

AN EVALUATION
OF THE
WASHINGTON CRIMINAL JUSTICE
EDUCATION AND TRAINING CENTER

LAW AND JUSTICE STUDY CENTER



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AN EVALUATION OF THE WASHINGTON CRIMINAL JUSTICE
EDUCATION AND TRAINING CENTER

conducted by
THE LAW AND JUSTICE STUDY CENTER
HUMAN AFFAIRS RESEARCH CENTERS
BATTELLE MEMORIAL INSTITUTE

Project Director: Cy Ulberg

Research Staff: Faith Fogarty
Donna Schram
Marilyn Walsh
Paul Wilson

Clerical: Ingrid McCormack
Roma Mohondro
Sylvia Ramirez

Interviewers: Ralph Boynton
Joan Dworkin
Jim Goodwin
Tim Newcomb

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FOREWORD

The amount of conflict and misunderstanding among elements of the criminal justice system is significant and widespread. The 1967 report by the President's Commission on Law Enforcement and Administration of Justice repeatedly stressed the need for improved cooperation and understanding among different elements of the criminal justice system. One of the suggestions for accomplishing this improvement and for upgrading the quality of the administration of justice has been to develop multidisciplinary training programs that involve all elements of the criminal justice system.

An investigation of state criminal justice training legislation shows that Washington alone among all states has mandated training for each element of the criminal justice system (SSB2132 passed this year). The fact that this law was passed in Washington can be attributed in large degree to the experiment in multidisciplinary training that is being carried out at the Washington Criminal Justice Education and Training Center (W.C.J.E.T.C.) at Providence Heights, near Issaquah, Washington. This experiment is one of the first and longest of its kind to be carried out and to survive in the United States. It is therefore important to examine how the Center developed, what contributions it has made, and to analyze the problems and difficulties which were encountered in the formulation of this program.

The Law and Justice Study Center (LJSC) performed this evaluation under contract with the WCJETC. The basic objective of the study was described in the research proposal:

. . . to evaluate the effectiveness of the training program of the WCJETC in order to provide information useful to the new Criminal Justice Training Commission in making decisions about the continuance of interdisciplinary training and the directions that criminal justice training will take in the State of Washington.

In order to accomplish this objective, several kinds of information were collected, including: interviews with program designers and administrators, detailed descriptions and analysis of curricula of the Center, state and federally recommended training standards, costs for various types of training modes, questionnaire responses from law enforcement officers attending the most recent basic academy class at the WCJETC, and interviews with 300 criminal justice practitioners in the State of Washington.

This report presents the results and interpretations from these data-gathering activities. The report is divided into an executive summary and five chapters. The executive summary is an overview of the results of the study. It contains interpretations of the data and conclusions concerning various aspects of the Center's programs.

The rest of the report contains the detailed analysis of the data and specific recommendations for the improvement of the Center's programs. The first chapter outlines the history and background of the development of the Center. The second and third chapters describe and analyze the curricula of the basic law enforcement academy and the other program areas at the Center. The fourth chapter discusses the results of interviews with criminal justice personnel who have attended programs at the Center and at other training facilities. The fifth chapter discusses issues concerning the costs of developing and conducting training programs.

While the Law and Justice Study Center takes the responsibility for the accuracy and presentation of the results of this study, the research could not have been completed without the cooperation and helpfulness of people outside the LJSC. The entire staff of the WCJETC has been very open and cooperative in supplying information and making other resources available during the whole course of this study. We are especially indebted to Jim Leach, Lucy Isaki, and Judy Kempf for their patience and helpfulness. We hope that this document accurately reflects the activities of the staff, and

that both praise and criticisms will be taken as constructive suggestions for improvements in the future.

There are literally hundreds of members of the criminal justice system in Washington who have contributed time and energy to our efforts to collect information for this study. It is our hope that this report will compensate for these contributions by helping to improve the training that is available to them.

EXECUTIVE SUMMARY: EVALUATION CONCLUSIONS
AND RECOMMENDATIONS

The Washington Criminal Justice Education and Training Center at Providence Heights has been in operation under various organizational arrangements, leaderships, and financial subsidies since 1970. Despite enormous changes at the Center itself, it has offered continuous and nearly uninterrupted training programs for personnel in all parts of the criminal justice system.

Regardless of differing philosophies that have merged or clashed in the Center's operation, three general goals have emerged as the Center's guiding principles:

- to test the feasibility of conducting multidisciplinary training on an ongoing basis
- to promote integration of the criminal justice system in the State of Washington
- to provide effective training oriented toward each discipline in the criminal justice system

In an attempt to summarize and organize the present study's evaluative findings, these goals have been found to be useful measuring devices by which to assess the Center's experience and performance. What follows is a synopsis of the Center's attempts to meet each of its goals, with explanation of why attempts have been successful or unsuccessful, and suggested avenues for improvement.

FEASIBILITY

One of the clearest conclusions we can draw about the Center's success in reaching its goals relates to its test of feasibility. The Center has continued in existence for a four year period, offering uninterrupted training programs. Through many instructional experiments the Center has demonstrated there is sufficient interest among people both inside and outside the criminal justice system to support a varied and comprehensive multidisciplinary training program. Participation has increased each year since the Center's inception. Participation from each criminal justice discipline

has also increased, with no one discipline becoming predominant. Agencies from almost every county in the state have participated in the Center's programs and, with one exception (the Seattle Police Department), no major criminal justice agency that participated in the beginning has significantly reduced its level of participation.

This continued growth in participation demonstrates that the need for training exists, and demonstrates that the Center has provided programs that meet these training needs. At the same time, the Center's experience has brought into bold relief three problems that make a training venture of this kind difficult to carry out. They are as follows:

- the grant experience
- multi-jurisdictional training
- centralized training

The grant experience. The Center's experience as a grant entity (and thus by definition a short-term, unnecessarily vulnerable operation) has shown the undesirability of continuing to support and fund the state's criminal justice training project in this shaky, uncertain manner. Repeated applications and re-applications for funding, combined with leadership changes, have led to unsystematic planning in many course areas, as well as to some non-competitive costs associated with administration and instruction. However, operating under a grant has provided a way to experiment with a number of different training modes and a number of different kinds of courses. If the Center were funded over a longer period of time, many planning difficulties and program discontinuities could be avoided.

Multi-jurisdictional training. Even though course participants from a variety of criminal justice jurisdictions expressed general satisfaction with training at the Center, demonstrated by their widespread, continued participation in the Center's programs many suggested that courses be specifically designed for smaller

jurisdictions. Experience has demonstrated that statewide multi-disciplinary training is difficult to maintain when disparate jurisdictions' individual needs are not met. If there is to be continued support from agencies around the state, courses must be custom designed for different types and sizes of jurisdictions, and greater access to training be provided for all the state's criminal justice personnel.

Centralized training. While there are clear economies associated with centrally administered training, the Center's experience has shown that the feasibility of conducting training in a central location is severely tested by costs associated with maintenance and/or rental of facilities for that specific purpose. Fixed costs for space rental and participant subsistence were particularly high. This resulted in what is considered to be undue expense (particularly in the Center's longest program, the basic academy, but also to other courses requiring subsistence for participants). Although some diseconomies seen here may relate specifically to the present Center site, a larger question is raised concerning the feasibility of maintaining any central facility purely for conducting training; more desirable may be an operation that utilizes and shares already existing facilities around the state.

In general, the Center has demonstrated there exists in Washington state the capacity, the expertise, and the interest capable of providing multi-disciplinary training. But feasibility of such training can be maintained only when disparate needs are met, when long-term funding is provided, and when facility and subsistence costs are minimized.

PROMOTE INTEGRATION

Any analysis of the Center's success in meeting the goal of criminal justice system integration should consider the three following topic areas:

- discipline-specific training
- inter-disciplinary training
- forum for communication

Discipline-specific training. Discipline-specific training offered by the Center (i.e., law enforcement, corrections, and adjudications) was found not to contribute significantly to system integration. Criminal justice personnel who attended those Center courses did not differ significantly in their attitudes toward other disciplines after course completion than those personnel who did not attend. Discipline-specific training, while it may upgrade one's professional competence in his or her own discipline, rarely contributes to system-wide integration and cooperation.

Inter-disciplinary training. On the other hand, inter-disciplinary training was found to contribute to criminal justice system integration. Those persons who participated in inter-disciplinary courses did demonstrate greater understanding for, and desire to communicate with, other agencies in the criminal justice system than did persons taking discipline-specific courses at the Center or persons having training experiences elsewhere. To the extent this desire to keep in contact with others can be seen as promoting system integration, the Center's inter-disciplinary training has demonstrated some success. In this respect, the Center's hypothesis regarding existence of a positive relationship between system integration and inter-disciplinary training has proven to be valid and has distinguished the Center from all other criminal justice training programs in the state.

One success in this area is the series of Snohomish County Workshops. Criminal justice personnel from within that jurisdiction have met regularly to discuss common problems of coordination and cooperation. This is a model that should be developed further and encouraged in other jurisdictions. However, a similar attempt to provide interdisciplinary training to persons having few common geographical jurisdiction ties proved unsuccessful. The basic "orientation to the criminal justice system" course did not attract a high level of participation. Interdisciplinary training seems to be most successful where the participants' interdependence is clearly apparent to them.

Another way to design courses where interdependence is apparent is to address two disciplines' coordination problems at a time. In our interviews, both prosecutors and law enforcement officers expressed an interest in more joint courses. Bi-disciplinary courses could include an orientation to each group's roles, but should also be addressed to specific problems of coordination between the disciplines.

Forum for communication. Regardless of training content or quality, it is apparent that significant potential benefits relating to system integration were provided by the Center. A majority of respondents indicated their most significant training experience was at the Center, and that the most important aspect of training was informal contact they made with other practitioners while attending the Center. Although incapable of being quantitatively assessed, the Center's function as a discussion forum is a significant contribution toward promoting integration in the criminal justice system.

EFFECTIVE DISCIPLINE-ORIENTED TRAINING

The goal of providing effective training has in large measure been met. The Center developed and conducted training programs in the following areas: law enforcement, corrections, adjudications, and interdisciplinary. Few training programs existed in those areas before. At the same time, however, some of the Center's efforts have fallen short. A look at each area of the curriculum's strengths and weaknesses as perceived by course participants and our research staff will highlight the degree to which this goal has been met.

Law Enforcement

The following are four basic program areas under law enforcement that should be considered.

- basic academy
- advanced skills
- supervisory and management skills
- communication skills

Basic academy. Of particular interest in this evaluation was the Center's basic academy; twenty percent of the Center's total training hours are consumed by this program. Officers who attended the basic academy felt that training was more relevant and profitable for their job performance than did graduates of other basic academy programs in the state. This is especially significant since graduates of Center programs had more on-the-job experience prior to training than did other programs' graduates. Thus they would likely be more impatient with training that seemed redundant.

On the other hand, graduates of the Center's basic academy did perceive weaknesses in their training. Their general reaction was that the training was too theoretical and did not offer enough practical techniques for them to apply to their jobs.

In our comparison of the Center's curriculum content with state standards, we found the Center actually had less class time devoted to study of other criminal justice subsystems than do state standards. This does not necessarily mean the Center placed less emphasis on other criminal justice disciplines than did other basic academies in the state, but it does indicate the desirability of including more integrative material.

Among members of the most recent academy class to graduate from the Center, we found an increase in knowledge about other parts of the criminal justice system. This was especially noticeable in officers with less street experience, no experience in a large department, or with less educational background. On our knowledge test, administered at the end of the academy session, they scored closer to their more sophisticated colleagues.

One difficulty with the basic academy is its short duration. In designing basic training for the complex job of a police officer, it is impossible to squeeze all necessary topics into 12 weeks of training. Basic training programs with over 400 hours are not uncommon. The Chicago Police Department has a 6 month program. Police officers in Germany receive two years of training before they take on the full job responsibilities. In order to include all the subject matter in which a police officer should be

trained, the Training Commission should strongly consider a substantial increase in the number of hours devoted to basic training. A goal of one year of combined classroom and supervised street training is not unreasonable. Curricula should be expanded incrementally and its effectiveness and pertinence to the job should be continuously re-evaluated.

Until training time is substantially increased, we recommend less emphasis on certain types of training currently offered in the basic academy. Specifically, we feel that major blocks of time now devoted to training in driving, firearms, and physical education should be reduced. While skills in all of these areas are essential to law enforcement officers, the basic training program cannot be expected to provide complete training in any of them. Training in these areas should be directed toward motivating officers to continuously improve their skills in these areas, rather than to provide the illusion of final training.

Other parts of the curriculum should be reoriented so they reflect practical needs of the recruit officers' first work assignments, which are most often in the realm of patrol work. Analyses of activities that patrol officers engage in show that 85% of their time is spent on tasks not related to enforcement of the law. Our analysis showed that 50% of academy curriculum is devoted to law enforcement subjects. If the academy course designs were based on analyses of the patrolman's role, more training would be devoted to areas such as crime prevention, service functions, and communication skills. These are practical training areas that should receive greater emphasis to meet trainees' early career needs.

Advanced skills. Despite glowing comments from course participants, law enforcement personnel generally believe "on-the-job experience" is the most significant training mechanism in helping them better perform their jobs. This finding suggests that the popularity of some law enforcement courses may have more to do with their one-shot appeal than with any lasting training value, and that unless training priorities and programs are closely linked to the job requirements and responsibilities, their success is likely to be transitory.

We found that law enforcement officers who didn't attend Center courses generally found their training more helpful than those who did. Of course, most alternative training was given within local departments, and we interpret these findings to mean that training designed and presented locally for law enforcement officers is generally more effective than that designed to cover the broad spectrum of jurisdictions. However, we also found that custom designed courses cost much more. If state-supported advanced training for police officers is to become more effective, the Training Commission should recognize that costs for designing and conducting these courses will be initially higher than those generally experienced at the Center. However, economies can be realized through long-run usage patterns, by an emphasis on law enforcement instructor training and by development of an ongoing research program to assess training needs.

Supervisory and management skills. The Law Enforcement Supervisor's School can be considered a success both in terms of participation rates and of favorable comments received from respondents who took these courses. Participants have consistently indicated they deal more effectively with subordinates after having had this training. However, we believe the course, as it is presently designed, only touches the surface of topics that should be included. If theoretical topics are to be offered, the course should be expanded greatly. If present time constraints must remain, the course would have greater impact if practical methods of law enforcement supervision are given more emphasis and if greater use is made of techniques like communication exercises, role playing and video feedback.

Communications skills. One of the Center's great successes in law enforcement training is its development of crisis intervention courses. The Center learned from experience that a crisis intervention course designed to cover multiple jurisdictions does not have the same impact as a course designed for a specific jurisdiction. Though costs associated with the

custom-designed course are higher than for the original course, they can be justified by the increase in course effectiveness.

Other areas of communication skills should be addressed, however. These include helping an officer improve his ability to communicate effectively in non-crisis situations, such as public presentations and report writing. Development of courses in these areas for the Mercer Island Police Department promises to be an important step in the right direction.

Corrections

There are three general program areas in the Corrections area:

- counseling
- orientation
- jail management

The Center's success in meeting the objective of effective training for corrections personnel has been mixed. The number of corrections course offerings has increased substantially and participation of corrections personnel in Center programs has advanced each year. The Center provides training that has previously been available to only a few corrections personnel in this state.

Counseling. The basic counseling course designed early in the Center's development has gradually evolved into a series of counseling courses covering special areas such as family counseling, crisis counseling, counseling by objectives, and one-to-one communications skills. Course participants felt instructions in these courses was good and that good use of student involvement techniques was made. However, many expressed a desire for more clear separation of course content and better course descriptions.

