, farm foremen, researchers, and secretaries. Most of them work in institutions. The bulk of them have no special preparation for working with offenders other than random experience, but they have potential for participating in treatment. At present slightly over 34,000 persons are employed in technical and service tasks in corrections. By 1975, according to the Crime Commission, about 81,000 technicians and service personnel will be needed. Staff development programs are needed for this group that orient them to the correctional field and prepare them to work with offenders.

### 8. Administrators

The administrative personnel who manage the correctional system also deserve special comment. Present estimates are that more than 17,000 middle managers and supervisors work in corrections. Traditionally these persons, as well as top administrators, have been recruited from rank-and-file staff in both juvenile and adult fields. The exceptional one has had special training or preparation for managerial responsibilities.

Today's changing trend in correctional agencies puts a premium on managerial skills. The reduction of existing barriers between institutions and community services, as well as the effort to eliminate the dichotomy between custody and treatment, demands flexible and sophisticated performance of management functions. The Crime Commission recommends that today's and tomorrow's correctional managers know more about

the nature of formal organization, the dynamics of administrative decision-making, the principles of personnel management, and the use of strategic information and research findings in order to make organizational change. The correctional manager needs the same opportunities for personal development that have been urged for other staff: Education leaves, extension courses, institutes, and workshops.

### 9. Education and Training

Part of the blame for the shortage of correctional personnel, particularly in the case manager and specialists positions, rests with the colleges and universities. A survey by the Pilot Study of Correctional Training and Manpower for the academic year 1965-66 indicated that only 96 (16 percent) of 602 colleges and universities sampled offered courses in corrections or correctional administration. The trend, however, is up, with input from LEAA and the promise of a National Institute of Corrections. Previously schools reported that shortage of funds, space, and faculty were responsible for the lack of course work in corrections; that enough able and interested students were available, as were opportunities in correctional agencies for field work experience. Corrections has long been regarded by many colleges and universities as inappropriate for academic specialization. Several Alabama colleges and universities are now in the process of developing curricula focusing on this void.

### 10. Staff Training

A need exists in Alabama for additional training programs such as the Alabama Board of Pardons and Paroles has developed. These type

programs stress a vocational orientation both to prepare entering personnel for service and to upgrade their skills in the light of the knowledge explosion in corrections. Results from the National Council on Crime and Delinquency's training study in 1965 indicated that more than half of the responding correctional agencies surveyed claimed that they had no organized training programs at all. Fairly similar response were received from probation and parole systems. The national survey obtained information on the frequency of training sessions as an indication of program quality. Slightly more than half of the juvenile probation agencies reporting had sessions as often as once monthly, but there were monthly sessions in less than half of the felony probation and adult parole agencies.

Most correctional systems with in-service training programs do not have central training units to plan and organize such programs. The Crime Commission points out that this failure is a serious handicap to effective training, particularly in systems where there are many kinds of employees with widely differing duties and backgrounds.

Universities and colleges in Alabama or nearby states, such as Georgia and Florida, are now in a position to offer considerable help in planning in-service training programs. Nationally, the need for wider collaboration among colleges, universities, and correctional agencies has been voiced by many correctional administrators and several study commissions.

Only a few states have central corrections agencies that provide general planning for coordinated programs. The majority of the states, then, do not have a dominant organization which can provide such planning

for training. The Crime Commission recommends that specialized personnel in each state be appointed to develop and administer centralized training programs. The Commission points out that it simply is not feasible to set up separate training for a number of state agencies and scores of jails in a given state. In addition, the training needed by an officer in a jail is not so dissimilar to that needed by an officer in a state correctional institution. It is further pointed out that planning should involve all correctional agencies, as well as colleges and universities capable of developing or assisting with education and training programs.

Various interstate corrections models also need to be further explored and developed by Alabama officials. The Western Interstate Commission for Higher Education (WICHE) has, for example, demonstrated the value of a regional approach to training and education in juvenile corrections in the West. Similar plans need to be further explored by all parties involved at the state and local level to involve use of personnel from the Federal Bureau of Prisons in Atlanta and the Institute of Government at the University of Georgia, Athens, for example. Among the interstate programs promoted by WICHE have been: Faculty and staff exchange between correctional agencies and institutions of higher learning; placement of expert faculties and staff in geographically isolated correctional systems to help with staff development, consultation, and research strategy; and sharing of limited resources in correctional education. The Crime Commission points that such involvement is particularly useful in providing the forum for specialized kinds of training. Juvenile court judges, parole board members, and administrators, for instance, need the opportunity for specific training.

### 11. Other Sources of Correctional Manpower

There are numerous examples in the field of corrections where para-professionals have functioned in essential roles. Students, ex-offenders and volunteers all have participated in community-based and institutional corrections as research assistants, teachers, case managers, pre-sentence investigators, and counselors as well as in other ways. The RRF has successfully utilized many students and ex-offenders in several of the activities mentioned above and continues to do so. Cressey reports on the successful use of ex-offenders as counselors; particularly that they are effective in producing changes in inmates.<sup>52</sup> Smith and Milan report that the majority (73%) of correctional administrators surveyed who have ex-offenders working for them in their systems claimed that other correctional systems should adopt similar policies.<sup>53</sup> It was pointed out that the ex-offender is typically a dependable worker and is noted for his expertise in "knowing" the offender and the system.

Volunteers provide another source of correctional manpower. Dr. Ivan Scheier and Judge Keith Leenhouts both have demonstrated the successful use of volunteers in the courts and are in the process of expanding their experiments to other justice agencies. As pointed out by the Crime Commission, what most correctional administrators see as the most important element in a successful volunteers' program is a serious

<sup>52</sup> Cressey, D. R., Social Psychological Theory for Using Deviants to Control Deviation in Experiments in Cultural Expansion (Sacramento, Calif. Department of Corrections, 1964).

<sup>53</sup> Smith and Milan, op.cit.

commitment on the part of the agency to use volunteers. Other essential items include: (1) Careful screening of those who offer their services, to assure selection of persons who have a good capacity for the work that needs to be done; (2) an organized indoctrination and training program to interpret the offenders and their needs to volunteers and to give them a realistic perspective of the problems they will meet. (Training should continue at intervals and focus on problems encountered by volunteers.); (3) careful supervision that will insure the optimum use of the volunteers; and (4) systematic procedures for giving reinforcement to volunteers in their efforts.

The Crime Commission, in discussing a few of the obstacles in utilizing paraprofessionals, explains that creation of defined and satisfying career ladders should be developed for paraprofessionals. Without them, the potential for job dissatisfaction exists. There also would be the need for the State Merit System to develop new job functions and descriptions.

### C. Courts Personnel

There exist at present two generally recognized sets of standards relating to qualifications, training, education, etc., for courts personnel in the criminal justice system. These are: (1) Standards Relating to Court Organization, formulated by the American Bar Association Commission on Standards of Judicial Administration; and (2) Report on Courts, formulated by the National Advisory Commission on Criminal Justice Standards and Goals. The former is presently available only in tentative draft form; however, no significant changes are anticipated for the final version.

Standards Relating to Court Organization is predicated upon the establishment of a uniform court system, and the qualifications and training of courts personnel is treated in that context. In the absence of a uniform court system, it would be most difficult to establish training and education programs of general application. The education level of clerks and registers now serving in Alabama, for example, ranges from high school to advanced degrees, including law degrees. An education span also exists with regard to other court-supportive personnel, i.e., court reporters, bailiffs, and clerk's office clerical personnel. Clerks are elected and registers are appointed; qualifications for the former are set by statute and, in the case of registers, qualifications are in the discretion of the appointing authority. Such diversity in personal backgrounds hinders the establishment of meaningful training and education programs for courts personnel.

A characteristic of a properly administered unified court structure is a continuous program of professional education for judges and

auxiliary court personnel. A complementary characteristic is a program of conferences and consultations for judicial and auxiliary personnel, the bar, and the public, on problems and needed improvements in administering justice. The necessity for establishing and maintaining lines of communication between the components of the criminal justice system has become increasingly emphasized in recent years. The ABA Commission on Standards of Judicial Administration stated:

"Continuing professional training, in addition to its direct educational product, stimulates and reinforces a sense of common purpose among those who participate in it. This outlook develops from sharing perceptions of problems and recognizing similarities of situation and responsibility. It is most likely to be forthcoming in professional training and education conducted through conferences, seminars and other forms emphasizing participation, which in turn are often the most convenient ways of communicating court policy."

Section 1.25 of Standards Relating to Court Organizations specifically treats the subject of education programs for judges, to wit:

"Continuing Judicial Education. Judges should maintain and improve their professional competence by regular continuing professional education. Court systems should operate or support judges' participation in training and education, including programs of orientation for new judges and refresher education in developments for experienced judges. Where it will result in greater convenience or economy, such programs should be operated jointly by several court systems, or regionally or nationally. Provision should be made to give judges the opportunity to pursue advanced legal education and research."

The most obvious application of this philosophy in Alabama has been and is the continuing educational program for bench and bar on the Alabama Rules of Civil Procedure previously noted. Although this program concerns civil rules of procedure and not criminal, a similar format could be utilized in the case of the latter. A pre-adoption educational program on the civil rules was and is being followed by a post-adoption educational program. The latter affords limited exposure to applications

of the new civil rules, then an opportunity for judges to assemble with their colleagues for discussions of problems, solutions, etc.

In its commentary to Section 1.25, the ABA Commission on Standards of Judicial Administration suggests a combined effort approach to the establishment of continuing judicial education programs, particularly in the case of specialized subject areas. This has been followed successfully in Alabama in those areas having a small bar membership; two or more circuits have combined their efforts to effect a particular educational program. As noted in the commentary, this approach offers the benefit of diverse attendance with diverse problems and observations.

Of equal importance is a single-level coordination of attendance of out-of-state training programs by the judiciary of Alabama. Program agendas reflect the on-going or continuing nature of out-of-state training programs. Those judges who have attended the four-week basic session of the National College of the State Judiciary, for example, should be actively encouraged to attend a two-week graduate session. Thereafter, such judges should be encouraged to attend the one-week sessions on specialized subjects appropriate to their duties.

The responsibility for preparation of standards and procedures for in-service training for courts personnel other than judges and judicial officers is placed in the Central Administrative Office under Standards Relating to Court Organization, Section 141. Said office would be under the control of an executive director.

Section 1.42 of Standards Relating to Court Organization treats non-judicial personnel of the court system. An edited copy of Section 1.42 follows:

#### 1.42 Non-Judicial Personnel of Court System

(a) Governing regulations. Non-judicial personnel of the court system, including part-time staff and consultants, should be selected, supervised, retained and promoted in accordance with regulations adopted pursuant to Section 1.32. The regulations should provide for:

(i) A uniform system of position classification and levels of compensation.

(ii) A system of open and competitive application, examination, and appointment of new employees that reflects the special requirements of each type of position in regard to education, professional certification, experience, proficiency, and performance of confidential functions. Employment should be made without discrimination on the basis of race or ethnic identity, age, sex, or religious or political affiliation, and should be administered to encourage members of minority or disadvantaged groups to seek employment in the court system.

(iii) Uniform procedures for making periodic evaluation of employee performance and decisions concerning retention and promotion.

(iv) Requirements that discipline or discharge be based on good cause and be subject to appropriate review.

(v) Compatibility, so far as possible, with the employment system in the executive department. Transfer of individuals from one system to the other, without impairment of compensation, seniority, or fringe benefits should be facilitated.

(b) Auxiliary staff classifications. Regulations governing nonjudicial employees of the court system should reflect the differences in duties and responsibilities of various types of nonjudicial personnel, including the following:

(i) Administrative personnel. Administrative personnel, such as the executive director of the administrative office, court executives of subordinate court units, and their principal deputies, should perform duties requiring managerial skills and discretion. Administrative personnel should have qualifications that include general education, appropriate professional experience, and education and training in court management or public administration . . . . The principal deputies

of the executive director should be appointed by him and hold office at his pleasure, and a corresponding arrangement should apply to the principal deputies of court executives of subordinate court units.

(ii) Professional personnel. Professional personnel include persons such as examining physicians, psychological and social diagnosticians, appraisers, and accountants, whose duties require advanced education, specialized technical knowledge, and the exercise of critical judgment. They should be selected on the basis of their competence within their own profession and adaptability to the working environment of the court system. The procedure for evaluating potential appointees to professional positions should include participation by persons of recognized standing in the professional discipline involved.

(iii) Confidential employees. Confidential employees include secretaries and law clerks and other persons whose duties require them to work on a personal and confidential basis with individual judges, judicial officers, administrative officials, and professional personnel. Confidential employees should meet the qualifications prescribed in regulations adopted pursuant to Section 1.32, but their appointment and tenure should be at the pleasure of the person for whom they work.

(iv) Technical and clerical employees. All other employees should be appointed by the chief administrative official of the administrative office in which they are employed.

In connection with job descriptions based generally upon the provisions of Section 1.42, supra, the state of Colorado is considered most progressive in the area of judicial reform. "A Report on the Position Classification and Pay Plans--Colorado State Judicial Department," prepared by the Public Administration Service describes the work of and qualifications for persons occupying positions in the system. The job descriptions contained therein reflect that which constitutes acceptable criteria in those states operating under a unified court system. An illustrative summary of qualifications is found in the chart on the following page.

AN ILLUSTRATIVE SUMMARY OF PERSONNEL QUALIFICATIONS BASED ON

"A REPORT ON THE POSITION CLASSIFICATION AND PAY PLANS--

COLORADO JUDICIAL DEPARTMENT"

May, 1973

Position Title	Educational Requirements	Experience Requirements
Administrative Assistant I	Bachelors (Business Management)	Some - in progressively responsible office management/staff work
Clerk, Supreme Court	Bachelors	Thorough - in court administration
Court Administrator V	Bachelors (Administration)	Thorough - administration, including court related
Legal Staff Assistant I (Law Clerk and Bailiff)	Bachelors; 2 years Law School	----
Legal Staff Assistant II (Legal research)	Admission to Bar	----
Court Clerk I	HS Diploma	Some - general clerical
Court Clerk IV	HS Diploma; Business or Legal courses	Thorough - all aspects court of assignment
Division Clerk (County Clerk)	HS Diploma; Office Procedures and Clerical Courses	Some - court clerical work
Court Reporter I	HS Diploma; Courses in typing and taking dictation	----
Court Accounting Clerk I	HS Diploma; Book-keeping courses	Some - bookkeeping
Clerk Stenographer I	HS Diploma; Courses in Stenography and typing	Some - general stenography, typing, clerical work
Administrative Technician	HS Diploma; Courses in office procedures & clerical routine	Considerable - office clerical

Consideration now will be given to Report on Courts, prepared by the National Advisory Council on Criminal Justice Standards and Goals. It should be emphasized that this report and that prepared by the ABA Commission on Standards of Judicial Administration are both highly esteemed works; in many instances, the reports are complementary, one providing elaboration on the other.

Standard 7.5 of Report on Courts, which follows, treats the subject of Judicial Education in significantly greater detail than is true in the ABA report.

#### Judicial Education

Every State should create and maintain a comprehensive program of continuing judicial education. Planning for this program should recognize the extensive commitment of judge time, both as faculty and as participants for such programs, that will be necessary. Funds necessary to prepare, administer, and conduct the programs, and funds to permit judges to attend appropriate national and regional educational programs, should be provided.

Each State program should have the following features:

1. All new trial judges, within 3 years of assuming judicial office, should attend both local and national orientation programs as well as one of the national judicial educational programs. The local orientation program should come immediately before or after the judge first takes office. It should include visits to all institutions and facilities to which criminal offenders may be sentenced.

2. Each State should develop its own State judicial college, which should be responsible for the orientation program for new judges and which should make available to all State judges the graduate and refresher programs of the national judicial educational organizations. Each State also should plan specialized subject matter programs as well as 2- or 3-day annual State seminars for trial and appellate judges.

3. The failure of any judge, without good cause, to pursue educational programs as prescribed in this standard should be considered by the judicial conduct commission as grounds for discipline or removal.

4. Each State should prepare a bench manual on procedural laws, with forms, samples, rule requirements and other information that a judge should have readily available. This should include sentencing alternatives and information concerning correctional programs and institutions.

5. Each State should publish periodically--and not less than quarterly--a newsletter with information from the chief justice, the court administrator, correctional authorities, and others. This should include articles of interest to judges, references to new literature in the judicial and correctional fields, and citations of important appellate and trial court decisions.

6. Each State should adopt a program of sabbatical leave for the purpose of enabling judges to pursue studies and research relevant to their judicial duties.

It is generally conceded that newly-appointed or elected judges should be afforded the opportunity of an orientation seminar. Standard 7.5 suggests that such judges attend both local and national education programs. As described earlier, an orientation program was conducted in 1971 for Alabama judges who had been on the bench less than two (2) years. Standard 7.5 further recommends that each state establish a judicial college which, inter alia, would be responsible for formulating and conducting orientation programs for newly-installed judges.

Standard 7.5 recommends the preparation of a bench manual for judges. This is basic to effective administration; however, many states, including Alabama, do not have an up-to-date comprehensive bench manual for judges. The Alabama Department of Court Management has entered into contracts providing for the preparation of manuals for circuit court

judges, clerks and registers, the Attorney General's Office, and probate judges. A manual also is being prepared for presentation to new judges who attend an orientation program contemplated in early 1974. The DA's Association is preparing a manual for DA's.

Standard 7.5 further recommends the publication and dissemination of a newsletter. A survey recently conducted by the Department of Court Management revealed that such a newsletter is presently published in only four (4) or five (5) of the 40 states responding to the inquiry. The Public Information Officer in the Department of Court Management has been engaged for several months in a project having as its goal the development, publication and dissemination of a newsletter such as is alluded to in Standard 7.5.

The commentary to Standard 7.5 sets forth in detail what is proposed by the Standard. Particularly noted in the commentary are judicial training programs in Virginia, West Virginia, Michigan, and California. Alabama is moving in an essentially similar direction.

Standard 9.1 recommends that the State Court Administrator be responsible for the establishment of uniform personnel policies and procedures governing recruitment, hiring, removal, compensation and training of all nonjudicial personnel. Standard 9.2 plans like responsibility at the local level in a presiding judge; Standard 9.3 similarly treats the matter when local and regional trial court administrators exist. Such policies and procedures as are established under the provisions of Standards 9.2 and 9.3 must be in conformity with those set by the State Court Administrator under Standard 9.1. Thus it appears the responsibility for training of nonjudicial court personnel is vested

ultimately in the State Court Administrator. To be considered for non-judicial personnel would be the following.

1. Orientation seminars for clerks, court reporters, bailiffs, etc.
2. In-state training programs.
3. Out-of-state training programs, where appropriate.
4. Preparation of manuals, job descriptions, standard operating procedures.
5. In-service training.

In a unified court system personnel are employed at the state level and the procedures under which such personnel operate are uniform throughout the state. The design and presentation of training and education programs would obviously be greatly simplified in comparison with the hodgepodge of considerations applicable in working under a non-unified system. For example, a circuit court clerk's manual would contain procedures applicable to every jurisdiction in Alabama, as would a district court clerk's manual.

Regarding court-reporters, a number of states have certification boards on which rests the responsibility for "screening" potential official court reporters and for evaluating court reporters in official service. Education and training programs for court reporters should conform with the requirements of such a certification board, should one be established in Alabama. Enabling legislation was drafted for consideration by the 1973 Alabama Legislature; it was not introduced, however.

Attention is directed to the proposed program for the Alabama Department of Court Management emanating from the development of a

5-Year Master Courts Plan. This plan was formulated by Resource Planning Corporation, Inc., of Washington, D. C. Reference to this plan is deemed desirable, due to the presence therein of certain matters affecting, directly or indirectly, training and education.

The staff of the Department of Court Management will operate in specialized facets of the overall operation. Four modules of the overall operation will be: (1) Research and development; (2) fiscal; (3) personnel and training; and (4) records keeping and systems. The operations of these units will encompass to a degree the establishment of policies and procedures in the respective areas. The responsibility for designing and implementing an educational program for judges and nonjudicial personnel will be borne by the Personnel and Training Section. This will be coordinated with projects underway at the University of Alabama School of Law and Cumberland School of Law, Samford University. Those projects include development of various manuals and the development of curricula for training of judges and nonjudicial personnel over a period of five years. The Section will have and exercise revision capabilities. This conforms to recommendations heretofore discussed in connection with state-controlled and administered training programs. Job descriptions for the newly-created positions are contained in the 5-Year Master Courts Plan.

PART IV CONCLUSIONS AND RECOMMENDATIONS

CHAPTER 8

CONCLUSIONS AND RECOMMENDATIONS\*

While information collected in preparing the factual portions of this study is extremely helpful in arriving at estimates of needs, conclusions and recommendations themselves must be to some degree judgmental. To help in identifying needs, an effort was made to obtain the views of criminal justice experts, persons closely familiar with the situation in Alabama, and the practitioners themselves as to training and education would be desirable. The results sometimes were not wholly satisfactory, especially with regard to the failure of many people working within criminal justice entities to respond positively and specifically to a query on training desired. Part of the intention was not only to get the views of those who were doing the jobs but also to arrive at recommendations that would not simply be regarded as imposed from the outside but as responses to felt needs.

In preparing a study and making proposals, two people working from the same set of factual information still set different priorities. A long list of deficiencies in the development, implementation and evaluation of education curricula and training programs for criminal justice personnel was recently noted by the National Advisory Commission on Criminal Justice Standards and Goals, and broad-based proposals were

made for dealing with those deficiencies.<sup>1</sup> But those proposals take time to implement, and the kinds of information they often require and consensus they often imply are not yet here. So, rather than attempt to cover everything, an effort has been made to form a judicious selection of programs for Alabama that combines acceptability with relative ease of implementation. If the choices are good ones, the plan can go ahead rapidly and open the way for additional actions at a later date.

An attempt has been made to give a number of interested and knowledgeable people the opportunity not only to contribute to the input to this study but also to review and comment on one or more drafts. By so doing, in going through several steps of contribution and review, it is the hope that a reasonable and reasonably acceptable product has resulted that criminal justice practitioners themselves will find satisfactory toward the ends of attaining incremental changes in training and education that are not intended, and it is hoped not designed, to do harm to anyone but to benefit many.

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<sup>1</sup>In the portion of its report entitled Criminal Justice System, 1973, pp. 165-171.

## A. Conclusions

### 1. Law Enforcement

a. The present program of basic training appears adequate to meet student demand for the proximate future. There is, however, an apparent need for modification so that personnel from agencies whose functions are not "police" in the traditional sense do not spend large blocks of time studying subjects for which they have no use in their jobs (See especially discussion below under 2. Corrections). Standards coming to be accepted for law enforcement also suggest that the behavioral science content of the curriculum be reviewed.

Neither turnover figures used in this report nor projections employed in the 1973 LEPA comprehensive plan indicate any sharp falloff in the near future of demand for the services of the four state academies. Should it occur, however, because of a reduction in the turnover rate, a slow-down in the growth rate, or for some other reason, policy decisions will require looking at a variety of factors, including those related to geography and demography, and taking into account possible alternate uses.

b. In considering training needs the requirements are not the same for all law enforcement agencies. The four largest cities and the Department of Public Safety are to a large degree self sufficient, except insofar as they might wish to benefit from out-of-state programs. On the other end of the spectrum, the very small departments best could be served for most types of post-basic training through on-site delivery. Those in between should be able to improve their own internal capabilities but cannot seek self-sufficiency. It should be noted here that many law enforcement agencies in Alabama now receive operational assistance in

specific instances of accident or crime from agencies such as the Department of Public Safety and the Department of Toxicology and Criminal Investigation. Reference here is to assistance for training, which might include training designed to prepare law enforcement agencies to best utilize the specialized help available to them on call, as in the crime technician program described in Chapter 5.

c. As noted above in Chapter 7, there is no definitive answer to the question of what training and how much of it should be given to law enforcement personnel. An attempt has been made to identify standards for accomplishment that are, in effect, "model" and might never fully be reached throughout the State. The question then becomes what would most facilitate working toward the ideal; what can be done now both in terms of practicality and anticipated future benefit?

For purposes of discussion, training has been divided into organizational and technical facets as defined herein. By organizational is meant those types of training that go with the operation of an organization in its line and staff aspects and which, while they may have peculiarities as related to law enforcement entities, are usually found in organizations as such. Included would be, for example, management, supervision, training, planning, human and public relations, and personnel and office administration. By technical is meant those skills and types of knowledge characteristic to the police function, such as patrol techniques, crime investigation, riot control, pursuit driving, narcotic investigation and emergency medical services.

(1) Organizational training: Both expert opinion and the views of many practitioners support the desirability of management or supervisory

training for law enforcement officials in positions of command. Eighty hours of such training is one popular version of how much such training should be given. This presumably largely would be "academy type" training, that is, the officer goes to the training rather than the training coming to him. This appears to create a problem for many supervisors who are unable to get away from their jobs that long. Experiences of the State Department of Public Education and the basic training academies indicate it is difficult, especially for officers from small forces, to be away from home. The State Department of Public Education reports much better attendance when a course is given for one week rather than two. This factor has to be taken into account, as well as the suggested "desirable" course content in making decisions on management training. One thousand plus law enforcement officials in supervisory positions in Alabama lack this training.

Another type of training considered desirable to improve the capabilities of law enforcement agencies to develop internally the skills of their personnel is training for the trainers. This would serve the purposes of teaching subjects such as training techniques and training programming to designated training officers and/or supervisors responsible for training, and of making them aware of outside resources available to them and how to go about making use of those resources for their own departments. Excluding departments with 10 or fewer sworn officers and the big-four metropolitan departments, between 60 and 70 sheriffs and police departments could benefit from this training. Some smaller departments might want to take advantage of this type of training, if it were offered on a regular basis.

(2) Specialized training: A number of types of specialized training for police officers have been identified in discussing training standards. Specialized training such as those for traffic control, criminal investigation and narcotic investigation were mentioned as needed by respondents who expressed preferences on what training was most required. Some skills that police officers need are common to those of other public safety personnel. Police officers, along with correctional officers, national guardsmen, fire fighters and rangers, and ambulance drivers and attendants, should be given varying degrees of general training in emergency medical techniques (EMT), emergency vehicle or pursuit driving, riot control, and vehicle wreck rescue operations. A single agency could best monitor and/or impart the learning of such necessary skills to all public safety personnel who need it.

d. A number of out-of-state training opportunities have been identified. There is scattered use of such opportunities for training by Alabama's law enforcement officials. As a means to broaden their experiences and bring back to the state the advantages of such instruction, a regular program for attendance at out-of-state training facilities for selected law enforcement officials is indicated.

e. In Alabama, 150 law enforcement officials are senior college graduates, and 500 have had two years of college or more. So slightly over 2% have attained a four-year college degree and somewhat less than 8% have the equivalent of graduation from a junior college. It is not possible with the presently available data to project changes but, in percentage increase terms, it is reasonable to anticipate that they will be great. A particularly rapid increase should occur in the

numbers of holders of two-year degrees. It is estimated that, with approximately two years of careful monitoring of data, assuming some tendency toward stabilization in law enforcement programs and the demand therefor, reasonable projections might be made and reasonable standards identified.

## 2. Corrections

a. The Alabama correctional personnel situation illustrates that training and education, pay scales, and employee qualifications are intertwined for each job role. If an agency is deficient in one of these factors, the others quickly suffer. For the Board of Corrections this has become a vicious circle, for which training and education may offer only partial hope for escape.

An April 3, 1973, letter from Commissioner L. B. Sullivan of the Board of Corrections to the Chief of Classification and Pay for the State Personnel Department sets the tone of future goals within Alabama corrections. The "correctional field" is to be upgraded and oriented toward "constructive rehabilitation of inmates through counseling, creation, and educational/vocational training." This commitment is reinforced by the recommendations of the ALEPA Master Plan for Corrections for treatment-oriented, truly "correctional" facilities, a program of "community based" offender rehabilitation with increase use of probation and parole. The task of transforming institutions from places of punitive restriction to centers for rehabilitation is largely in the hands of the correctional personnel involved. Yet analysis of the new range of correctional-counselor positions reveals more upgrading for pay purposes than

substantive change in functions, unless a concerted effort in penology and counseling training is made.

b. Alabama's correctional programs, like those of most states, vary by type. A large percentage of programs for youthful offenders are treatment-oriented. This is largely due to American society's view that adult crimes are deliberate acts whereas children's crimes are unintentional ones.<sup>2</sup> Thus, the Frank Lee Youth Center is "considered the model facility of the (Alabama Board of Corrections) system."<sup>3</sup> Even so, only Montgomery, Mobile, Birmingham, Decatur, and Huntsville, and the nine counties participating in the Central Alabama Youth Service have juvenile detention centers, while the other 53 counties must use jails for the confinement of delinquent children under the age of 16 (although state law mandates cells for juveniles separate from those for adult prisoners).

The society desires to have prisons for adults continue to restrict and punish; to provide punitive-custodial institutions to isolate those who have committed deviant acts against society. This attitude is exemplified in Alabama by the fact that of the 240 odd jails in the State, only 14 meet the approved standards for holding federal prisoners prescribed by the Federal Bureau of Prisons, and by practices that have been followed in the state prison system to date. Moreover, punishment must be obtained at the least possible cost to the society. This is shown by

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<sup>2</sup>P. W. Tappan, Juvenile Delinquency (New York: McGraw-Hill, 1949), pp. 204-205.