Orientation. The greatest need for improvement in the corrections area lies in its orientation courses. In-service, agency-designed, training programs were generally thought to be

more relevant to particular needs of each agency. Unless orientation courses are designed to relate more closely to the local job experiences and requirements of the trainees, there may be no strong justification for their inclusion in a centrally developed and administered training curriculum. The one orientation course that was designed for a particular agency (a detention facility) was one of the most expensive courses conducted by the Center. Since the research necessary to make training relevant to the needs of corrections personnel is not likely to be supported by individual agencies, it would be appropriate for the Training Commission to support it, and develop orientation training packages that can be adapted for each particular corrections agency.

Jail management. Courses for jail personnel have been well received and have answered training needs for corrections personnel who would otherwise have received little training. Participants felt their courses were highly relevant to improved job performance. They rated supplementary participation by guest speakers and outside authorities as being particularly helpful.

Adjudications

There are three program areas in the adjudications area:

- judiciary
- prosecution
- defense

Participants in these courses express mixed reactions. Some courses have proven very effective, while others could use substantial revision.

Judiciary. Courses for judicial personnel are one of the Center's most resounding successes. Not only judges, but also members of their administrative staffs, have found the Center's programs to be quite responsive and relevant to their needs. Curricula for the judiciary covers virtually every topic area recommended by the National Advisory Commission on Standards and Goals. The exceptions are psychiatry, social work and sociology. Most

judges have never studied these subjects in adequate depth, even in college, but a passing competence in them is essential for jurists sitting at criminal proceedings.

Judges who attended Center courses felt their training was more helpful in almost all aspects of their job than judges who have received training elsewhere. The probable reason for this is that the Center's training is more applicable to local jurisdictions than training conducted at the national level. The Standards and Goals recommends about 40 days of orientation for judges during the first two years of their terms. If this goal is to be met in Washington state, training for the judiciary must be expanded substantially.

Prosecutors. In contrast to judges, prosecutors expressed some unfavorable responses to their Center training. A good deal of the problem here would seem to relate to a point raised above regarding responsiveness of training to jurisdictional needs. Generally, prosecutors from small jurisdictions see Center training as having been designed for larger state jurisdictions and so have found it irrelevant to many of their problems and needs. Apparently, courses for prosecutors are ones in which custom-design, based on unique jurisdictional needs, is essential.

Defense. The Center has just begun to develop training programs for public defenders. They have used the Seattle-King County Defenders Associations' nationally recognized training program as a foundation for this training. Dissemination of this training program to all public defender jurisdictions in the state should be an important Center thrust.

Inter-disciplinary

As discussed above, one central aim in the inter-disciplinary area has been to promote communication among different disciplines in the criminal justice system. Generally, courses have been successful in reaching this aim. However, there are other more specific training goals for courses in this area. The major

program areas are:

- teaching and communication
- project management
- management training

There is a dilemma inherent in development of training for multiple disciplines. On one hand, there are economies and advantages to be gained by training members of several disciplines together, because a great deal of material is common to all, and integrated training provides a discussion forum for personnel from different disciplines who normally would share little personal contact. On the other hand, training designed with no particular discipline in mind tends not to address specific practical needs of each discipline.

One complaint of respondents who attended multidisciplinary courses was that course offerings were not pertinent to their needs. However, they did value the opportunity to meet with members of other disciplines. Most courses taught in the inter-disciplinary area were not designed or conducted by criminal justice practitioners but by experts with general knowledge and ability in each field. One way to solve these problems of over-generalization is through use of team teaching. If courses were designed jointly by specialists with theoretical expertise in subjects to be taught, and by instructors who were familiar with procedures and policies of varied criminal justice agencies, improved curricula would result.

Teaching and Communication. This course series is an important one for the Center to develop. Reactions to courses were generally quite positive. But a consistent complaint by participants was that they were too short. Since the feasibility of conducting all training at a central site is in doubt, the Center should continue to emphasize development of a cadre of criminal justice instructors who can participate in course design and conduct training at locations around the state. As a core of good instructors is developed, they should also be employed in development of other teaching courses.

Project management. Courses in this area were generally well-received. However, participants did suggest the courses would be improved by use of specific case examples. They found the skills taught were difficult to apply to specific situations and suggested more individual guidance. The weakness in these courses seems to be that they only cover basics. A more effective way of helping criminal justice personnel develop, evaluate, and manage projects would be for the Center to coordinate a consulting service in this field and offer courses on a repeated, rather than a one-time-only basis.

Management training. Management courses met with some criticism from participants. This was an area where they felt emphatically that some training did not meet their specific needs. Some thought they were exceptionally well organized and presented, while others felt they were poorly organized. One way to resolve these problems is to develop a single management training package for all criminal justice managers. One part of the package should be applicable to managers in all disciplines, while other parts should be specifically designed for managers from different disciplines and from different sizes and types of agencies. By employing a team of management experts and criminal justice practitioners, this package would be better able to meet the practical needs of criminal justice practitioners.

On the positive side, people who attended courses at Providence Heights felt their ability to communicate with subordinates increased a great deal more than did those who hadn't attended courses there. This finding indicates that at least one aspect of the management and supervisory courses has clearly been effective.

CONCLUSIONS

With some qualifications the Center can be said to have met each of its goals.

1) The experiment has shown that multi-disciplinary training on a state-wide level is feasible and is supported by the whole range of criminal justice agencies and personnel. However,

continued feasibility can be maintained only if the needs of disparate agencies are met, long-term funding is provided, and costs are minimized.

2) While only those individuals participating in inter-disciplinary courses demonstrate increased willingness to communicate and interact with others in the criminal justice system, the very existence of the Center as a discussion forum may have contributed to system integration, the effects of which will only be seen in the long run.

3) Even though many weaknesses in the Center's training programs do exist, it would be unfair to suggest that it has not succeeded in meeting the goal of providing effective training. Great deficiencies in training resources exist, and the Center has filled several important gaps. Indeed, it has been very successful in design and presentation of courses for the judiciary and similarly in some areas of law enforcement, corrections, and the inter-disciplinary program.

We believe the Center's successes are all the more noteworthy because of uncertain financial support. Working in a politically vulnerable situation with little security regarding its professional future, the Center's staff has consistently endeavored to develop programs that will enhance the professional skills of Washington state's criminal justice personnel.

Costs for this training have been high, but this is mainly a result of the program's experimental nature and the necessity of operating through a series of extremely short-term grants. With guarantees of continued funding by the state, these costs will go down, the continuity thus provided will increase the Center's ability to plan and maintain course sequences.

The Washington Criminal Justice Education and Training Center is a nationally prominent pilot program. Given, most state governments are reluctant to spend substantial resources on pioneering efforts; given, measurable results of the Center's programs

are mixed; still we believe that under the right fiscal and political circumstances the Center can do much to increase the technical and ethical competence of criminal justice personnel in the state of Washington.

Chapter I

DEVELOPMENT OF THE PROVIDENCE HEIGHTS CENTER

The Center clearly did not start with any detailed goals and objectives in mind. Rather, these goals and objectives evolved as the Center grew. In order to describe these developments, we conducted interviews with 23 persons involved with planning and management of the Center. Based upon these retrospective interviews, we identified three basic goals that emerged during the experiment: 1) to demonstrate the feasibility of conducting multi-disciplinary training; 2) to provide effective discipline-oriented training where it was lacking before, and 3) to promote the integration of the criminal justice system. How these goals were approached and developed are the subjects of this chapter.

In this chapter, we do not attempt to evaluate the Center, but rather to provide a background for presentation of evaluation results later in this report. As far as possible, we have avoided making judgments concerning description of the background, history, goals and objectives of the Center. When observations are based on our own judgment, we state that explicitly. Our objective was to combine several different descriptions of the Center into a coherent one. While there were few clear differences in people's observations, in cases where there were discrepancies, we have resolved them where possible by reference to objective material. Where no resolution was possible (which is the case when the material represents opinions of the interviewees), we present all observations.

The first section of this chapter is a description of law enforcement training history in this state. That we pay special attention to law enforcement training reflects the fact that

before the Center was established, no other element of the criminal justice system had developed a major training program. This should not be construed to mean that law enforcement training is the most essential element of the Center's programs. This section is followed by two descriptions of the development and implementation of the Center, first from an administrative viewpoint and last from a programmatic one. We then describe some of the problems the Center had in achieving legitimacy for its multi-disciplinary approach. We conclude with a summary description of the goals and objectives of the Center.

WASHINGTON STATE LAW ENFORCEMENT TRAINING

Prior to the mid-1930's, there was a great deal of reluctance on the part of law enforcement agencies to provide training or to support education for law enforcement officers. The only activity that could be called "training" was the use of coaching by experienced officers. Departments generally had a probationary period in which the recruit's talents were assessed. The first law enforcement training was organized by the officers for themselves. In about 1920, small study groups were formed in the Washington State Patrol.

In the mid-1930's, a member of the Seattle Police Department named Emil Valet attended the FBI school in Washington, D.C., and became very interested in training. Upon returning to Seattle, he began promoting training for members of the Seattle Police Department. In the beginning, he was considered a maverick in the department; nevertheless, he was assigned office space in the old fire department building and began setting up training programs. The Seattle Police Department graduated its first class in 1940. During the early 1940's Tacoma and Spokane also began to recognize the need for training and set up training programs for their own departments.

During these early years of law enforcement training, there was considerable resistance to it, especially from older, more experienced officers. The question was how much one could really learn in a classroom that applied to the practical activities in which law enforcement officers engage. The controversy between an emphasis on theoretical, classroom knowledge and practical on-the-job training is still important today.

The post-World War II era. The big push for training came after the end of World War II. With the return of servicemen, police departments grew at a rapid rate. There was a large number of inexperienced officers all at once. The Seattle, Spokane, and Tacoma departments not only expanded training programs for their own men, but, on a small scale, they began to involve smaller departments and county sheriffs.

In 1946 and 1947, the FBI began to be included in local police instruction by conducting "circuit schools." FBI instructors visited police agencies to conduct classes for anybody in the law enforcement field. These circuit schools also involved other members of the criminal justice system in their programs, though in a limited way. For instance, prosecutors were used to train law enforcement officers in their legal rights and responsibilities.

In 1949, the idea of providing a centralized site for training began to gain support in the State of Washington. The result was that the FBI established a school for law enforcement officers at Fort Lewis. In May, 1949, the first centralized state police basic training program was conducted. It lasted for one week. Until that time, only three police departments and three sheriff's departments provided training for their personnel. This was the first training generally available for other law enforcement officers in the state. The school was co-sponsored by the Washington Association of Police and the Washington Association of Sheriffs, and supported by the State Patrol and the Attorney General. However, the FBI had the greatest responsibility for administration and provision of training.

In 1951, the basic training program was expanded to two weeks and was also put on in Yakima for law enforcement agencies on the east side of the Cascades. Basic law enforcement training continued in this way for the rest of the 1950's, directed primarily by the FBI and centered at Fort Lewis. In the meantime, police academies in larger agencies continued to grow.

The Washington Law Enforcement Officers Training Commission.

In the late 1950's there were efforts in many states to provide uniform training for law enforcement officers, administered and controlled by the state. In 1959, the first legislation to provide such training was passed in New York and California. In Washington, similar moves were being made. Bills to establish the Washington Law Enforcement Officers Training Commission (WLEOTC) were introduced in the State legislature in 1961 and 1963. The legislation was finally passed into law in 1965; Washington becoming the seventh state in the nation to provide for law enforcement training directed by a statewide training commission.

On July 1, 1965, the WLEOTC came into being. The first curriculum planning meeting was held on October 29, 1965. Participation in the WLEOTC's programs was voluntary, and was limited to jurisdictions other than the largest cities and counties. Until the time of the first meeting of the WLEOTC, 42 classes had graduated from the FBI school at Fort Lewis. In order to preserve some continuity and to establish some rapport with law enforcement agencies, the first class to graduate under the auspices of the new commission was called class number 43. The first curriculum committee developed a 300-hour curriculum that was used during the first four years of training under the new commission.

In the beginning, WLEOTC-sponsored training was carried out at Fort Lewis. The facilities were almost ideally suited and were inexpensive to use, but the Army couldn't guarantee

that they would be available indefinitely. The training commission began searching for a new training site. Community colleges were attractive alternatives, with the existence of facilities, teachers, and staff. The choices were narrowed to Olympic College and Big Bend College. Finally, Olympic College was chosen, and training moved from Fort Lewis to the community college in 1966.

Originally, the men in training lived in nearby Navy barracks, but after new college dormitories were built, chiefs were given a choice of whether they wanted their men to live in the barracks or in the dormitories. The advantages of the dormitories were that they offered more comfortable living conditions and contact with other students. The advantages of the barracks were that it was easier to maintain discipline among the trainees.

Starting in early 1967, other community college sites have become employed for training. If a need develops in a region for training at least 15 men, the WLEOTC assists local agencies by contacting community colleges and arranging for training to be conducted at those sites. The first satellite site was established at Everett Community College in January, 1967. This was followed by training programs developed at Bellevue, Green River, Lower Columbia, and Clark Community Colleges and at Washington State University in Pullman. The commission has recently been negotiating to provide training at Grays Harbor Community College.

In 1969, the curriculum was expanded to 400 hours. In addition, the training commission act was amended to include academic representatives on the commission. The WLEOTC also received a mandate to investigate the feasibility of conducting training at some site other than local community colleges. Under contract with Battelle-Northwest, a study was conducted and completed in early 1970 to investigate the relative merits of various sites around the state.

THE ORIGINS OF THE WASHINGTON CRIMINAL JUSTICE EDUCATION AND TRAINING CENTER

In 1968 and 1969, several different forces developed that eventually led to the establishment of the Washington Criminal Justice Education and Training Center (the Center). Perhaps most important was a growing recognition of the problems of fragmentation in the criminal justice system. As mentioned earlier in this chapter, the President's Commission of 1967 had stressed the importance of fragmentation in the criminal justice system as a problem hampering control of crime. People now looked for ways to integrate the system.

Early in 1969, Jim O'Connor, director of the Law and Justice Planning Office for the state, organized a series of meetings for the various functional groups in the criminal justice system. In these meetings, people from each discipline sat down to discuss the needs for training and the possibility of using training as a vehicle for bringing subparts of the criminal justice system together. The least positive response to this idea came from the law enforcement community. They had an important reason for being wary of this movement. They felt they were ahead of other groups in providing training, and feared that if they had to combine with them, their training would suffer.

Following these meetings, a report on inter-disciplinary training was prepared which suggested a core curriculum as well as specialized training needs for each discipline. The concept of inter-disciplinary training gradually evolved to a concept of multi-disciplinary training. While there are no commonly universally agreed upon definitions of these terms, in this state they began to take on clearly different meanings. Inter-disciplinary training emphasizes the core curriculum, supplemented by specialized training for each discipline. Multi-disciplinary training places the emphasis on specialized training for each discipline, with joint training only where appropriate.

The Law Enforcement Technical Advisory Committee debated what kind of training it should recommend for law enforcement officers. At first, they were interested in developing a state police academy. This emphasis gradually shifted toward concern for improved training and understanding for all branches of the criminal justice system. As discussions about the curriculum for the Center gradually began to converge, some practical considerations for the training program were also being discussed.

The availability of a site. One of the important forces operating to spur inauguration of multi-disciplinary training was the availability of Providence Heights as a training site. Providence Heights was originally built for the Sisters of Providence as a training facility. Because of changes in the Order's orientation and needs, there were not enough students to use the site to its capacity and the extra space was employed as a conference center. Eventually the property became available for sale. Providence Heights is a beautiful forested setting located on top of a hill overlooking Lake Sammamish, not far from population centers, yet secluded enough to provide an excellent retreat.

Many potential uses for the site were explored. The Governor's Office was asked to look at the site as a possible detention center for juveniles. There had been severe overcrowding in the King County facilities during 1968 and 1969 and the county was seeking other facilities to accommodate this overcrowding. There were many objections to this proposal by local residents. For this and other reasons, the plan was dropped; however, it may have served to stimulate thoughts of using the Center for criminal justice training. The idea of using it for correctional purposes has not been completely abandoned, however; inmates of correctional institutions and

other ex-offenders have been involved in some of the training programs at the Center.