<sup>3</sup>Law Enforcement Planning Agency, The Alabama Plan 1973, vol. 3-B, p. 465.

the Alabama experience in which wardens traditionally have been judged as administrators by how economically self-sufficient their institutions were.

c. A problem of factionalism among employees is likely to develop as Alabama makes the transition from punitive to rehabilitative processes. Factionalism develops early in the stages of transition of a prison system from a punitive-custodial to a treatment orientation. In their article "Factionalism and Organization Change,"<sup>4</sup> Brown and Shepard point out the supreme position custodial officers assume within structured institutions. Guards strenuously resist change from incarcerating to treatment type organizations because their "rank" is appreciably altered. Training may smooth this attitudinal change since it supplies the self-perceived deficiencies<sup>5</sup> which have hitherto been cloaked by the mantle of authority.

d. What, then, are the options for meeting requirements for change to treatment-oriented corrections? Some agencies, notably the Alabama Board of Pardons and the Jefferson County Correctional Center, have extensive staff development programs. Given the more favorable public attitudes toward rehabilitating youthful offenders, organizations

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<sup>4</sup>Paula Brown and C. Shepard, "Factionalism and Organizational Change in a Research Laboratory," Social Problems, No. 3, 1956, pp. 235-243.

<sup>5</sup>Commissioner Sullivan's letter points out the nature of those who are employed as correctional officers. He suggests these are persons who on the whole cannot get employment elsewhere or who seek to moonlight. They generally have low formal educational level attainments, and establishment of a better paid range of correctional-counselor positions might generate considerable resentment unless a training and education program is implemented to qualify them for promotion.

involved in juvenile corrections have had more money to recruit personnel more selectively in demanding higher standards. Those juvenile institutions which have not already done so are endeavoring to draw up position descriptions with the concomitant precise statement of required qualifications. As a temporary practice to meet the Minimum Standards Act, some correctional personnel are being sent to the approved police academies for a major segment of their training. As noted above, large portions of these police oriented courses do not fit the needs of correctional personnel. It has been suggested, however, that the knowledge of police functions should have value to correctional personnel in dealing with inmates, and also that contact with law enforcement officials through the training period should help to bridge the gap that presently exists between people working in corrections and those employed in law enforcement.

The information presented in the preceding chapters indicates where resources should--or need not--be directed.

Many of the correctional personnel problems in the State of Alabama are centered in the Board of Corrections. A member of this survey team with extensive federal personnel experience<sup>6</sup> was asked to analyze the job descriptions and career ladders within the prison system. She concluded there are two key positions whose occupants set the tone of the correctional program:

- (1) The Correctional Officer (JOT 4221) is the first-line contact where authority is exercised on a continuous basis. The

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<sup>6</sup>Mrs. Betty McMurtry, of the Office of Management & Budget, attached to the USDA at Auburn.

behavior of these officers will have a direct bearing on the inside climate. Their understanding of formal and informal group leadership is basic to the working of the correctional system. There is need for workshop education for them in communications and for simulation exercises to better understand the inmate/officer relationship within the framework of penal society. As of July 30, 1973, 425 Correctional Officers were authorized, and 360 were employed.

- (2) The Correctional Sergeant (JOT 4222) is a key job for the vertical career ladder. The occupants of these positions require understanding of the total correctional system and its goals. There is need for supervisory skills and the ability to coordinate correctional activities with vocational training, since legitimate job skills must be acquired by the prisoners from the technical employees of the various prison industries. Training in the community relations field also would be helpful to Correctional Sergeants since responsibility for directing retraining activities must be accompanied by an understanding of where the inmate will be returned to society and what the employment market offers. Training for personnel in these positions will facilitate the building of a career force and increase the possibility of promotion of the occupants to correctional counselors. As of July 30, 1973, 23 Correctional Sergeants were authorized, and 17 were employed.

e. The Board of Pardons and Paroles, through its own staff development efforts, has achieved a high standard of personnel training

and accomplishment. The anticipated hiring of more Probation and Paroles Supervisors will allow entry training to be given as a complete block, the only problem with the present system. While the Board searches for establishment of a graduate level program within Alabama which could be taken by working personnel on a continuing basis, progress has been achieved by the incentives for educational achievement. The example of the Board of Pardons and Paroles might well be followed by other Alabama correctional agencies since it shows individual upgrading can be encouraged without tremendous investment in personnel education facilities. Motivation is more than a budgetary process.

f. The need for an integrated effort in the field of correctional training will greatly increase as more and more local agencies organize rehabilitative services. This is particularly true in the expanding areas of community caseworkers and juvenile counselors. National and Alabama studies have strongly recommended that corrections be "community based," and this is the likely direction for Alabama within the next decade. To facilitate this goal, more sophisticated personnel must be available and resources must be increased with additional smaller correctional facilities to be built and staffed in major population areas of the State.

g. Practitioners in Alabama corrections were asked informally during the course of the survey what types of basic subjects would be the most useful in their work. The list on the following page does not pretend to comprise a comprehensive training program, but it does exemplify the needs sensed for the two major types of corrections personnel.

TRAINING TOPICS DESIRED FOR

CORRECTIONAL PERSONNEL

PROBATION/PAROLE PERSONNEL

<p>Human Growth &amp; Behavior Role of Law Enforcement</p> <p>Laws of arrest, search &amp; seizure Techniques &amp; mechanics of arrest Appropriate use of firearms Civil rights &amp; liberties of offender</p> <p>Laws &amp; rules of evidence Role of Prosecuting Attorney Pre-sentence report Operation of the courts Prison &amp; detention facilities</p> <p>Correctional institutions &amp; the law Rules of proper inmate behavior Cottage parent &amp; the juvenile Operations of paroling body Procedures for reporting rule violation Pre-parole planning Rules and procedure for release</p> <p>Recent criminological research Case Work Methods</p> <p>Interrogating techniques</p> <p>Cultural characteristics of offenders Group work methods Personality of offenders Surveillance techniques Dictation &amp; running records Techniques for managing offenders</p> <p>Impact of institution on the offender Impact of custodial officer on inmate</p> <p>History &amp; philosophy of this institution</p>	<p>Probation-Parole &amp; the law Conditions of probation Conditions of parole</p> <p>Procedures for revocation</p> <p>Interviewing techniques</p> <p>Impact of community on offender Community resources for referral Worker's role as agent for community change Agency history &amp; philosophy</p>
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Input Into System  
 Judicial Determination  
 Restrictions  
 Sequential Phases

Methods

### 3. Courts

a. The Alabama court system faces a state of flux. The recently adopted judicial article will significantly change not only the structure and operation of the court system but will raise the required qualifications for judges at the lower levels by requiring that they have a law degree. This places many uncertainties in the way of developing predictions about the court system (See Chapter 4). But, even with passage of the judicial article, it will be some time before an implementing statute will sketch out the form of the new system and several years are required to phase it in. Thus, the present system is basically what the State will have for several years.

b. The practice of "training" courts personnel recently has come to be widely accepted, even though there still are practitioners who hold to the premise that experience is all that is needed. There was much variation in responses to a question to judges about desirable training for judges, and there were many non-responses, but a few items got most attention from among those who replied. Judges at all levels were interested in training relating to new court decisions, federal and State, that would affect their own work. Various aspects of the day to day functioning of courts and judges were mentioned. Included were items such as the rules of evidence and sentencing. Some were interested in instruction on particular types of cases--drug, juvenile, traffic, misdemeanors. Circuit and intermediate judges showed an interest in handling probationers, while intermediate and municipal judges mentioned criminal law. Judges and court support personnel were in fundamental agreement that training for court support personnel should be predominantly

in administration, although there were occasional references to training in law and court procedures. Thus the subject matters for judicial area training are diverse and the needs of courts personnel are varied, so neither simplicity nor uniformity are desirable characteristics of a program for training courts personnel.

c. There now is in existence in Alabama and in the United States the basic structure necessary to organize and administer programs of training for courts personnel. These include, in the state, the Office of Court Management of the Supreme Court, the Alabama Program of Continuing Legal Education, various associations that have shown an interest in training such as the Alabama League of Municipalities, the District Attorneys Association and associations of judges at all levels. Without the state, of particular interest because of the services they can provide to Alabama courts personnel, are the National Council of the State Judiciary, the Institute for Court Management, the American Academy of Judicial Education and various conferences and seminars such as those for appellate judges, prosecutors, traffic court judges and municipal court judges. The job, then, is one of extracting the maximum benefit from what is basically a favorable situation for training for courts personnel. Court reporters have had to get their rather long (eighteen months to two years) training outside the state but there now is a prospect for a court reporter school in Alabama.

### 4. Education

a. Colleges and universities in the state have responded actively to the demand for criminal justice programs. The Alabama

Program for Continuing Legal Education, in which the University of Alabama and Samford University law schools participate along with the Alabama Bar Association, is thirteen years old and is in the process of expanding its offerings. Almost half of the colleges in the state have criminal justice programs, usually aimed at law enforcement personnel, but correctional programs are becoming more common. As noted in Chapter 5, the vast majority of criminal justice practitioners in Alabama now are within commuting distance of a college or university, usually one with a criminal justice program. Proposals for new criminal justice programs, therefore, need to be reviewed in terms of geographic and population factors (including proximity and capacity or similar programs), types (type CJ specializations to be served), degree levels contemplated and demonstrated demand, as well as by quality standards.

b. As previously observed, quality is a difficult item to assess. But as university and college programs for criminal justice education consolidate themselves throughout the state, this is a good time to take a hard look at them and to attempt to develop general principles for their guidance. These principles should relate not only to qualifications of instructors but also to areas such as support for the programs in the material sense (journals, books, etc.) the proper content of academic criminal justice programs and the support to criminal justice education that should be provided by other disciplines. Criminal justice education usually is defined as "interdisciplinary," and the interdisciplinary nature of the programs within the state should be reviewed and general standards set.

c. There is a strong presumption that the rapid rise in enrollments in criminal justice education in Alabama is tied in important part to the availability of funding for grants and loans to students. The two principal sources are the LEEP program and federal support for Veterans' education. It is the view of many criminal justice educators with whom the matter has been discussed that a reduction in these programs would bring about a reduction in criminal justice students. Not only is the income supplement welcome to some students but many of them who are in-service are not sufficiently well paid to afford the costs of improving their education if they have to do it entirely from their own incomes. This presumption apparently would apply only to in-service students, since about 85% of pre-service students do not receive LEEP loans or VA grants and the number of pre-service students continues to increase at a time when pre-service students are largely excluded from LEEP loan benefits. Veterans' education benefits likely will phase out in a few years and the amount of money available for LEEP grants and loans depends on the willingness of the Congress to appropriate the funds. While the State cannot determine these things, it does behoove it to keep careful track of trends within criminal justice education and to be able to give warning of and devise means to counter trends that are not desirable. This is not to attempt to foreclose on the issue of whether criminal justice personnel should have criminal justice educations. But it does seem likely that in-service people and those who are thinking in terms of making criminal justice a career will tend toward criminal justice programs, and that these are the logical sources of college-education criminal justice manpower, rather than the sciences and the humanities.

Additionally, it seems very likely that if there is to be concerted effort to increase the proportion of blacks in criminal justice jobs in Alabama at the same time that educational levels and requirements are being improved, one of the more apt ways to do it will be to assure that interested blacks have access to financial support for educations in the criminal justice field.

d. As discussed earlier, adequate data are not available to make reasonably accurate estimates of the growth in the levels of education among criminal justice personnel in the state. Part of this is due to the newness of the field as an academic area of study, except of course with reference to law schools for lawyers. The judicial article requires that judges be lawyers, thereby setting a standard that has not been applied to a large number of the judges in Alabama in times past. This should bring about some quick change in that area, although precise figures cannot be come by until the Legislature has acted and the impact of the judicial article on the number of municipal judgeships becomes clearer. With the large number of in-service and pre-service people attending college in law enforcement programs today, there should be significant increase in the number of Alabama's law enforcement officers with college degrees within a relatively few years. But the extent of that increase will depend on factors like the funding mentioned above, on whether the educated people will stay with Alabama agencies or go elsewhere, or whether they even will remain in the law enforcement area. The data obtained give little reason to anticipate much change in the levels of education of courts support personnel, although these levels undoubtedly will increase in line with the general trend for the populace

to become better educated. There are some signs of an increasing interest in education in the correctional field but they have not gotten to a point where predictions can be made. Also the levels of education of correctional personnel, as noted above, are likely to be largely dependent in the short run on policies that are not directly concerned with the state's higher education systems.

The review made in this study indicates a requirement for a continuing process of assisting education for criminal justice personnel in the state and for determining with greater accuracy what its trends are and what its effects are.

B. Recommendations

1. Premises and Considerations Underlying Recommendations

In making recommendations concerning training and education for criminal justice personnel in Alabama, an effort has been made to adhere, to the maximum extent possible, to the following principles and to take account of certain considerations:

- a. Monument building would be avoided, that is, existing physical facilities would be employed and new building construction would not be included in the recommendations.
- b. Empire building would be avoided, that is, existing institutional frameworks and personnel would be employed to the extent possible so that available funds could go into the training/education process. It is necessary, however, to suggest a few changes involving additional personnel. Where such recommendations are made, the new people always are to be housed within an existing institutional framework.
- c. No formal effort is made to consolidate or coordinate training and education for the three criminal justice components--law enforcement, corrections and pardons and paroles, and judicial. On the other hand, developments in offender rehabilitation indicate some consolidation of corrections, parole and probation training and education, and this goal also is desirable for administrative and cost reasons.

This is not intended to foreclose the issue of whether a greater effort to mix the three major components, including

through the use of coordinated training and education, is desirable. Rather it seems that reasonable incremental improvements can be brought about within the present arrangement, in which coordination is minimal, while efforts to make basic alterations in the system might hinder or at least delay the accomplishment of the aims of this study.

- d. That, in general, a 70-80% attainment of new training for which recommendations are included would be considered a satisfactory goal for the period through 1980. Idealistically, 100% attainment would be desirable and statements on standards for criminal justice personnel often are phrased in those terms. But there are many rigidities that have to be taken into account, so 70-80% attainment seems an acceptable goal for most cases.

Quantified standards for levels of education have not been set out in this study because the feasibility of attaining any specific set of education standards within a specific time frame cannot now be determined. The arbitrary setting of education standards, particularly if they should turn out to be unobtainable, would serve little purpose. However, it is assumed that standards eventually will be worked out to fit the Alabama picture generally along the line of two-year degrees (academic or vocational) for members of the system falling between the clerical levels and some identified supervisory levels, with education beyond and up to the four-year degree sought for those further up the hierarchy.

- e. That a laundry list of all of the types of training that might be desirable for law enforcement personnel would result in an unwieldy and unattainable compilation of recommendations for training in the short run and that, therefore, an effort would be made to stress at first such training as might facilitate the training function itself, where possible.
- f. That recommendations be precise enough to be costed but still leave flexibility in implementation so that they will not serve as strait jackets to those who will have the tasks of carrying them out. No effort has been made, therefore, to present detailed training schedules.
- g. That the function of this master plan is to provide guidance on allocation of funds available through ALEPA. Thus recommendations are restricted to things that that agency should be able to do or influence in the immediate future: Recommendations on new legal provisions (a prerogative of the Legislature) are, for example, not included.
- h. The recommendations are not, of course, self-effectuating. They depend on some agency or agencies making application to ALEPA for funding in the form and under the conditions established by ALEPA for grants of the types applied for. In some instances the agency that would need to make the application is obvious; in others there are alternative possibilities. This allows flexibility in administration and the possibility of calling on a wide range of resources.

- Where recommendations are made for training additional to that presently being given, it is assumed that applications for funding from potential delivery agents will address the issue of the quality of the instruction to be provided. Decisions on approval should include consideration of quality as well as the when, where, how and how much aspects of the grant requests.
- 1. Where appropriate, costs have been estimated for each recommendation. This is to provide planning guidance. An itemization process was employed in building the budget estimates, using categories employed by ALEPA in its grant application forms. It is not intended, thereby, to force each applicant into a set pattern. Each should exercise his best judgment in determining what will be necessary to carry out the task, or some part of the task, identified by the recommendation.

It should be noted that these are estimated total costs for the recommendation, usually on an annual basis with one-time purchases included where indicated, and the actual costs to LEPA would depend on the nature of the agreement for effectuation that was negotiated.

## 2. Recommendations on Institutional Changes

Recommendation #1 - That a Law Enforcement Training and Education Coordinator position be created on the Staff of the Peace Officers Standards and Training Commission. The Coordinator, under the direction of the Executive Director, would perform the following functions.

- (1) Maintain liaison with all police forces in the State and with all sources for training and education available to Alabama

law enforcement personnel within and without the State to the end of obtaining the most effective matching of available education and training resources with training and education needs. This should include, on the basis of an inventory of the needs of law enforcement agencies, the development of an annual out-of-state training schedule, such as recommended below for correctional and courts personnel, based on consensus concerning an equitable and broadly agreed upon means for carrying out such a program. Additionally, he should, in cooperation with corrections and courts state coordinators recommended below, investigate the use of educational television as an instrument of training for criminal justice personnel in the state.

- (2) Through a monthly newsletter and personal contact keep police agencies informed of training and education opportunities available to them and promote the use of these opportunities by police officers.
- (3) Develop and direct training opportunities for law enforcement officials to fill needs that are not being met and cannot be met through other institutional arrangements.
- (4) Cooperate with colleges and universities in the state in providing educational and extension services for law enforcement personnel.
- (5) Maintain records of training and education received by law enforcement personnel in Alabama and be prepared to provide information thereon as needed by the individual and by present or prospective employers. These records also would help serve

to develop data on the extent of training of Alabama's law enforcement officers.

- (6) Review the issue of training for irregular law enforcement personnel with regard to the needs for such training, how it might reasonably be obtained and what its content might be.

Suggested qualifications for the occupant of this position are:

- (1) A four-year college degree and preferably some post-graduate education.
- (2) Experience with police training and knowledge of instructional methods and techniques.
- (3) Graduation from a major law enforcement training institution's regular course, such as that of the FBI Academy.
- (4) Demonstrated ability to be innovative and to promote any activity for which he is responsible.

Reasons for recommendation: This recommendation aims at creating and staffing a position the primary function of which would be to promote training and education for law enforcement officials in the state. The occupant would serve as a channel for information and would serve as an organizer who could assist especially the smaller departments that lack in-house training capabilities in making use of training opportunities that can be made available to them. The occupant also would insure the maximum utilization of training offered by agencies such as the FBI and the Federal Bureau of Narcotics and Dangerous Drugs and would serve as a clearing house through which information about instructional material helpful to police officers could be distributed. He would be in contact with associations and sources of information on

training such as the International Association of Chiefs of Police and the National Association of State Directors of Law Enforcement Training. This recommendation is in line with the basic rule of bureaucracies that, if you want a function performed, you need someone with a vested interest in performing it. There is at present in Alabama no person that is cognizant of all training and education for law enforcement personnel in Alabama and charged with the overall promotion of training and education for police officers. When one considers the many law enforcement agencies in the State, most of them small and unable to undertake the full task of training, as do the large departments that have their own training officers and facilities, the need for a coordinator and promoter becomes evident.

While this recommendation somewhat expands the area of activity of the Peace Officers Standards and Training Commission by bringing education within its sphere, in fact it would be difficult to separate training from education, if for no other reason than that many colleges and universities in the state are engaged in both functions. This recommendation is clearly within the legal functions of the Commission (Section 6(e), Act No. 1981, Regular Session, 1971).

Anticipated problems and obstacles: There obviously is the problem that the State Coordinator could come into conflict with law enforcement agency chiefs, training officers, criminal justice education program directors and training academy directors who might feel he is invading their prerogatives. To keep this to a minimum and to exercise the maximum influence, the occupant of the position has to be a person of tact as well as initiative. To avoid being associated with the regulatory

aspects of the work of the Peace Officers Standards and Training Commission, he should be kept entirely apart from the enforcement responsibilities of that agency. Since the position is one with many activities invested in it, there always is the danger that the occupant will become deeply involved in some part of his work (extension training, for example) to the neglect of some other part (education, for example). Particularly, he should avoid becoming directly involved as a trainer himself. It is not intended that he serve as a teacher: There is more than enough for him to do as a coordinator and promoter.

Although no formal mechanism of cooperation need be established at this time, it is expected that the state coordinators recommended in this plan will consult with one another on the needs of criminal justice training and education in the state and will work jointly in matters of concern to the criminal justice community.

Annual and initial costs of complying with the recommendation:

A. Personnel

State Coordinator	14,500
Secretary	6,600
Fringe benefits	3,900

B. Contractual Services

Media Consultant	2,700
Consultant travel	400

C. Travel (Staff)

3,700

D. Operating expenses

Printing and reproduction	750
Supplies	600
Communications	
Telephone	700
Postage	650

There also would be an initial outlay for equipment as follows:

E. Equipment

Typewriters )		1,000
Mimeograph machine)	one- time purchase	600
Furniture)		1,700
Lease - office space (annual)		<u>2,160</u>
		39,960

Recommendation #2 - That the Training Officer of the Board of Corrections serve ex officio as Corrections Training and Education Coordinator for Alabama with responsibilities similar to those assigned to the Law Enforcement Training and Education Coordinator and with his duties performed on behalf of all personnel working in detention facilities and adult and juvenile pardons and paroles. The Training Officers of the Board of Pardons and Paroles and the Department of Youth Services should serve ex officio as Associate Corrections Training and Education Coordinators to work with the State Coordinator in promoting and facilitating training and education for correctional personnel in the state.

The Coordinator also should develop programs to encourage the use of volunteers in correctional work and to provide training for them, and should develop training programs that will provide for the use of ex-offenders in counseling.

Reasons for recommendation: The rationale for this recommendation is essentially the same as that for the Law Enforcement Coordinator. Its institutional placement is difficult because of the division among three major state agencies - The Board of Corrections, the Board of

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**3 OF 5**

Pardons and Paroles and the Department of Youth Services, which is just coming into being. As the Board of Corrections is the largest of the agencies, and since the Training Officer for the Board of Pardons and Paroles would acquire additional duties under a subsequent recommendation, this seems the most reasonable assignment of the function. Taking cognizance of the fact that relatively few agencies are involved in corrections, as compared to law enforcement, no new position is required to perform the coordination and promotion functions. In any event, creating a new position would not solve the problem of agency location for the occupant.

Anticipated problems and obstacles: This would involve additional duties for a person already assigned a regular function in an operating agency. However, a subsequent recommendation (#4) would help to some degree to lighten the load of the occupant of the Training Officer's position of the Board of Corrections, so some trade off is involved. While there are differences in the agencies involved and their training requirements are not identical (a factor that will be mentioned again under Recommendation #4) it is not anticipated that the Coordinator would, in that capacity, be directly involved in the act of training but rather in providing information, serving as a channel of communications, and promoting training for personnel in corrections and pardons and paroles and probation.

The Coordinators for law enforcement and for corrections would have to work together insofar as training for police officers who might serve as jailers (full time and part time) was concerned.

Annual and initial costs of complying with the recommendation:

A. Personnel		
Part-time secretary		3,300
Fringe benefits		560
B. Contractual Services		
Consultants (volunteer and ex-offender programs)		5,400
Consultants travel		500
C. Travel		
		1,500
D. Operating Expense		
Printing and reproduction		500
Supplies		400
Communications		
Telephone		600
Postage		550

There also would be an initial outlay for equipment as follows:

E. Equipment		
Typewriter		<u>500</u>
		13,810

Recommendation #3 - That the Training Officer of the Department of Court Management for the Supreme Court serve ex officio as Judicial Training and Education Coordinator for Alabama with responsibilities, performed under the direction of the Court Manager, similar to those assigned to the Law Enforcement Training and Education Coordinator, and with his duties performed on behalf of all judges, court support personnel, prosecutors and public defenders in the State, excepting juvenile probation officers.

Reasons for the recommendation: The position of Training Officer was recently created and manned in the Department of Court Management and that is the only logical place in the State for the performance of the duties of a Judicial Coordinator. Additionally, the position of the Coordinator would be strengthened by the authority vested in the Chief Justice to promote the overall well being of the judicial system in Alabama. As the position and the office that the Training Officer heads were funded through LEAA, the use of the occupant as State Coordinator would further facilitate attaining the end for which the grant was originally given.

Anticipated problems and obstacles: There are several organizations in the State, as for example the Alabama League of Municipalities, that have taken an interest in training for judicial area personnel and with which conflict could develop. However, the job of the Coordinator is to provide information and promote training, not pre-empt or interfere with what other organizations are doing, and a tactful person should be able to avoid such conflict. Since the position was created with the idea that the occupant would serve the entire judicial area of the State, it is not believed that the assignment of these responsibilities is more than clarifying and making more explicit the intended duties of the office.

Annual costs of complying with the recommendation: The Training Officer in the Department of Court Management and his office are already funded by LEAA at a level sufficient to not require additional expenditures by the State Planning Agency except to the extent that additional travel and operating expenses would accrue to the Coordinator in his

capacity as Coordinator. Those additional expenditures are estimated to be:

C. Travel	2,900
In-state	2,900
Out-of-state	450
D. Operating expense	
Printing and reproduction	750
Supplies	600
Communications	
Telephone	720
Postage	600
	<hr/>
	6,020

Recommendation #4 - That the Alabama Criminal Justice Academy of the Board of Pardons and Paroles serve as the correctional training academy for Alabama to serve personnel working in detention and related facilities, and adult pardons, paroles and probation, and juvenile probation (offender rehabilitation personnel), and that the Training Officers of the Board of Corrections and the Department of Youth Services serve ex officio as Associate Directors of the Alabama Criminal Justice Academy to assist the Director in the performance of his duties.

Reasons for the recommendation: When the Alabama Criminal Justice Academy was founded it was intended that it serve a broader function than its present one of providing training for the relatively few adult pardon and parole officers. The services of the Academy presently are greatly underused, as is the building in which it is located. As has been noted, the present mandate training conducted by the various police academies in many ways is not fully adapted to the needs of offender rehabilitation personnel. A program for training such personnel, both

at the basic and the advanced levels, needs to be developed and delivered. It does not seem necessary or desirable to create an entirely new facility and staff to undertake training of employees of the Board of Corrections and juvenile parole officers. The Academy is conveniently located at Montgomery. This recommendation would at one and the same time provide an academy for training for personnel of the Board of Corrections, the Department of Youth Services, and other offender rehabilitation personnel in the State and bring about a fuller utilization of a facility that now is inadequately utilized.

Anticipated problems and obstacles: The principal difficulty that might arise from this recommendation is that the Board of Corrections, the Department of Youth Services and possibly some other affected agencies might feel that training of their personnel was being taken out from under their control. The arrangement would require accommodation among offender rehabilitation agencies so the Academy would provide the type of training that each agency felt was required for its people. It is partly to attain this type of cooperation that it was suggested that the Training Officers of the Board of Corrections and the Department of Youth Service be invited in as part of the directive staff of the Academy. It is anticipated that the top management of the affected agencies would consult and work together in attaining the best possible training for their personnel. Also it should be noted that the training needs of offender rehabilitation personnel in different aspects of that work are not so totally diverse that their training cannot be coordinated. Logically, the personnel of all the interested agencies should be employed in the training effort and some crossing over that might result ought to enrich the training experience for officers from the different agencies.

This is by no means a unique recommendation. The State of Connecticut recently has established a Joint Interagency Training Program in Corrections for the numerous agencies in that state involved in the correctional field. There have been problems. The responsible officer wrote: ". . . there have been staffing problems and difficulties in implementing a core curriculum. Some of these relate to the problem of governance in a situation in which there is no single final authority."<sup>7</sup> However, the program was developed with the assistance of Charles V. Matthews, Director, Center for the Study of Crime, Delinquency, and Corrections of Southern Illinois University at Carbondale. An interim report on it also was prepared by Professor Matthews.<sup>8</sup> Although the plan adopted by Connecticut is in some ways more ambitious than that being suggested here and the consultant notes many problems, the effort does seem to be working and with good will can be made to work in Alabama.

A potential difficulty with this proposal is administrative: The lease on the Academy building will expire early in 1975. For academy type training an alternate facility would have to be found.

Costs of complying with the recommendation: It is anticipated that agencies sending personnel for training to the Academy would pay the

<sup>7</sup>Ltr. from Robert J. Brooks, Chief, Program Development, Department of Correction, State of Connecticut, to Thomas I. Dickson, Jr., Associate Professor, Department of Political Science, Auburn University, Auburn, Alabama, dated October 2, 1973.

<sup>8</sup>Charles V. Matthews, Report to the State of Connecticut on the Feasibility and Curriculum for a Joint Interagency Training Program in Corrections, April 22, 1971; Charles V. Matthews, Interim Report to the Connecticut Department of Correction - An Evaluation of the Joint Training Academy, July 15, 1973.

immediate costs of such training, i.e., agencies other than the Board of Pardons and Paroles would reimburse the Board of Pardons and Paroles for expenses incurred. Thus in the budgeting process, training costs for personnel who might go through the academy would be applied for, from whatever sources, by the agency employing the personnel rather than by the academy itself. This is not the only way it could be handled and indeed is somewhat more complicated than direct funding as now used for law enforcement basic training, but the number of interested agencies here are relatively few and this approach provides them with flexibility in deciding upon and funding their own training needs. Accordingly, costs listed for this recommendation are restricted to those that would be necessary to expand the functions and operations of the Academy and provide it with a modern instructional capacity. The annual initial estimated costs are:

A. Personnel		
Training Specialist		14,500
Secretary		6,600
Fringe benefits		3,930
B. Contractual Services		
Individual Consultants (preparation of training materials)		4,050
C. Travel		1,200
D. Operating Expense		
Supplies		600
Reproduction and printing		400
Educational Supplies		2,000
Communications		
Telephone		720
Postage		150

E. Equipment (one time only)

Audiovisual	900
Typewriter	<u>500</u>
	35,550

Recommendation #5 - That an additional instructor for law enforcement be added to the staff of the Vocational Education Division, Trade and Industrial Education, Alabama State Department of Education.