In 1969, Phyllis Lamphere, Seattle councilwoman; Bob Schillberg, Snohomish county prosecutor, and Wes Uhlman, Seattle mayor, suggested the use of Providence Heights as a training center. This proposal was much more readily accepted by local residents and others than the original idea for establishment of a detention center. It was ideal for two reasons: the site would be used for some public purpose, and the pressure to begin an experiment in multi-disciplinary training would be taken care of.

The Seattle Police Department. One other occurrence took place during this period that was very important in developing the site for multi-disciplinary criminal justice training. The Seattle Police Department knew that training would have to move out of the Seattle Police Department building. Facilities were getting too crowded and they were searching for a new place to provide training. The possibility of Providence Heights as a site was very attractive.

The Seattle Police Department had carried out a successful experiment using sensitivity training techniques to improve police officers' understanding and ability to deal with citizens. They had used volunteers in a training course and careful research was done to determine effects of the course by comparing volunteers who were able to participate in the course with those who had volunteered but were not able to. Officers who had participated became more effective police officers in many ways compared with those who had not.

Bill Rhodes, of the Seattle Police Department, heard that more funds were available through L.E.A.A. to conduct such sensitivity training. With the help of a couple of trainers from the National Training Laboratory, a workshop was conducted

at Providence Heights for members of all disciplines in the criminal justice system. The purpose was to discuss problems of fragmentation in the system and ways of dealing with them.

The workshop. That first workshop began on April 8, 1970. Members of all criminal justice agencies were represented, including police, sheriffs, prosecutors, judges, corrections officials and correction workers. A total of 23 people attended the 3-day workshop. The importance of that first workshop to the development of the concept of multi-disciplinary training cannot be overstressed. It was one of the first times that truly productive communication occurred between members of different parts of the criminal justice system. They had not come together specifically to discuss training, but the use of multi-disciplinary training to solve the problems of fragmentation in the system emerged as a principal solution. Members of different disciplines felt they had learned so much by getting together and working out some of the problems among themselves that it would be a useful kind of experience for all members of the criminal justice system.

One of the advantages of the workshop was that people who did not necessarily have to deal with each other every day could express themselves freely and bring problems into the open. The use of formal sessions of lectures was minimized in this workshop. Role playing and other communications exercises were extensively employed. One useful tool was to have members of each discipline write down their conceptions of their functions and responsibilities. Then, each discipline group wrote their perceptions of other disciplines' functions and responsibilities. These perceptions were then discussed in large and small groups.

At this workshop, a great deal of conflict came out. Some participants got angry enough to get up and walk out. Some came back. It was a situation in which strong feelings and conflicts were ventilated. Because of this openness, the workshop resulted in a real confrontation with the problem of fragmentation in the criminal justice system. Multi-disciplinary training emerged as a potential solution to the problem.

Summary. In order to understand the origins of the Washington Criminal Justice Education and Training Center, it is important to consider all the forces that precipitated its development:

- recognition of fragmentation in the criminal justice system;
- availability of a site that was ideal for public use;
- the Seattle Police Department's need for a training site;
- recognition by all criminal justice disciplines of a need for training, both specialized and integrated.

All these forces resulted in a workshop at which a steering committee for the new training center was born and the first stages of planning for a multi-disciplinary training center were begun.

THE CENTER UNDER THE INFLUENCE OF THE SEATTLE POLICE DEPARTMENT

Bill Rhodes as director. Bill Rhodes, then a lieutenant in the Seattle Police Department, always had an interest in training. He was instrumental in the establishment of the Providence Heights Center. He prepared the original grant application for the initiation of the Center. One of the foci of the Center was basic law enforcement training, not only for the Seattle Police Department, but for other, smaller departments as well. A \$100,000 grant was awarded in April, 1970, to begin the project, and Bill Rhodes became the first director. In the beginning, the rest of the staff consisted of Pat Bridge, as administrative assistant, and members of the Seattle Police Department training staff. During the first year, two more staff were hired.

The director and his administrative assistant initially faced a very difficult task. It soon became clear there had not been proper recognition of the complexity of the problems in developing a multi-disciplinary training center. The size of the staff and the assignment of resources were not adequate for the task. Four classes went through the Seattle Police Academy that first year. Basic training was provided for all new recruits of the Seattle Police Department and for members of other law enforcement agencies. The basic academy began

(in the middle of a class) in May, 1970. By October, two classes had graduated. When George Tielsch became chief of the Seattle Police Department during this year, he recommended changes in the curriculum of the academy. The course increased from 12 to 21 weeks and several classes in behavioral science were added.

By August of 1970, several short courses and seminars were planned and carried out during the next months. A series of inter-disciplinary classes were offered, entitled "The Community in Conflict." Other classes included advanced law enforcement classes, such as an auto theft investigation class, a bomb seminar, a law enforcement middle-management course, and a course for law enforcement instructors. In November, 1970, a series of classes for corrections personnel began. No courses were offered specifically in the adjudications area.

Under the influence of the Seattle Police Department, many of the basic problems of developing multi-disciplinary training were being solved. However, other problems could not be solved while the Center was directed by a member of the Seattle Police Department. One of the problems was the emphasis on law enforcement that arose because the Seattle police had major control over the programs at the Center. Some members of the steering committee felt that this emphasis was contrary to the goal of developing multi-disciplinary training.

Another practical problem was that no legal body existed to which the state could grant funds. Money was disbursed and programs put on, but there was no focus of fiscal responsibility. Also, there was no financial officer on the staff so the question of accounting for funds arose and it became clear that the Center lacked adequate control over expenditure of grant money.

The basic problem was that the staff was too small to adequately carry out goals and objectives set down by the steering committee in the beginning of the experiment. Given the problems, complexity, and the scarcity of resources, most people feel the staff did an excellent job during the first year, even though there were obvious difficulties.

Early in 1971, two staff members of the State Law and Justice Planning Office, Jay Dixon and Page Carter, were sent to the Center to try to improve the situation and to audit expenditures.

During the six-month period between January and June, 1971, the Law and Justice Planning Office assumed new control over the Center, and new staff was added. The Seattle Police Department began to anticipate a loss of control over programs at the Center. They also realized the academy would begin costing them money. They felt it would be inappropriate for a state agency to have control over basic training programs for the Seattle Police Department. There had been no actual changes in curriculum, but the possibility for such change existed. Another area of disagreement was the relative emphasis that should be put on law enforcement training. Because of these factors, they made a decision to move the Seattle Police Academy to its present site in the city.

Even though there was confusion about control of the Center during this six-month period, many innovative programs were developed and put on. Gene Lieburg became the acting director, since Bill Rhodes had moved back to resume duties in the Seattle Police Department. Bill Evans was hired as the course coordinator. The orientation of the courses was strongly interdisciplinary. The change in emphasis was away from law enforcement to the criminal justice system.

THE CENTER AS A NON-PROFIT CORPORATION

As the Law and Justice Planning Office exerted more control over the Center and as the steering committee perceived that the emphasis on inter-disciplinary training would increase, the committee began to consider forming a non-profit board to operate the Center. With encouragement from the Law and Justice Planning Office, several members of the steering committee became members of the Board. The composition of the Board is the same now as it was in the beginning, except for one replacement.

Just before the non-profit Board was formed, a new director of the Center was chosen. There was some difficulty in finding candidates for the director's position, the main reason being that there was no guarantee the job would last. The State Law and Justice Planning Office was not prepared to give grants for an extended period of time. The Center was existing on a quarter to quarter basis. (This situation has not changed much since then.) However, in the end, Jay Dixon, who had been involved with the Center's operations since January, was named director starting on July 1, 1971. Before Dixon came to the Center, he had several years experience in the Seattle Police Department. Most recently, he had worked in the State Law and Justice Planning Office.

Jay Dixon as director. One of Dixon's main aims was to shift the emphasis from law enforcement training to training for all elements of the criminal justice system. In the beginning, however, he felt the need for basic training was critical enough that it took precedence over an exploration of interdisciplinary training. He felt that it wasn't worthwhile to "pull teeth" to get participation in inter-disciplinary courses when such a glaring need for disciplinary training existed.

Many training programs for prosecutors, corrections officers, judges, etc., were developed at the beginning of Dixon's tenure. (More details of the curricula will be given in Chapter III.) There was also a need to develop a basic law enforcement academy. In late 1971, the Center contracted with the King County Department of Public Safety to co-sponsor an academy. King County provided the instructors and the Center provided facilities, administrative services, and assistance in planning. The King County Department of Public Safety was committed to training all its personnel who had less than five years' experience in the Department. In addition, the academy was to be open to all law enforcement agencies in the state.

During Dixon's tenure, many innovations in training were introduced. It was the first time training was ever provided

for judges in this state, the first time that crisis intervention training was given, and the first time that training for prosecutors was developed. An innovative program for wives of law enforcement officers who were attending the basic academy was conducted for the first time. As these programs were put on, the emphasis on multi-disciplinary training increased. For instance, the first Snohomish County multi-disciplinary workshop was held in January, 1972. This workshop will be described in more detail below. Several publications were developed that received widespread circulation.

In 1972, a nineteen member advisory committee was formed to advise on the content of programs and to help develop legislation that created the new criminal justice training commission. This committee was distinct from the Center's Board of Directors. At its inception the advisory committee was very influential in setting direction for the Center, and was also influential in forming the new criminal justice training commission. However, the committee has not met for the last 7-8 months and so has not been strongly involved in the Center's programs this year.

During Dixon's tenure, the Center's staff increased to 13 with 8 professionals and 5 clerical people. This organizational structure is similar to the present one, with a Center director, a course coordinator, and coordinators for each of the four areas: inter-disciplinary, corrections, law enforcement, and adjudications.

In June, 1973, Jay Dixon decided to accept a position elsewhere. His resignation did not come under pressure, but it came rather suddenly. Again there was a need to find a new director of the Center, and again it was difficult to discover candidates willing to accept the responsibilities of directorship when there was a great deal of uncertainty about the Center's future. In the end James Leach became the new director.

Leach is an attorney who had broad experience in the criminal justice system in his work as director of the State Criminal Justice Coordinating Council.

Jim Leach as director. During the summer of 1973, a great deal of energy went into planning for the next year. Ron Peterson, from Seattle University, came to the Center for the summer to assist in the planning effort. Jim Leach, Ron Peterson, and the course coordinators developed a comprehensive plan for the year 1973-74, and a catalogue of courses was published.

In the 1973-74 year, programs at the Center had similar content and emphasis as the previous year. More will be said about course content below. One new course introduced during the last year was the first program put on for attorneys in the public defender's office. Acceptance of the course was good and this program area promises to develop further.

During the last year, programs at the Center have reached a high level of development. The number of courses put on, the number of people attending, and the acceptance of the Center and its programs have all risen a great deal. Building upon the foundation of their predecessors, Jim Leach and his staff were able to greatly expand the number and range of courses provided by the Center. The question of the Center's survival had to a great degree been settled by the time Leach assumed the position of Director and he was able to concentrate more than his predecessors on consolidation of the Center's substantive programs.

THE DEVELOPMENT OF THE CENTER'S CURRICULA

There are four program areas at the Center: inter-disciplinary, law enforcement, corrections, and adjudications. The course coordinators for these areas during the last year were Marvin Braunstein, Jim Anderson, Jerry Walker, and Bill Murphy, respectively. The coordinator is responsible for the

development of curricula in each area, although there is a great deal of sharing of responsibilities across areas. Bill Evans is the program coordinator and has overall responsibility for curriculum development. The description of the Center's curriculum presented here is an overview; a more detailed description will be presented in Chapter III.

Inter-disciplinary. In the inter-disciplinary area, the original courses were a series of inter-disciplinary workshops for all members of the criminal justice system. One problem of these inter-disciplinary seminars offered on a state-wide basis was that they involved people who didn't have to work with each other on a day-to-day basis. While many problems can be openly discussed in this sort of setting, it is difficult to arrive at workable solutions when the people who participate don't have to go home and work them out together. To counter this difficulty, the Center took a new course of action by organizing an inter-disciplinary seminar on a regional basis. People from all parts of the criminal justice system in Snohomish County have participated in a series of seminars and workshops both at the Center and at a local community college. The initial workshop was organized on a model similar to the one employed in the 1970 workshop where the idea for the Center got its real start. In the follow-up workshops, participants discussed practical solutions to problems of communication and coordination among the elements of the criminal justice system in Snohomish County. The Center staff hopes this model can be successfully implemented in other regions of the state.

In addition to these general workshops in the inter-disciplinary area, several specialized courses have been offered that apply to practitioners from all parts of the criminal justice system. These include courses in management, proposal preparation, evaluation, teaching, data systems management and career development. Another responsibility of the inter-disciplinary coordinator has been to provide inputs for courses in the other three areas.

Law enforcement. In this area, courses fall under two categories, basic training and advanced or specialized training. The basic training academy is a police academy housed at the Center and co-sponsored by the King County Department of Public Safety. King County had its own basic training program until 1966. The program consisted of four weeks of training. Between 1966 and 1971, primarily because of lack of funds, no basic training was conducted by the county. Since King County is exempted from the act that created the LEOTC, the LEOTC program isn't available for county officers. In 1971, the opportunity to resume training at the Providence Heights Center became available and the new academy was inaugurated by the Center and the county. The objective was to provide basic training for all officers with less than five years of experience on the job. With the graduation of the most recent academy class, in June, 1974, this objective was accomplished. A description of the basic academy curriculum and its development will be presented in another part of this report.

Most instructors for the basic academy are provided by the King County Department of Public Safety. However, many outside instructors are also used. It is the Center's responsibility to coordinate these instructors and help plan the curricula for the classes. The academy is open to any law enforcement agency in the state, and many of the agencies have participated. Approximately 30% of the graduates have come from agencies other than King County Department.

In advanced or specialized training, a number of programs have been developed. The courses cover a wide range of subjects, from crisis intervention to basic photography. The Center's operating principle has been to contact law enforcement agencies, determine their needs, and develop courses that fit those needs. In the beginning, a great deal of energy was expended in gaining cooperation of law enforcement agencies. Recently, however, this condition has reversed and the

Center is receiving more requests for specialized training than it can respond to. The current problem is thus to determine priorities among requests for service.

One course that has been given several times is the law enforcement supervisors' school, sometimes called the "sergeants' school". This course has provided training where practically none existed before. Fifteen law enforcement supervisory schools have been given. Supervisors from other parts of the criminal justice system have attended these courses. Since the skills of a first level supervisor are similar in many respects in all kinds of organizations, participation from other parts of the criminal justice system has been encouraged. In a recent school, a public defender's office supervisor attended.

In order to determine needs for crime specific training, the FBI's Uniform Crime Reports and the state Attorney General's report have been studied in order to assess priorities. One popular course has been the homicide investigation course. Even though the subject matter of this course is somewhat specialized, there is a lot of carryover into other kinds of investigations. Other crime specific training has included auto theft investigation, narcotics investigation, organized crime investigation, and consumer fraud investigation.

Training in crisis intervention has become very popular in America during the past few years. Crisis intervention is one of the most difficult and dangerous types of law enforcement activity. The Center has taken the lead in Washington state to provide training for this area. One problem found in the past with this training and other training in communication skills has been that people who attend the class may develop some new skills, but when they return to their agencies and encounter the same environment as before, they become frustrated. The Center's response to this problem has been to provide training for all members of one agency to prevent dilution of the training's impact. This approach seems to be much more effective than offering the course on a state-wide basis.