Reasons for recommendation: While there are, as noted in Chapter 5, a number of training opportunities available to law enforcement officials in the state, none now offers throughout the state the complete flexibility for on-site instruction, especially needed by the smaller police forces, that is offered by the State Instructor for Law Enforcement. The present single individual who performs this function already has very substantial demands for his services and, with the promotion of law enforcement training through a State Coordinator, who would work closely with the State Department of Education as well as with other institutions within and without the state, the demand should rise. If we accept as a reasonable minimum standard that all police officers, including the most isolated and those in the smallest police forces, should have at least two short periods of training a year, and also accept that on-site instruction is the practical way in which this can be done in many instances, then expanding the State Department of Education law enforcement training function allows that this goal be approached within an on-going, well established, and well accepted institutional framework.

Anticipated problems and obstacles: No real difficulties are foreseen with this recommendation. There is the question of whether the new State Instructor should be located at Tuscaloosa with the present State Instructor or whether geographical dispersion should be sought. Given the relatively small size of the State, it would appear that the benefits of coordination and joint effort that would come from the two State Instructors working together in the same office would outweigh any benefit that might come from, for example, physically locating the new State Instructor in Mobile.

As presently is done, the State Instructors, while not giving up conference type instruction, would concentrate on bringing on-site training to law enforcement officials in the smaller forces that lack or have only limited training capabilities of their own. It is not, of course, contemplated that the State Instructors would attempt to compete with municipal police academies or with other training opportunities offered through university extension or by other means.

Estimated annual and initial costs of complying with the recommendation:

A. Personnel	
State Instructor	16,500
Fringe Benefits	2,800
C. Travel	5,000
D. Operating Expense	
Training materials	1,500
Communications	
Telephone	850
Postage	120
Indirect costs	

E. Equipment

Audio-visual	900
	27,670

Recommendation #6 - That there be established under the Alabama Commission on Higher Education an Advisory Committee on Criminal Justice Education which would:

- (1) Recommend standards for educators offering criminal justice courses for academic college credit.
- (2) Identify course subject matters in the specifically criminal justice field that are suitable for academic college credit, thereby providing guidelines to assist college administrators in identifying courses acceptable for transfer for academic college credit. Also indicate standards for giving of college credits for courses taken by criminal justice personnel in non-college institutions, such as the FBI academy.
- (3) Recommend types of courses not specifically criminal justice in orientation that are best suited for inclusion in curricula for criminal justice majors pursuing an academic program.
- (4) Recommend support standards for criminal justice programs in areas such as book and journal holdings.
- (5) Investigate the quality of criminal justice courses offered in Alabama's universities and colleges to determine whether the effort demanded of the student in such courses is consonant with that demanded of the student taking courses in more traditional academic areas.
- (6) Study and prepare recommendations on such other aspects of criminal justice education as might be identified by the Advisory

Committee, by ACHE or by the State Department of Education.

The composition of such a Committee naturally will be the subject of negotiation but the following is tentatively suggested:

- 3 - Academic faculty/academic administrators not engaged in criminal justice specific education (the Chairman to be drawn from this group)
- 2 - Criminal justice educators from 4-year institutions
- 2 - Criminal justice educators from 2-year institutions
- 3 - Practitioners or researchers in the criminal justice area who are not associated with institutions of higher learning, one each from law enforcement, corrections and the courts [or the three State Coordinators (Recommendations #1, 2, 3) could serve].
- 1 - Representative of the State Department of Education
- 1 - Representative of ACHE, who also will serve as Secretary to the Committee

Reasons for the recommendation: As noted in Chapter 5 criminal justice education is a relatively new field which is still groping for its identity while it expands by leaps and bounds. The obvious purpose of this recommendation is to provide a means whereby a somewhat chaotic situation can be examined and guidelines developed that will help criminal justice educators at all levels, as well as college administrators, in making decisions relating to programs of criminal justice education.

Anticipated problems and obstacles: The establishment of such a committee likely will be regarded as a threat by some criminal justice educators and college administrators. The Committee will have to

operate in a way in which it does not act as an ex post facto critic of specific ongoing programs and present-day teachers. It is intended that the Committee act not as a policeman but only as a provider of information useful to educators in making decisions related to criminal justice education. If the Committee should prove unable to establish its credibility as a helpmate to criminal justice education, it will have failed in accomplishing its purpose.

Anticipated total costs of implementing the recommendation: It is expected that persons accepting appointments on the Committee would donate their time, so costs would be limited to travel, some contractual services, and operating expenses.

B. Contractual Services

Individual consultants	4,700
Consultants travel	500

C. Travel 4,900

D. Operating expense

Communications	
Telephone	300
Postage	150
Printing of report	<u>1,000</u>
	11,550

3. Recommendations on Law Enforcement Training

Recommendation #7 - That a regularized program of one-week training conferences for law enforcement supervisors be established to be offered several times a year in different locations throughout the State. Six sessions could be offered the first year to accommodate about 30 officers

each, rotated among north Alabama, the central portion, and the south. The POSTC should be the promoting agency, with possible delivery agencies being the State Department of Education, the municipal or state police academies, or any of a number of universities or colleges in the state.

Reasons for the recommendation: It seems to be fairly widely agreed among people knowledgeable of the situation in Alabama that training for supervisors is needed and that the need has been highlighted by mandated training; the graduates of basic training sometimes finding themselves working under supervisors who fail to utilize the skills the new officers have just acquired. It has been shown that only a small portion of the supervisors have had such training.

A one-week course will be regarded as short by some. While more training might be desirable, the question of the availability of the supervisors to take the training has to be taken into account. If the practice of training for supervisors catches on, it should be possible in the future to add a follow-up course for administrators and executives.

Anticipated problems and obstacles: This concept is simple and simple of execution. It provides on a broader scale than now exists in Alabama training of a type that has become ordinary not only in the areas of law enforcement but in business, government, etc. It remains to be seen whether there will be a problem with convincing departmental heads to send their supervisors for such training.

Annual costs of complying with the recommendation:

A. Personnel

Staff time (1 month for 6 sessions)	9,960
Faculty (10 for 6 sessions)	8,100
Fringe benefits	1,690

C. Travel	
Staff & faculty	3,600
Students (180)	7,920
D. Operating Expenses	
Training materials	900
Indirect and misc. (10% of line items)	<u>3,220</u>
	35,390

(NOTE: Costs such as announcements and telephone calls and travel to promote the conferences would be borne by the POSTC and are included in the budget for Recommendation #1.)

Recommendation #8 - That a regularized program of one-week training conferences for law enforcement training officers be established to be offered one or more times a year in different locations throughout the State. Two sessions could be offered the first year to accommodate about 20 officers each. The POSTC would be the promoting agency, with possible delivery agencies being the State Department of Education, municipal or state law enforcement academies or any of a number of universities or colleges in the state.

Reasons for the recommendation: The target group for this recommendation is the middle range of police departments that are large enough to have a continuing internal program of training but not large enough to support full-time specialized training officers or academies. Chiefs of Departments with more than 10 sworn officers that do not now have designated training officers would be asked to designate training officers, who would then be eligible to attend a training-for-trainers conference. The aim is to promote more and better training within sheriffs and police departments in Alabama.

Anticipated problems and obstacles: This proposal is simple and simple of execution. It may, however, require some groundwork in convincing Chiefs of the utility of the program, since it seems not to be the custom now for departments, aside from the very large ones, to assign a specific training responsibility. It is not the intention of this recommendation that in-house training substitute for other training opportunities, which also should be promoted.

Annual costs of complying with the recommendation:

A. Personnel	
Staff time (1 month for 2 sessions)	3,320
Faculty 10 for 2 sessions)	2,700
Fringe benefits (staff)	560
C. Travel and subsistence	
Staff and faculty	1,200
Students (40)	1,760
D. Operating Expenses	
Training materials	300
Indirect and misc. (10% of line item)	<u>980</u>
	10,820

(NOTE: Costs such as announcements, telephone calls and travel to promote the conferences would be borne by the POSTC and are included in the budget for Recommendation #1.)

Recommendation #9 - That attention be given to providing on-site training in the technical aspects of law enforcement through the equivalent of mobile training units, with traveling instructional laboratories where necessary. Traffic control and narcotics investigations should be included, as well as criminal investigation, but mobile units need

not be limited to these subjects. This recommendation is made in a contingent fashion to await the outcome of the experience of the Crime Scene Officer Training Course, concerning which a report is due shortly. While the need for technical training through this type of delivery means seems evident, it is felt that it would be wise to await the outcome of the present experimental program being conducted by the Department of Toxicology and Criminal Investigation before building other possibly expensive programs along similar lines. The idea of the use of mobile training units is, of course, a familiar one and has been used in police training as well as by other institutions.

Reasons for the recommendation: As noted in the previous discussion, if training for law enforcement officials in the State is to become the general rule rather than an occasional or exceptional condition, then it will be necessary to bring the training to the officer rather than the officer to the training for the many types of training for which this practice is feasible. The large number of very small and small police forces cannot be expected to have their members away from the department for even relatively short periods of time or very frequently. If they are to become "well trained" it is apparent that it will have to be through training that takes place where the officers are.

Until the specific types of training are decided on, it is not possible to determine what the delivery means should be. The Peace Officers Standards and Training Commission should review training needs for law enforcement officials over and beyond the 240-hour basic course and for "refresher" training that might also serve grandfather clause officers who had not had the opportunity to attend the basic course. The actual delivery agency need not, of course, be from within the State but

could be arranged through contract with out-of-state institutions or agencies where this appears preferable.

Anticipated problems and obstacles: The first obvious objection is that this seems to run contrary to the policy of promoting consolidation of small police forces. While it could bear on that matter, there would seem to be little justification for holding back on making training available to such forces for the time period it might take for consolidation to take place. Since, in dealing with small and very small police forces, it might be desirable to arrange training in a locality for representatives from several departments, this training could have the effect of bringing about more informal contact among law enforcement agencies that are close to one another.

Secondly, the work of the mobile training units might overlap that of other agencies, such as the State Department of Education, which also goes out in the field, or traveling representatives of federal agencies such as the FBI and FBN&DD. While this possibility exists, it is not regarded as serious, especially if the State Coordinator for Law Enforcement Training and Education, who was previously recommended, keeps a close eye on all of the different delivery means to inform them where they might be overlapping instead of complementing one another.

Cost of complying with the recommendation: The costs of providing the type of training suggested would have to be calculated when and if the type of training, its frequency of delivery, and other such items are determined. The experience of the Department of Toxicology and Criminal Investigation and the State Department of Education, as well as experience elsewhere, would be relevant to estimating costs.

4. Recommendations on Correctional Training

Recommendation #10 - That a regularized annual pattern of out-of-state training be adopted for correctional personnel. The table that follows gives a suggested program based on some training opportunities that are known to be available. It is not intended, however, to preclude seeking out and taking advantage of other training programs that might accept personnel from the Alabama corrections and adult and juvenile pardons and paroles agencies.

Reasons for the recommendation: It appears that little use has been made by correctional personnel of training available outside the State. Attendance at such programs should offer three major benefits: (1) Improving the knowledge and skills of the attendees; (2) helping to familiarize Alabama people with training practices that might be applied here; and, (3) developing contacts with other practitioners whose experiences might be relevant to problems found in Alabama.

Anticipated problems and obstacles: The principal difficulty would be that of release time for key personnel.

Annual costs of complying with the recommendation: Costs are given on the model program but would, of course, be different if other training opportunities were selected. Costs include travel, subsistence, and registration fees where required. The figures are rounded up 10% for incidentals and cost increases. Salary for personnel undergoing training would be borne by the sending agency: They are not included.

MODEL ANNUAL PROGRAM OF OUT-OF-STATE TRAINING FOR CORRECTIONAL PERSONNEL  
(Recommendation #10)

<u>Training</u>	<u>Annual # Attendees</u>	<u>Identification Attendees</u>	<u>Annual Cost</u>
1. Federal Training			
a. Basic	1	Training Officers from: Board of Corrections;	\$ 350.00
b. Advanced	1	Local Correctional Centers; Department of Youth Service	\$ 160.00
c. Training Officers' Seminar	3		\$ 400.00
2. Southeastern Correctional Management Training Council	10	Asst. Wardens/Directors/Supts.; Departmental Middle Management	\$ 625.00
3. American University			
a. Correctional Administration	2	Wardens/Center Directors of: Board of Corrections; Department of Youth Services; and local facilities	\$3,000.00
b. Planning and Evaluating Community Corrections	2	Local correctional center directors; state planners	\$1,650.00
c. Management and Planning	2	Planners in state and local correctional agencies	\$1,650.00
TOTALS	21		\$7,835.00

Recommendation #11 - That a 240-hour basic correctional course be instituted for new correctional officers that specifically is designed to prepare them for their functions as correctional officers. The Alabama Criminal Justice Academy, as the corrections academy for the State (Recommendation #4), would be the delivery institution.

Reasons for the recommendation: As noted above, those correctional personnel who are sworn officers are now required to take a 240-hour basic course, but the only one available to them is that designed for police officers and administered by the POSTC. Large portions of this basic course are not in line with training requirements generally recognized as valid for correctional personnel.

Anticipated problems and obstacles: As presently constituted, the course would require the approval of the POSTC under Section 7(c) of Act 1981, Regular Session 1971, as amended, and as interpreted by the Attorney General. However, the approval of such a curriculum and its administration by the Alabama Criminal Justice Academy would appear to be authorized by present legislation.

A problem often noted above, and which falls outside the immediate purview of this study, is the high turnover rate among corrections personnel. It would be wasteful to provide six-weeks training for persons who would shortly thereafter leave the job. The present process of improving conditions of employment for corrections personnel, while still small, offers some hopes for improvement. It may also be a factor that training for corrections personnel, given at the start of their entry into the profession, will have some influence in reducing the turnover among them, through better preparing them for the job.

Annual costs of complying with the recommendation:

A. Personnel		
	(Additional permanent staff requirements are included under Recommendation #4)	
	Non-institutional faculty	
	(18 for each of 3 sessions)	10,900
B. Contractual Services		
	(Consultants for preparation of Training materials are included under Recommendation #4)	
C. Travel		
	Non-institutional faculty and out-of-city agency employees	1,500
	Students (60)	51,500
D. Operating Expense		
	(Included under Recommendation #4)	
E. Equipment		
	(Included under Recommendation #4)	
		63,900

Recommendation #12 - That a 40-hour course of instruction in advanced offender rehabilitation techniques and supervision for Correctional Sergeants and other offender rehabilitation personnel in supervisory positions directly related to the handling of offenders, as well as for more experienced personnel handling offenders, be offered. The delivery agency for the new course could be the Alabama Criminal Justice Academy (See Recommendation #4), a university in the state or, on occasion, the cooperation of the Federal Bureau of Prisons could be enlisted.

Reasons for the recommendation: This recommendation, in one sense, follows from the previous one. In the federal prison system, the inauguration of a course for new personnel gave rise to the need for a course for older personnel. In law enforcement, problems are recognized as having arisen from having new officers better trained than their superiors. This recommendation gives recognition to the anticipated arising of a similar situation in Alabama corrections as well as to the need for training for Alabama's experienced offender rehabilitation personnel, many of whom have had little or no training in the past and who may be faced with a changing climate in the prison system, as discussed previously.

Anticipated problems and obstacles: The principal problem will be taking people off the job long enough to attend the course. It is for that reason that the course has been made so short. It would be anticipated, that if and as the problem of personnel shortages is overcome, consideration can be given to having a follow-up course and/or lengthening this one.

Annual costs of complying with the recommendation:

A. Personnel		
Staff time (1 month for 2 sessions)		3,320
Faculty (10 for 2 sessions)		2,700
Fringe benefits (staff)		560
B. Contractual Services		
C. Travel		
Staff and faculty		1,200
Students (30)		3,720

D. Operating Expense

Training materials	300
Indirect and misc. (10% of line items)	<u>1,180</u>
	11,980

5. Recommendations on Judicial Area Training

Recommendation #13 - That a regularized annual pattern of in-state training be adopted for courts personnel, supplemented by special training programs for new courts personnel, and that programmed arrangements be made for continual utilization by Alabama courts personnel of training opportunities available on a national basis (usually outside the state). The following tables give a model program for such training with estimates of the likely number of attendees. They also usually identify possible organizing agents and possible delivery agents for such training. Specific subject matters are not given for the conferences as these would change from year to year and would have to be decided on in terms of the priorities as seen as the time the conference was being organized. Special training for new personnel likely would consist primarily of introductory material to the type of jurisdictions and functions, and the management of these functions, that the new personnel would be undertaking. These schedules will have to undergo substantial modification as the new judicial article to the constitution takes effect.

MODEL ANNUAL CONTINUING EDUCATION SCHEDULE FOR COURTS PERSONNEL IN ALABAMA

306

<u>Training</u>	<u>Attendees</u>	<u>Days; Frequency</u>	<u>Org. Agency</u>	<u>Delivery Agency</u>	<u>Cost</u>
Conf. of Circuit Judges	80	3 days; twice annually	Court Management	Court Management; Cont. Legal Ed.	\$23,000
Conf. of Juvenile Court Judges (inc. Probate with juvenile jurisdiction)	60	3 days; once annually	Assn. of Juvenile Court Judges; Court Management	Am. Academy of Judicial Ed.	9,000
Conf. of Intermediate Court Judges	60	3 days; once annually	Assn. of Intermediate Judges; Court Management	Cont. Legal Ed.	9,000
Three Regional Confs. of Municipal Judges	75 each (average)	3 days each; each once annually	Alabama League of Municipalities; Assn. of Municipal Court Judges	Am. Academy of Judicial Ed.	32,000
Prosecutors Conf.	70	3 days; once annually	DA's Assn.	Cont. Legal Ed.	10,000
Conf. of Circuit Court Clerks & Deputies	60	3 days; once annually	Assn. of Court Clerks; Court Management	Am. Academy of Judicial Ed.	9,000
Conf. of Court Reporters	30	3 days; once annually	Assn. of Court Reporters; Court Management	Court Management	5,700
					\$97,700

MODEL TRAINING PROGRAM FOR NEW COURTS PERSONNEL

307

<u>Training</u>	<u>Attendees</u>	<u>Time; Frequency</u>	<u>Org. Agency</u>	<u>Delivery Agency</u>	<u>Cost</u>
Conf. of Circuit Judges	30	2 weeks; every 6th year	Court Management	Court Management; Cont. Legal Ed.	\$15,700
Conf. of Juvenile Court Judges (inc. Probate Judges with juvenile jurisdiction)	20	1 week; every 6th year	Assn. of Juvenile Court Judges; Court Management	Am. Academy of Judicial Ed.	6,600
Conf. of Intermediate Court Judges	35	1 week; every 4th year	Assn. of Intermediate Court Judges; Court Management	Cont. Legal Ed.	9,000
Conf. of Municipal Judges	100	1 week; every 2 years	League of Municipalities; Assn. of Municipal Court Judges	Am. Academy of Legal Ed.	19,000
Prosecutors Conf.	30	1 week; every 6th year	DA's Assn.	Cont. Legal Ed.	8,200
Court Clerks Conference	30	1 week; every 3rd year	Court Management	Am. Academy of Legal Ed.	8,200
					\$66,700

MODEL ANNUAL PROGRAM FOR OUT-OF-STATE TRAINING FOR COURTS PERSONNEL

<u>Training</u>	<u>Attendees</u>	<u>Identification Attendees</u>	<u>Cost</u>
Basic Course, National College of the State Judiciary (NCSJ) (4 weeks)	10	Circuit and intermediate judges	\$17,000
Graduate course, NCSJ (2 weeks)	10	Circuit and intermediate judges	10,700
Special Session, NCSJ	20	Circuit and intermediate judges	13,800
Special Cont. Studies, NCSJ (2 weeks)	14	Circuit and intermediate judges	15,000
Court Administration, NCSJ (1 week)	4	Court support staff	2,800
Basic juvenile law course, National College of Juvenile Justice (2 weeks)	4	Juvenile and family court judges	3,300
Conference on juvenile procedures, National Council of Juvenile Court Judges (1 week)	4	Juvenile and family court judges	2,600
Court administration, Institute for Court Management (1 week)	6	Court support personnel	4,100

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<u>Training</u>	<u>Annual # Attendees</u>	<u>Identification Attendees</u>	<u>Cost</u>
Appellate Judges Seminar, LSU Law School (1 week)	15	Appellate judges	5,400
Appellate judges course, New York University (1 week)	4	Appellate judges	1,500
Traffic Court Course, ABA (1 week)	10	Municipal judges	4,100
National Academy Session, American Academy of Judicial Education (AAJE) (2 weeks) (Note: Usually held at Tuscaloosa)	20	Municipal judges	17,700
Graduate Academy Session, AAJE	5	Municipal judges	3,400
Career Prosecutor Course, National College of District Attorneys (4 weeks)	3	Prosecutors	4,300
Executive Prosecutor Course National College of District Attorneys	3	Prosecutors	2,300
Trial tactic and other specialized seminars (1 week)	3	Prosecutors	1,500
			<u>\$109,500</u>
			\$273,900

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Recommendation #14 - That there be created in the office of the Attorney General a position for an advisory "District Attorney." The function of the occupant of the position would be to advise and assist new District Attorneys and other prosecutors, including going to their offices and working with them during their first terms of court as prosecutors.

Reasons for the recommendation: In addition to the large turnover that is likely to occur at election time (every six years under the judicial article), there is a regular smaller turnover of prosecutors as resignations, appointment to judgeships, etc. occur. While new prosecutors can and do call on the Attorney General's office for advice, there is at present no one regularly assigned, who can be available on the spot as needed, to assist them as they learn the duties of prosecutor. Many prosecutors' offices do not have a built-in capacity for continuity: Where there is an assistant he is likely to be a young, part-time and probably short-time person who cannot offer the expertise of experience. The Attorney General already has legal authority that would allow him to perform this function: The need is for an experienced person available to perform the service.

Anticipated problems and obstacles: Such a person could be of limited assistance to new prosecutors following a large turnover such as might occur at election time but should be able to offer extensive continuing assistance during the interim years, when the turnover is less. To a degree the weakness with regard to training new personnel is approached through other means (Recommendation #13).

Annual costs of complying with the recommendation:

A. Personnel	
Attorney	24,500
Benefits	4,160
C. Travel	3,900
D. Operating expenses	
Communications	100
Supplies	300
	<hr/>
	32,960

6. Recommendations on Criminal Justice Education

Recommendation #15 - That ALEFA in conjunction with the POSTC and in consultation with the state coordinators for corrections and courts adopt a trend-in-time system for keeping track of developments in criminal justice education in the State as well as for tracing graduates of criminal justice programs. Such a system should include but not necessarily be limited to:

(1) Maintaining a running record of full-time and part-time in-service and pre-service students in four-year and two-year programs in the State.

(2) Developing experience factors on drop-outs from such programs either through change of major, failure to achieve, or for other reasons.

(3) Maintain a running record not only of LEEP supported criminal justice students but of those attending under the GI Bill and with the help of other sources of loan and grant support.

(4) Maintain a running record of employees in the criminal justice system in the state who are attending college, but are not registered in criminal justice programs.

(5) Develop a tracing system for graduates of criminal justice programs within the state that would show:

(a) The number of graduates who leave the state as opposed to those who remain here.

(b) The number of graduates who, while remaining in the state, take employment with criminal justice agencies with an additional follow-up to;

(1) Determine how many change employment within five years and where they go.

(2) Determine how well such graduates succeed in a criminal justice career.

Reasons for recommendation: Criminal justice education on a broad scale is a relatively new thing in the United States and in Alabama. If much is to be known about the effects thereof, a careful system of maintaining records of programs, students and graduates must be instituted. And, if standards for education of criminal justice personnel in Alabama are to be identified, additional information will be needed to develop any realistic assessment of how well the standards are being met within time spans that have been stated as acceptable. Dips and increases in enrollments in criminal justice programs by pre-service and in-service students must be followed carefully, and the reasons why these changes take place must be identified. These data are needed if we are to be able not only to foresee how well we are doing in meeting standards for future periods but, conversely, to spot trends that might result in producing more graduates than the system can absorb. These data are needed for an effective LEEP program.

ALEPA already has a program for monitoring law enforcement programs in Alabama. It should not be difficult to expand this program to include those items mentioned above that are not already included. Additionally, the work of the Advisory Committee on Criminal Justice Education in the Alabama Commission on Higher Education (Recommendation #6) would contribute, and ALEPA could work together with ACHE and with the State Department of Education. The SPA for Tennessee is in the process of instituting a tracing system for criminal justice graduates and the means developed to do that and the experience of that agency would help Alabama in working out its own tracing program.

Anticipated problems and obstacles: No difficulties other than the problems always connected with a regular program of data collection are anticipated. Since ALEPA already has continuing contact with the colleges and universities throughout the State, these difficulties should be readily overcome.

Annual costs of complying with the recommendation: Would be absorbed in regular operating costs of cooperating agencies.

Recommendation #16 - That ALEPA, for the future, consider the advisability of direct support to college level programs in criminal justice for the purposes of:

- (1) Assisting in maintaining a reasonable student-teacher ratio.
- (2) Enriching such programs through improving teaching methodologies and providing support in areas like books, journals, etc.
- (3) Assisting in the development of new aspects of criminal justice programs, including those that might allow colleges and universities to

make a greater direct contribution to the further development of professionalism and expertise among operating agencies within the context of on-going academic programs.

This recommendation is contingent on the development of greater information about such programs and the setting of standards, as will occur if the recommendations concerning an Advisory Committee for Criminal Justice Education (Recommendation #6) and the recommendation that ALEPA carefully monitor a variety of aspects of CJ programs (Recommendation #15) are implemented. Additionally, colleges and universities can be invited to indicate what they feel their needs to be as input to developing concepts of needs. ALEPA funding under this proposal would be seed money and would require a commitment by the school to continue the activity after a specified number of years.

Reasons for the recommendation: As noted previously, information about criminal justice education programs in the state are impressionistic and much more needs to be done in the area of collecting and analyzing data on this subject. Some of this can only be done over time as trends analysis. It is estimated that about two years should serve to develop the data base from which a reasonable assessment of needs can be obtained. However, before colleges and universities can be asked to contribute to developing an assessment of needs, ALEPA would have to indicate that, in principle, it would be willing to fund, as seed money, aspects of college level programs. The possibility of gain also should serve as an incentive to colleges and universities to cooperate in the information building programs formerly suggested.

Anticipated problems and obstacles: Inviting proposals opens ALEPA to being inundated with requests for money, some of which may not be well thought out. However, that is the nature of much of ALEPA's business; and it should, by now, be well inured to this difficulty. It would be necessary, as time progressed, to develop a system for screening proposals if funds actually were to be granted.

The primary sources of funds for instructional programs in the state among public institutions are state funds. It should be made clear that there is no intention to change this, and ALEPA funding would be available only in exceptional or particularly innovational instances.

In several instances ALEPA has encountered difficulty getting assisted institutions to carry out their commitments to continue a program that originally was funded by ALEPA. If ALEPA were to fund college and university level programs initially, it would have to be done on the basis of very convincing commitments on the parts of the institutions themselves and other agencies that might be involved to continue the programs from their own resources after the period of ALEPA support was completed.

Cost of complying with the recommendation: Costs of providing direct assistance to criminal justice programs in Alabama's colleges and universities cannot be estimated at this time.

Recommendation #17 - That present training and education related programs being supported by LEPA or which might be supported by LEPA in substitution for funding directly from LEAA be continued, except insofar as they might clearly be substituted for by recommendations in this plan.

The recommendations included here are, for the most part, intended to be additional to programs currently funded that have some training or education content, or that might be largely for training. Examples of current programs are basic law enforcement officers' training and out-of-state training for law enforcement officials; a number of programs relating to juvenile probation, including several in cooperation with local units of government; and the grant to improve the organization and management of the state court system. No effort is made here to list all such programs so as to avoid any implication that one that might be overlooked in the process should be discontinued. Also a number of them are integral to grants made primarily in categories other than for training and education, and the training and education aspects cannot readily be factored out for separate identification.

It should be evident that some of the preceding recommendations are built on or would draw from ongoing LEAA/LEPA projects. The state coordinator for training and education for courts personnel depends on the existence of positions provided under a courts organization grant. Academic expertise in corrections that presently is supported in part under a different program, logically could be called upon in connection with an expanded program of corrections personnel training. The principal area of direct overlap between the recommendations in this plan and those in the LEPA Comprehensive Criminal Justice Plan as developed for FY 73 is in the area of training for courts personnel. Here it is not a matter of conflict of philosophy so much as that this plan supports a somewhat differently structured but methodologically similar program for judicial training. This plan also incorporates some items, such as supervisors training for law enforcement officials, that have been considered before but not supported for lack of funds.