One of the issues in law enforcement training has been the degree to which training for members of large and small, rural and urban, departments should be the same. Most people seem to believe that about 75% of the necessary curriculum is common for all law enforcement agencies. The other 25% would be made up of specialized training for each jurisdiction or type of jurisdiction. For instance, some have claimed that human relations training should be different among officers working in urban, suburban, or rural areas. However, others contend that all human relations training is simply the enhancement of communication skills. They believe these principles can apply to all jurisdictions and there is no reason to structure different kinds of human relations training for officers working in different settings.

Corrections. In the past, there has been a minimal amount of pre-service orientation or in-service training for corrections personnel. One main objective of the Center in the corrections area is simply to provide training where it didn't exist before. There has never been much more than one week of orientation for new parole and probation officers. Institutional officers have received a minimum of training and orientation.

One emphasis of the correctional program at the Center has been to design training to anticipate changes occurring in the correctional field. If new ideas about "community-based" corrections are realized, the correctional field would change a great deal. Personnel in corrections may be facing major changes in their jobs. The Center has tried to anticipate these changes in its training program by focusing on integration of all the different roles of corrections personnel. Probation officers, parole officers, custodial officers, counsellors, half-way house personnel--all corrections people have one basic set of functions to perform. Training programs at the

Center have been designed to help people expand their understanding of their roles.

Another correctional program objective has been to reduce turnover in correctional agencies. The Center makes the assumption that by preparing people for changes in their jobs and by enhancing their skills, they will increase their professional identification and be less likely to change jobs. Another aim of the correctional program has been to help correctional people understand the legal requirements in the performance of their jobs, including legal rights of officers, prisoners, probationers, and parolees, and legal requirements for revocation of parole and legal definitions of the correctional officer's authority.

In order to accomplish these goals, the Center has set up a number of programs, many through the Senate Manpower and Training Agency. The jail management course has been important in helping jailers think of jails as correctional facilities rather than as detention facilities. Multi-disciplinary courses in counseling techniques, family counseling, and crisis counseling have also been offered. An innovative program in detention facility architecture also is a part of this area.

Adjudications. In adjudications, courses are divided into three areas: those for prosecutors, judges and public defenders. Reflecting what appear to be current national priorities and priorities of L.E.A.A., emphasis on conducting courses has been directed primarily toward prosecutors, with judges next, and public defenders being apportioned the least amount of time.

Until about 1970, there were only five full-time prosecutors in the state. In recent years, the number of prosecutors and deputy prosecutors has risen a great deal. The deputy prosecutor often is a recent graduate of law school and tends to stay on the job for only a short period before entering into private practice. There is a continuing need for orientation programs for deputy prosecutors. It is to the advantage of the full-time, elected prosecutor to support training for his deputies in order to decrease turnover and

increase the deputy's professional identification. Because of this support, prosecutor's courses have been very well attended. About two-thirds of prosecutors and deputy prosecutors in the state have been to some course at the Center. They have attended the orientation course given for new prosecutors in the fall and other specialized workshops on issues in prosecution.

Training for judges has been one of the most difficult programs for which to develop and secure cooperation in the adjudications area. Until five years ago, a training orientation for judges was almost nonexistent in the state of Washington. Some judges visited penal institutions or attended academic seminars on their own, but there had been no systematic orientation program for the judiciary. Since judges generally need a great deal of education and experience to occupy their positions, it has traditionally be difficult to design meaningful orientation programs they would support, especially when proposed courses involve people outside the judiciary. The National College of the Judiciary in Reno, Nevada, has had a great deal to do with changes in attitudes toward training. Because of that institution's success, there has been a much greater acceptance of training for judges in recent years.

The Center provided the first systematic orientation for judges within the state of Washington. It was difficult to design effective curricula when there had been so little experience with training for the judiciary. So far, the main objective has been to design courses that would attract as much attendance as possible. There had been a much greater tendency for judges from courts of limited jurisdiction to attend courses than judges from courts of unlimited jurisdiction. This may be due to the desire of judges at lower courts to elevate their status among the judiciary.

Until May of this year, training for public defenders has been primarily directed toward investigators. The program put on last May experienced very positive acceptance and looks like a valuable one to explore further. The cooperation that the Center has been able to achieve with public defenders is especially important since the Center's primary identification had previously been with prosecutors.

PROBLEMS IN THE ESTABLISHMENT OF A MULTI-DISCIPLINARY PROGRAM

From the beginning, the Center has faced some opposition. Although tension has abated considerably in the last year or so, a great deal of energy went into securing cooperation and approval from many people in the state's criminal justice system. As noted earlier, the primary resistance to development of a multi-disciplinary program at the Center came from the law enforcement community. There were several objections to the development of a law enforcement training program at the Center, mostly based on the fear that law enforcement training, which had already developed a great deal, would be set back by a new multi-disciplinary approach. Law enforcement officials felt they would be held back by a training program that tried to include elements of the criminal justice system that didn't already have highly developed training programs.

One disagreement concerned development of inter-disciplinary programs. Some police felt that law enforcement training might be weakened by introducing too much social science and other types of training that were applicable primarily to members of other parts of the system. Law enforcement officials felt they would lose control over curriculum that their personnel would be exposed to if the curriculum were designed to be applicable to all elements of the criminal justice system. One solution to this problem developed through gradual evolution from the concept of inter-disciplinary training toward multi-disciplinary training. Law enforcement people began to recognize that multi-disciplinary training would be designed primarily to accommodate needs of each discipline and that material applicable to other disciplines would be

introduced only when it was applicable. As one person described it, more cooperation evolved when people realized multi-disciplinary training was not intended to be "a marriage, but only cohabitation."

Allied with the concern over multi-disciplinary training was the fact that the law enforcement community had been trying for many years to start a state police academy. The introduction of new concepts of multi-disciplinary training were perceived as a threat to establishment of this academy. At the very least, the new training center could delay the opportunity to build the academy. Even though this was a strong fear, the state police academy never became an important political issue. Any elected official or candidate who would support a state police academy in place of the Center would have gotten strong support from the sheriffs and chiefs, but there was never any strong movement to do so.

Another objection to the Center was that its costs were perceived as being higher than the costs of conducting the law enforcement training at community colleges. It is not clear that actual costs were really different, because it is very difficult to account for all expenses of the LEOTC program. Most instructors' time at the community college programs is provided free to the training commission, but is ultimately supported by taxpayers. Administrative costs at the Center may be higher than those for the LEOTC programs, but the Center is responsible for programs other than the basic law enforcement course. It is difficult to separate administrative costs for the basic academy from other administrative costs at the Center.

Perhaps greater support for administration of the LEOTC programs would have been justified if effectiveness of the training were taken into account. Because of the lack of funds, the LEOTC has not been able to finance a state police academy. Reliance on community colleges to provide a training setting has some drawbacks. Some chiefs and sheriffs have felt that discipline at the community colleges is not sufficient for police training.

Another result of the lack of funds is that the variety of instructors has been restricted. There has been less opportunity to explore new ways of training, and the community college programs have relied to a large degree on the FBI to provide training. Some of the finest law enforcement training is available through the FBI, but since the FBI is an investigatory agency, their training tends to emphasize a narrow range of law enforcement skills. The modern law enforcement agency needs to expand the range of its training.

The objections of law enforcement officers to the Center resulted in a low participation in the Center's program by law enforcement agencies at first. At one time, the chiefs' and sheriffs' association voted to boycott the Center. Even though the boycott was unanimously supported by the association, many law enforcement agencies continued to participate in the Center's programs. In addition to opposition by law enforcement agencies, community colleges also were opposed to development of the Center because they felt that their facilities were better able to handle the training. Even with this background of opposition, many cooperative relationships have developed. Law enforcement agencies from all over the state are participating in Center programs. How did this acceptance develop?

There are four basic reasons that the Center became better accepted in the law enforcement community: 1) a clarification of the confusion surrounding its aims, 2) the exertion of pressure from the State Law and Justice Planning Office, 3) certification and cooperation from the LEOTC, and 4) the growing recognition that multi-disciplinary training is an essential approach. In the beginning, confusion existed about the Center's objectives. The solution to this problem came about as the Center clarified its own goals and objectives and succeeded in informing others about them. Many law enforcement officials believed that inter-disciplinary training would be forced on them. When they recognized that participation was voluntary and that multi-disciplinary training simply meant including an orientation to the

criminal justice system by personnel from other subsystems, opposition abated a great deal.

Secondly, the Law and Justice Planning Office played an important part in securing recognition for the Center. Pressure was applied at key points through insistence by the planning unit that funds for training be funneled through the Center. Law enforcement officials began to recognize that if they wanted to obtain training funds through L.E.A.A., they should cooperate with the Center and its programs.

A third important reason for the increased acceptance by law enforcement agencies was certification of the Center's basic training academy by the LEOTC. The law enforcement supervisors school also was given under joint sponsorship of the Center and the LEOTC. As a result of the visibility of the cooperation between the Center and the LEOTC, cooperation from law enforcement agencies increased a great deal.

The fourth reason for acceptance of the Center's programs was the increased awareness that multi-disciplinary training could help increase cooperation within the entire criminal justice system and that this would be an advantage to all involved parties. This realization has grown for many reasons. One is the emphasis on a multi-disciplinary approach by L.E.A.A. This emphasis has filtered down through the state planning agencies and is evident in the kinds of programs the SPA promotes and funds. Secondly, the Center's programs themselves help people to see the benefits of mutual understanding and cooperation. Every time two people from different parts of the criminal justice system get together and realize the benefits of understanding the other person's problems, support for multi-disciplinary training and interchange becomes stronger. It sells itself. Thirdly, the support of Governor Dan Evans was important. The issue of multi-disciplinary training has never really become important in elective politics, and the governor's support was based on the merits of the idea rather than on its political advantage.

THE GOALS AND OBJECTIVES OF THE CENTER

From our interviews with people involved in the development of the Center, we have identified a set of goals and objectives against which to measure the Center's effectiveness. As can be seen from our description of the Center's background and history, the goals and objectives we describe here evolved in a long process of testing and redefining training needs and approaches to training. The absence of a clear definition of goals and objectives does not mean the program was deficient. In a demonstration project like the Center, one should expect to see changes in goals and objectives. It is a sign the people involved were flexible and that there was a strong commitment to exploration.

In our judgment, there were three basic goals: (1) to demonstrate the feasibility of conducting multi-disciplinary training; (2) to provide effective discipline-oriented training where it was lacking; and (3) to promote integration of the criminal justice system. The first goal could be renamed "survival." One goal of practically any organization is survival. At the Center, a great deal of energy initially went into attaining this goal. There was opposition and competition during the whole demonstration project, but the organization continued to grow and still exists. As far as we can tell, the Center was the first experiment of its kind to be carried out and survive in the United States.

Under the second goal, the Center has pursued several objectives. For instance, one objective was to provide basic training for all officers in the King County Department of Public Safety with less than five years of experience. This objective was met. In the adjudication area, the objective was to develop new orientation and training programs for prosecutors, judges and public defenders. This objective was met. In the corrections

area, the objective was to expand orientation and training for corrections personnel. This objective was met. In the law enforcement area, the objective was to provide advanced or specialized training as needs were perceived. This objective was met. However, even though all these objectives have been met, it is important to clarify how achieving them contributes toward the goal of providing effective training. The purpose of the second part of this report is to make that clarification.

There are two objectives under the third goal of promoting the integration of the criminal justice system. The first objective is to increase mutual understanding of different elements of the criminal justice system. The second objective is to actually promote cooperative efforts among the elements. The first objective is concerned with a change in knowledge, the second with a change in action. The first objective can be met by developing effective curricula; the second can be met by providing opportunities for people to work out coordinated solutions to their problems.

CHAPTER II

LAW ENFORCEMENT

BASIC ACADEMY DESCRIPTION AND ANALYSIS

One of the goals in establishing the Providence Heights Education and Training Center was to provide specialized training directed toward each criminal justice discipline. Basic training for law enforcement officers is only one such type of training. However, for reasons outlined in the last chapter, a substantial amount of the Center's time and resources were devoted to the basic law enforcement course. Approximately 20% of training man-hours at the Center were given in the basic law enforcement academy during the last three years. For this reason, we have devoted a relatively large amount of our attention in this evaluation to a description and analysis of the academy.

This portion of the evaluation is composed of three parts. In the first part we consider the potential that the academy has for providing effective basic training for law enforcement officers. By comparing the Center's academy curriculum with curriculum specified in state standards we can see if the subject matter covered is adequate relative to that standard. This comparison is based on criteria that have been shown to relate to police officer's on-the-job performance.

In the second part of the basic academy evaluation we examine one class as it goes through the academy to measure what the trainees have learned and how their perception of their job changes as a result of the academy.

The third part of the basic academy evaluation will be presented in a later chapter in which we analyze interviews with law enforcement officers who have attended the Providence Heights basic academy and compare their responses with law enforcement officers who have had other basic training experiences. In this measure of impact, among other things, we consider (1) the influence that the basic training had on the officers' attitudes toward other disciplines in the criminal justice system and (2) the influence that the officer feels that training had on his job performance.

DESCRIPTION OF THE BASIC ACADEMY

As described in the introductory section of this report, the first basic academy session at the Center was conducted under the auspices of the Seattle Police Department. When the Seattle Department moved to its own academy location, the King County Department of Public Safety began to conduct the basic academy at the Center. During the three-year period of our analysis (from July, 1971, to June 30, 1974), seven basic academies were held by the King County Department of Public Safety at Providence Heights. During the first six months of this period, two Seattle academy classes were at the Center, but they will be excluded from the present analysis.

A total of 279 trainees graduated from the academies, of which 58 were from departments other than the King County Department of Public Safety. With the graduation of the last class, every member of the King County Department with fewer than five years on the job had completed basic training. In Table II - 1, the dates of the academies, the number of trainees from the King County Department and from other departments, and the number of hours of training is shown.

As one can see from the table, the number of hours devoted to the basic academy has increased steadily. Many of these added hours were devoted to training in communications skills and training in the behavioral sciences. Emphasis in the last classes has been away from theoretical training in behavioral sciences to more practical skills in communication and counseling. The curriculum for each class was redesigned to respond to changing needs and drop classes that didn't prove to be very valuable to the trainees.

TABLE II - 1

Basic Academies Held January 1972 to June 1974

DATES	NUMBER OF PARTICIPANTS			HOURS
	King Cty.	Other	Total	
1. 1/31 to 4/14/1972	25	8	33	326.25
2. 5/1 to 7/14/1972	52	8	60	400.24
3. 9/5 to 11/22/1972	51	2	53	440.00
4. 2/27 to 6/8/1973	29	4	33	445.50
5. 9/18 to 12/21/1973	20	10	30	421.00
6. 1/8 to 3/29/1974	22	10	32	425.00
7. 4/7 to 6/30/1974	22	16	38	436.50
	221	58	279	2894.50

CURRICULUM ANALYSIS

In order to compare curricula of the basic training programs, we use a content analysis of the courses designed to respond to goals of the Providence Heights Center. That is, we have tried to measure (1) the contribution of the curricula toward promoting cooperation among the criminal justice disciplines and (2) to assess how effective the curriculum is for preparing trainees for their jobs as law enforcement officers. The reader should recognize that we have used the goals of the Center in designing the method of comparison. Any differences in programs' curricula should be interpreted with this in mind.

The reader should also exercise caution in interpretation of these results because they measure only the potential that the curricula have for the effective training of police officers. The results do not measure the impact that the programs had on the trainees. The last two parts of the basic academy evaluation address this issue.

The first part of the curriculum analysis was designed to measure the extent to which curricula might contribute toward cooperation among the criminal justice subdisciplines. We make the assumption that the more a law enforcement officer knows about other parts of the criminal justice system, the more he is likely to understand their problems and constraints, and the more likely he is to develop cooperative relationships with them. Each part of the curricula was judged according to its impact on trainees' knowledge of other parts of the criminal justice system. Three levels of involvement of other disciplines was considered: high, medium and low. High involvement with other disciplines meant that the class specifically concerned knowledge of, or cooperation with, other elements of the criminal justice system. Low involvement meant that the class was applicable to a law enforcement officer's job only, and that it had nothing to do with other parts of the criminal justice system. A class was judged as having medium involvement if it fell somewhere between high and low involvement.

In the second part of the curriculum analysis, classes were judged according to which type of law enforcement activity they applied to. In the National Advisory Commission on Criminal Justice Standards and Goals report (1973), the recommendation was made that each basic training program contain a certain percentage of its hours devoted to six different training areas. The report also recommended that training curricula be developed and assessed according to the role requirements of the job of the trainee. For this reason, we have adopted a different set of content areas than the commission in our analysis of the curricula. In research to describe the role of a police officer carried out in the Cincinnati Police Division (Ulberg, 1973), six different types of activities were identified that describe the police role. These six dimensions were derived from police officers' own descriptions of their jobs. The six types of activities are: (1) aid to citizens, (2) investigations, (3) patrol, (4) handling disorders, (5) crime prevention, and (6) maintenance functions.

Two sets of judges were used to rate the basic academy curricula. One set was composed of present and former police officers. The other set was composed of three of the interviewers employed in this project. Since the judgements of the two sets of judges did not differ from

each other significantly, their judgements have been pooled for this analysis.

In order to interpret these results, it is sufficient to know that each hour of the various curricula was classified according to (1) the level of involvement with other disciplines and (2) to which of the six types of law enforcement activities it applied. For instance, a one-hour class in fingerprint lifting might add one hour to classes with low involvement with other disciplines and one hour to activities in the investigations area. All of the classes were tabulated for the state standards in comparison with the Center's curriculum. The results are shown in Figure II - 1.

As one can see from the figure, there was a difference between state standards and Providence Heights curricula in their involvement with other disciplines. State standards, developed by the Washington Law Enforcement Officer's Training Commission, were judged to have more class time assigned to material that covers other elements of the criminal justice system than does the Providence Heights Center curriculum. These differences are statistically and substantively significant. However, one should remember when interpreting these data that judgments were based on titles of courses only. It may be that class titles did not accurately reflect content of courses.

The differences in emphasis on disparate areas of the law enforcement officers' job are not significant in any way. It would be accurate to interpret data in the figure as showing that curricula were spread equally across activity areas.

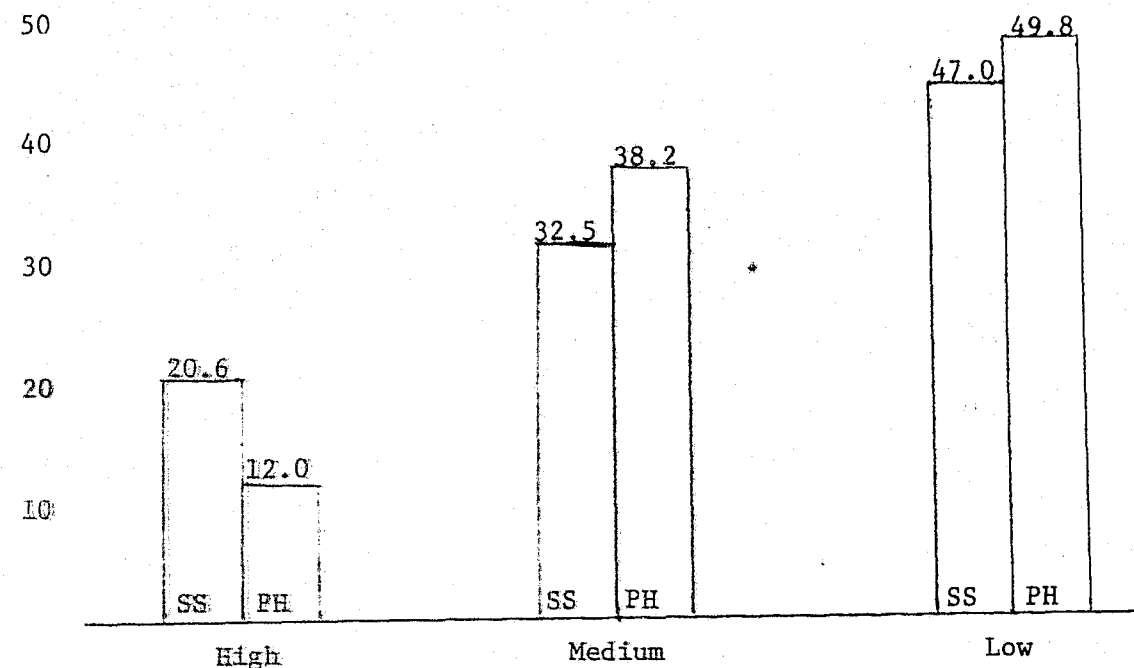
RECENT ACADEMY CLASS

In order to complement the preceding assessment of the basic academy's potential for attaining its goals, we gathered data from a group of trainees while they attended the basic training academy. These data covered the two questions we addressed in the curriculum analysis: (1) knowledge of the criminal justice system and (2) changes in attitudes toward the six areas of the law enforcement officer's job.

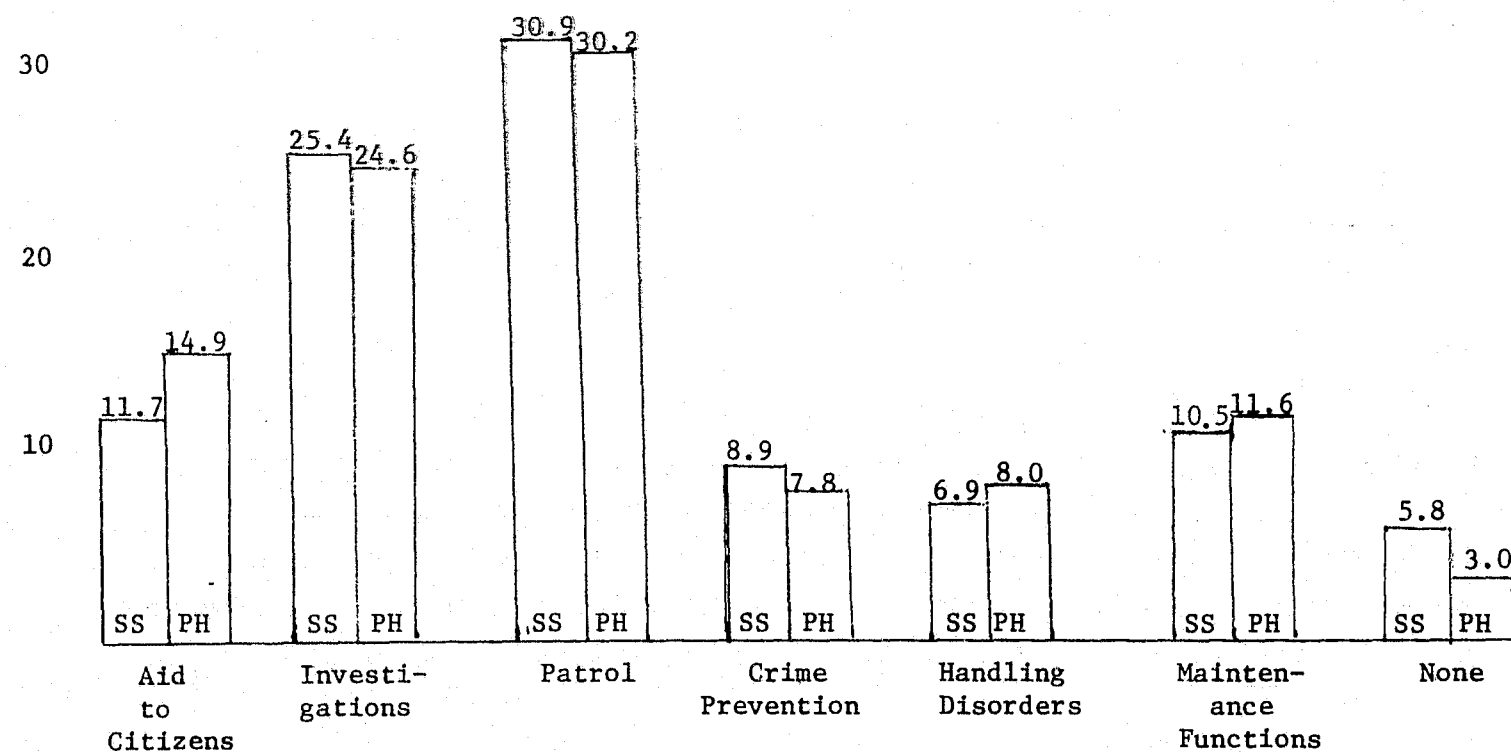
FIGURE II - 1

RATING BASIC ACADEMY CURRICULUM:

1) According to Involvement with Other Disciplines



2) According to Relevance to Six Types of Law Enforcement Activities



SS = State Standard
PH = Providence Heights

The trainee subject group attended the most recent academy. This class consisted of 38 recruits, 22 from the King County Department of Public Safety, and 16 from other departments in the State of Washington. All trainees in this class were male. Table II - 2 shows numbers of trainees according to length of experience on the job and according to education.

TABLE II - 2

Characteristics of Trainees in the Present Academy Class

EXPERIENCE	
No experience	10
Less than one year	11
More than one year	17
EDUCATION	
High School only	3
Some college	25
4 year college degree	10
TOTAL	38

Two things the reader should note are (1) the number of trainees with some on-the-street experience outnumber those with no experience and (2) the level of education is rather high. More than one person has observed that this class was probably the most intelligent and knowledgeable of all academy classes.

The questionnaire was composed of two parts. The first part measured the trainee's knowledge of criminal justice disciplines other than his own. Again, our assumption was that the more a law enforcement officer knows about other parts of the criminal justice system, the more likely he is to understand and engage in cooperative relations with them.

The second part of the questionnaire uses the six types of law enforcement activities described above to measure the trainee's attitudes toward the job. Trainees were asked to rate the importance of the activity types, their own capability to perform each type of

activity, and the frequency with which they expected to perform each activity.

The questionnaire was administered twice to trainees in an attempt to measure change as a result of academy experience. The second administration was just before graduation. However, because of the evaluation project's timing, the first administration was not given until nearly six weeks of the academy had passed. The trainees had probably undergone many changes during those first weeks. For one thing, many courses that covered material relevant to the trainees' knowledge of the criminal justice system were given during those weeks. It is possible, even probable, that the small changes in knowledge and attitudes observed could be attributed to the timing problem. If we had been able to administer the first questionnaire before the academy began, larger differences may have been observed.

The questionnaire was administered to all trainees at once in their usual classroom with the researcher present. The administration took less than one hour. Many trainees commented that "the test was interesting". Questionnaires were anonymous and the two administrations were matched by having each trainee invent a code for himself. Very little identifying information was requested of the trainees in order to avoid suspicion that they could be identified.

Knowledge of the criminal justice system. One part of the questionnaire contains 44 questions concerning the criminal justice system. Most items were derived from questions on examinations given to previous academy classes. Some items were altered or added by the research staff. The questions covered: the courts; the correctional system; laws governing arrest, search and seizure; regulations concerning the handling of juveniles; parts of the penal code; and issues in citizen-officer interaction.

The average scores were high. Scores on the first test averaged 81% and, on the second test, 83%. The 2% increase in the scores is statistically significant. (It cannot be attributed to luckier guessing the second time around.) However, the average improvement in

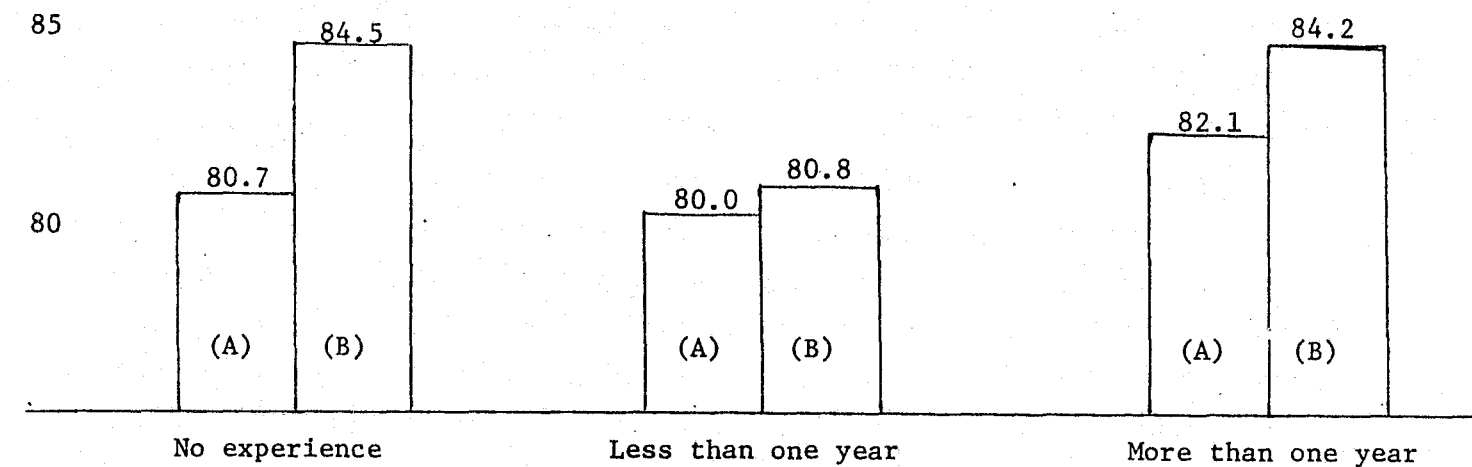
KNOWLEDGE OF THE CRIMINAL JUSTICE SYSTEM

Average Test Scores of Trainees:

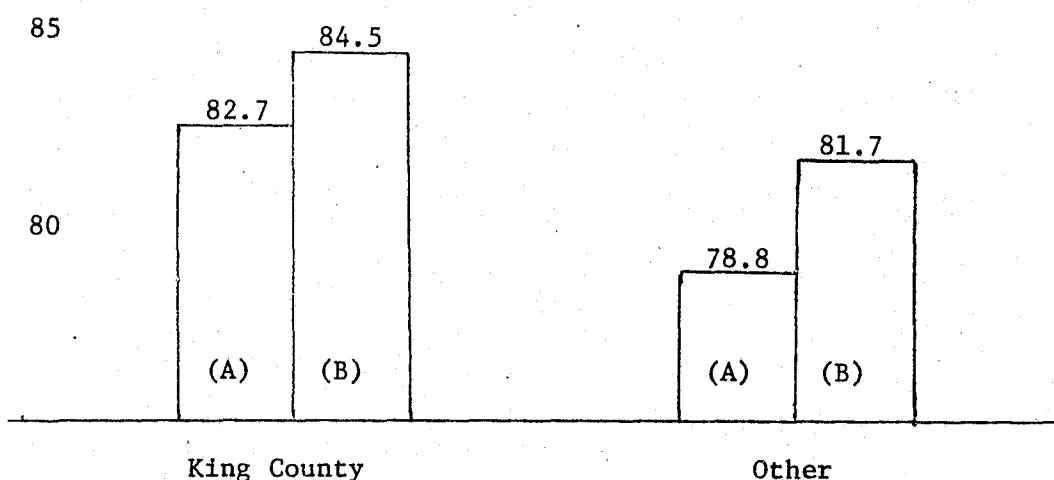
(A) After 6 weeks of Basic Academy

(B) At the end of Basic Academy

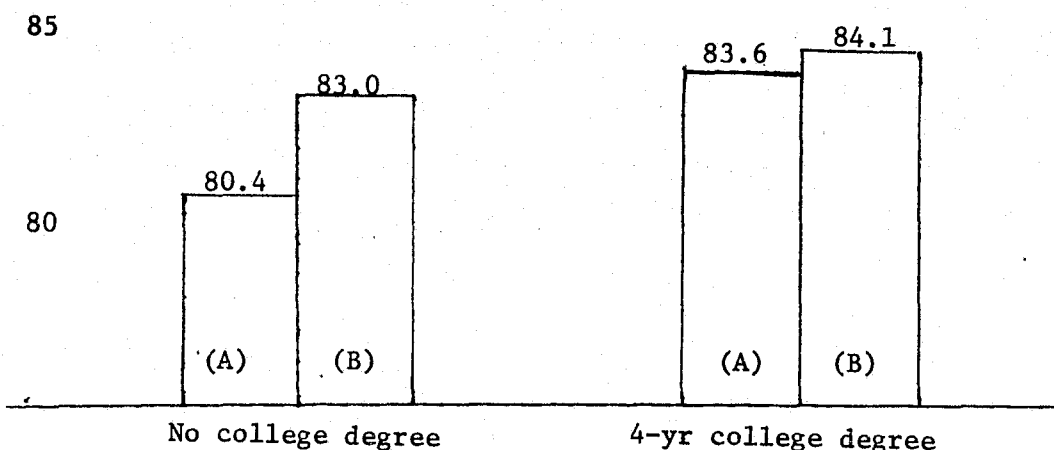
BY EXPERIENCE



BY AGENCY



BY EDUCATION



knowledge is not too significant in terms of the impact the course had on the trainees. The fact that improvement was so small could be attributed to the late first administration of the test. A great deal had probably been learned in the first six weeks of the class. If the questionnaire had been administered at the beginning of the academy class instead of part way through it, a greater improvement would very likely have been observed.