Budget Estimates Summary for Costed Recommendations

<u>Recommendation #</u>	<u>Estimated Costs</u>
1	39,960
2	13,810
3	6,020
4	35,550
5	27,670
6	11,550
7	35,390
8	10,820
9	No cost estimate
10	7,835
11	63,900
12	11,980
13	273,900
14	32,960
15	No cost estimate
16	No cost estimate
17	No cost estimate
	<u>571,345</u>

NOTE: For the exact calculating basis for each recommendation, see the budget estimate following the recommendation.

### C. Related Items

This plan looks toward improving training and education for criminal justice personnel in Alabama within the short range while leaving the way open for further improvement in a longer time frame (see further discussion under E. Plan Updating, below). No effort has been made to predict or preplan everything that might happen during the rest of this decade, in part because it is not now feasible to do so. It is preferable to be realistic about the gaps than to attempt to fill in everything in the interests of appearing complete, especially if flexibility would be sacrificed thereby.

Nonetheless, certain issues relating to training and education have been raised by observers of the criminal justice system in Alabama that deserve to be addressed, if only to indicate why they are not the subjects of action recommendations at this time. No pretense is made that all such items are covered in this section, but those that particularly have been called to attention are:

#### 1. Incentive Pay for Criminal Justice Personnel

The Florida plan for incentive pay for law enforcement officials, which is described in Chapter 7, has attracted much attention in Alabama. A number of law enforcement officials favor it, but there is no particular reason why such a plan, if adopted, should not equally serve those correctional and courts personnel who make the effort to increase their levels of training and education.

The Florida plan is a highly structured system that not only provides incentive pay but provides the training opportunities for which

pay credits are to be earned. No such system now exists in Alabama, nor is there a prospect that it could exist for several years to come, although certain recommendations in this plan aim in that direction. To be reasonable, incentive pay must be accompanied by the opportunity to accomplish the training and education for which the pay is to be given. Ready opportunity in the area of advanced training is not now available to much of Alabama's community of criminal justice practitioners.

The financing of the program is also a matter of concern. The Florida plan is financed through the state. There are requirements with which local units of government must comply. Some comparable system would be required if Alabama were to administer such a program. Additionally, the financing of such a program through "soft" SPA funds is suspect, except possibly when used as seed capital. The institution of such a program for the state under conditions where the state did not have control of the funds by which it was to be financed offers a distinct hazard for the morale of those who might benefit, should the benefit prove temporary.

These reasons are enough to show that, however attractive a pay incentive plan might appear in theory, it cannot be jumped into at this time. A whole new set of institutional structures, intergovernmental relationships and legal requirements must accompany it. Also elaborate and somewhat chancy cost projections would be involved. The matter does merit further attention and study by the Legislature and affected agencies.

#### 2. Training for Irregular Personnel

For the most part, irregular and volunteer personnel receive little training and none is formally required. It is reasonable that irregular

personnel should be trained, an observation that also applies to private security forces. But requiring such training and providing the facilities for it involves a host of considerations. Can the people be made available? At whose cost? How rapid is the turnover rate? Are irregular personnel really an important source of regular, long-time police officers and would training for them effect that? Should they be required to take the same basic courses as regulars? These are some of the issues.

The view taken in this plan is that, while the issues of training irregular personnel and private security forces are important ones, priority should be given to training regular criminal justice personnel. As the State achieves satisfaction with the levels of training attained by its regular personnel, then it should give more attention to training irregular and private security forces personnel. The state coordinators recommended by this plan should carefully investigate these matters, with priority to volunteers in the correctional fields, given the special problems that are found there and the apparent possibility that volunteers can have a significant impact in meeting a critical need.

It has been suggested that, pending the ability to provide adequate training for auxiliary law enforcement personnel, each of them should be required to be in the company of a certified officer when on duty.

### 3. Training for Public Defenders

Given the characteristics of the courts area training that are adopted for use in this plan, training for public defenders would not constitute a delivery problem. But as a practical matter, there is nobody to train. As discussed in Chapter 5, no public defender system exists in Alabama in the usually understood sense of the term. The

assigned counsel methods regularly employed to provide defense for indigents, do not appear to lend themselves to a regular program of training. A requirement for training might indeed be regarded by many as an imposition on top of an imposition; a penalty on attorneys who give their services. At the present time, little more seems feasible than the inclusion of public defender material into programs for the general bar.

### 4. Courts Academy

No recommendation for a judicial college or courts academy, which could handle orientation and advanced training, is included. This lack distinguishes courts training from that already in being for law enforcement and that recommended for corrections. Also, as recorded in Chapter 7, support exists for this "standard" for training courts personnel.<sup>9</sup>

The high costs of a new facility for courts personnel are not justified at this time. With the fractionated system presently in being, where the principal courts personnel are elected officials, and with no legal training requirements for courts personnel, a real question exists

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<sup>9</sup>It should be noted that an alternative is to create a criminal justice academy for all components - law enforcement, corrections and courts. This does not seem indicated for Alabama at this time because it would involve a complete rebuilding of the basic academy training structure; which would be expensive, time consuming and involve throwing out much that already has been done. The consolidated approach has been adopted by the State of Washington through creation of a non-profit corporation (ltr. from Lucy Isaki, Administrative Assistant, Washington Criminal Justice Education and Training Center, to Thomas I. Dickson, Jr., Project Director for Auburn University, dated December 17, 1973). It will be well to follow the experience of the Washington system to determine ultimately the suitability of this approach for Alabama.

of whether the utilization would justify the cost. Such an institution could not reasonably expect to be able to duplicate the capabilities of national institutions like the NCSJ. There would be little purpose in having it overlap the Alabama Program of Continuing Legal Education. If it offered no more than brief basic courses, it would be a limited asset, as this need can readily be fulfilled now, for the type of training accepted as suitable to new courts personnel, in any of a number of commercial or other sites throughout the state.

The time to consider seriously a courts training academy will come when the nature of the unification of the courts system becomes clearer through implementation of the judicial article. Also when the training processes recommended in this plan have been tested and possibly expanded, when centralized court institutions have demonstrated a firm leadership role in courts personnel training and when the impacts of other possible training opportunities, such as the proposed law center at the University of Alabama, are clear. It is not suggested that a courts academy should not be considered for Alabama but rather that right now is not the time to take that route.

#### 5. Additional Training Facilities/Techniques

A number of different instructional facilities and techniques were mentioned in Chapter 7, such as educational TV, training films and correspondence courses. No immediate action recommendations are made on these items.

With regard to training films and correspondence courses, it is hoped that their use by criminal justice agencies will be fostered through the work of the state coordinators and through the encouragement

of training-for-the-trainers courses. Part of the curriculum for such courses should be concerned with training assets available to individual departments so that they can make the best use thereof.

The employment of educational TV as a training media involves different considerations. Alabama is well suited to the purpose. It has a long established and comprehensive system which has been used in the area of judicial training, as noted in Chapter 5. It should be used in the future, but some groundwork needs to be laid. Programming training films is not necessarily enough. To be effective there should be advance commitments on the parts of the agency heads that their personnel will take part; not just viewing the programs but also doing the collateral studying and being tested on what they have learned, as this process was described in Chapter 7. It is anticipated that part of the function of the state coordinators will be to develop the necessary groundwork for the use of the State's educational TV system in criminal justice training. In addition, attention must be given to the suitability for public consumption of the program materials that might be used, since they will be publicly broadcast. Training sessions for supervisors and trainers can be used as forums in which to further explore this possibility. When an adequate consensus has been built and an administrative capability has been identified for delivery of such a program to law enforcement personnel, for example, then a formal proposal should be forthcoming.

#### 6. Evaluation of the Effects of Training and Education

Attention has been given in various parts of this study to evaluation of the effects of training and education on the operation of the criminal justice system; whether, for example, training given to

correctional personnel is reflected in reduced rates of recidivism.

While some recommendations relate to the effects or quality issue (if quality is adequately identified), no specific proposal is included on the issue. However, as noted below, the plan updating process could be a measurably different one from that of preparing a plan in the first place, and could be concerned, to the extent acceptable methodologies will permit, with some measurement of the output of the criminal justice system. Over the long run this issue must be addressed but it may never be possible to identify precisely the effects of training and education as distinct from other changes that may be occurring.

#### 7. New Law School for Alabama

The question has been raised whether the judicial article will require an additional law school in Alabama. As discussed in Chapter 4, such does not seem to be the case. This does not preclude raising the issue of whether a new law school is desirable but, as best can be foreseen at this time, the judicial article itself will not require it. Indeed, many of the questions that need to be answered to make a determination fall without the scope of this study and without the scope of any study that concentrates on the criminal justice system. Accordingly, the question could not have been adequately addressed here, even if the impact of the judicial article on the requirement for lawyers were anticipated to be larger than it presently is assumed.

#### D. Priorities

A plan must face the reality that funds may not be available to carry out all its proposals but also must allow for expansion as conditions permit. The contingent recommendations contained in this plan, as well as observations made on possibly changing conditions and adjustments thereto, contemplate expanding training and education for criminal justice personnel in Alabama. Additionally, it is anticipated that the continuing attention given to education and training in the state by the state coordinators will reveal developing needs. The coordinators may, on the other hand, indicate areas for cutbacks over time. Plan updating is a continuous process through which priorities must regularly be reevaluated.

The problem of where to cut is more difficult. The plan was intended to be a tight one that would allow moving ahead with immediately realizable projects, and some of the recommendations are interrelated, so it does not readily lend itself to eliminating whole recommendations. Also, since the magnitude of any reduction that might be required is presently unknown, it is extremely difficult to identify where cuts must be made as opposed to making general statements about the tactics to be followed. If the cut from planning figures is not of such magnitude as to virtually vitiate the plan, then it can best be made by bringing about proportional reductions in the realization of recommendations for specific training programs conducted in and out of state, i.e., providing the training on a reduced scale to that proposed. Thus reductions could be brought about in Recommendations 7, 8, 10, 11, 12, and 13, which would allow the desired types of training to occur but

would reduce the number of classes offered and the number of people trained. While in one sense this is cutting at the heart of the issue, training people for the jobs they are to do, it does have its compensations. It would keep intact the essences of the training recommended so that, should financial fortunes improve, they readily can be built to higher levels. The other recommendations relate to activities that are not, by their natures, of similar flexibility: They do not offer the possibility of reducing or increasing the flow but only of having it or cutting it off altogether. By far the largest amount of money involved in the recommendations is tied up in the recommendations that have been listed. At least the basic operation would have to remain after a cut in any area if the foundation for subsequent expansion were not to be sacrificed.

#### E. Plan updating

Plan updating must be a continuous process with regular reviews. ALEPA, the three state training and education coordinators, and others involved should consider adjustments and develop further information as they go along. Taking into account the administrative procedures that have to be complied with and the time necessary to gain experience with the working of the recommendations, and noting that changes in or influencing the criminal justice system that will effect the working of these recommendations are unlikely to occur overnight, a general review of this plan should take place between the second and third year after its acceptance.

During implementation of the plan, it will be necessary to review it constantly in terms of possible variations from other plans with which it must mesh. Drafts of this plan have been reviewed by persons familiar with the other plans including, in some cases, the principal authors themselves. On the basis of these reviews it can be said that the training and education plan is well coordinated with other plans, such as those for corrections and courts. It is reasonable to assume, however, that in the course of implementation some unforeseen minor points will develop. They need to be dealt with at the operational level to avoid immobilization.

Also, as referred to frequently in the text, there are a number of factors of change at work. As observed above, these are not expected to be of such magnitude before the second year of implementation of this plan that the plan would merit an overall formal review, but incremental changes must be followed by the administrators and reasonable adjustments made.

When a general review of the training and education master plan is undertaken, it need not be in the same form and address all the same issues as this one. It could well, in fact, take impact and quality concerns as main themes rather than stressing, as this one has, the characteristics of personnel in the criminal justice system and issues in training and education for them. In this way it could be more than simply an "update" and be in part a different approach whereby what is being recommended here could be tested and not merely supplemented.

The revision of the plan also could give consideration to issues that specifically have been deferred by this plan in the interests of getting a quick start, maintaining flexibility and for other reasons cited. For example, one such item is whether a criminal justice academy should be established that would serve at least the advanced training needs of the criminal justice system. The matter is complex and will have to be considered in connection with a number of factors, including changes that might reasonably be expected in the near future but cannot be precisely predicted.

The foregoing remarks are intended only to suggest that the updating of the plan is a continuing process not divorced from its administration and that, when a general formal review does take place, it might have different features and look at different things than the study underlying this plan: Indeed its writers could have real and analytical bases with which to work that are significantly changed from those that faced the writers of this one. No effort is being made to tell those who follow how they must go.

#### APPENDIX A - STATISTICAL

NOTE: Statistical tables and charts all are labeled "Table." They are included in Appendix A and are numbered according to the following system:

1. The Roman numerals (I, II, . . .) correspond to the numbers of primary chapters with which the Tables go.
2. The capital letters (A, B, . . .) correspond to the major subheadings of the primary chapters with which the Tables go.
3. The Arabic numerals (1, 2, . . .) correspond to the sequence in which the Tables are cited within the major subheadings (A, B, . . .).

Thus the first Table referred to in Ch. 2, subsection A is labeled "Table II.A.1. The fourth Table for Ch. 2, subsection B is labeled "Table II.B.4."



TABLE II. A. 2

POLICE DEPARTMENTS IN ALABAMA -  
 DISTRIBUTION BY NUMBER OF AUTHORIZED &  
 ACTUAL SWORN OFFICERS, LATE 1972

NO. SWORN OFFICERS	NO. DEPTS. (FREQUENCY)		DISTRIBUTION BY DECILES				
	AUTHORIZED	ACTUAL	NO. DEPTS. ACTUAL COLUMN	PERCENTAGE ALL DEPTS.	AUTHORIZED PERSONNEL	ACTUAL PERSONNEL	PERCENTAGE ALL PERSONNEL (ACTUAL)
0	21						
1	35	43					
2	33	40					
3	36	42					
4	27	24					
5	19	18					
6	13	15					
7	14	14					
8	4	3					
9	5	8					
10	7	5	212	75.2	735	769	19.2
11	8	7					
12	3	3					
13	4	5					
14	1	1					
15	2	2					
16	2	4					
17	1	3					
18	6	4					
19	5	5					
20	1	1	35	12.4	492	524	13.1
21							
22	2	3					
23	1	2					
24	2	3					
25	2						
26		1					
27		1					
28	2	1					
29	1	2					
30	3	2	15	5.3	340	383	9.5

31	2						
32	1	2					
33							
34							
35							
36		1					
37							
38	2	2					
39							
40						5	1.7
41						170	176
42	1	1					4.4
43	1						
.							
.							
47	1						
48							
49							
50						1	.3
51						132	42
52							1.1
53	1	1					
54							
55	1	1					
56							
57							
58	1						
59							
60						2	.7
61		1				166	108
62		3					2.7
63							
64							
65	1						
66	1						
.							
.							
70						4	1.4
.							
.							
76	1	1					
.							
.							
79	1	1					
80						2	.7
						155	155
							3.9

88	1						
89							
90							
96	1	1		.3	96	96	2.4
100				1	1592	1502	37.5
100+	5	5		1.8	4097	4002	
		Total		100%			100%
				(adds to 99.8%)			
					282		

EXISTENCE OF MERIT SYSTEMS IN SHERIFFS OFFICES & POLICE DEPARTMENTS IN ALABAMA

DEPT. SIZE (LATE 1972)	SHERIFFS OFFICES			POLICE DEPARTMENTS		
	YES	NO	SYSTEM IDENTIFIERS*	YES	NO	SYSTEM IDENTIFIERS*
1-10	0	4	-	1	20	1-(A)
11-20	0	2	-	1	3	1-(A)
21-50	2	0	2-(B)	2	0	2-(C)
> 50	3	0	1-(A) 2-(B)	10	3	2-(A) 1-(B) 7-(C)

\*-SYSTEM IDENTIFIERS: (A) - JEFFERSON COUNTY CONSOLIDATED  
(B) - COUNTY  
(C) - MUNICIPAL

SHERIFFS OFFICES PERMANENT SWORN OFFICERS IN ALABAMA  
BY RANK & MONTHLY SALARY RANGES, LATE 1972 — 1042 TOTAL

RANK	SALARY RANGES										TOTAL
	201-400	301-500	401-600	501-700	601-800	701-900	801-1000	901-1000	>1000	N.A.*	
SHERIFF				1	2	4	2	21	32	6	67
CHIEF DEPUTY SHERIFF	1	9	23	22		1	2			7	66
DEPUTY SHERIFF	5	89	258	37	132					41	562
CAPTAIN			2							9	11
LIEUTENANT			1	1	1	1	6			6	16
SERGEANT		1	2	5	4	28				3	43
DETECTIVE			4	10	14		1			6	35

\*NOT ASCERTAINED. 242 NOT CODED.

SOURCE: ALA LEPA LAW ENFORCEMENT INVENTORY, SEPT. - DEC., 1972.

EXISTENCE OF MERIT SYSTEMS IN  
SHERIFFS OFFICES & POLICE DEPARTMENTS IN ALABAMA

DEPT. SIZE (LATE 1972)	SHERIFFS OFFICES			POLICE DEPARTMENTS		
	YES	NO	SYSTEM IDENTIFIERS*	YES	NO	SYSTEM IDENTIFIERS*
1-10	0	4	--	1	20	1-(A)
11-20	0	2	--	1	3	1-(A)
21-50	2	0	2-(B)	2	0	2-(C)
> 50	3	0	1-(A) 2-(B)	10	3	2-(A) 1-(B) 7-(C)

\*-SYSTEM IDENTIFIERS: (A) - JEFFERSON COUNTY CONSOLIDATED  
(B) - COUNTY  
(C) - MUNICIPAL

SOURCE: LAW ENFORCEMENT SURVEY, SEPT. - OCT., 1973.

SHERIFFS OFFICES PERMANENT SWORN OFFICERS IN ALABAMA  
BY RANK & MONTHLY SALARY RANGES, LATE 1972 — 1042 TOTAL

RANK	SALARY RANGES										TOTAL
	201-400	301-500	401-600	501-700	601-800	701-900	801-1000	901-1000	> 1000	N.A.*	
SHERIFF				1	2	4	2	21	32	6	67
CHIEF DEPUTY SHERIFF	1	9	23	22		1	2			7	66
DEPUTY SHERIFF	5	89	258	37	132					41	562
CAPTAIN			2							9	11
LIEUTENANT			1	1	1	1	6			6	16
SERGEANT		1	2	5	4	28				3	43
DETECTIVE			4	10	14		1			6	35

\*NOT ASCERTAINED. 242 NOT CODED.

SOURCE: ALA LEPA LAW ENFORCEMENT INVENTORY, SEPT. - DEC., 1972.

POLICE DEPARTMENTS PERMANENT SWORN OFFICERS IN ALABAMA  
BY RANK & MONTHLY SALARY RANGES, LATE 1972 — 4002 TOTAL

RANK	SALARY RANGES										TOTAL
	201-400	301-500	401-600	501-700	601-800	701-900	801-1000	901-1000	> 1000	N.A.*	
CHIEF OF POLICE	8	47	81	43	29	16	7	16	4	20	271
ASST. CHIEF OF POLICE	1	15	22	14	16	3		10		7	89
CAPTAIN		5	10	25	14		3	31		1	89
LIEUTENANT	1	9	42	50	18	26	50			1	197
SERGEANT	1	19	84	76	105	63	14			2	364
DETECTIVE		9	41	40	11	136				2	239
POLICEMAN	28	600	846	285	675	9				37	2480

\*NOT ASCERTAINED. 273 NOT CODED.

SOURCE: ALA LEPA LAW ENFORCEMENT INVENTORY, SEPT. - DEC., 1972.

**BASE SALARY RANGES FOR DEPUTY SHERIFFS  
IN SIXTY ALABAMA SHERIFFS OFFICES  
GROUPED BY SIZE (NUMBER DEPUTY SHERIFFS), LATE 1972**

DEPT. SIZE NO. DEPUTY SHERIFFS	NO. DEPTS. BY MONTHLY SALARY RANGES					RANGE* DATA MEAN MONTHLY SALARY
	201 - 400	301 - 500	401 - 600	501 - 700	601 - 800	
1 - 5	3	19	13	1		\$ 443
6 - 10		3	10	2		484
11 - 15		1	3	1		505
16 - 20			1			500
21 - 25			1			500
> 25			1		1	635

\*- SINCE IT IS ASSUMED FOR PURPOSES OF CALCULATION THAT THE MEAN FOR EACH DEPARTMENT FALLS AT THE CENTER POINT OF THE RANGE, THESE FIGURES MAY BE HIGH & SHOULD BE INTERPRETED ONLY IN RELATION TO ONE ANOTHER. ONLY BASE SALARY IS INCLUDED.

SOURCE: ALA LEPA LAW ENFORCEMENT SURVEY, SEPT. - DEC., 1972

**BASE SALARY RANGES FOR POLICEMEN  
IN 212 POLICE DEPARTMENTS IN ALABAMA GROUPED BY SIZE  
(NUMBER OF POLICEMEN), LATE 1972**

DEPT. SIZE (NO. POLICEMEN)	NUMBER DEPARTMENTS BY MONTHLY SALARY RANGES						RANGE DATA MEAN MONTHLY SALARY
	201-400	301-500	401-600	501-700	601-800	701-900	
1 - 5	11	87	32	6			409
6 - 10	1	14	7	3	3	1	469
11 - 15		12	7	1	1		455
16 - 20		2	4	1	1		515
21 - 25		2	1				435
26 - 30			1		1		598
31 - 35			3				500
36 - 40			1				500
41 - 45		1					400
46 - 50					1		700
> 50			4	1	2		618

SINCE IT IS ASSUMED FOR PURPOSES OF CALCULATION THAT THE MEAN FOR EACH DEPARTMENT FALLS AT THE CENTER POINT OF THE RANGE, THESE FIGURES MAY BE HIGH & SHOULD BE INTERPRETED ONLY IN RELATION TO ONE ANOTHER. ONLY BASE SALARY IS INCLUDED.

SOURCE: ALA LEPA LAW ENFORCEMENT INVENTORY, SEPT. - DEC., 1972.

SHERIFFS OFFICES & POLICE DEPARTMENTS IN ALABAMA  
BY NUMBER OF SWORN OFFICERS  
& LEVELS OF EDUCATION ATTAINED, LATE 1972

NO. SWORN OFFICERS	< HIGH SCHOOL	HIGH SCHOOL				COLLEGE					N.A.*
		≤ 1	2	3	GRAD.	≤ 1	2	3	GRAD.	POST GRAD.	
1 - 10	5	72	74	76	575	90	37	7	18	1	147
11 - 20	0	30	39	50	375	102	25	20	7	12	187
21 - 30	0	29	15	23	262	65	36	11	12	7	42
31 - 40	0	11	5	5	128	43	7	5	6	4	5
41 - 50	0	3	6	1	54	11	4	3	1	0	5
51 - 60	0	7	7	12	56	15	8	0	2	0	0
61 - 70	0	3	9	9	124	47	8	9	8	3	27
71 - 80	0	0	4	0	101	8	19	12	1	0	9
81 - 90	0	0	0	0	0	0	0	0	0	0	0
91 - 100	0	8	0	0	60	15	11	2	0	0	0
> 100	0	25	61	70	796	330	157	29	48	5	151

TABLE 20 OFFICERS SHORT.

\*NOT ASCERTAINED

SOURCE : ALA LEPA LAW ENFORCEMENT INVENTORY, SEPT. - DEC., 1972.

BASE SALARY RANGES FOR POLICEMEN  
IN 212 POLICE DEPARTMENTS IN ALABAMA GROUPED BY SIZE  
(NUMBER OF POLICEMEN), LATE 1972

DEPT. SIZE (NO. POLICEMEN)	NUMBER DEPARTMENTS BY MONTHLY SALARY RANGES						RANGE DATA MEAN MONTHLY SALARY
	201-400	301-500	401-600	501-700	601-800	701-900	
1 - 5	11	87	32	6			409
6 - 10	1	14	7	3	3	1	469
11 - 15		12	7	1	1		455
16 - 20		2	4	1	1		515
21 - 25		2	1				435
26 - 30			1		1		598
31 - 35			3				500
36 - 40			1				500
41 - 45		1					400
46 - 50					1		700
> 50			4	1	2		618

SINCE IT IS ASSUMED FOR PURPOSES OF CALCULATION THAT THE MEAN FOR EACH DEPARTMENT FALLS AT THE CENTER POINT OF THE RANGE, THESE FIGURES MAY BE HIGH & SHOULD BE INTERPRETED ONLY IN RELATION TO ONE ANOTHER. ONLY BASE SALARY IS INCLUDED.

SOURCE : ALA LEPA LAW ENFORCEMENT INVENTORY, SEPT. - DEC., 1972.

**SHERIFFS OFFICES & POLICE DEPARTMENTS IN ALABAMA  
BY NUMBER OF SWORN OFFICERS  
& LEVELS OF EDUCATION ATTAINED, LATE 1972**

NO. SWORN OFFICERS	< HIGH SCHOOL	HIGH SCHOOL				COLLEGE					N.A.*
		≤ 1	2	3	GRAD.	≤ 1	2	3	GRAD.	POST GRAD.	
1 - 10	5	72	74	76	575	90	37	7	18	1	147
11 - 20	0	30	39	50	375	102	25	20	7	12	187
21 - 30	0	29	15	23	262	65	36	11	12	7	42
31 - 40	0	11	5	5	128	43	7	5	6	4	5
41 - 50	0	3	6	1	54	11	4	3	1	0	5
51 - 60	0	7	7	12	56	15	8	0	2	0	0
61 - 70	0	3	9	9	124	47	8	9	8	3	27
71 - 80	0	0	4	0	101	8	19	12	1	0	9
81 - 90	0	0	0	0	0	0	0	0	0	0	0
91 - 100	0	8	0	0	60	15	11	2	0	0	0
> 100	0	25	61	70	796	330	157	29	48	5	151

TABLE 20 OFFICERS SHORT.

\*NOT ASCERTAINED

SOURCE: ALA LEPA LAW ENFORCEMENT INVENTORY, SEPT. - DEC., 1972.

**STATE LAW ENFORCEMENT AGENCIES  
IN ALABAMA BY LEVELS OF EDUCATION  
ATTAINED BY SWORN OFFICERS**

AGENCIES	< HIGH SCHOOL	HIGH SCHOOL				COLLEGE				POST GRAD. WORK	N.A.*
		≤ 1	2	3	GRAD.	≤ 1	2	3	GRAD.		
DEPARTMENT OF PUBLIC SAFETY 1†					556	12	33	17	3		
DEPARTMENT OF CONSERVATION 2†					521	13	6	1	5		
ALCOHOLIC BEVERAGE CONTROL COMMISSION 2†					137	3	2	3	8		
UNIVERSITY SECURITY FORCES 1†		4	2	3	57	13	8	12	9	5	2

\*- NOT ASCERTAINED.

†-SOURCES: 1 - ALA LEPA LAW ENFORCEMENT INVENTORY, SEPT. - DEC., 1972.  
2 - LAW ENFORCEMENT SURVEY, SEPT. - OCT., 1973.

SHERIFFS OFFICES & POLICE DEPARTMENTS IN ALABAMA  
GROUPED BY NUMBER OF SWORN OFFICERS &  
IN-SERVICE TRAINING, LATE 1972 — 349 TOTAL

NO. SWORN OFFICERS	IN-SERVICE TRAINING			NO. HOURS IN-SERVICE TRAINING					
	YES	NO	N.A.*	1 - 25	26 - 50	51 - 75	76 - 100	> 100	N.A.*
1 - 10	51	188	24	15	4	4	1	14	15
11 - 20	20	23	5	6	4	2		5	3
21 - 30	10	6	1	2	4	1		1	2
31 - 40	4	1		1	1				2
41 - 50	2	1	1						2
51 - 60	2	1		2					
61 - 70	2	2							1
71 - 80	2				1				
81 - 90									
91 - 100									
> 100	6		1	1				5	

\* NOT ASCERTAINED

SOURCE: ALA LEPA POLICE INVENTORY, SEPT. - DEC., 1972.

TABLE 11. B. 7

OFFICERS IN SHERIFFS OFFICES & POLICE DEPARTMENTS  
ATTENDING ADVANCED TRAINING DURING 12 MONTH PERIOD

TECHNICAL	ADMINISTRATIVE	NO. OFFICERS IN DEPTS.	SIZE DEPT. (LATE 1972)			
			1 - 10	11 - 20	21 - 50	> 50
FBI	FBI	131	12			4
PUBLIC RELATIONS	PUBLIC RELATIONS	1	1	3		70
ADM. & MGT.	ADM. & MGT.	15	15	6	24	49
MILITARY POL-ICE SCHOOL	MILITARY POL-ICE SCHOOL				20	
OTHER	OTHER					53
PEI	PEI		6	2		18
BNDD	BNDD		3		18	61
CRIMINAL INV.	CRIMINAL INV.		7	3	27	139
MED. SELF HELP	MED. SELF HELP		15			4
FIREARMS TRAINING	FIREARMS TRAINING		2	12		51
YOUTH AID	YOUTH AID		1		7	2
POLYGRAPH	POLYGRAPH					2
EMOTIONALLY DISTURBED	EMOTIONALLY DISTURBED		3	12	23	
TRAFFIC SAFETY	TRAFFIC SAFETY		3		22	100
BASIC POLICE FUNCTIONS	BASIC POLICE FUNCTIONS		13		23	57
OTHER	OTHER		5	2	48	7

SOURCE: LAW ENFORCEMENT SURVEY, SEPT. - OCT., 1973.

TABLE 11. B. 8

TABLE 11. B. 7

342

343

SUPERVISORS & SUPERVISORY TRAINING IN  
SHERIFFS OFFICES & POLICE DEPARTMENTS IN ALABAMA

DEPT. SIZE (LATE 1972)	SHERIFFS OFFICES			POLICE DEPARTMENTS		
	NUMBER OFFICERS	NUMBER SUPERVISORS	NUMBER SUPERVISORS WITH TRAINING	NUMBER OFFICERS	NUMBER SUPERVISORS	NUMBER SUPERVISORS WITH TRAINING
1 - 10	22	7	-	107	32	9
11 - 20	32	7	4	44	18	5
21 - 50	112	22	13	78	22	1
> 50	338	61	20	2088	451	141

TABLE II. B. 9

SOURCE: LAW ENFORCEMENT SURVEY, SEPT. - OCT., 1973.

TABLE II. B. 10

LENGTHS OF SERVICE OF SWORN OFFICERS  
AS OF AUGUST 20, 1972 QUALIFYING FOR  
GRANDFATHER CERTIFICATES UNDER THE  
PROVISIONS OF THE PEACE OFFICERS  
STANDARDS & TRAINING ACT

LENGTH OF SERVICE - YEARS AS OF AUGUST 20, 1973										
1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11
20	15	20	15	11	11	6	3	2	6	7

11-12	12-13	13-14	14-15	15-16	16-17	17-18	18-19	19-20	20-21	21-22
1	3	5	4	4	4	2	2	-	4	2

22-23	23-24	24-25	25-26	26-27	27-28	28-29	29-30	30-31	31-32	NA*
3	-	1	-	-	1	1	-	-	1	6

\*- NOT ASCERTAINED  
SAMPLE OF 160 FROM 1600  
SOURCE: PEACE OFFICERS STANDARDS & TRAINING COMMISSION FILES

SEPARATIONS OF SWORN OFFICERS BY SHERIFFS OFFICES &  
POLICE DEPARTMENTS IN ALABAMA, LATE 1972

NO. SWORN OFFICERS	SEPARATIONS				WENT TO OTHER LE AGENCY
	RESIGNATIONS	DISMISSALS	RETIREMENTS	OTHER	
1 - 10	277	97	9	6	105
11 - 20	94	19	9	1	24
21 - 30	51	8	5		12
31 - 40	17	2	2	1	5
41 - 50	20			1	
51 - 60	13	5	3		1
61 - 70	22	3	4	11	15
71 - 80	15				1
81 - 90			1		4
91 - 100	1	1	6	2	
> 100	92	36	29	4	5

SOURCE : ALA LEPA LAW ENFORCEMENT INVENTORY, SEPT. - DEC., 1972.

AGES OF LAW ENFORCEMENT PERSONNEL IN  
SHERIFFS OFFICES & POLICE DEPARTMENTS IN ALABAMA

DEPT. SIZE (LATE 1972)	AGE BRACKETS								TOTAL
	21 - 30	31 - 40	41 - 50	51 - 55	56 - 60	61 - 65	> 65	N. A.*	
1 - 10	39	26	37	8	7	7	1	-	125
11 - 20	17	18	31	3	6	-	1	-	76
21 - 50	38	51	27	19	6	6	1	57	205
> 50	924	671	440	183	71	38	3	87	2417

\* NOT ASCERTAINED.

SOURCE : LAW ENFORCEMENT SURVEY, SEPT. - OCT., 1973.

IRREGULAR LAW ENFORCEMENT PERSONNEL IN  
SHERIFFS & POLICE DEPARTMENTS IN  
ALABAMA, LATE 1972

CATEGORY	NUMBER
RESERVE AUXILIARY	1,222
RESERVE DEPUTIES	321
POSSE MEMBERS	146
VOLUNTEER UNITS	191
TOTAL	1,880

SOURCE : ALA LEPA LAW ENFORCEMENT INVENTORY, SEPTEMBER -  
DECEMBER, 1972.

AVERAGE GROWTH RATES OF SHERIFFS &  
POLICE DEPARTMENTS IN ALABAMA

SIZE (LATE 1972)	ONE YEAR (1972 - 1973) GROWTH	THREE YEAR (1970 - 1973) GROWTH
1 - 10	3.5 %	30.7 %
11 - 20	3.5 %	27.5 %
21 - 50	15.8 %	30.1 %
> 50	1.6 %	8.5 %
AVERAGE GROWTH RATE FOR 1972-1973 = 4.4 %		

SOURCE : ALA LEPA LAW ENFORCEMENT INVENTORY, SEPTEMBER -  
DECEMBER, 1972.  
LAW ENFORCEMENT SURVEY, SEPTEMBER - OCTOBER, 1973.

LOCAL LAW ENFORCEMENT OFFICIALS TO POPULATION RATIOS  
BY COUNTIES GROUPED BY POPULATION SIZES  
LAW ENFORCEMENT OFFICIALS TO 1,000 POPULATION

LEPA REGIONS & STATEWIDE	10,000- 15,000	15,001- 25,000	25,001- 50,000	50,001- 100,000	100,001- 150,000	150,001- 300,000	300,001- 650,000	REGION RATIO
1	1.1	-	1.1	1.0	-	1.2	-	1.1
2	1.0	1.0	-	-	1.7	-	-	1.2
3	-	1.2	1.2	1.4	-	-	1.7	1.6
4	1.3	1.0	1.1	1.5	1.5	-	-	1.4
5	1.2	1.2	1.4	1.5	-	1.9	-	1.5
6	-	0.9	1.3	0.9	-	-	1.6	1.4
7	1.0	1.5	1.7	1.6	-	-	-	1.6
STATE	1.2	1.0	1.3	1.3	1.6	1.7	1.7	-

SOURCES: ALA LEPA PLAN, VOLUME 3-A, 1973; 1970 U. S. CENSUS.

LOCAL LAW ENFORCEMENT OFFICIALS TO POPULATION RATIOS  
BY COUNTIES GROUPED BY PER CAPITA MONEY INCOMES  
LAW ENFORCEMENT OFFICIALS TO 1,000 POPULATION

LEPA REGIONS	1,000 - 1,500	1,501 - 2,000	2,001 - 2,500	2,501 - 3,000	3,001 - 3,500
1	-	1.2	1.2	1.3	1.4
2	0.8	1.0	1.7	-	-
3	-	1.0	1.4	1.7	-
4	-	1.4	1.1	-	-
5	1.1	1.5	1.3	1.9	-
6	-	1.0	1.5	-	-
7	-	1.5	1.9	-	-
STATE	1.0	1.2	1.4	1.7	1.4

SOURCES: ALA LEPA PLAN, VOLUME NO. 3-A, 1973; 1970 U. S. CENSUS.

BOARD OF CORRECTIONS  
PERSONNEL STRENGTH GROWTH  
1970 - 1973

CATEGORY	AVERAGE NUMBER EMPLOYED		
	FY 70-71	FY 71-72	FY 72-73*
TOP MANAGEMENT	21	25	24
SUPERVISORY POSITIONS	35	39	45
OPERATIONAL POSITIONS	365	384	387
SPECIALIZED PROFESSIONALS	27	34	24
STAFF SUPPORT	40	41	37
TECHNICAL PERSONNEL	91	86	81
CLERICAL PERSONNEL	30	39	37
TOTAL	609	648	635

TABLE III. A. 1

\* EMPLOYED AS OF 7/30/73.

Table III.A.2

Jefferson County Correctional Center Personnel

Name of Position	Salary (monthly)	Educational Requirements	Sex
Director	\$ 1409.86	MA and 5 yrs. exp.	M
Chief Parole Officer	1099.48	BS and 3 yrs. exp.	M
Senior Parole Officer	724.94	BS and 1 yr. exp.	F
Parole Officer (vacant)		BS	
Program Coordinator	809.90	BS and 1 yr. exp. or 3 yrs. exp. and supervisory skills	M
Chief Counselor-Evaluator	734.60	BS and 1 yr. exp. or 3 yrs. exp.	M
Counselor-Evaluator	659.70	BS or 3 yrs. exp.	M
Counselor-Evaluator Assistant	459.12	2 yrs. College or 3 yrs. exp. and Driver's License	M
Psychiatric Case Worker	710.44	BS and 3 yrs. exp. or MA	F
Chief Prison Guard (vacant)	697.88	HS or GED and 2 yrs. exp. and Pistol Qual.	
Prison Guards (2)	548.02	HS or GED and Pistol Qual.	M
Secretary	548.02	HS and 3 yrs. exp.	F
Intermediate Stenographer (2)	405.06-449.46	HS and 2 yrs. exp.	F

## CAREER LADDERS, BOARD OF CORRECTIONS

MONTHLY SALARY  
(MINIMUM - MAXIMUM)

\$1160 - 1501

(SIX SALARY  
RANGES DELETED)

896 - 1109

866 - 1064

836 - 1021

806 - 988 CORR. COUNSELOR  
SUPER II (M, F)

777 - 958

747 - 927 CORR. COUNSELOR  
SUPER I (M, F)

717 - 896

686 - 866 CORR. COUNSELOR  
II (M, F)

657 - 836

627 - 806 CORR. COUNSELOR  
I (M, F)

596 - 777

573 - 746

549 - 717

525 - 686

502 - 657

478 - 627 CORR. COUNSELOR  
TRAINEE

EXTERNAL CORR.  
SERVICES DIRECTOR

CORR. WARDEN II

WOMEN'S CORR.  
WARDEN

YOUTH CENTER  
DIRECTOR

PRE-RELEASE  
CENTER DIRECTOR

CORR. WARDEN I

ASST. WOMEN'S  
CORR. WARDEN

YOUTH CENTER  
ASST. DIRECTOR

PRE-RELEASE CENTER  
ASST. DIRECTOR

ASST. CORR.  
WARDEN

YOUTH DEVELOPMENT  
OFFICER

CLASSIFICATION  
SUPERVISOR

CORR. CAPTAIN

CLASSIFICATION  
OFFICER

CORR. TRANSFER  
AGENT II

CORR. LIEUTENANT  
CORR. OFFICER SUPER (F)

YOUTH CENTER  
SECURITY OFFICER

CORR. SERGEANT  
CORR. OFFICER II (F)

CORR. TRANSFER  
AGENT I

CORR. OFFICER  
CORR. OFFICER I (F)

COMPARISON

STATE  
HIGHWAY  
PATROL

TROOPER  
LIEUTENANT

TROOPER  
SERGEANT

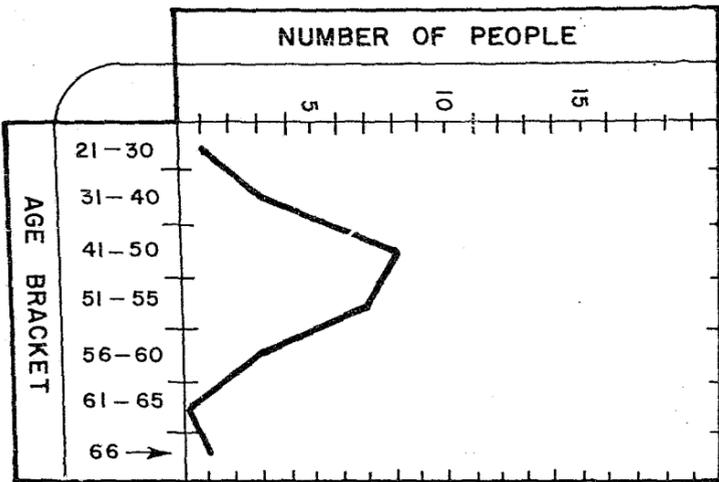
TROOPER  
CORPORAL

TROOPER

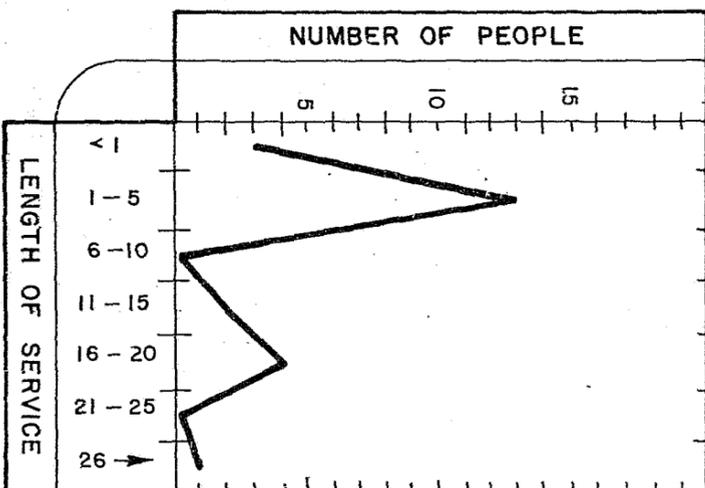
TROOPER  
CADET

354

TABLE III. B. 1



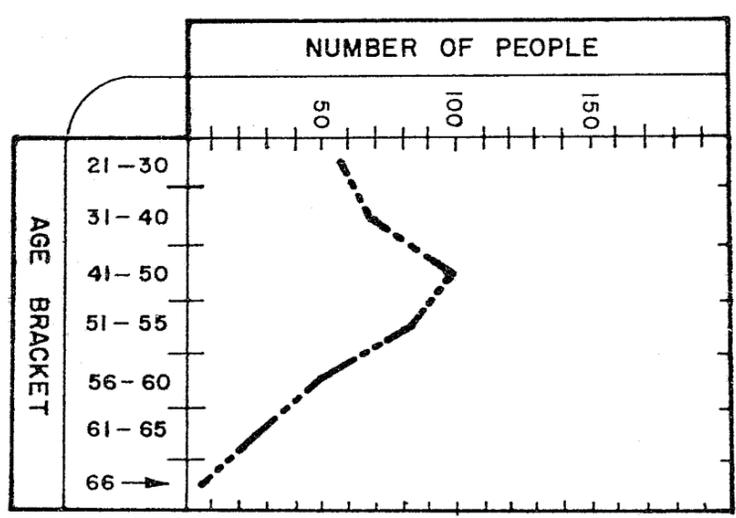
TOP MANAGEMENT



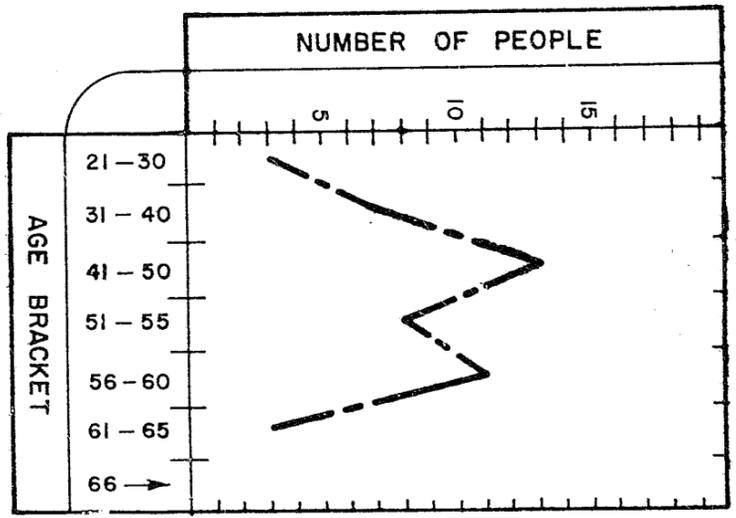
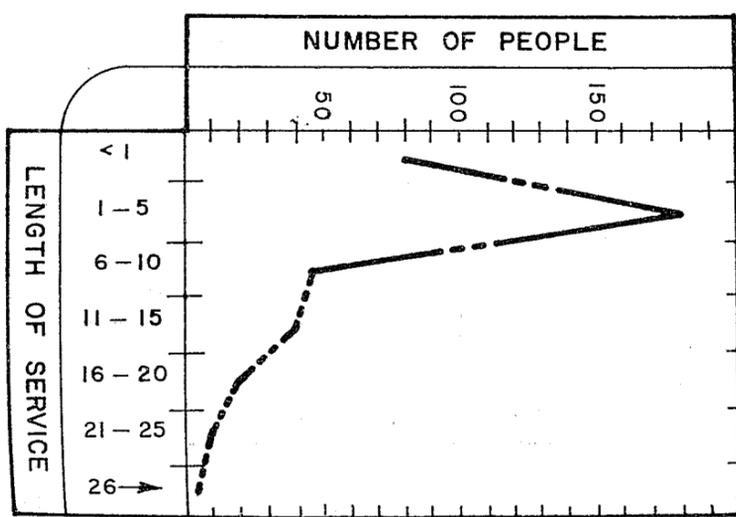
AGES & LENGTHS OF SERVICE FOR  
PERSONNEL OF THE BOARD OF CORRECTIONS  
BY POSITION CATEGORIES

Table III. B. 2

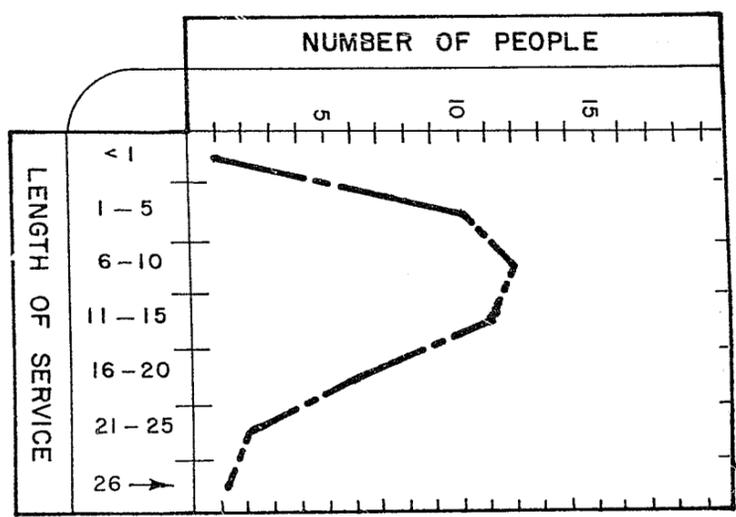
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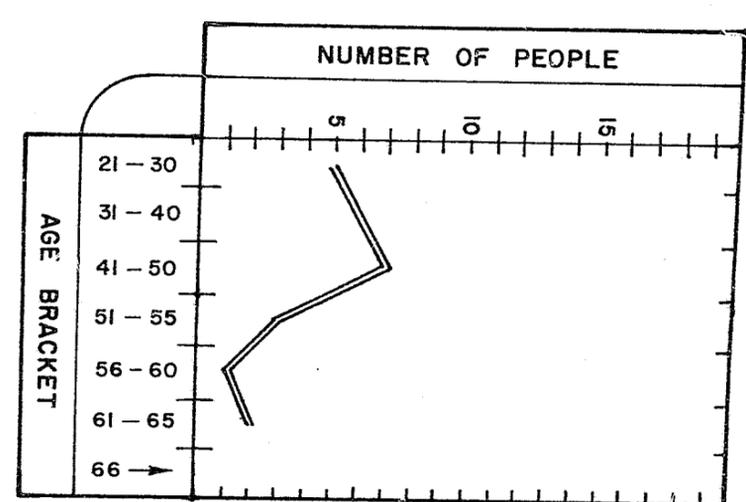
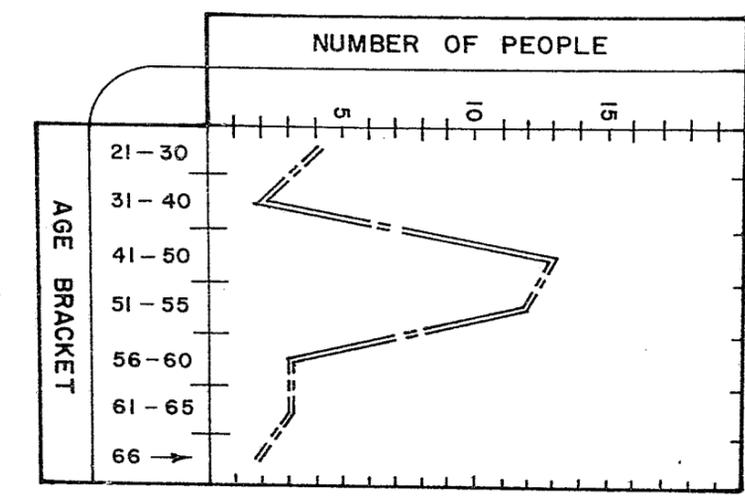
OPERATIONAL POSITIONS



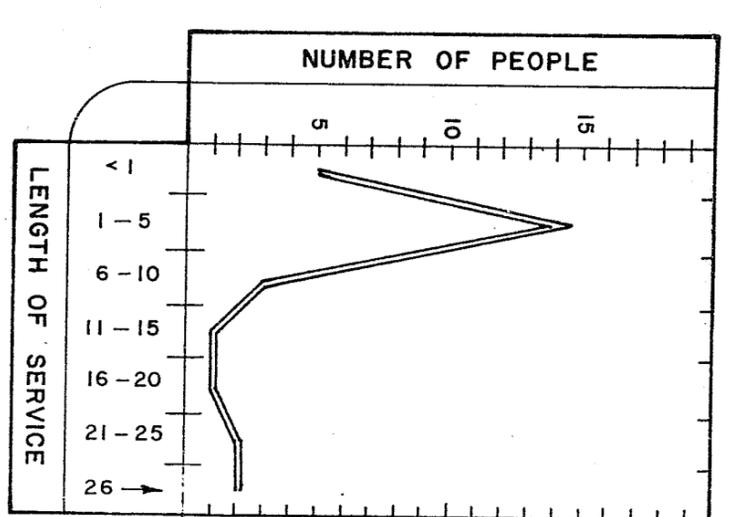
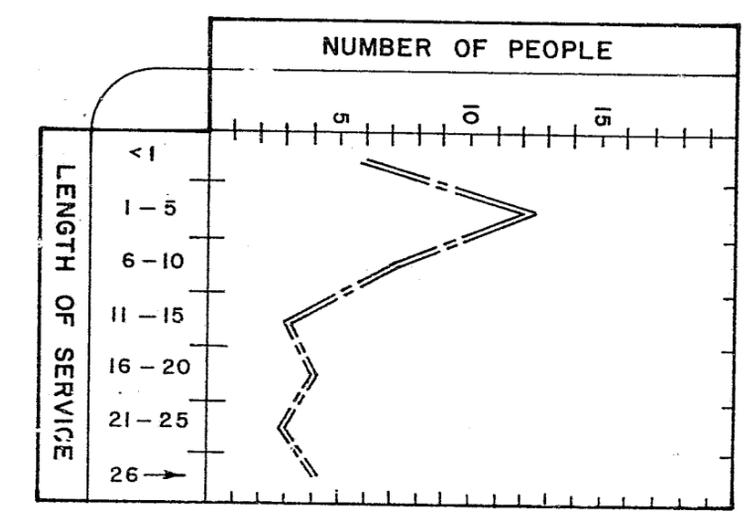
SUPERVISORY POSITIONS



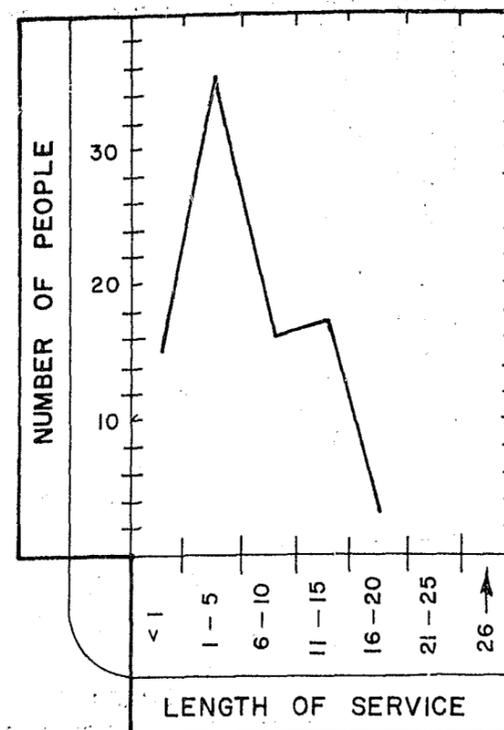
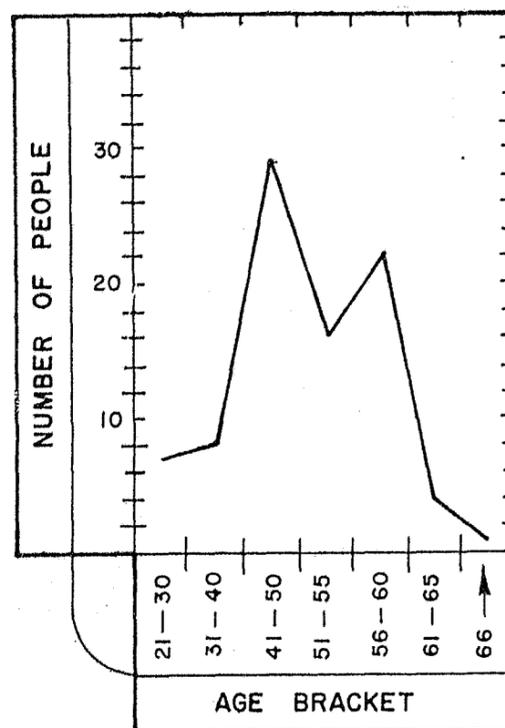
STAFF SUPPORT



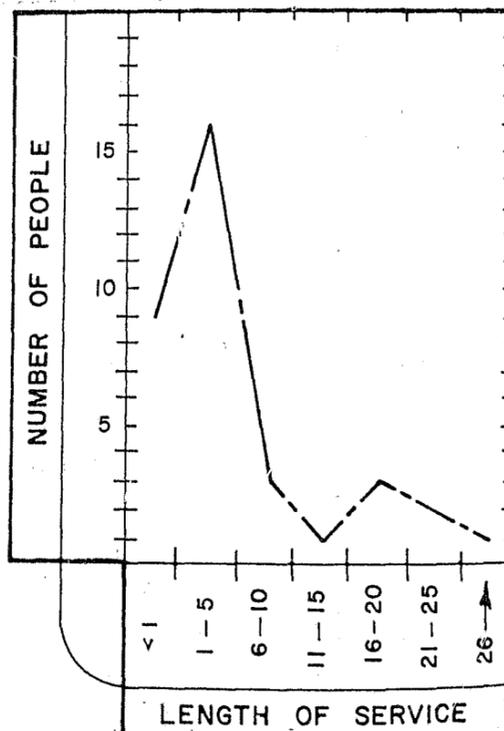
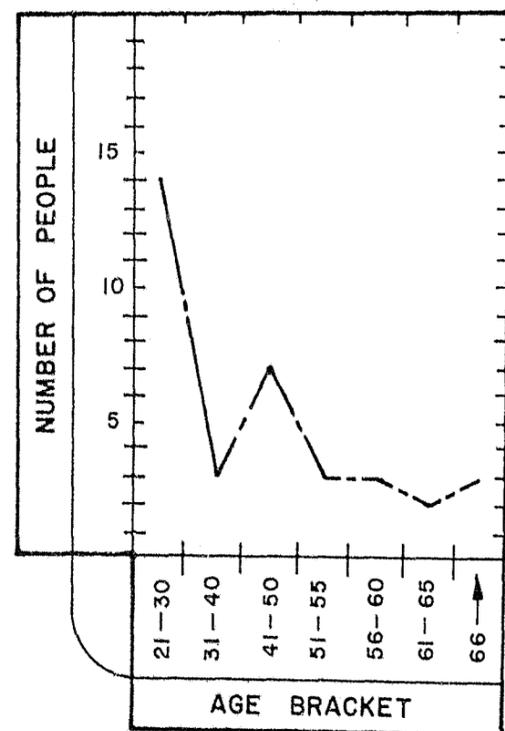
SPECIALIZED PROFESSIONALS