Figure II - 2 shows the breakdown in scores for first and second administrations of the test. The scores are also broken down for each category of trainees. Differences in average scores by subgroups are as one would expect. Those officers with more experience tended to score better; officers from the largest agency (King County) scored better than those from smaller agencies, and those trainees with college degrees scored better than those without.

Even though changes in scores were not large for any subgroup, one important observation should be made. Those groups which scored low on the first administration tended to improve more than those who scored higher. By the end of the academy class, differences in knowledge that existed in the beginning, even though small, became smaller. The academy class enabled those who were behind to catch up.

Perception of the law enforcement role. Attitudes toward different aspects of the law enforcement officer's job was measured based on a method developed in research in the Cincinnati police department (Ulberg, 1973). In that research, the police officer's job was divided into six activity areas using a combination of an analysis of activities that police officers perform and a factor analysis of the officer's attitudes toward these activities. The six activity areas are derived from the way that police officers themselves look at their job, rather than from some predetermined set of dimensions.

Data show the average rank order that each trainee assigned to the six activity areas based on three different questions. In the first question, we ask the trainee to rank order the six areas

according to how important he thinks each kind of activity is to the job of a law enforcement officer. Figure II - 3 shows the average responses concerning perceived importance for the two administrations of the questionnaire.

Just as with data concerning knowledge of the criminal justice system, these changes are very small, and it is difficult to draw conclusions about the basic academy's effect on trainees' attitudes concerning the importance of various aspects of the police job. However, perceived change in importance of "maintenance functions" is statistically significant. It shows that trainees thought these kinds of activities were less important at the end of academy training than they did at the first administration. "Maintenance functions" are activities that concern preservation of the police organization. They include things like communicating with other members of the department, writing reports, understanding organization structure, and doing many seemingly unimportant tasks that are necessary to the preservation of the organization. In the Cincinnati study, and in these data, these activities were rated as much less important than any others. This is understandable. They are the kinds of activities that a police officer must do, but at the same time are activities which seem to him to take away from more important aspects of his job.

In order to better understand why maintenance functions were rated less important in the second administration than in the first, it is instructive to look at assessments of importance by various subgroups of trainees. Figure II - 4 shows these data.

Differences in responses for trainees from different agencies and with different levels of education are almost exactly the same. These variables cannot do much to explain reasons for change. On the other hand, when trainees are divided according to experience, there are significant differences. Trainees with little or no experience changed their attitudes toward maintenance functions a great deal, while those with over a year of experience stayed about the same.

FIGURE II - 3

TRAINEES' ATTITUDES TOWARDS LAW ENFORCEMENT ROLES

Average Rank Order of Importance of Role:

(A) After 6 weeks of Basic Academy

(B) At the end of Basic Academy

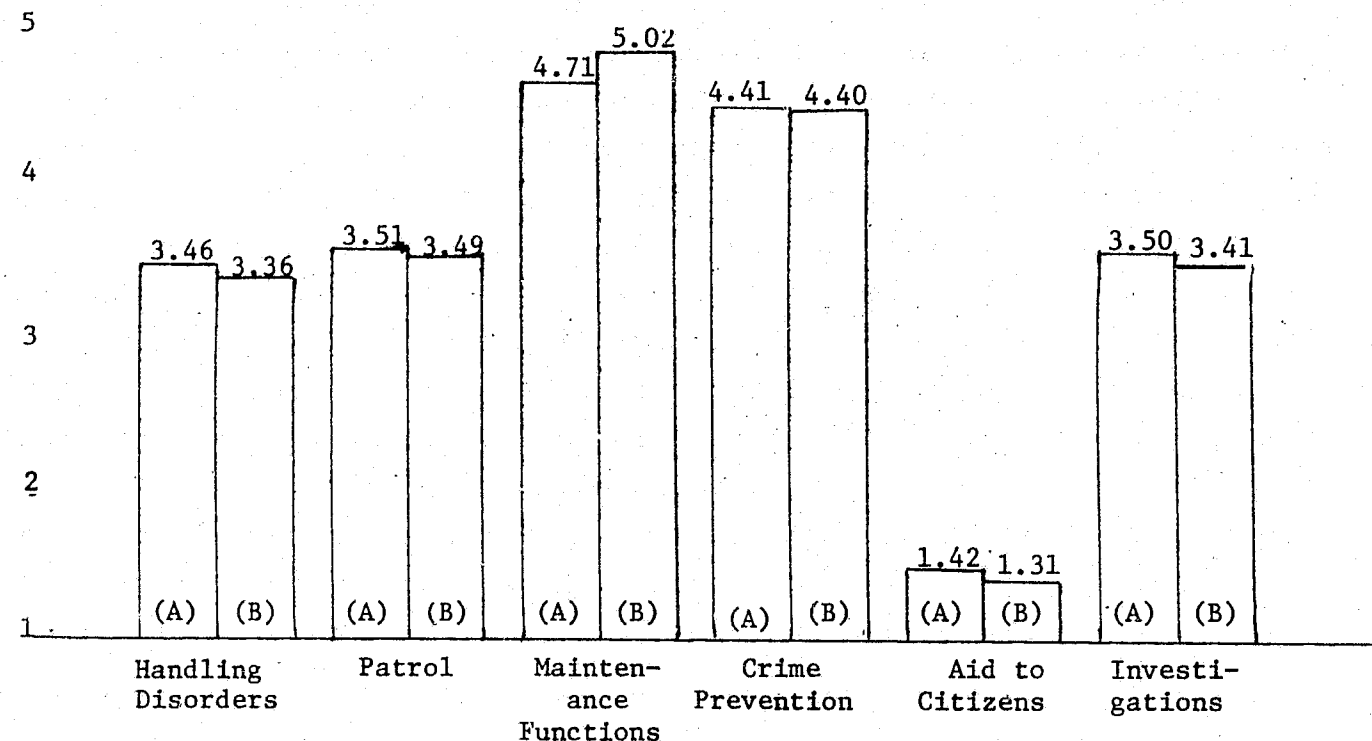


FIGURE II - 4

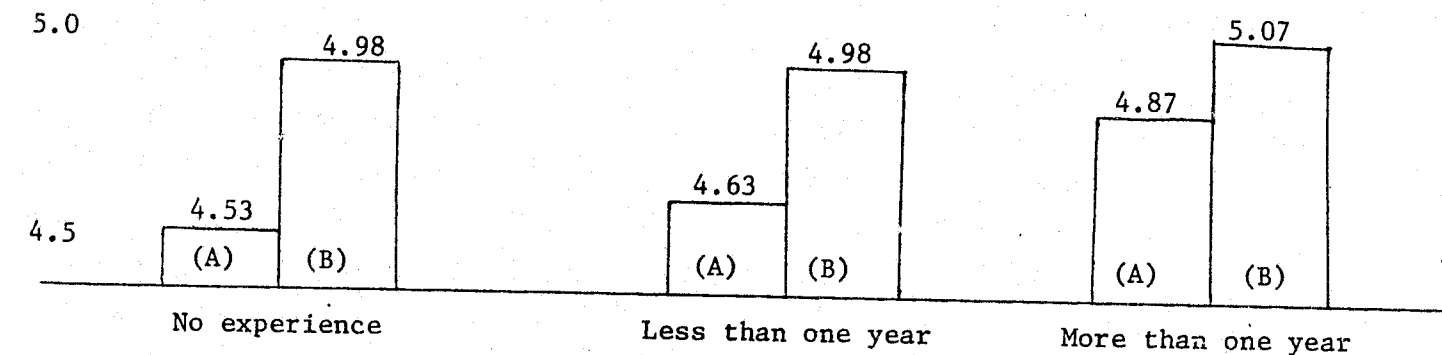
TRAINEES' ATTITUDES TOWARDS MAINTENANCE FUNCTIONS

Average Rank Order of Importance of Role:

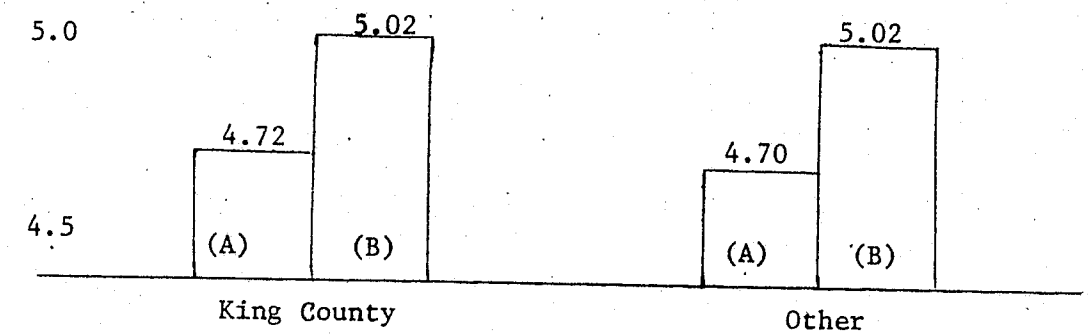
(A) After 6 weeks of Basic Academy

(B) At the end of Basic Academy

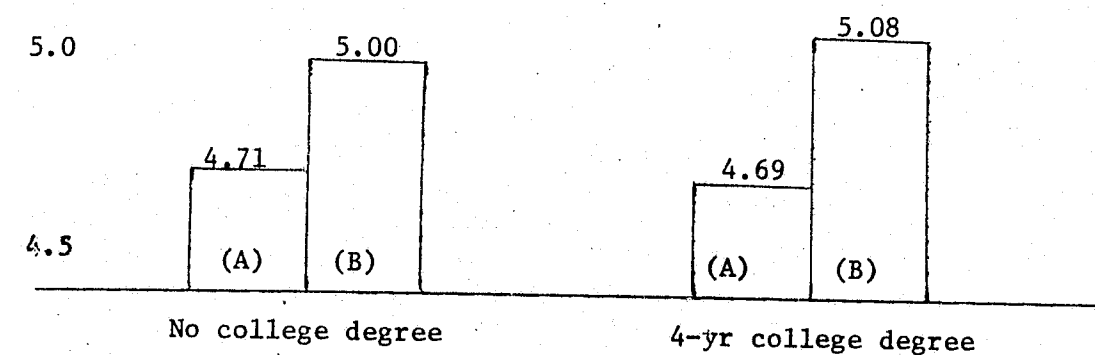
BY EXPERIENCE



BY AGENCY



BY EDUCATION



The best interpretation is that the negative attitude expressed toward these activities by experienced trainees in the beginning was adopted by those with less experience by the end of the academy training. The recruits adopted the experienced officers' values in this respect.

In the second question, we asked the trainee to rank order activity areas in the order of his capability to perform each one. Overall results are shown in Figure II - 5. Again, from these data, we can see there were no major changes in the ordering that trainees assigned to their capability in each area. However, the change in the rank order of capability in "aid to citizens" is statistically significant and the difference shows they felt more capable to perform in this area than in the first administration. This may be due primarily to a first aid course that was given between first and second administrations of the test, since that is a specific skill that is useful in activities presented in the questionnaire.

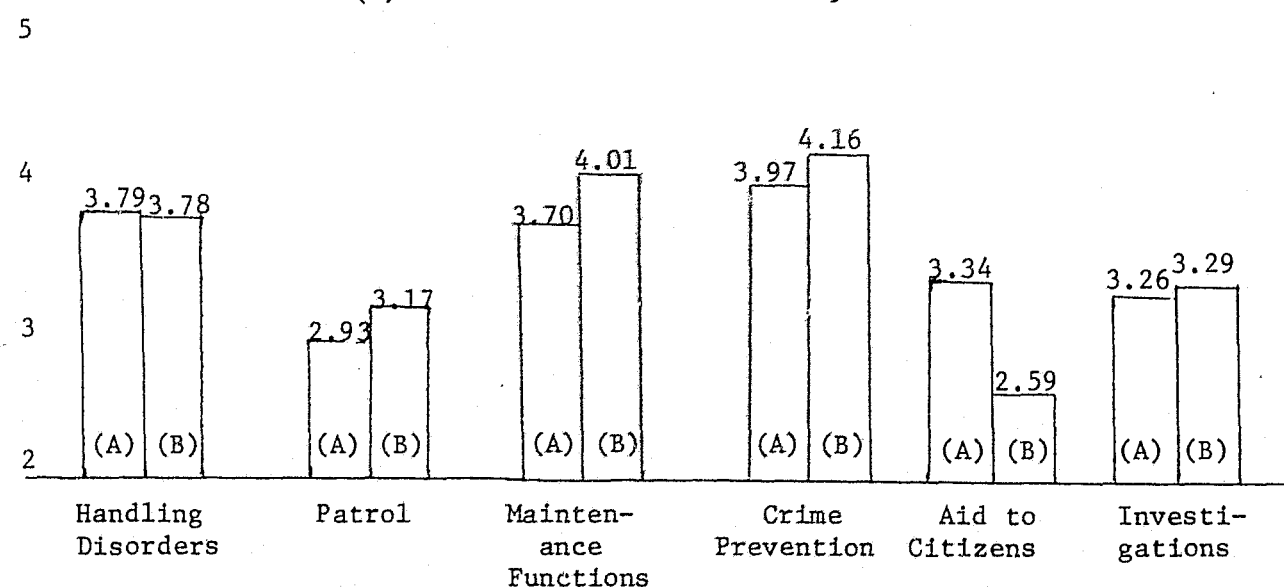
FIGURE II - 5

TRAINEES' ATTITUDES TOWARDS LAW ENFORCEMENT ROLES

Average Rank Order as to Feeling of Capability to Perform Role:

(A) After 6 weeks of Basic Academy

(B) At the end of Basic Academy



Taking a look at the breakdown by categories of trainees, in Figure II - 6 we see a pattern similar to that in Figure II - 4. In Figure II - 6, we can see that it was primarily trainees with no on-the-street experience who felt they improved in ability to give aid to citizens. In fact, they felt relatively more capable than the experienced officers.

In interpreting these data, one should be aware that by using this method of assessment we detect only relative improvements in capability. It may be that trainees felt they were better in all activity areas after the training. However, the data indicate that perceived improvement was especially high in those activities related to providing aid to citizens.

The third question we asked concerned the frequency with which the trainee expected to perform different types of activities in the police job. These measurements can indicate how accurately the trainee perceives the demands of his job. In Figure II - 7, we can see the average changes for all trainees in the academy from first administration to second. Once again, we see few large changes. The largest change is the extent to which they felt they will be performing activities that fall under the "aid to citizens" area. This change is probably largely influenced by the change that they perceived in their capability to perform in that area, although it could be attributed to an increased awareness of a police officer's service function.