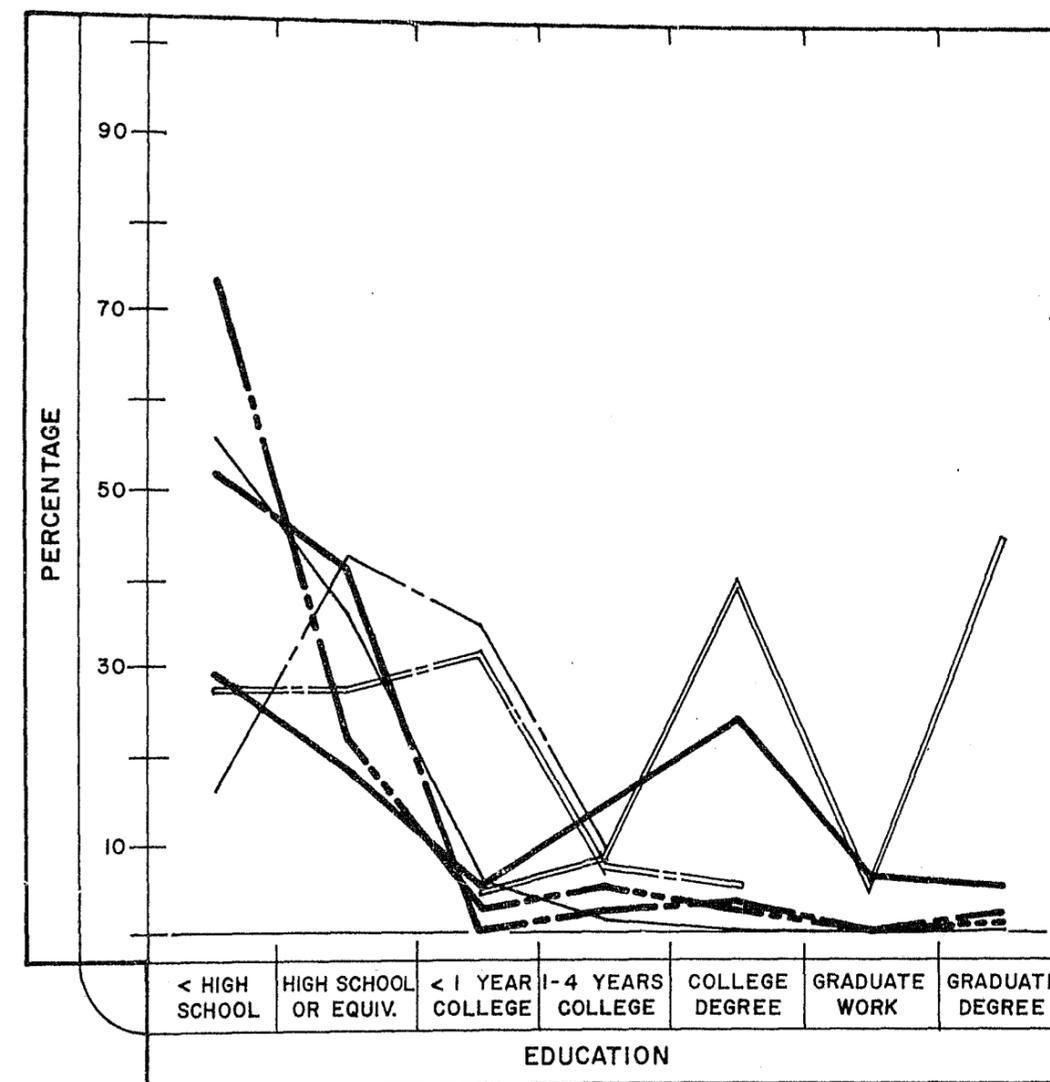
TECHNICAL



CLERICAL



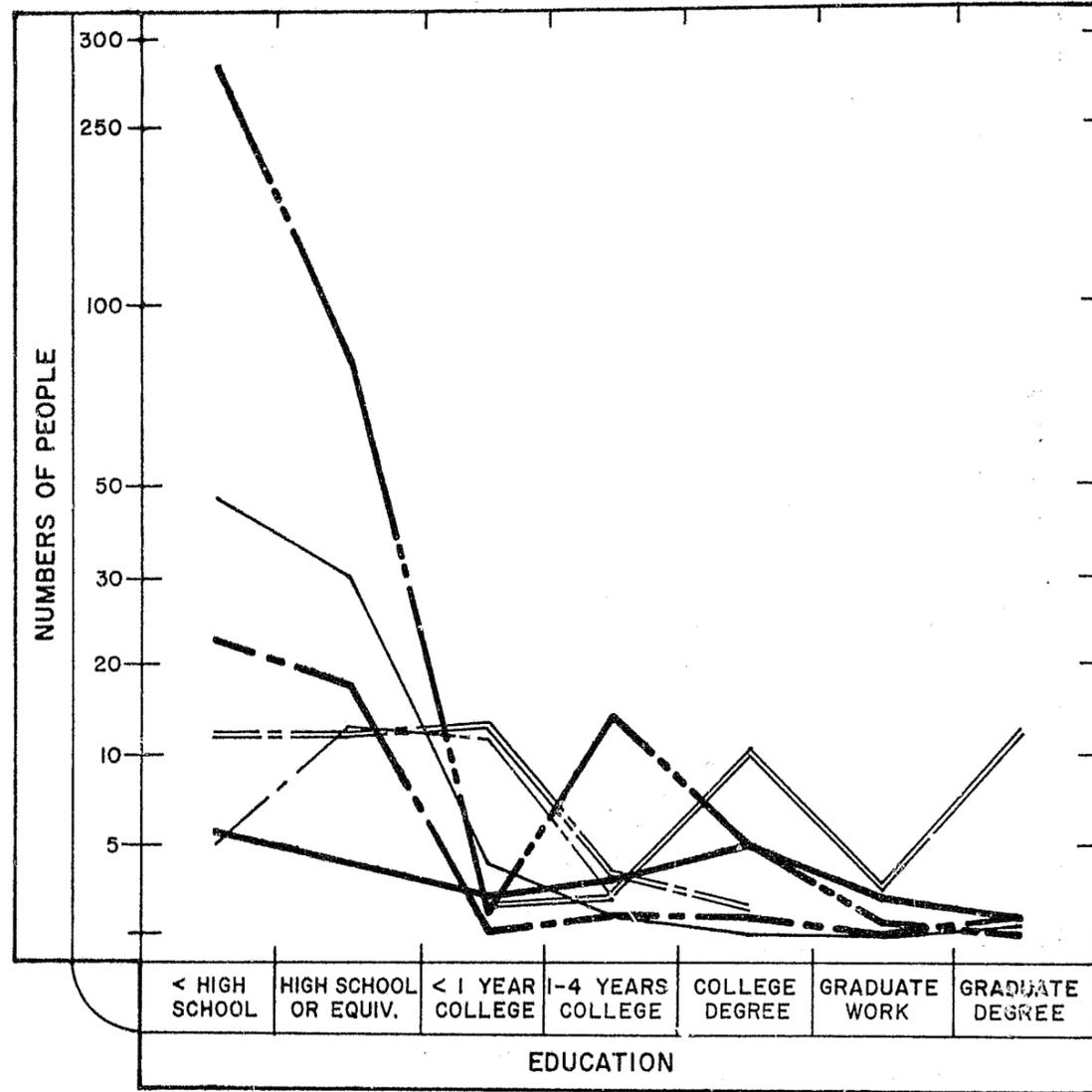
EDUCATIONAL ATTAINMENTS OF PERSONNEL OF THE BOARD OF CORRECTIONS BY POSITION CATEGORIES BY PERCENTAGES



- TOP MANAGEMENT
- SUPERVISORY
- OPERATIONAL
- SPECIALIZED PROFESSIONAL
- STAFF SUPPORT
- TECHNICAL
- CLERICAL

Table III.B.4

EDUCATIONAL ATTAINMENTS OF PERSONNEL  
OF THE BOARD OF CORRECTIONS  
BY POSITION CATEGORIES BY NUMBERS OF PEOPLE



TOP MANAGEMENT  
 SUPERVISORY  
 OPERATIONAL  
 SPECIALIZED PROFESSIONAL  
 STAFF SUPPORT  
 TECHNICAL  
 CLERICAL

TABLE III. B. 5

COMPARATIVE SALARY STUDY  
CERTAIN CORRECTIONAL PERSONNEL IN ALABAMA  
WITH EQUIVALENTS IN OTHER STATES & ALABAMA LAW ENFORCEMENT OFFICIALS

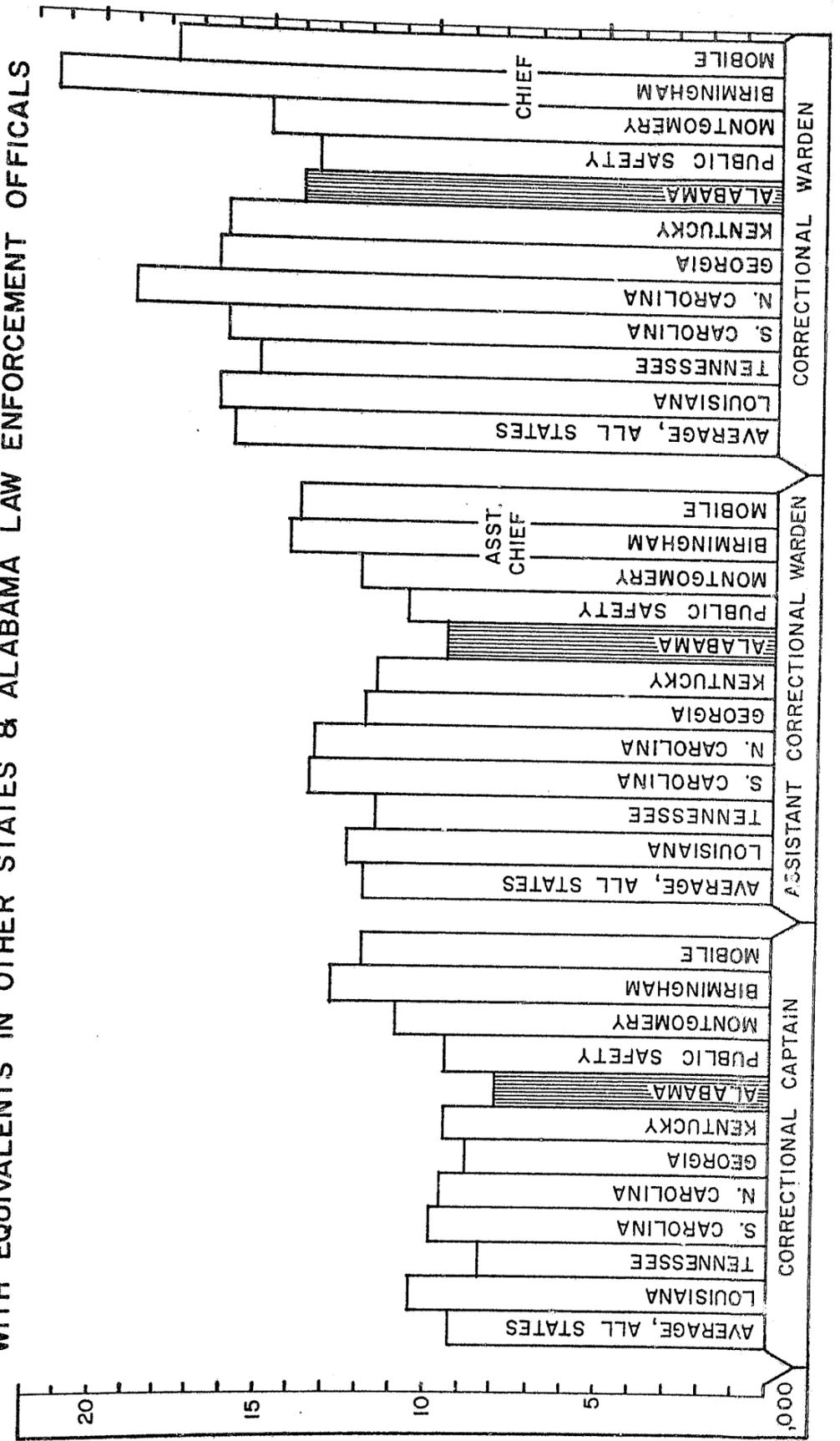


Table III.B.6

BOARD OF PARDONS AND PAROLES

Position	Number	Av. Age	Average Length of Service	Highest Educ. Completed		
				HS	BA	MA
Pardon and Parole Supervisor I	25	29	1 yr. 2 mo.	-	25	-
Pardon and Parole Supervisor II	51	39	7 yr. 9 mo.	-	25	6
Pardon and Parole Supervisor III	8	44	12 yr. 9 mo.	-	7	1
Pardon and Parole Asst. Executive	4	44	15 yr. 7 mo.	-	4	-
Pardon and Parole Executive	1	68	33 yr.	-	1	-
Statistician III	1	28	2 mo.	-	1	-
Admin. Asst. II	<u>1</u>	49	18 yr. 7 mo.	<u>1</u>	-	-
Total	91			1	83	7

Table III.B.7

CAREER LADDER FOR PAROLE OFFICERS IN ALABAMA

Position	Salary Range	Description
Probation and Parole Supervisor I	\$ 8,957 - 11,128	Recruit and trainee level
Probation and Parole Supervisor II	10,036 - 12,246	Basic field officer level
Probation and Parole Supervisor III	11,128 - 13,923	Regional supervisors and Institutional Parole Offs; Dept. Compact Administrator
Assistant Director	13,312 - 17,199	Field Services Adm.; Staff Development; Planning
Executive Director	15,834 - 20,475	Chief administrative officer

Table III.B.8

BOARD OF PARDONS AND PAROLES

EDUCATIONAL ACHIEVEMENTS

	P & P	P & P	P & P	Asst. Exec.	Admin. Asst.	Total
	Super. I	Super. II	Super. III			
<u>Master's Degrees in Progress</u>						
<u>Field</u>						
A) Rehab. Counsel. Univ. of Ga. LEAA Funded		5	3	2		10
B) Criminal Justice Univ. of Ala. LEAA Funded	3	2				5
C) Guidance & Counsel. Univ. of Ala. LEAA Funded	2					2
D) Guidance & Counsel. Troy State Univ. LEAA Funded		1				1
E) Ed. Personnel Counsel. Jacksonville S. Univ. Personally Funded	1					1
F) Secondary Sch. Admin. George Peabody Personally Funded			1			1
<u>Other Educational Achievements</u>						
A) LL.B Degree			1	1	1	3
B) Some Law School		3		1	1	5
C) Add. Courses in Behavioral Sciences	3	9	2	2	1	18
D) Management Training		1	1	2	1	6
E) Pardons & Paroles Inst., Univ. of Ala.		9				9

Table III.B.9

ALABAMA BOARD OF PARDONS AND PAROLES

(8/24/73)

Probation and Parole Supervisors Terminated During 1971 - 1973)

	1971	1972	1973	Grand Totals
Supervisor I	2	3	2	7
Supervisor II	0	6	1	7
Total	2	9	3	14

Reasons for Termination:

Terminated by department during probationary period . . . . .	3
Retired . . . . .	2
Died . . . . .	2
Resigned; to accept position as Assistant Attorney General, State of Alabama . . . . .	1
Resigned; to accept position as Deputy District Attorney, Jefferson County . . . . .	1
Resigned; to accept position as U. S. Probation Officer . . . . .	1
Resigned; to accept position as Juvenile Probation Officer, Shelby County . . . . .	1
Resigned; to accept position with State Department of Mental Health . . . . .	1
Resigned; to enter graduate school . . . . .	1
Unknown . . . . .	1

Total 14

AGENCIES RESPONSIBLE FOR JUVENILE PROBATION

Alabama CO's under Department of Pensions and Security:

	<u>Name</u>	<u>No. of Staff</u>
1.	Autauga	1
2.	Barbour	1
3.	Bibb	1
4.	Blount	2
5.	Bullock	0
6.	Cherokee	1
7.	Choctaw	2
8.	Clarke	2
9.	Clay	1
10.	Cleburne	0
11.	Coffee	2
12.	Coosa	1
13.	Covington	2
14.	Crenshaw	1
15.	Dale	3
16.	DeKalb	2
17.	Escambia	2
18.	Etowah	6
19.	Fayette	0
20.	Franklin	1
21.	Geneva	2
22.	Greene	1
23.	Hale	1
24.	Henry	0
25.	Houston	5
26.	Jackson	4
27.	Lamar	1
28.	Lawrence	2
29.	Limestone	3
30.	Marengo	1
31.	Marion	3
32.	Marshall	5
33.	Pickens	2
34.	Pike	3
35.	Randolph	1
36.	St. Claire	2
37.	Shelby	5
38.	Sumter	1
39.	Walker	5
40.	Washington	1
41.	Winston	1

AGENCIES RESPONSIBLE FOR JUVENILE PROBATION (Cont.)

In the following counties, the Department handles girls' probation, and court employed staff handles the boys':

	<u>Name</u>	<u>Dept. Staff</u>	<u>Court Staff</u>
42.	Chambers	2	1
43.	Lauderdale	4	1
44.	Talladega	5	1
45.	Tallapoosa	2	1

The following counties have court employed probation staff:

	<u>Name</u>	<u>No. of Staff</u>
46.	Baldwin	1
47.	Calhoun	5
48.	Colbert	1
49.	Cullman	1
50.	Jefferson	50 officers; 20 aides
51.	Lee	1
52.	Macon	4; 3 aides
53.	Madison	9
54.	Mobile	12
55.	Montgomery	10
56.	Morgan	5
57.	Russell	1
58.	Tuscaloosa	5

In the following counties, juvenile probation is handled by Central Alabama Youth Service:

	<u>Name</u>	<u>Field Services</u>
59.	Butler	1 Chief of Court Services
60.	Chilton	1 Supervisor of Intake and Dallas County Field Office
61.	Conecuh	7 Probation Officers 2 Secretaries
62.	Dallas	
63.	Elmore	<u>Youth Service System</u>
64.	Lowndes	1 Coordinator of Youth Service Systems 4 Teachers
65.	Monroe	1 Part-time Counselor 1 Part-time Intake and Statistical Officer
66.	Perry	1 Secretary
67.	Wilcox	
		19 Total

CENTRAL ALABAMA YOUTH SERVICE

<u>Title</u>	<u>No. Required</u>	<u>Qualifications</u>	<u>Salary Range</u>
Coordinator, Youth Service System	(1)	Personal Qualities; Grad. Degree or equiv. work; 5 yrs. exp. with youngsters; 2 yrs. exp. in supervisory position.	\$ 9,000-11,100
Supervisor of Field Services	(1)	Master's Degree in Behavioral Science; 1 yr. casework exp. in juvenile court.	\$ 9,300-10,500
Detention Home Superintendent	(1)	Master's Degree in Behavioral Science; 1 yr. casework in children's institution (Case sub. 1 yr. admin. exp. or 2 yrs. casework exp. for grad. training).	\$ 9,300-10,500
Probation Officer	(7)	Bachelor's Degree with major in Behavioral Science (Case sub. major with direct exp. or score on state exam for Child welfare worker, or minor in sociology, social work, child psych. or criminology).	\$ 7,800- 9,000
Youth Counselor, Detention Home	(6 part-time)	H.S. grad. supp. by 2+ yrs. work with teenage groups; college desirable.	\$ 4,680- 5,790
Teacher, Adolescent Day Program	(4)	Bachelor's Degree and state certification in needed fields, or non-certified with certain majors or exp.	Certified: \$ 7,150- 8,150 Non-certified: \$ 6,750- 8,150
Counselor, Adolescent Day Program	(1)	Bachelor's degree with courses in psychology and child development.	\$ 7,800- 9,000

All of these positions have employment and education incentives, generally:

1. 1 salary step for each year full time experience,
2. 1 salary step for each 2 years experience in a directly related work area,
3. 1 salary step for each 15 hours graduate work leading to a Master's Degree in the field,
4. 3 step increase for those holding a Master's Degree in the field.

MADISON COUNTY FAMILY COURT

<u>Title</u>	<u>No.</u>	<u>Required Qualifications</u>	<u>Salary Range</u>
Chief Probation Officer	(1)	Bachelor's degree in behavioral sciences supplemented by graduate work with considerable casework experience	\$10,032-12,804
Probation Officer Supervisor (incl. Intake Supervisor)	(2)	Bachelor's degree in behavioral sciences + 1 year experience or equiv. in probation-parole work	\$ 8,256-10,536
Field Probation Officer Supervisor	(1)	Bachelor's degree in behavioral sciences + 1 year experience or equiv. in probation-parole work	\$ 7,128- 9,096
Detention Home Superintendent	(1)	High school grad. + some exp. in social or juvenile welfare work	\$ 6,792- 8,664
Probation Officer II	(1)	Training and exp. equivalent to college grad. and experience in social work, child welfare, parole or probation	\$ 7,488- 9,552
Probation Officer I	(5)	Training + experience equivalent to associate degree or 2 years college work in liberal arts, social or behavioral sciences	\$ 5,592- 7,128
Field Probation Officer	(4)	Experience in probation work; college training desirable	\$ 6,468- 8,256
Juvenile Supervisor (in detention home)	(8)	Completion of 8th grade, some experience in correctional or institutional environment	\$ 3,972- 5,076

MORGAN COUNTY JUVENILE COURT

<u>Title</u>	<u>No.</u>	<u>Duties</u>	<u>Salary</u>
Detention Home Supervisor	(1)	Administration of all phases of program.	\$6,000
Houseparents	(2)	Live in and supervise children in detention home.	\$5,000
Relief Houseparents	(2)	Relieve houseparents 2 weekends per month.	\$1,800
Teacher	(1)	Pay scale in accordance with City of Decatur School System.	

JEFFERSON COUNTY DETENTION HOME

<u>Title and Function</u>	<u>No.</u>	<u>Qualifications</u>	<u>Salary Range</u>
Principal Probation Officer (Institutional Services Director)	(1)	MSW or related Master's Degree and 4 yrs. exp. in court work.	\$11,630-14,125
Probation Officers (Program director and supervisors)	(4)	Bachelor's Degree preferably in social or behavioral sciences.	\$ 8,656-10,534
Juvenile Supervisors (Childcare officers)	(33)	H.S. Grad; prefer some college work.	\$ 6,502- 7,875

MOBILE COUNTY REGIONAL YOUTH CENTER

<u>Title</u>	<u>No.</u>	<u>Qualifications</u>	<u>Salary Range</u>
Chief Coordinator, Juvenile Court	(1)	H.S. Grad. with extensive exp. in business mgt. or college degree in business or public administration and several years exp.	\$12,924-16,104
Chief Counselor, Juvenile Division	(1)	College Grad. with major in psych. or sociology and several yrs. supervisory exp. in social case work.	\$11,328-14,112
Counselor III, Juvenile Division	(1)	Master's Degree in Sociology/related field and 3 yrs. exp. in social case work; or Bachelor's Degree in sociology, psych./related field and 6 yrs. progressive, responsible exp. in casework.	\$10,368-11,832
Counselor II, Juvenile Division	(4)	Master's Degree in sociology/related field; or Bachelor's Degree in sociology, psych./related field and 3 yrs. exp.	\$ 8,700- 9,924
Counselor I, Juvenile Division	(6)	College Degree in sociology/related field.	\$ 7,296- 8,328
Intake Counselor, Juvenile Division	(3)	Master's Degree in sociology/related field and 1 yr. exp. in casework; or Bachelor's Degree in sociology, psych./related field and 4 years progressive exp.	\$ 9,504-11,832
Detention Home Superintendent	(1)	Bachelor's Degree in social sciences; some exp. in operation of detention home or comb. training and exp.	\$ 9,504-11,832
Rehabilitation Center Asst. Superintendent	(5)	Bachelor's Degree in social sciences; or college courses in social sciences and 1 year exp. in juvenile rehab.	\$ 7,296- 9,084
Regional Youth Halfway House Director	(1)	H.S. Grad. or GED; exp. or training in juvenile work and willingness to pursue college credits.	\$ 5,364- 6,120
Juvenile Court Officer	(1)	H.S. Grad.; exp. in law enforcement; knowledge of social casework methods.	\$ 7,294- 8,328
Detention Home Attendant	(12)	H.S. Grad.; exp. or training in juvenile work.	\$ 6,120- 6,984

Table III.B.12

## PERSONNEL OF ALABAMA'S STATE TRAINING SCHOOLS FOR JUVENILES

Social Worker- (4) In college with desire to learn \$ 1,632- 2,040  
Student social work.  
Trainee

Cook (4) Ability to read and write; exp. in \$ 2,772- 3,156  
cooking work and planning meals.

<u>Position Title</u>	<u>Alabama Boys Industrial School (Birmingham)</u>	<u>Alabama Industrial School (Mt. Meigs)</u>	<u>Girls Training School</u>
Superintendent	1	1	1
Admin. Asst./Asst. Supt.	1	1	2
Fiscal Agent/ Business Manager	1	1	2
Officer Supervisor			1
Secretaries	6	1	6
Recorder		3	
Clerk-Switchboard Operator/Receptionist	1	1	1
Asst. Bookkeeper		1	
Director of Social Services	1	1	1
Community Services Coordinator			1
Director of Special Programs	1		
School Supervisor	1	1	1
Voc. Dir./Acad. Principal	2	1	1
Academic Teachers	9	10	8
Teachers Aides		3	
Vocational Instructors	11	10	4
Dairy Instructor	1		
Food Services Instructor	10		
Recreation Director			1
Recreation Asst. Director			1
Recreation Leaders			3
Yard Supervisor	1		
Night Yard Supervisor	1		
Asst. Yard Supervisor	2		
Health Supervisor/Nurse	1	3	1
Asst. Health Instructor		1	
Director of Cottages			1
Cottage Matron/Father/Counselor	6	9	9
Relief Cottage Father/Worker	7		5
Pre-Release Counselor		3	
Social Workers	3	3	4
Counselor/Social Worker Aides		2	
Chaplain	1	1	1
Sunday School Director			1
Lunchroom/Canteen Super./Dietician	1	2	1
Asst. Lunchroom Super./Dietician	1	1	4
Cooks		4	
Night Watchmen/Security Guards	10	1	2
Maintenance Supervisor		1	1
Maintenance	2	5	4
Maid	1		
Laundry Supervisor		1	1
Laundry Asst./Seamstress		1	1
Farmer			
Totals	<u>90</u>	<u>73</u>	<u>70</u>

SERVICE LONGEVITY & AGES OF  
CIRCUIT COURT JUDGES IN ALABAMA  
87 TOTAL

SERVICE LONGEVITY							
1-6	7-12	13-18	19-24	25-30	31-36	37-42	43-48
29	28	17	6	2	3	1	1

AGE BRACKETS				
30-50	51-55	56-60	61-65	> 66
26	18	16	12	15

SOURCE: COURT MANAGEMENT OFFICE, ALABAMA SUPREME COURT

**CONTINUED**

**4 OF 5**

**CIRCUIT COURT SUPPORT PERSONNEL IN ALABAMA BY POSITION TITLE  
& MONTHLY SALARY RANGES (BASED ON DATA FROM TWENTY-TWO OFFICES)**

POSITION TITLE	SALARY RANGES										156
	201-400	301-500	401-600	501-700	601-800	701-900	801-1000	901-1000	> 1000	N.A.	TOTAL
CLERK OF THE COURT				1	1	1	1	2	6	10	22
ASSISTANT DEPUTY SENIOR CLERK	2	8	8	3	3			2		4	30
INTERMEDIATE CLERK	2	6	1	5	1					8	23
CLERK TYPIST	3	7	4							1	15
INTERMEDIATE STENOGRAPHER			1								1
STENOGRAPHER	1	5	6							1	13
SENIOR SECRETARY											0
SECRETARY		1	2								3
CASHIER		1									1
ACCOUNT CLERK		1			1						2
LAW CLERK				3						1	4
COURT REPORTER				1		2				9	12
PROBATION OFFICER						5				5	10
BAILIFF	5			8						6	19
OTHER				1							1

SOURCE: CIRCUIT COURT SUPPORT PERSONNEL QUESTIONNAIRE, OCT. - NOV., 1973.

AGES & YEARS OF SERVICE OF CIRCUIT COURT SUPPORT PERSONNEL IN ALABAMA  
 BASED ON DATA FROM TWENTY-TWO OFFICES

POSITION TITLE	AGE BRACKETS						YEARS SERVICE BRACKETS					
	20-50	51-55	56-60	61-65	> 65	NA	0-4	5-20	21-25	26-30	> 30	NA
CLERK OF THE COURT	7	5	1	3	2	4	7	7	1	1	1	5
ASSISTANT DEPUTY SENIOR CLERK	21		1	3	3	2	11	12	4		1	2
INTERMEDIATE CLERK	18	2	2	1			8	7		1		7
CLERK TYPIST	14					1	9	3				3
INTERMEDIATE STENOGRAPHER						1						1
STENOGRAPHER	10	1				2	7	4				2
SENIOR SECRETARY												
SECRETARY	3						3					
CASHIER						1						1
ACCOUNT CLERK			1			1						2
LAW CLERK	1					3	1					3
COURT REPORTER	9	1				2	6	3		1		2
JUVENILE PROBATION OFFICER	10						10					
BAILIFF	2			6	5	6	9	4				6
OTHER	1						1					

SOURCE : CIRCUIT COURT SUPPORT PERSONNEL QUESTIONNAIRE, OCT. - NOV., 1973.

AGES, EDUCATION, & EXPERIENCE  
 OF INTERMEDIATE COURT JUDGES IN ALABAMA

AGE BRACKETS									
20-30	31-35	36-40	41-50	51-55	56-60	61-65	> 65		
7	6	5	14	8	11	6	3		

EDUCATION									
LAWYER		YEARS FORMAL EDUCATION (NON-LAWYERS)							
YES	NO	1-8	9-12	13-14	15-16	> 16			
44	16	—	5	2	5	4			

LEGAL EXPERIENCE									
YEARS INTERMEDIATE COURT JUDGE					OTHER LEGAL EXPERIENCE				
< 1	1-2	2-5	5-10	> 10	< 1	1-2	2-5	5-10	> 10
7	9	20	12	12	1	3	7	6	24

SOURCE : INTERMEDIATE COURT JUDGES SURVEY, OCTOBER - NOVEMBER, 1973

TABLE IV. B. 5

AGES, EDUCATION, & EXPERIENCE OF MUNICIPAL JUDGES IN ALABAMA

AGE BRACKETS							
20-30	31-35	36-40	41-50	51-55	56-60	61-65	> 65
15	23	7	19	15	7	9	9

EDUCATION						
LAWYER		YEARS FORMAL EDUCATION (NON-LAWYERS)				
YES	NO	1-8	9-12	13-14	15-16	> 16
64	40	—	21	8	7	4

LEGAL EXPERIENCE									
YEARS MUNICIPAL COURT JUDGE					OTHER LEGAL EXPERIENCE				
< 1	1-2	2-5	5-10	> 10	< 1	1-2	2-5	5-10	> 10
48	11	20	11	14	5	1	9	2	14

SOURCE: MUNICIPAL JUDGES SURVEY, OCTOBER - NOVEMBER, 1973 (107 RESPONSES, 3 NOT USABLE)

AGES OF PROSECUTORS IN ALABAMA

OFFICE	AGE BRACKETS											TOTAL
	21-25	26-30	31-35	36-40	41-45	46-50	51-55	56-60	61-65	> 66		
DISTRICT ATTORNEYS	-	-	8	3	4	7	8	1	4	1	36	
ASSISTANT DISTRICT ATTORNEYS	-	7	16	6	4	3	3	4	2	1	46	
COUNTY SOLICITORS	-	1	3	4	5	6	4	5	2	6	36	

SERVICE LONGEVITY OF DISTRICT ATTORNEYS IN ALABAMA

DISTRICT ATTORNEYS	1-4	5-9	10-14	15-19	20-24	25-29	> 30	TOTAL
		17	7	6	3	2	1	-

SOURCE: BIOGRAPHICAL DIRECTORY ALABAMA DISTRICT ATTORNEY'S ASSOCIATION.

PROFILES OF OFFICERS OF ALABAMA SHERIFFS OFFICES & POLICE  
DEPARTMENTS HAVING MANDATED TRAINING  
UNDER STANDARDS & TRAINING ACT, BY DEPARTMENT SIZE  
676 TOTAL SINCE EFFECTIVE DATE AUGUST 20, 1972

DEPT. SIZE NO. SWORN OFFICERS	RECRUITS	GRAND- FATHER	AGE BRACKETS					EDUCATION BEYOND HIGH SCHOOL					NUMBER OF BLACKS	NUMBER OF FEMALE
			21-30	31-40	41-50	51-55	≥ 56	≥ 1	2	3	GRAD.	POST GRAD.		
1 - 10	104	55	91	41	23	4	0	24	11	1	1	0	11	1
11 - 20	74	40	71	29	11	2	0	29	9	2	3	0	11	0
21 - 30	32	18	37	11	0	2	0	14	7	0	3	0	6	0
31 - 40	25	12	27	5	3	2	0	12	2	2	0	0	2	0
41 - 50	6	3	6	0	3	0	0	0	1	0	0	0	1	0
51 - 60	12	3	13	2	0	0	0	3	3	1	1	0	2	0
61 - 70	29	2	27	4	0	0	0	4	2	0	0	0	3	0
71 - 80	6	7	10	3	0	0	0	4	3	0	0	0	0	0
81 - 90	0	0	0	0	0	0	0	0	0	0	0	0	0	0
91 - 100	19	19	32	4	2	0	0	6	8	1	0	0	0	1
> 100	162	48	180	24	6	0	0	59	44	9	8	3	28	11

SOURCE: FILES OF ALABAMA PEACE OFFICERS STANDARDS & TRAINING COMMISSION.  
COMPILATION DATE: SEPT. 5, 1973.

NUMBER OF SWORN OFFICERS WITH SPECIALIZED TRAINING  
& NUMBER OF OFFICERS WHO ARE GRADUATES OF AN  
ALABAMA POLICE ACADEMY IN SHERIFFS OFFICES & POLICE  
DEPARTMENTS IN ALABAMA BY SIZE OF DEPARTMENT

SIZE OF DEPARTMENTS	SPECIALIZED TRAINING <sup>(1)</sup> 972 TOTAL	GRADUATES OF POLICE ACADEMIES			OFFICERS WITH MANDATE TRAINING AS PERCENT ALL OFFIC- ERS IN DEPARTMENTS
		STATE POLICE ACADEMY <sup>*(1)</sup> 580 TOTAL	MUNICIPAL POLICE ACADEMIES <sup>(2)</sup> 190 TOTAL	APOSTC ACADEMIES 5 CLASSES <sup>(2)</sup> 486 TOTAL	
1 - 10	259	149	0	159	16 %
11 - 20	176	200	5	109	14 %
21 - 30	66	46	25	25	11 %
31 - 40	8	18	2	35	17 %
41 - 50	40	22	6	3	10 %
51 - 60	43	30	0	15	9 %
61 - 70	103	26	0	31	13 %
71 - 80	16	17	0	13	8 %
81 - 90	0	0	0	0	0 %
91 - 100	34	10	0	38	19 %
> 100	227	62	152	58	12 %

\*INCLUDES OFFICERS WHO ATTENDED PRIOR TO MANDATE ACT.

SOURCES: (1) ALA LEPA LAW ENFORCEMENT INVENTORY, SEPT. - DEC., 1972; (2) RECORDS OF POLICE ACADEMIES

Table V.B.1

LIST OF ALABAMA UNIVERSITIES AND COLLEGES  
 SHOWING CRIMINAL JUSTICE PROGRAMS,  
 THEIR ADMINISTRATIVE STATUSES  
 AND CRIMINAL JUSTICE DEGREES OFFERED

Name of Institutions	Title of Criminal Justice Program	Administrative Status of Criminal Justice Programs	Criminal Justice Degrees Offered
<u>Four-Year Institutions</u>			
Alabama Agricultural & Mechanical University	None	----	----
Alabama State University	None	----	----
Athens College	None	----	----
Auburn University	Law Enforcement	Political Science	B.S.
Auburn University at Montgomery	Law Enforcement	L. E. Department Div. of Sciences	B.S.
Birmingham Southern College	None	----	----
Florence State University	Law Enforcement	Social Sciences	B.S.
Huntington College	None	----	----
Jacksonville State University	Albert B. Brewer School of Law Enforcement	School of Law Enforcement	B.S.
Judson College	None	----	----
Livingston University	None	----	----
Miles College	None	----	----
Mobile College	None	----	----
Oakwood College	None	----	----
Daniel Payne College	None	----	----

St. Bernard College	None	----	----
Samford University	Law Enforcement	Sociology	B.S.
Southeastern Bible College	None	----	----
Spring Hill College	None	----	----
Stillman College	None	----	----
Talladega College	None	----	----
Troy State University (Troy)	Law Enforcement	Law Enforcement Education	B.S.
Troy State University (Ft. Rucker)	None	----	----
Troy State University (Montgomery)	Police Adm. Criminal Investigation	----	B.S.
	Law Enforcement (General)	----	B.S.
Tuskegee Institute	None	----	----
University of Alabama (Tuscaloosa)	Center for Corr. Psychology Law Enforcement Criminal Justice	Psychology and School of Social Work	PhD., M.S., B.S.* M.S., M.C.J.
University of Alabama (Birmingham)	Criminal Justice Program	Department of Criminal Justice	M.S., B.S.
University of Alabama (Gadsden Center - Gadsden, Alabama)	None	----	----
University of Alabama (Huntsville)	Criminal Justice Law Enforcement	Department of Continuous Education	B.S. - A.S.
University of Montevallo	Criminal Justice	Business and Arts and Sciences	B.S.
University of South Alabama	Criminal Justice Administration	Criminal Justice Adm. Dept.	B.S.

\*Ph.D and M.S. in Clinical Psychology; B.S. in Psychology: All with concentration in Correctional Psychology.

Name of Institution	Title of Criminal Justice Program	Administrative Status of Criminal Justice Programs	Criminal Justice Degrees Offered
<u>Two-Year Institutions</u>			
Alabama Christian College	None	----	----
Alexander City State Junior College	Law Enforcement	Law Enforcement	A.S.
Albert P. Brewer State Junior College	None	----	----
John C. Calhoun State Junior College	Police Science 1 L. E. Tech. 2	L. E. Department	A.S. - 1 Certificate - 2
Cullman College	None	----	----
Jefferson Davis State Junior College	Law Enforcement	Law Enforcement	A.S.
Enterprise State Junior College	Police Science	Police Science	A.S.
James H. Faulkner Junior College	A.A. Criminal Justice A.A. Corrections	Social Science Social Science	A.A. A.A.
Gadsden State Junior College	Police Adm.	Career Education	A.S.
Patrick Henry Junior College	None	----	----
Jefferson State Junior College	Law Enforcement	Division of Vocational Ed.	A.S.
Theodore A. Lawson Junior College	None	----	----
Lomax-Hannon Junior College	None	----	----
Marion Institute	None	----	----
Mobile State Junior College	None	----	----
Northeast Alabama Junior College	Law Enforcement Technology	Law Enforcement Technology	A.S.

Northwest Alabama Junior College	None	----	----
Selma University	None	----	----
Snead Junior College	Law Enforcement	Social Science	A.S.
Southern Union Junior College	Police Science	Police Science	A.S.
Walker County Junior College	Law Enforcement	Sociology	A.S.
George C. Wallace Junior College	Law Enforcement	Law Enforcement	A.S.
Lurleen B. Wallace Junior College	None	----	----

JUNIOR COLLEGE TO SENIOR COLLEGE  
CRIMINAL JUSTICE STUDENT MOVEMENT  
IN ALABAMA

JUNIOR COLLEGE TRANSFERS AS PERCENT OF CRIMINAL JUSTICE MAJORS	NUMBER OF FOUR- YEAR INSTITUTIONS
0 - 10 %	2
11 - 20 %	2
21 - 30 %	0
31 - 40 %	1
41 - 50 %	1
51 - 60 %	1
61 - 70 %	0
71 - 80 %	0
81 - 90 %	0
91 - 100 %	1

SOURCE: SURVEY OF CRIMINAL JUSTICE RELATED PROGRAMS IN  
UNIVERSITIES & COLLEGES IN ALABAMA, OCTOBER, 1973.

CHARACTERISTICS OF FACULTY TEACHING  
IN CRIMINAL JUSTICE PROGRAMS  
IN UNIVERSITIES & COLLEGES IN ALABAMA

HIGHER EDUCATION DEGREE HELD	INSTITUTION		APPOINTMENT			EXPERIENCE				TOTAL
	FOUR YEAR	TWO YEAR	FULL TIME	PART TIME	JOINT	TEACHING		FIELD		
						YES	NO	YES	NO	
NONE	-	1	-	1	-	-	1	1	-	1
ASSOCIATE	-	3	1	2	-	2	1	3	-	3
BACHELOR	5	10	2	13	-	2	13	12	3	15
LLB/JD	11	7	8	10	-	15	3	16	2	18
MASTERS	18	10	14	14	-	21	7	21	7	28
DOCTORATE	20	1	17	3	1	18	3	14	7	21

SOURCE: SURVEY OF CRIMINAL JUSTICE RELATED PROGRAMS IN UNIVERSITIES & COLLEGES IN  
ALABAMA, OCT., 1973.

IN-SERVICE & PRE-SERVICE ENROLLMENTS  
IN TWO & FOUR-YEAR COLLEGES &  
UNIVERSITIES IN ALABAMA, PERCENTAGES  
BY DEGREES SOUGHT & ATTENDANCE TIME  
FALL, 1973\*

DEGREE SOUGHT	TOTAL NUMBER	IN-SERVICE		PRE-SERVICE	
		FULL- TIME	PART- TIME	FULL- TIME	PART- TIME
ASSOCIATE 2-YEAR INSTITUTIONS	577	44 %	29 %	24 %	3 %
ASSOCIATE 4-YEAR INSTITUTIONS	15	0 %	.7 %	.5 %	.3 %
BACHELOR	949	21 %	15 %	48 %	11 %
MASTERS	22	.3 %	.1 %	.2 %	0 %
DOCTORATE	8	.2 %	0 %	.5 %	.1 %

SOURCE: SURVEY OF CRIMINAL JUSTICE RELATED PROGRAMS IN  
UNIVERSITIES & COLLEGES IN ALABAMA, OCTOBER, 1973.

\* PERCENTAGES ADD TO 100% BY TWO-YEAR INSTITUTIONS & FOUR-  
YEAR INSTITUTIONS SEPARATELY, EXCEPT AS AFFECTED BY ROUNDING.

ANNUAL REGISTRATIONS GROWTH RATES  
OF CRIMINAL JUSTICE PROGRAMS IN  
ALABAMA COLLEGES & UNIVERSITIES

INSTITUTIONS	1971 - 1972 TO 1972 - 1973	1972 - 1973 TO 1973 - 1974
TWO YEAR		
FULL TIME	-8 %	25 %
PART TIME	9 %	36 %
FOUR YEAR		
FULL TIME	56 %	24 %
PART TIME	38 %	23 %
COMPOSITE (2 & 4 YEAR)		
FULL TIME	41 %	24 %
PART TIME	23 %	29 %
COMPOSITE (ALL STUDENTS)	34 %	26 %

SOURCE: SURVEY OF CRIMINAL JUSTICE RELATED PROGRAMS IN  
UNIVERSITIES & COLLEGES IN ALABAMA, OCTOBER, 1973.

## 1. Surveys

a. Law Enforcement Survey

A principal source of information for police forces in Alabama was the Inventory taken by Ala LEPA in the latter part of 1972. It involved collection of a variety of items of information, including substantial personnel data, from the Department of Public Safety, University security forces, Sheriffs offices, and municipal police department throughout the State.

On the basis of the LEPA Inventory it was possible to construct tables showing Sheriffs and Police Departments by number of sworn offices.

Utilizing the data in these tables a partially sample survey was constructed to obtain certain additional information believed necessary for the study. The survey instrument is attached at Appendix B.2 as Questionnaire #1. All Sheriffs and Police departments with more than 50 actual sworn officers, as reported in the ALEPA Inventory, were included in the survey. The remainder of the departments were stratified as follows: (1) Stratum #1 - 10 actual sworn officers or fewer; (2) Stratum #2 - 11 to 20 sworn officers; (3) Stratum #3 - 31 to 50 sworn officers. Ten percent of the Departments in each stratum for Sheriffs Departments and for Police Departments was selected to constitute the sample population for the survey. The selection was random with the Department serving as the unit for selection. The data were collected by interviewers. Also included in the survey were the State Department of Public Safety, the Alcoholic Beverages Control Commission, the Department of Conservation, and 2 from 12 college or university security forces.

b. Judicial Survey

The judicial survey was conducted through mail-out questionnaires sent to all judges and all court offices that could be identified in the State from lists provided by ALEPA and the Court Management Office of the Alabama Supreme Court. Since courts in Alabama are numerous and diverse, and since there were varying amounts (although little in all cases) of information about them, five different questionnaires were employed. They were:

- (1) Court Support Personnel Questionnaire - Appendix B.2, Questionnaire #2 (Sent Circuit Courts 86 : Responses 22 : Rate Return 26 %)  
(Sent Intermediate Courts 67 : Responses 7 : Rate Return 11 %)  
(Sent Municipal Courts 302 : Responses 86 : Rate Return 28 %)  
(Sent Probate Courts 67 : Responses 5 : Rate Return 7 %)
- (2) Circuit Judge Questionnaire - Appendix B.2, Questionnaire # 3  
(Sent 86 : Responses 68 : Rate Return 79 %)
- (3) Intermediate Court Judge Questionnaire - Appendix B.2, Questionnaire # 4  
(Sent 67 : Responses 60 : Rate Return 90 %)
- (4) Questionnaire for Probate Judges Exercising Juvenile Court Jurisdiction - Appendix B.2, Questionnaire # 5  
(Sent 26 : Responses 4 : Rate Return 15 %)
- (5) Municipal Judge Questionnaire - Appendix B.2, Questionnaire # 6  
(Sent 302 : Responses 107 : Rate Return 35 %)

c. Education Survey

Some data could be collected through a perusal of catalogues and through LEEP applications, but it was decided that a mail-out survey of two

and four year institutions of higher learning should be conducted. The Questionnaire is attached at Appendix B.2, Questionnaire # 7 (Sent 55 : Responses 40 : Rate Return 73 %). Certain data believed crucial was collected by phone from schools that failed to respond to the survey or responded in an incomplete fashion.

2. Questionnaires

The instruments (questionnaires) employed in the previously described surveys follow this page.

LAW ENFORCEMENT SURVEY

(Name of Agency)

(Address)

Name and Position of Person Providing Data

Name of Interviewer

Date of Interview

1. The LEPA inventory of police forces in Alabama taken at the end of last year shows your force with \_\_\_\_\_ sworn officers. Is that still the number?

( ) Yes

( ) No Present number \_\_\_\_\_

2. How many sworn officers did you have three years ago about this time?

\_\_\_\_\_

3. Is your force under a merit system?

( ) Yes

( ) No

4. If the answer to 3 is "Yes" make the following request.

Please describe how the merit system works as regards your police force.

5. How do you recruit your officers? (Those applicable.)

- Advertising \_\_\_\_\_
- Contacting local colleges \_\_\_\_\_
- Word of Mouth \_\_\_\_\_
- Other agency has this responsibility \_\_\_\_\_
- (If other agency, name and address: \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

6. Which of the following rules on retirement do you use?

- Age \_\_\_\_\_ What age? \_\_\_\_\_
- Service \_\_\_\_\_ How many years? \_\_\_\_\_
- Other \_\_\_\_\_ Describe \_\_\_\_\_

7. To figure possible future turnover we need some information on the ages of Alabama's sworn officers. How many of your officers fall in each of the following age groups?

- 21 - 30 \_\_\_\_\_
- 31 - 40 \_\_\_\_\_
- 41 - 50 \_\_\_\_\_
- 51 - 55 \_\_\_\_\_
- 56 - 60 \_\_\_\_\_
- 61 - 65 \_\_\_\_\_
- 66 or over \_\_\_\_\_

8. What things are used to decide promotion and/or in grade pay increases in your department? (Those applicable.)

- Competative examination \_\_\_\_\_
- Time in grade \_\_\_\_\_
- Rating by supervisor \_\_\_\_\_
- Educational attainments \_\_\_\_\_
- Other (describe) \_\_\_\_\_

9. How long, on the average, does promotion from the next lower grade take to?-- (Substitute appropriate equivalent rank titles for agencies not organized along these lines.)

- Capt. \_\_\_\_\_
- Lt. \_\_\_\_\_
- Sgt. \_\_\_\_\_

10. Do you make any provision or provide any incentives for your officers to attend college?

- ( ) Yes
- ( ) No

11. If the answer to 10 is "Yes" obtain a description of the provisions/incentives.

12. How many members of your force have attended college during the last 12 months?

\_\_\_\_\_

13. Do you make any provision or provide any incentive for your officers to take advanced police training beyond the 240 hours required by law for new officers?

- ( ) Yes
- ( ) No

14. If the answer to 13 is "Yes" obtain a description of the provisions/incentives.

15. How many members of your force have attended advanced training courses during the last 12 months and what were those courses?

<u>Courses</u>	<u>No. Attended</u>
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

16. Do your officers regularly work on specific or specialized activities or does everyone do a little of everything, or do you have a combination of specialists and generalists?

- ( ) Specific
- ( ) Everything
- ( ) Combination

17. If the answer to 16 is "Specific" or "Combination" ask the following question.

Which of the following specialities or functions are found on your force and how many officers work at each?

	<u>Found on Force</u>	<u>Number</u>
Patrol		
General	_____	_____
Investigations	_____	_____
Traffic Control		
General	_____	_____
Accident investigation	_____	_____
PEI (Intoxicated Driver Testing Technician)	_____	_____
Parking enforcement agent (Meter Maid)	_____	_____

17. (cont.)

	<u>Found on Force</u>	<u>Number</u>
Criminal investigations		
Detective investigator	_____	_____
Evidence technician	_____	_____
Criminalistics		
Identification (Fingerprints, Photographs, Physical Description, MO)	_____	_____
Vice and/or intelligence	_____	_____
Juvenile (Youth)	_____	_____
Public Safety (Emergency, bomb disposal, disorder control)	_____	_____
Staff		
Radio despatcher, telephone receptionist	_____	_____
ACIC/NCIC Communicator	_____	_____
Process server	_____	_____
Jailer	_____	_____
Training officer	_____	_____
Planner	_____	_____
Public relations	_____	_____
General Administration	_____	_____
Other		
_____	_____	_____
_____	_____	_____
_____	_____	_____

18. In your response to the LEPA inventory you said you had the following types of specialized equipment available.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Do you have people trained to operate each of these pieces of equipment and if so, of what did the training consist?

<u>Item</u>	<u>Yes</u>	<u>No</u>	<u>Training</u>
_____	___	___	_____
_____	___	___	_____
_____	___	___	_____
_____	___	___	_____

19. How many members of your force would you regard as having supervisory functions?

Number \_\_\_\_\_

20. How many of these supervisors have received formal management training?

Number \_\_\_\_\_

21. What type of management training was it and where and when did it take place?

<u>Type/Course Title</u>	<u>Place</u>	<u>Dates</u>
_____	_____	_____
_____	_____	_____
_____	_____	_____

22. In the LEPA inventory you said \_\_\_\_\_ officers had resigned during the previous 12 months of which \_\_\_\_\_ were employed by another law enforcement agency. About how many of those who moved would have gone to other police forces in Alabama and how many would have gone to police forces outside of the State?

In Alabama \_\_\_\_\_  
Outside Alabama \_\_\_\_\_

23. What are the main reasons for those officers transferring to other police forces?

Reasons

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

24. Do you have any provisions for retention of officers such as:

Brief Description

Longevity pay increases	_____	_____
Bonus or "shipping over" payments	_____	_____
Increased leave for longer service	_____	_____
Other	_____	_____

25. How many black officers do you now have on the force?

Number \_\_\_\_\_

26. What kinds of additional training beyond the mandatory 240 hours do you think should be made available to law enforcement officers in Alabama? Please also indicate whether the training should be for any specific ranks or groups of officers.

Training

For

_____	_____
_____	_____
_____	_____

27. If your agency uses irregular or volunteer personnel, what training do they now get and what training would you like to see them receive?

Training Presently Given

Training Should Receive

_____	_____
_____	_____
_____	_____

QUESTIONNAIRE  
COURT SUPPORT PERSONNEL

County: \_\_\_\_\_ City: \_\_\_\_\_

Name of Court: \_\_\_\_\_

Name, title & phone No. of person  
supplying information: Name: \_\_\_\_\_  
Title: \_\_\_\_\_  
Phone: \_\_\_\_\_

## INSTRUCTIONS

Position titles - The position titles used in the questionnaire may not be those that you use. In that event please either substitute a list of your own titles or, if you prefer, use our titles and fit your positions to them. There are of course, too many position titles for the smaller clerk's office but we had to include them in order to provide for the larger offices. Also there may be some cases where a person occupies one position but primarily does the work of another type of position (that is, a Bailiff who does mostly secretarial work). In such cases please list them according to their primary function.

Remuneration (Question #1) - Base salary is the income regularly received to perform the functions of a position, whether it comes from one governmental unit or several. Fringe benefits are additional costs to the employer, such as contributions to a retirement fund or a medical insurance policy, that directly benefit the employee but are not paid directly to him (do not include provision of such things as office equipment or the use of a car for official business). If fees for services are received, please estimate the annual net income from fees and include it in base salary. If there is no salary range but rather one set figure, please enter it across the "minimum" and "maximum" columns.

Age and years of service brackets (Question #1) - Since the information in these columns is intended to help us figure out such things as turnover rates and future personnel requirements, the brackets are not consistent with regard to the number of years in each. Please check carefully the year span at the top of the column before entering the number of people by position type that go in that column.

Service to two courts (Question #1) - If the "office," as distinct from some people in it, serves more than one court. please just write the word "ALL" here and give the name of the other court.

Retirement (Question #3 & 4) - Where someone is placed on a "supernumerary status" that is in effect retirement, please include those circumstances and cases in responding to these two questions.

Additional personnel (Question #8) - Additional personnel refers to filling new positions, not merely replacing someone who already is employed. Please include only those that have already been authorized by the proper authority and for

which funding is available. Those requested but not both authorized and funded might be included in a note.

Merit system (Question #7 & 8) - Merit system includes such things as setting minimum educational and/or experience qualifications for a position and requiring a competitive examination, with those rating highest being given first preference for the job..

1. Please provide the following information for all regular court support personnel, except those working exclusively with civil or equity matters. Many court support personnel work for more than one court, so please note on the next page any positions that are "divided" that way.

POSITION TITLE	NUMBER		REMUNERATION			AGE BRACKETS (Number in each)					YEARS SERVICE BRACKETS (Number in each)				
	Actual	Actual as of 3 Yrs. ago	Base Salary (Monthly)		Approx. value fringe benefits	20-50	51-55	56-60	61-65	over 65	0-4	5-20	21-25	25-30	over 30
			Minimum	Maximum											
Clerk of the Court															
Assistant/Deputy/Senior Clerk															
Intermediate Clerk															
Clerk Typist															
Intermediate Stenographer															
Stenographer															
Senior Secretary															
Secretary															
Cashier															
Account Clerk															
Law Clerk															
Court Reporter															
Juvenile Probation Officer <sup>1</sup>															
Bailiff <sup>2</sup>															
Other															

<sup>1</sup>Except where employees of the Alabama Department of Pensions and Securities

<sup>2</sup>Except where personnel of Sheriffs or Police Departments

1. (Cont.)

Note below any personnel who also serve another court.

Title

Number

Name other Court

2. How many part time and temporary personnel (to deal with peak loads, for example) do you employ, by position title (excluding regular personnel who serve more than one court)?

Position Title

Part-Time

Temporary

3. Which of the following rules on retirement do you use?

Age

What age?

Service

How many years?

Other

Describe:

4. How many court personnel were separated during the past twelve months by:

Resignation

Dismissal

Retirement

Other

NOW POSSESSION...  
 include only those that have already been...  
 404

5. What are the main reasons for resignation?

6. How many additional personnel do you expect to hire during the next twelve months, by title?

<u>Title</u>	<u>Number</u>
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

7. Does your court use a merit system for employing any types of personnel?

Yes \_\_\_\_\_

No \_\_\_\_\_

8. If your answer to question 7 is "Yes" please indicate what type of personnel and briefly describe how the merit system works with regard to court personnel. (Please include if you can a copy of the applicable merit system provisions.)

9. What things are used to decide promotion and/or in grade pay increases for court personnel? (Those applicable)

Competative examination \_\_\_\_\_

Time in grade \_\_\_\_\_

Rating by supervisor \_\_\_\_\_

Educational attainments \_\_\_\_\_

Other (describe): \_\_\_\_\_

10. Please indicate the level of education attained by your court personnel by number by titles.

Title	Less than Hg. Sch.	High School				College				
		1-or1	2	3	Grad	1-or1	2	3	Grad	Post. Gd Work
Clerk/Deputies										
Stenographers/ Secretaries										
Cashiers/ Account Clerks										
Court Reporters										
Others										

11. How many of your court personnel have attended college during the past twelve months?

Number \_\_\_\_\_

12. How many of your court personnel have attended training courses during the past twelve months and what were those courses?

<u>Courses</u>	<u>No. Attended</u>
_____	_____
_____	_____
_____	_____
_____	_____

CIRCUIT JUDGE QUESTIONNAIRE

13. How many court personnel would be regarded as having supervisory functions and, of these, how many have had formal management training?

No. Supervisors \_\_\_\_\_

No. with formal management training \_\_\_\_\_ (Please indicate below the nature of the training.)

\_\_\_\_\_  
\_\_\_\_\_

14. Do you believe that incentives should be offered to court support personnel for educational attainments and/or additional training in court related subject matter?

Yes \_\_\_\_\_

No \_\_\_\_\_

15. If you favor incentives, of what should they consist?

Pay increase \_\_\_\_\_ How much? \_\_\_\_\_

Promotional advantage \_\_\_\_\_

Other \_\_\_\_\_ Describe: \_\_\_\_\_

\_\_\_\_\_

16. How many of your court personnel are:

Male \_\_\_\_\_

Black \_\_\_\_\_

Female \_\_\_\_\_

17. What types of training for court support personnel would you like to see available in Alabama?

Please furnish the following information for a manpower survey of all judicial positions in courts exercising jurisdiction within the State of Alabama.

1. Judge \_\_\_\_\_

2. Name or designation of Court \_\_\_\_\_

3. Please list all judicially related education seminars, workshops, continuing legal education courses or other training programs attended during tenure as judge:

<u>Name of Program</u>	<u>Where Offered</u>	<u>Year</u>	<u>Duration</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

4. What training or educational programs should, in your opinion, be offered for judges of courts having criminal jurisdiction?

5. What training or educational programs should, in your opinion, be offered for court support personnel (Clerk, Court Reporter, Bailiff, etc.)?

INTERMEDIATE COURT JUDGE QUESTIONNAIRE

Please furnish the following information for a manpower survey of all judicial positions in courts exercising criminal jurisdiction within the State of Alabama.

- 1. Judge \_\_\_\_\_ Age \_\_\_\_\_
- 2. Name or designation of court \_\_\_\_\_
- 3. Number of years as judge of this court \_\_\_\_\_
- 4. ( ) Lawyer  
( ) Non-lawyer
- 5. If a non-lawyer, please circle below the number of years of formal education incumbent has received.  
1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18
- 6. ( ) Yes Judge of this court is required to be a lawyer. If "Yes," indicate total years legal experience possessed by incumbent. \_\_\_\_\_  
( ) No
- 7. If judge is not required to be a lawyer, what are the requirements for the position at the time of election/appointment?

8. Approximate percent of time spent with duties as Intermediate Court Judge: \_\_\_\_\_%

9. Please list all judicially related education seminars, workshops, continuing legal education courses or other training programs attended during tenure as judge:

<u>Name of Program</u>	<u>Where Offered</u>	<u>Year</u>	<u>Duration</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

- 10. What training or educational programs should, in your opinion, be offered for judges of courts having criminal jurisdiction?
- 11. What training or educational programs should, in your opinion, be offered for court support personnel (Clerk, Bailiff, etc.)?