One function of a police academy should be to introduce a new recruit to his job and provide him with an accurate understanding of what he will be doing as a law enforcement officer. If this academy were successful in performing this function, we would expect that the inexperienced trainee's perception of the frequency with which he would perform law enforcement activities should be like the experienced trainee's perceptions by the end of the session. An analysis of the data shows this did happen. The inexperienced officers began to perceive the demands of their job more like the experienced officers by the end of the academy.

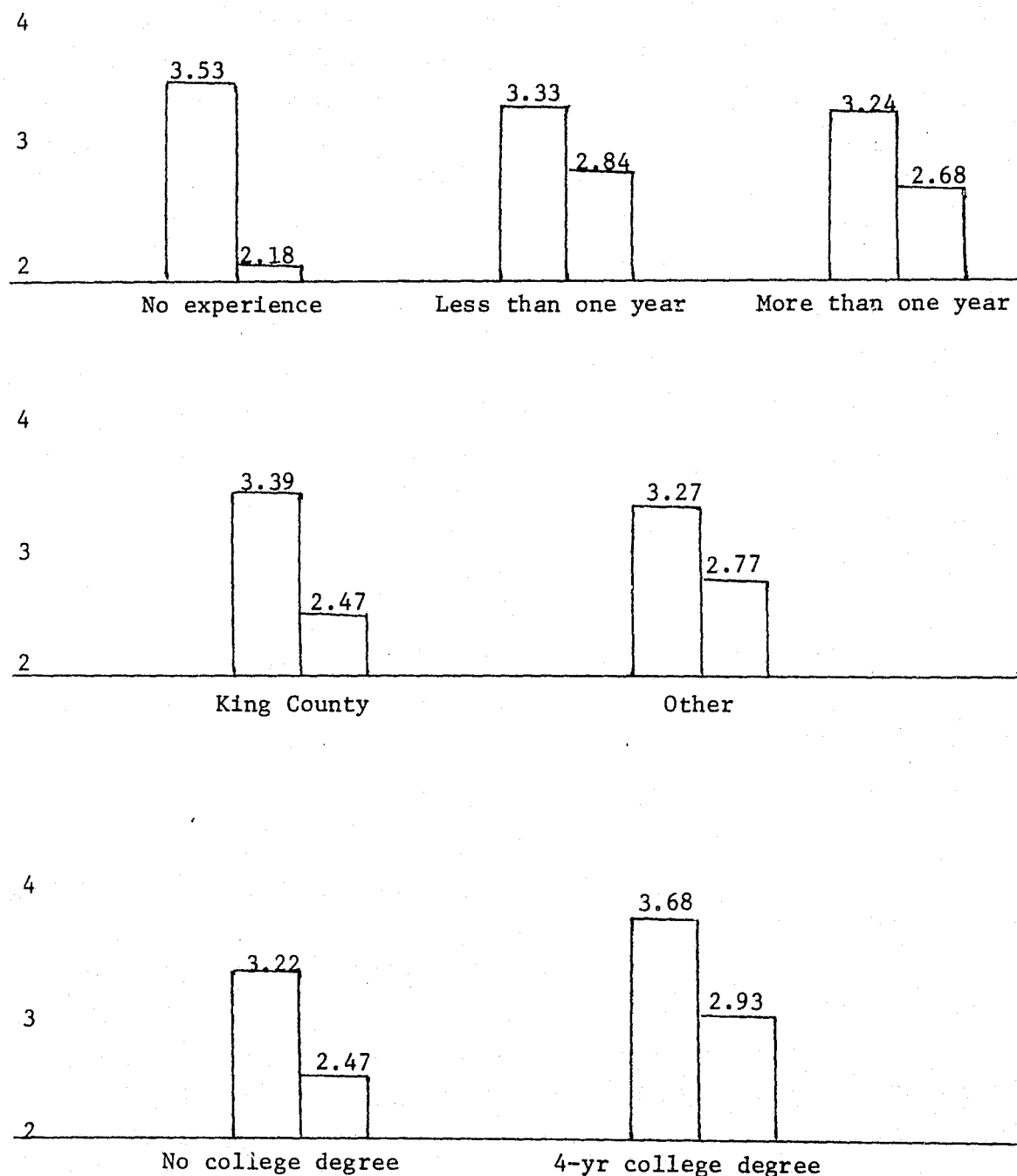
FIGURE II - 6

TRAINEES' ATTITUDES TOWARDS AID TO CITIZENS ROLE

Average Rank Order as to Feeling of Capability to Perform Role

(A) After 6 weeks of Basic Academy

(B) At the end of Basic Academy



SUMMARY AND RECOMMENDATIONS

In this chapter, we reviewed the content of the basic academy curriculum and considered two of three measures of potential and actual impact of the academy on trainees who attended the Center's program. One should exercise care in interpreting these discussions, since we have looked only at the potential impact of the training and at some of the experiences of the trainees as they were in attendance at the academy. The third part of the evaluation will be presented in Chapter IV. In that chapter we will discuss the interviews with police officers after they have had some experience on their jobs subsequent to completion of academy training. In discussing the first two measures of training, we will follow the format suggested by the goals of the Center. We will divide the discussion into parts dealing with (1) promotion of cooperative relationships between different elements of the criminal justice system and (2) discipline-specific training that the academy affords law enforcement officers.

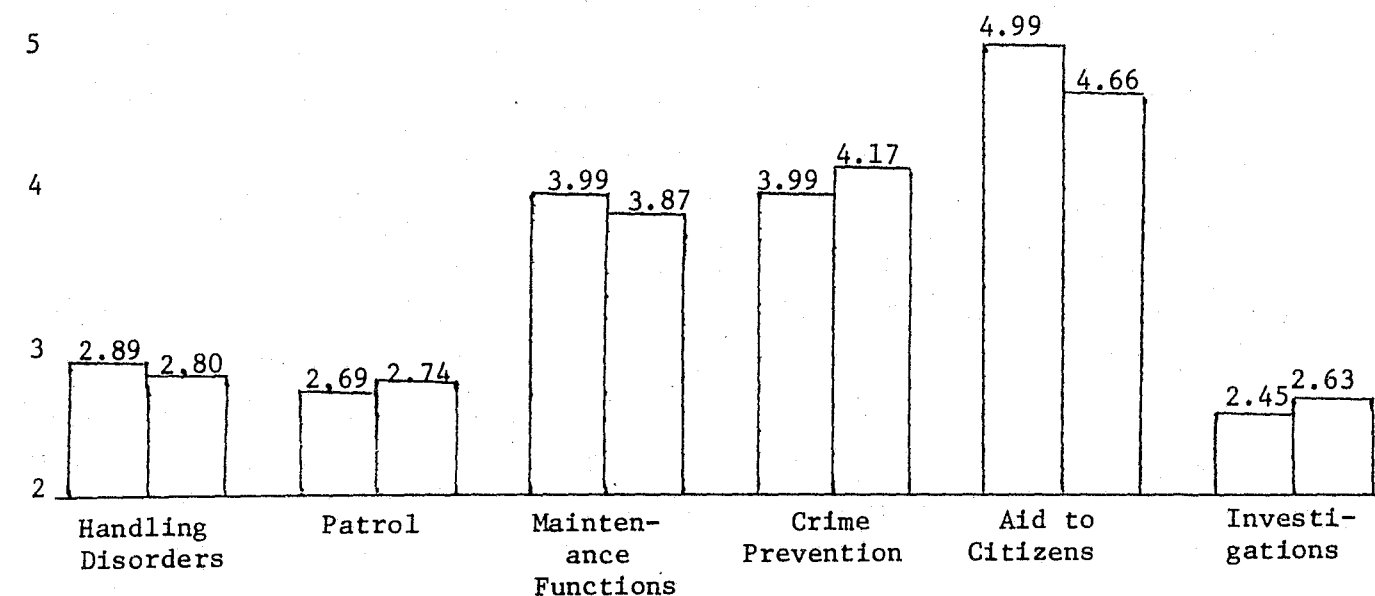
FIGURE II - 7

TRAINEE'S ATTITUDES TOWARDS LAW ENFORCEMENT ROLES

Average Rank Order of Frequency of Performing Role

(A) After 6 weeks of Basic Academy

(B) At the end of Basic Academy



Interdisciplinary emphasis of the basic training program. Even though the Standards and Goals doesn't emphasize inclusion of multi-disciplinary material in basic training, the document does suggest the minimum program should include a section devoted to an "...examination of the foundation and functions of the criminal justice system with specific attention to the role of the police in the system and government." The document also emphasizes the importance of interpersonal communication skills, especially as they would be useful to promoting cooperation within the criminal justice system. For these reasons, and since the Center has a multi-disciplinary emphasis in general, we feel that it is important to consider the degree to which the basic academy has adopted this emphasis.

In our analysis of the basic academy's potential for promoting integration of the criminal justice system, we compared its interdisciplinary content with state standards for law enforcement training. We found that the number of hours devoted to material that involved other elements of the criminal justice system was not exceptionally high. Approximately 12% of the class hours were judged to be high in inter-disciplinary content. Almost half of the hours was devoted to training that was exclusively applicable to the law enforcement function. There is no absolute standard against which to measure the amount of inter-disciplinary content, so one cannot conclude that the curriculum is deficient in this respect. With only 12 weeks to provide basic training for police, this amount of time devoted to subjects other than those necessary for the officer to perform his job may be all that is possible. However, if the basic academy were to be extended, more inter-disciplinary emphasis should be strongly considered.

When the Center's curriculum was compared with state standards, it was found to contain less inter-disciplinary content. As mentioned before, however, our analysis was based on class titles only, and may not be sensitive to the actual content of the classes. However, it does indicate that more time might profitably be dedicated to other parts of the criminal justice system.

In the questionnaire administered to the most recent academy class, we found very small increases in knowledge about other parts of the criminal justice system. This should not necessarily be interpreted to mean that the academy didn't help promote the trainees' likelihood of cooperating with other agencies. There are two reasons that care should be taken in the interpretation of this result.

- The first administration of the questionnaire came late.
- Specific knowledge of other elements of the criminal justice system may not be as important as having a better understanding of people and the more subtle aspects of the rest of the criminal justice system's functions.

However, the small difference could reflect the limited amount of time devoted to these subjects. These data comprise one more piece of evidence that should alert program designers to look for ways to improve the inter-disciplinary aspects of the basic law enforcement training program.

One class taught in the basic academy concerns the criminal justice system as a whole; a second class, three hours in length, is an introduction to the role of the prosecutor, judge, defense, parole and probation officers. However, both these classes were taught by one instructor. As recommended in the Standards and Goals, the presentation would be more beneficial if taught by practitioners, and if visitations were included. As in both the Seattle and Spokane academies, a unit covering federal and state agencies should be included to acquaint the trainee with the functions of those agencies.

The inclusion of more multi-disciplinary courses in the basic training curriculum would require an increase in the number of hours in the program, which may not be practical. If it is impractical to increase hours, consideration should be given to cutting some other classes. Major blocks of time are devoted to training in driving, firearms, and physical education. While skills in all of these areas are essential to a law enforcement officer, basic training cannot be expected to provide complete training in any of them. It is probably more important to impress upon the trainee the necessity for improving his skills in those areas rather than try to complete the training during the basic academy. For instance, in physical training, a trainee may improve his physical condition over the course of the academy, but if he isn't motivated to maintain his fitness and doesn't understand the necessity for it, that improvement won't be very effective in the long run. More time should be devoted to building motivation and understanding than to actual physical training. We can't expect a trainee to become an expert marksman or driver in the short duration of the academy. However, he should learn when to use his weapon and what his limitations in driving are while in basic training. The hours of practice required to become truly proficient should be spread over the first year on the job and not concentrated during the short academy period.

Careful consideration should be given to the amount of training in psychology and sociology in the basic training curriculum. For most officers with some college education, the introductory treatment of the subject is redundant and the time could be used in better ways. For trainees with no exposure to these subjects, the introduction should stress the usefulness of knowledge in those areas so that they will be motivated to acquire training in those areas on their own. It is probably not very effective to try to acquaint trainees with these subjects in the short time they attend the academy.

In the Standards and Goals, the suggestions emphasize preparing the trainee for the role he takes as a law enforcement officer. If an academy is as short as 12 weeks, the emphasis should be on providing the trainee with the practical knowledge that he needs to begin his job. Those subjects that require a longer time to learn well, important as they are, probably would be better covered in fewer hours if the emphasis were on motivating the trainee to improve his abilities in those areas after the training program. By devoting a large number of hours to cursory coverage of complex, advanced police subjects in the basic academy, the trainee may develop a false conception that he is proficient in these areas.

Law enforcement-specific training. The Center's curriculum was judged to cover the six different law enforcement activity areas in the same proportions as the state standards. Seattle and Spokane academy curricula are much longer than either the state standards or the Center's curricula, but they devote approximately the same percentage of time to each of the six activity areas. However, simply because the Center's curriculum is like other curricula in the state, it doesn't mean the proportion is the best possible. The Standards and Goals specifies certain percentages of time that should be devoted to each subject area, but those standards were derived from some already existing academy programs, including the Seattle academy. It is instructive to go back to the activity areas that comprise the law enforcement officer's job and reconsider the amount of time that should be devoted to training in each area.

The majority of instructional time at most existing basic academies is devoted to training an officer for patrol and for investigations. While these functions are clearly an important part of the police officer's role, the emphasis on these aspects may be disproportionate. Studies have shown that about 85% of an officer's time is spent on activities that have little to do with enforcing the law. When over 50% of the hours in the academy are devoted to training an officer for 15% of his job, the emphasis on these areas should be reconsidered. Little specialized knowledge in investigations is needed by the patrol

officer. Generally, it takes several years before the officer has a chance to become an investigator and to use these skills. Curricula should be designed to reflect the immediate needs of the officer in his current job. Given the present division of labor in most police departments, much of the class material covering investigations could be left out.

The traditional ways of teaching patrol should also be carefully reconsidered. Research in the Kansas City Police Department has shown that some of our old assumptions about the usefulness of patrol should be questioned. Courses on patrol should be designed to take these findings into account. Courses should also include discussions of the implications of this research.

Since a great deal of the officer's time is spent in giving aid to citizens, we recommend that more attention be given to this area in the academy curriculum. In the present curriculum, the only directly applicable training is in first aid. Although this training seems to have been effective, according to the responses of the trainees in the recent class, it is not the only subject that could be taught in this area. One of the things police officers are often called upon to do is to refer citizens to other government agencies which can serve their needs. The Standards and Goals suggests having trainees spend part of their time in a social service agency to acquire an understanding of what services are available in a given jurisdiction. If it is impractical to spend the extra time required for this experience, we recommend the curriculum include some time teaching trainees about services that are available and how citizens may contact them. If police officers were able to perform this function well, they would not only serve a need of their clients, but would promote improvement in their relations with the community.

Police departments alone should not be expected to control crime. No great change in the crime rates is going to occur unless citizens become involved in crime prevention. The burglary prevention unit in the academy goes part way in training officers to involve citizens, but a great deal more could be done in this respect. Units on public

speaking, counseling juveniles, and encouraging the reporting of crime are among many that should be considered. A block of academy time could be spent in discussion and development of ideas for crime prevention programs.

Police are usually the first called upon to handle a dispute or disorder. Only 10% of class time is devoted to preparing an officer for this function. Classes in crowd control, family disturbances and defensive tactics help a great deal in teaching an officer techniques to cope with disorders. Some of the techniques taught in these classes will apply to all disorderly situations, but it would be beneficial to officers to have some time devoted to a discussion of other types of disorders and how to handle them. Many disorders that officers must handle do not fall under the categories of family disturbances or crowd control.