QUESTIONNAIRE FOR PROBATE JUDGES EXERCISING JUVENILE COURT JURISDICTION

1. Judge \_\_\_\_\_ Age \_\_\_\_\_
2. Name or designation of court \_\_\_\_\_
3. Number of years as judge of this court \_\_\_\_\_
4. ( ) Lawyer  
( ) Non-lawyer
5. If a non-lawyer, please check below the number of years of formal education you have received.  
1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18
6. Remuneration:  
Annual salary or pay received as judge \$ \_\_\_\_\_  
Approximate value of additional fringe benefits (annual) \$ \_\_\_\_\_
7. Please list all judicially related education seminars, workshops, continuing legal education courses or other training programs attended during tenure as judge:  

<u>Name of Program</u>	<u>Where Offered</u>	<u>Year</u>	<u>Duration</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
8. What training or education programs should, in your opinion, be offered for Probate Judges exercising Juvenile Court Jurisdiction?
9. What training or educational programs should, in your opinion, be offered for court support personnel (Clerks, etc.)?
10. Approximate number of juvenile court cases involving criminal acts handled during the past year. \_\_\_\_\_

MUNICIPAL JUDGE QUESTIONNAIRE

Please furnish the following information for a manpower survey of all judicial positions in courts exercising criminal jurisdiction within the State of Alabama.

1. Judge \_\_\_\_\_ Age \_\_\_\_\_
2. Name or designation of court \_\_\_\_\_
3. Number of years as judge of this court \_\_\_\_\_
4. ( ) Lawyer  
( ) Non-lawyer
5. If a non-lawyer, please circle below the number of years of formal education you have received.  
1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18
6. ( ) Yes Judge of this court is required to be a lawyer. If "Yes," indicate total years legal experience possessed by incumbent. \_\_\_\_\_  
( ) No
7. If judge is not required to be a lawyer, what are the requirements for the position at the time of election/appointment?
8. Remuneration and time spent:  
Annual salary \$ \_\_\_\_\_; As Municipal Judge ( ); As Mayor ( )  
Approximate value of additional fringe benefits (annual) \$ \_\_\_\_\_  
Approximate percent of time spent with duties of Municipal Judge \_\_\_\_\_%
9. Please list all judicially related education seminars, workshops, continuing legal education courses or other training programs attended during tenure as Judge:  

<u>Name of Program</u>	<u>Where Offered</u>	<u>Year</u>	<u>Duration</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

SURVEY OF CRIMINAL JUSTICE RELATED PROGRAMS IN  
UNIVERSITIES AND COLLEGES IN ALABAMA

10. What training or educational programs should, in your opinion, be offered for judges of courts having municipal criminal jurisdiction?

11. What training or educational programs should, in your opinion, be offered for court support personnel (Clerk, Bailiff, etc.)?

1. \_\_\_\_\_  
(Name)

\_\_\_\_\_  
(Address)

\_\_\_\_\_  
(Name, title & telephone No. or person providing data)

2. Do you have a criminal justice related program?

No \_\_\_\_\_: Please answer questions 3 & 4 before returning the questionnaire.

Yes \_\_\_\_\_: Please answer questions 5 through 22.

3. What courses do you offer that you believe could be classified as criminal justice related? (Please attach course description.)

4.a. Do you plan to install a criminal justice related program, and if so when? (If a project proposal has been prepared, please attach a copy.)

No \_\_\_\_\_

Yes \_\_\_\_\_

Date \_\_\_\_\_

b. What type?

(1) Law Enforcement \_\_\_\_\_

(2) Offender Rehabilitation \_\_\_\_\_

(3) Other \_\_\_\_\_ Specify: \_\_\_\_\_

5. List your criminal justice related program(s):

a. Type:

- (1) Law Enforcement \_\_\_\_\_
- (2) Offender Rehabilitation \_\_\_\_\_
- (3) Judicial Administration \_\_\_\_\_
- (4) Other \_\_\_\_\_ Specify \_\_\_\_\_

b.

<u>Formal Title</u>	<u>Date Began</u>	<u>Administrative Status</u> (e.g. Dept, Area of Study, Other)	<u>Name &amp; Rank of Program Head</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

6. Does (do) the criminal justice related program(s) have a separate budget?

No \_\_\_\_\_

Yes \_\_\_\_\_: If available, list your major budget expenditures for the last fiscal year (whether from a separate budget or as part of a department budget).

- \$ \_\_\_\_\_ for \_\_\_\_\_
- \$ \_\_\_\_\_ Total

Not available or unable to identify \_\_\_\_\_.

7. Please identify the approximate portion of funds going into your criminal justice instructional program(s) (other than LEEP loan and grant funds) that come from the following sources:

- Alabama Education Trust Fund (State appropriated funds) \_\_\_\_\_%
- Other State funds \_\_\_\_\_%
- Federal Government funds \_\_\_\_\_%
- Local Government funds \_\_\_\_\_%
- Private grants \_\_\_\_\_%

8. If your program has attracted any other federal, state, local, or private grants or contracts, please provide the following information:

<u>Purpose</u>	<u>Source</u>	<u>Amount</u>
_____	_____	_____
_____	_____	_____
_____	_____	_____

9. Are there any such grants or contracts for which you have applied, but have not been approved to date?

No \_\_\_\_\_

Yes \_\_\_\_\_: Specify

_____	_____	_____
_____	_____	_____
_____	_____	_____

10. Do you have an advisory committee?

No \_\_\_\_\_

Yes \_\_\_\_\_; Composition: List by position or title, rather than name.

_____	_____
_____	_____
_____	_____

What role does the advisory group play in curricular matter and staffing?

11. Do you maintain any special relationships or liaison with criminal justice agencies in your area? If so what do these relationships consist of?

12. Criminal justice program(s) enrollment:

	Non-Degree Certificate(s)		Associate Degree		Bachelor's Degree		Master's Degree	
	Full Time	Part Time	Full Time	Part Time	Full Time	Part Time	Full Time	Part Time
Fall term 1973-74	_____							
Fall term 1972-73	_____							
Fall term 1971-72	_____							
Fall term 1970-71	_____							

13. From which area(s) of Alabama do your criminal justice students primarily come?

Counties: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

State wide or general geographic area (indicate) \_\_\_\_\_

14. How many students enrolled in criminal justice degree programs are in-service and how many are pre-service? (In-service defined as those on leave of absence from or are currently employed by a criminal justice agency; pre-service defined as those preparing for future employment in criminal justice, but who are not presently actively engaged in the field.)

	In-Service		Pre-Service	
	Full Time	Part Time	Full Time	Part Time
Associate	_____	_____	_____	_____
Bachelor's	_____	_____	_____	_____
Master's	_____	_____	_____	_____
Doctorate	_____	_____	_____	_____

15. If a four year institution, what percentage of your criminal justice majors transfer from two year institutions, by name of two year institution?

Two Year Institution (Name)	Per cent
_____	_____
_____	_____
_____	_____
_____	_____

16. If a four year institution, please describe any problems you have had in transfer of credits for criminal justice students from two year institutions. If a two year institution, please describe any problems you have had in transfer of credits for criminal justice students to four year institutions.

17. What number or percentage of your graduates in criminal justice go to work inside \_\_\_\_\_ Alabama, and how many (or%) move out-of-State \_\_\_\_\_ once degree is in hand?

18. In to what areas of criminal justice were graduates placed?

	No. or Approx. % In Alabama	No. or Approx. % Who Left the State
Law Enforcement	_____	_____
Corrections	_____	_____
Courts	_____	_____
Adult Probation/Parole	_____	_____
Juvenile Probation/Parole	_____	_____

19. Staffing: Please list your regular faculty and other instructors for criminal justice related courses:

A. Name _____	Title _____	Full Time	Part Time	Joint Appt.
---------------	-------------	-----------	-----------	-------------

Highest academic degree held:

None \_\_\_\_\_ Bachelor \_\_\_\_\_ Masters \_\_\_\_\_  
 Associate \_\_\_\_\_ LLB/JD \_\_\_\_\_ Doctorate \_\_\_\_\_

Criminal Justice Field Experience:

Prior teaching experience:  
 In Alabama \_\_\_\_\_ Years  
 Outside Ala. \_\_\_\_\_ Years

Courses Presently taught:

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

19. (Cont)

B. Name _____	Title _____	Full Time	Part Time	Joint Appt.
---------------	-------------	-----------	-----------	-------------

Highest academic degree held:

None \_\_\_\_\_ Bachelor \_\_\_\_\_ Masters \_\_\_\_\_  
 Associate \_\_\_\_\_ LLB/JD \_\_\_\_\_ Doctorate \_\_\_\_\_

Criminal justice field experience:

Prior teaching experience:  
 In Alabama \_\_\_\_\_ Years  
 Outside Ala. \_\_\_\_\_ Years

Courses presently taught:

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

C. Name _____	Title _____	Full Time	Part Time	Joint Appt.
---------------	-------------	-----------	-----------	-------------

Highest academic degree held:

None \_\_\_\_\_ Bachelor \_\_\_\_\_ Masters \_\_\_\_\_  
 Associate \_\_\_\_\_ LLB/JD \_\_\_\_\_ Doctorate \_\_\_\_\_

Criminal justice field experience:

Prior teaching experience:  
 In Alabama \_\_\_\_\_ Years  
 Outside Ala. \_\_\_\_\_ Years

Courses presently taught:

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

19. (Cont)

D. Name \_\_\_\_\_ Title \_\_\_\_\_  
 Full Part Joint  
 Time Time Appt.

Highest academic degree held:

None \_\_\_\_\_ Bachelor \_\_\_\_\_

Associate \_\_\_\_\_ LLB/JD \_\_\_\_\_

Masters \_\_\_\_\_

Doctorate \_\_\_\_\_

Criminal justice field experience:

Prior Teaching experience:

In Alabama \_\_\_\_\_ Years

Outside Ala. \_\_\_\_\_ Years

Courses presently taught:

E. Name \_\_\_\_\_ Title \_\_\_\_\_  
 Full Part Joint  
 Time Time Appt.

Highest academic degree held:

None \_\_\_\_\_ Bachelor \_\_\_\_\_

Associate \_\_\_\_\_ LLB/JD \_\_\_\_\_

Masters \_\_\_\_\_

Doctorate \_\_\_\_\_

Criminal justice field experience:

Prior teaching experience:

In Alabama \_\_\_\_\_ Years

Outside Ala. \_\_\_\_\_ Years

Courses presently taught:

19. (Cont)

F. Name \_\_\_\_\_ Title \_\_\_\_\_  
 Full Part Joint  
 Time Time Appt.

Highest academic degree held:

None \_\_\_\_\_ Bachelor \_\_\_\_\_

Associate \_\_\_\_\_ LLB/JD \_\_\_\_\_

Masters \_\_\_\_\_

Doctorate \_\_\_\_\_

Criminal justice field experience:

Prior teaching experience:

In Alabama \_\_\_\_\_ Years

Outside Ala. \_\_\_\_\_ Years

Courses presently taught:

G. Name \_\_\_\_\_ Title \_\_\_\_\_  
 Full Part Joint  
 Time Time Appt.

Highest academic degree held:

None \_\_\_\_\_ Bachelor \_\_\_\_\_

Associate \_\_\_\_\_ LLB/JD \_\_\_\_\_

Masters \_\_\_\_\_

Doctorate \_\_\_\_\_

Criminal Justice field experience:

Prior teaching experience:

In Alabama \_\_\_\_\_ Years

Outside Ala. \_\_\_\_\_ Years

Courses presently taught:

19. (Cont)

H. Name \_\_\_\_\_ Title \_\_\_\_\_

	Full Time	Part Time	Joint Appt.
Highest academic degree held:			
None _____ Bachelor _____			
Associate _____ LLB/JD _____			
Criminal justice field experience:			
_____			
_____			
_____			
Courses presently taught:			
_____			
_____			
_____			

20. Which of the following techniques or equipment are employed in the instruction of students taking criminal justice related courses (check those applicable)?

Motion Pictures \_\_\_\_\_

Closed circuit TV \_\_\_\_\_

Other visual projection modes \_\_\_\_\_ Identify:

Simulation (gaming) exercises \_\_\_\_\_

Case studies \_\_\_\_\_

Field trips \_\_\_\_\_ Where to?:

Internship/cadet program with criminal justice agencies \_\_\_\_\_ What type agencies:

21. Are any criminal justice programs conducted on a continuing education, extension, or evening basis?

None \_\_\_\_\_

Yes \_\_\_\_\_

Describe	Enrollment
_____	_____
_____	_____
_____	_____

22. Do you plan to expand your current criminal justice program?

No \_\_\_\_\_ - present program adequate

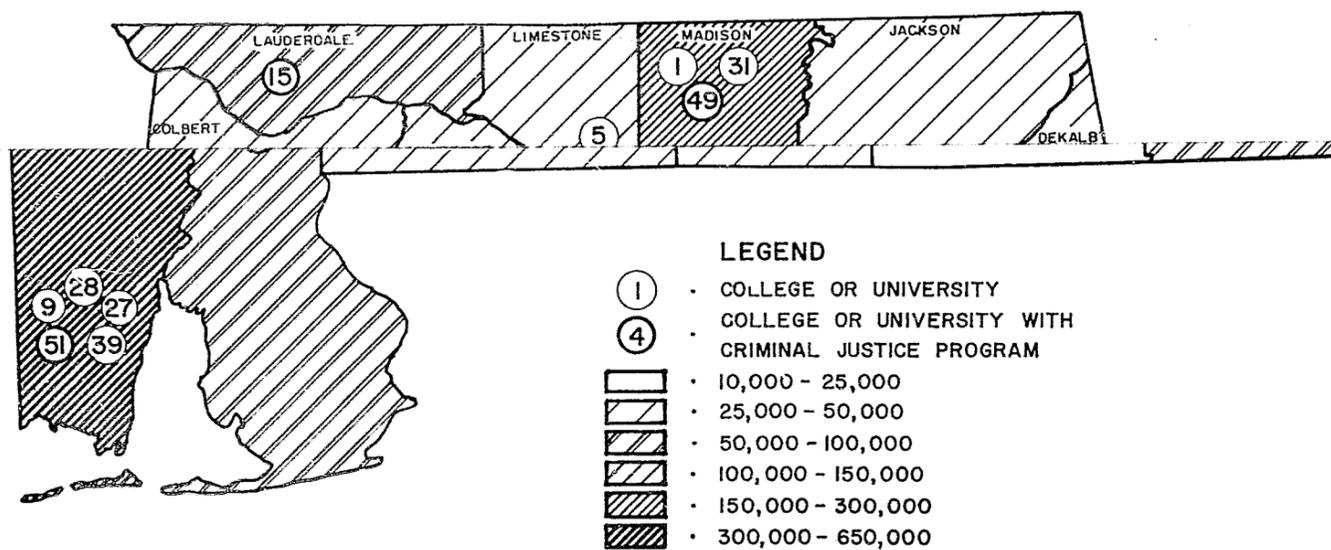
Yes \_\_\_\_\_ - please describe new program(s) sought or include a copy of the project proposed.

APPENDIX C

MAPS

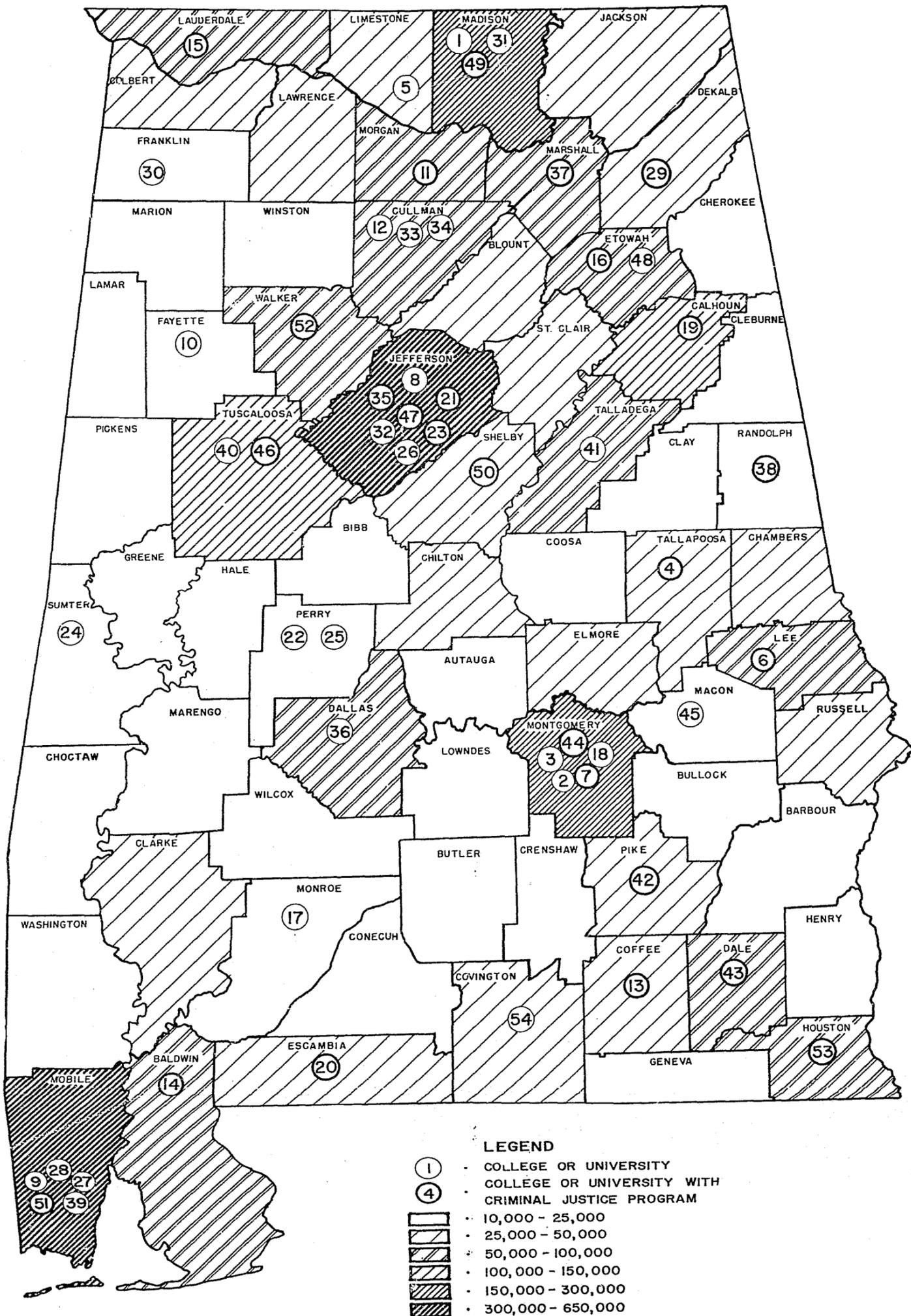
TWO & FOUR YEAR COLLEGES & UNIVERSITIES  
 IN ALABAMA SHOWING THOSE WITH CRIMINAL  
 JUSTICE PROGRAMS & COUNTY POPULATIONS

Map V.1



TWO & FOUR YEAR COLLEGES & UNIVERSITIES  
 IN ALABAMA SHOWING THOSE WITH CRIMINAL  
 JUSTICE PROGRAMS & COUNTY POPULATIONS

Map V.1



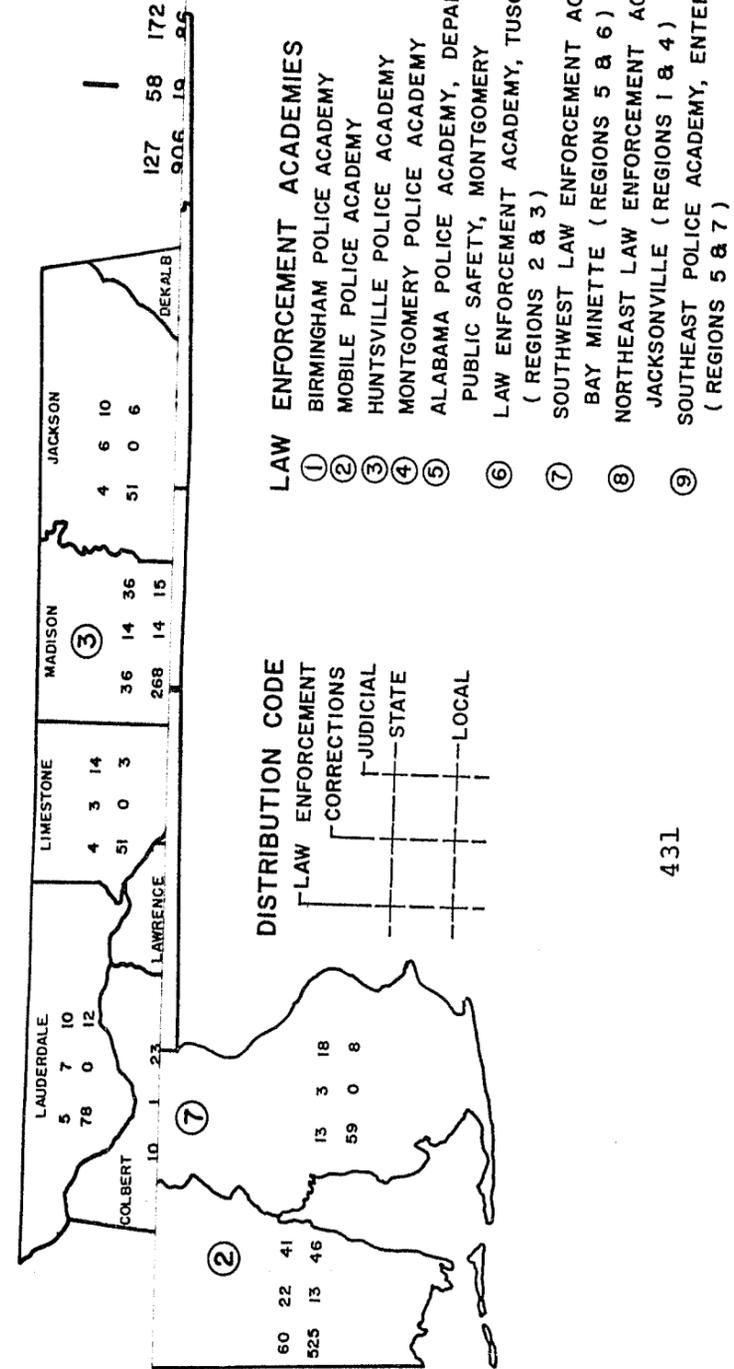
LEGEND (CONT) - IDENTIFICATIONS OF SCHOOLS

1. Alabama A & M University
2. Alabama Christian College
3. Alabama State University
4. Alexander City State Jr. College
5. Athens College
6. Auburn University (Auburn)
7. Auburn University (Montgomery)
8. Birmingham Southern College
9. S. D. Bishop State Jr. College
10. Albert P. Brewer State Jr. College
11. John C. Calhoun State Jr. College
12. Cullman College
13. Enterprise State Jr. College
14. James H. Faulkner State Jr. College
15. Florence State University
16. Gadsden State Jr. College
17. Patrick Henry State Jr. College
18. Huntington College
19. Jacksonville State University
20. Jefferson Davis State Jr. College
21. Jefferson State Jr. College
22. Judson College
23. Lawson State Jr. College
24. Livingston University
25. Marion Institute
26. Miles College

27. Mobile College
28. Mobile State Jr. College
29. Northeast State Jr. College
30. Northwest State Jr. College
31. Oakwood College
32. Daniel Payne College
33. Sacred Heart Academy
34. Saint Bernard College
35. Samford University
36. Selma University
37. Snead State Jr. College
38. Southern Union State Jr. College
39. Spring Hill College
40. Stillman College
41. Talladega College
42. Troy State University
43. Troy State University (Ft. Rucker)
44. Troy State University (Montgomery)
45. Tuskegee Institute
46. University of Alabama (Tuscaloosa)
47. University of Alabama (Birmingham)
48. University of Alabama (Gadsden)
49. University of Alabama (Huntsville)
50. University of Montevallo
51. University of South Alabama
52. Walker College
53. George C. Wallace State Technical Jr. College
54. Lurleen B. Wallace State Jr. College

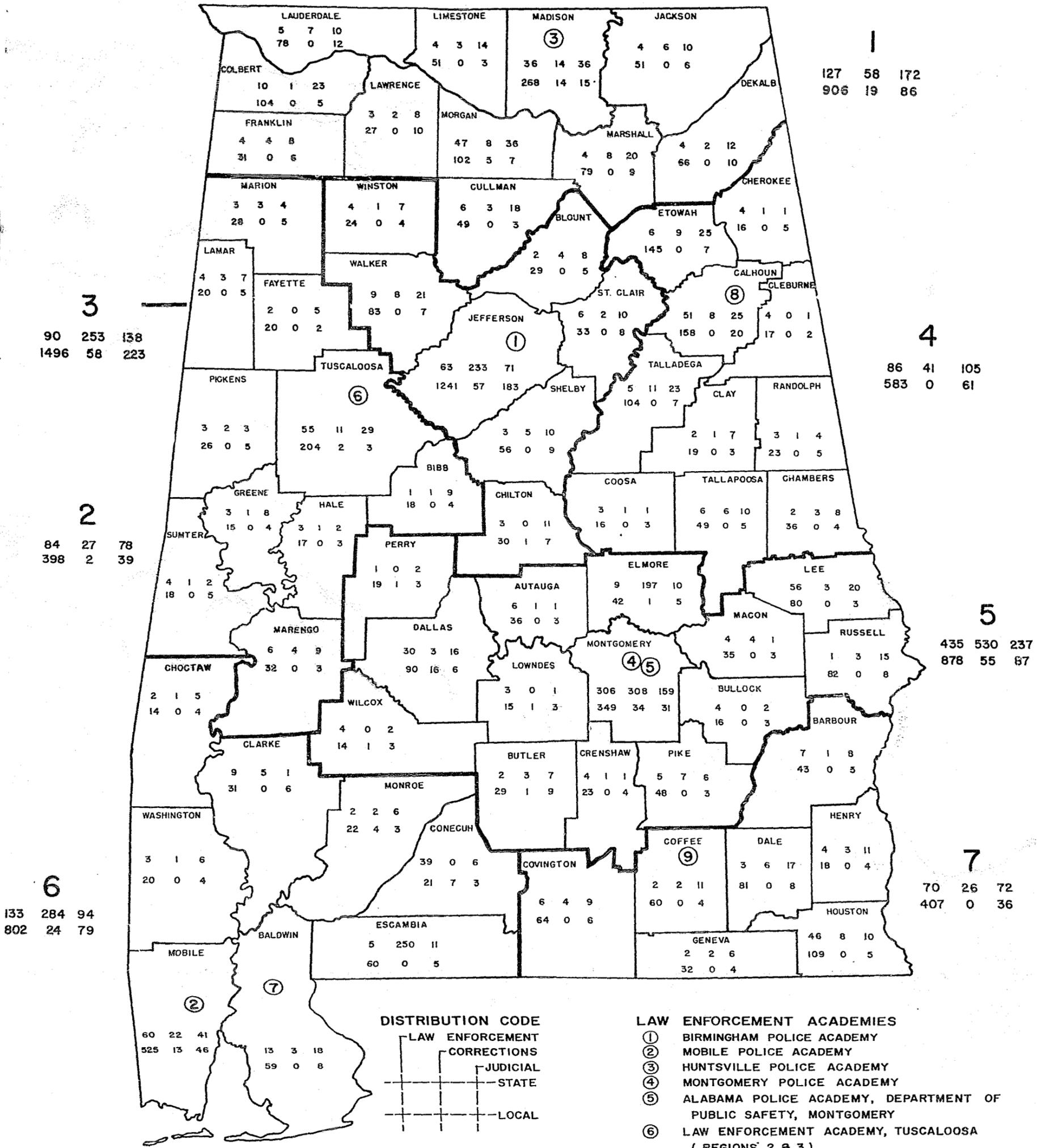
**APPROXIMATE DISTRIBUTION OF CRIMINAL JUSTICE PERSONNEL  
IN ALABAMA BY COUNTY & LEPA REGION;  
LAW ENFORCEMENT ACADEMIES IN ALABAMA**

Map V.2



**APPROXIMATE DISTRIBUTION OF CRIMINAL JUSTICE PERSONNEL  
IN ALABAMA BY COUNTY & LEPA REGION;  
LAW ENFORCEMENT ACADEMIES IN ALABAMA**

Map V.2



**DISTRIBUTION CODE**

—	LAW ENFORCEMENT
—	CORRECTIONS
—	JUDICIAL
—	STATE
—	LOCAL

- LAW ENFORCEMENT ACADEMIES**
- ① BIRMINGHAM POLICE ACADEMY
  - ② MOBILE POLICE ACADEMY
  - ③ HUNTSVILLE POLICE ACADEMY
  - ④ MONTGOMERY POLICE ACADEMY
  - ⑤ ALABAMA POLICE ACADEMY, DEPARTMENT OF PUBLIC SAFETY, MONTGOMERY
  - ⑥ LAW ENFORCEMENT ACADEMY, TUSCALOOSA (REGIONS 2 & 3)
  - ⑦ SOUTHWEST LAW ENFORCEMENT ACADEMY, BAY MINETTE (REGIONS 5 & 6)
  - ⑧ NORTHEAST LAW ENFORCEMENT ACADEMY, JACKSONVILLE (REGIONS 1 & 4)
  - ⑨ SOUTHEAST POLICE ACADEMY, ENTERPRISE (REGIONS 5 & 7)

APPENDIX D

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