Maintenance functions are covered in the basic academy curriculum. The courses include report writing, learning departmental rules and regulations, and learning about the department's organizational structure. However, maintenance functions receive a relatively low rank in importance. Still, maintenance functions are essential to the organization's preservation. Some course should cover reasons for these kinds of activities. If the need for these functions were acknowledged and discussed, perhaps truly useless maintenance functions would be eliminated or other ways found to perform them.

Conclusions. This summary has included many suggestions for additions to the basic academy curriculum. Until longer basic training programs become more generally supported, it will not be feasible to include many of these suggestions in a program. In many European countries, basic law enforcement training is much longer. In Germany, all police officers receive two years of training before going on the street. Even though the Standards and Goals recommend a 400-hour minimum training time, a much longer period of training should be considered. A gradual increase in the time spent in basic training would permit the testing and refinement of curricula. A sudden increase in training time would probably not be effective, but a plan should be made to expand gradually and include some of the subjects discussed above.

The Center's present curriculum is not clearly better or worse than alternatives available now. According to our data, officers without the advantages of experience on the streets, experience in a large department, or with a strong educational background did increase in their knowledge of other parts of the criminal justice system. Their scores were more nearly like other officers by the end of the academy. The academy also served to socialize inexperienced officers by the end of training.

Chapter III

OVERALL CURRICULUM DESCRIPTION AND ANALYSIS

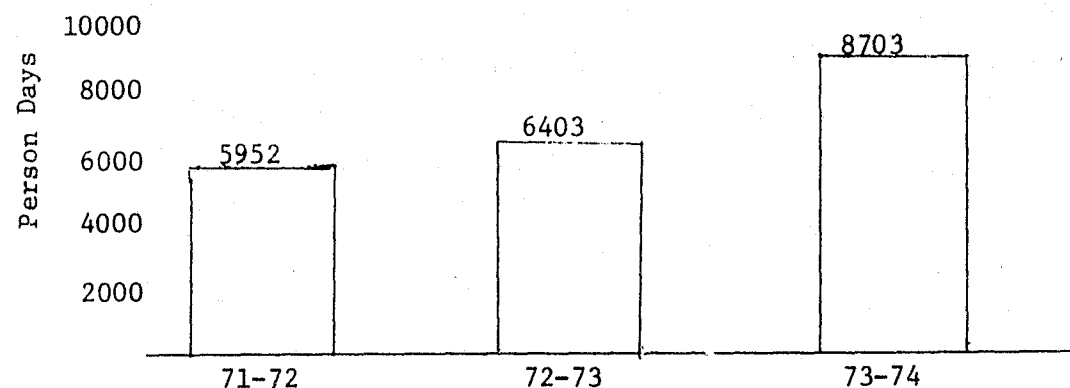
The Center has conducted a large number of courses, seminars, workshops and conferences during the three year period of our study. These courses fall into four categories: 1) interdisciplinary and special, 2) law enforcement, 3) corrections, and 4) adjudications. Many courses were designed by the Center staff. Some were planned under contract with consultants, and some were sponsored by the Center, but were designed by people from other organizations. Usually, courses were designed using a combination of these methods.

Part of our analysis describes the number of people, by criminal justice discipline, who have attended these courses. We have used five different classifications in our analysis of attendance. One classification is law enforcement, which includes members of police and sheriff departments. The second classification is prosecution and defense, which includes prosecutors, deputy prosecutors, public defenders, and defense attorneys. It also includes investigative and administrative staff from prosecutors' and defense attorneys' offices. The third category is corrections, which includes probation and parole officers, institutional staff, and staff at half-way houses and group homes. The fourth area is the judiciary, which includes all types of magistrates and their administrative staff. The fifth category is miscellaneous, which includes primarily law and justice planners, but applies to all other persons who have attended courses at the Center.

As we described in Chapter II, number of courses and number of people attending courses have increased a great deal over the three year period of our analysis. Figure III-1 shows this increase by indicating the total number of person-days given during each of the three years.

FIGURE III - 1

NUMBER OF PERSON-DAYS OF COURSES GIVEN DURING 3-YEAR PERIOD

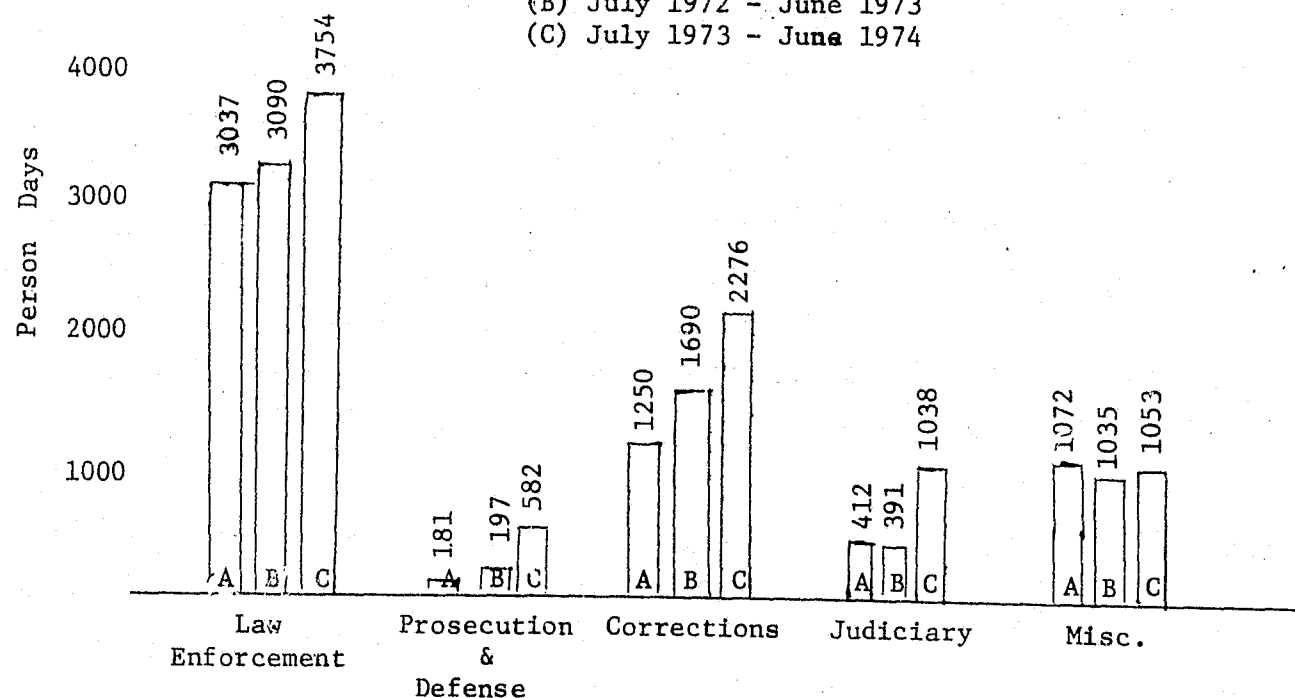


While these data indicate a general increase in participation in Center activities, it is instructive to consider what the responses of each discipline has been to the programs offered at the Center. Figure III-2 shows the total attendance at Center courses by members of each discipline.

FIGURE III - 2

NUMBER OF PERSON-DAYS OF COURSE ATTENDANCE OF PERSONNEL FROM EACH CRIMINAL JUSTICE AREA

- (A) July 1971 - June 1972
- (B) July 1972 - June 1973
- (C) July 1973 - June 1974



As one can see from the figure, attendance has increased steadily from each discipline over the three one-year periods. This is an indication that all kinds of criminal justice agencies have found something of value in the Center's programs.

What has contributed to the increase in participation by all disciplines in the Center's programs? Each course area has developed differently, so we will describe the courses offered and who has participated for each course area. These descriptions are based on a review of information contained in the course books, and discussions with course coordinators. The course books contain information on agendas, attendance, course designers, and handout material used for the classes. The recommendations outlined in this chapter are based solely on the review of the curriculum. More detailed recommendations will follow the analysis of interviews with course participants.

INTER-DISCIPLINARY AND SPECIAL

The inter-disciplinary and special courses are particularly important to the accomplishment of the Center's goals. Courses are designed to attract all members of the criminal justice system. In many courses, the overt objective is not to promote the system's integration. However, course designers recognize that assembling members of several disciplines together for training is likely to have the side benefit of encouraging communication.

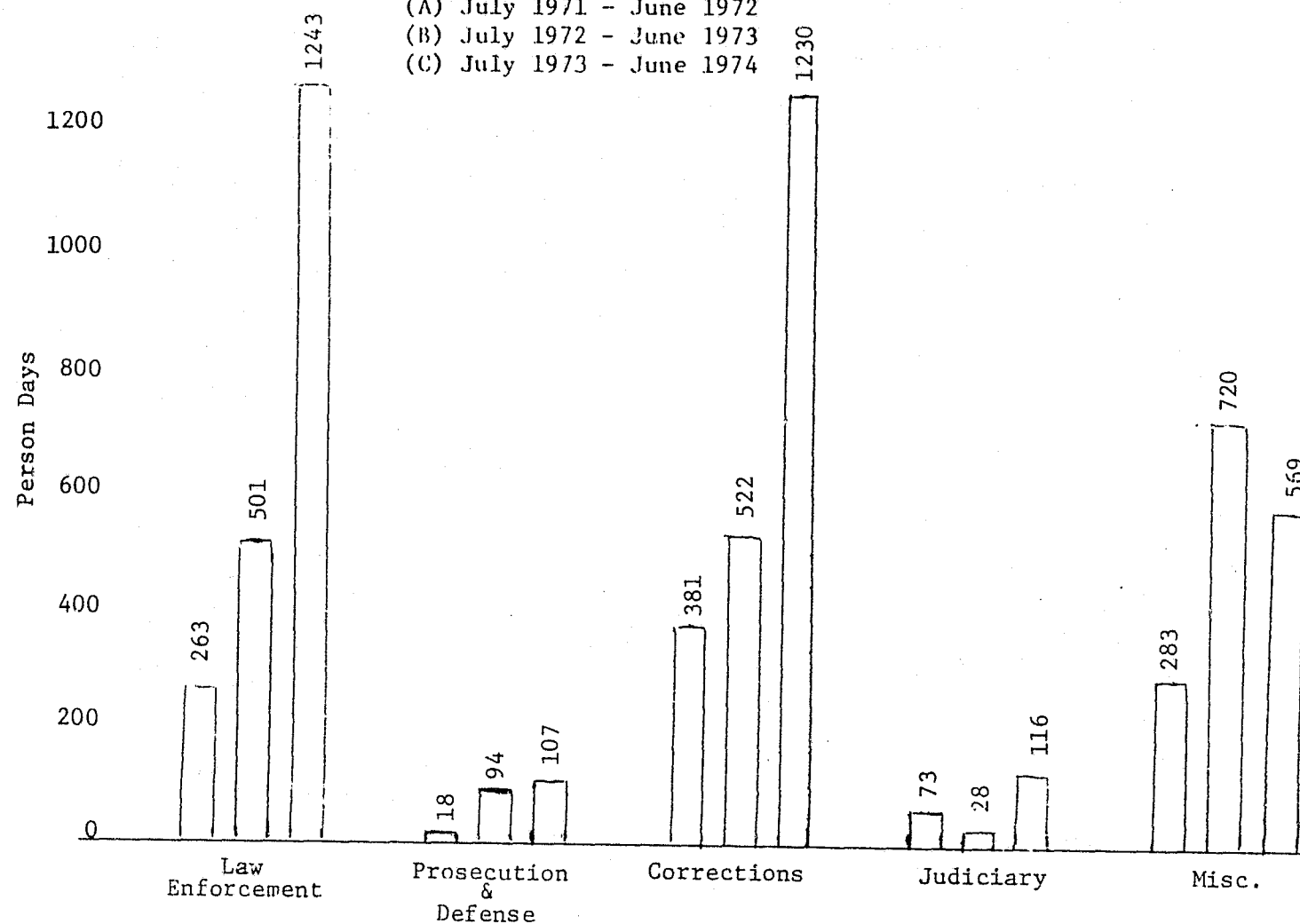
Figure III-3 shows the participation by different disciplines in the inter-disciplinary and special programs. The total number of person-days offered in these courses has increased dramatically. The rate of participation by each discipline has generally increased over time. However, rates in participation of prosecution, defense and the judiciary have not kept up with rates in participation by law enforcement and corrections personnel.

In order to analyze the inter-disciplinary curriculum of

FIGURE III - 3

PARTICIPATION IN THE INTERDISCIPLINARY AND SPECIAL PROGRAMS BY PERSONNEL FROM EACH CRIMINAL JUSTICE AREA

(A) July 1971 - June 1972
(B) July 1972 - June 1973
(C) July 1973 - June 1974



the Center, we will examine each program area in the interdisciplinary and special course areas. We have identified eleven program areas:

- Orientation to the criminal justice system
- Confrontation of specific coordination problems
- Teaching and communication
- Project management
- Management training
- Law and Justice planning
- Youth problems
- Other cross-discipline problems
- Law enforcement (special)

- Corrections (special)
- Courts (special)

In the description of each of these, we include a diagram showing course number, course title and how many times the course was given in each six month time period. The first time period is July 1 to December 31, 1971; the second, January 1 to June, 1972, and so on.

Orientation to the criminal justice system. This area included one series of courses designed for all criminal justice system members.

	Time Period					
	1	2	3	4	5	6
A-100 Orientation to the Criminal Justice System		2	3	2		

This series of courses included presentations by members of different criminal justice disciplines, class discussions, and tours of different agencies' facilities. In the beginning the course attracted many participants, but attendance began to fall off. The main reason seems to be that other courses which covered the same subjects were being offered by the Center and fewer people were interested in attending a course with no specific focus. The course was, however, used in conjunction with the basic law enforcement academy as a part of that curriculum. Eventually, the course was dropped and its material was worked into other courses.

Confrontation of specific coordination problems. Two kinds of courses are included in this program area.

	Time Period					
	1	2	3	4	5	6
A-205 Seminar on Law Enforcement-Prosecutor Relations					1	
A-302 Snohomish County Criminal Justice Workshop		1				1

The seminar on relations between law enforcement personnel and prosecutors was co-sponsored with the National College of District Attorneys, the King County Prosecutor's Office, and the Washington Law Enforcement Officers Training Commission. Participants were primarily chiefs of law enforcement agencies and prosecutors. The seminar consisted of lectures by prosecutive and law enforcement personnel, "reaction" panels, and small group discussions. This kind of course could be very valuable, since it involves two parts of the criminal justice system that must work together a great deal. However, the course could be more effective if more line personnel from law enforcement agencies were included.

The Snohomish County Criminal Justice Workshops are part of a series of workshops for personnel in the criminal justice system from that county. It was originally designed in response to a request from the county to begin working on problems of coordination within that jurisdiction. The course was conducted by consultants from academia with expertise in communications skills. The fact that Snohomish County Criminal Justice personnel continue to participate in these workshops both at the Center and at other sites indicates the success of the program. This course format should be promoted for other jurisdictions as well. By getting people together from a specific jurisdiction to discuss common problems, it is more likely that practical solutions can be worked out than if the people never had to work with each other again.

Teaching and communication. This program area consists of a introductory teaching methods course and several courses addressing specific topics in teaching and communication.

		Time period					
		1	2	3	4	5	6
A-206	Techniques of Teaching			1	1	2	
A-210	Techniques of Visual Communication				1		1
A-218	Video Techniques Workshop					1	
A-306	Selection and Development of Instructional Material						1
A-307	Test Construction and Performance Evaluation					1	
A-308	Development of Learning Packages					1	1
S-205	Criminal Justice Film Conference						2
S-302	Press Relations Seminar						4

The basic course in teaching techniques was designed and conducted by consultants with backgrounds in vocational education. The course was devised to present a particular method of instruction. It includes subject matter on factors and principles in learning, techniques for disseminating lessons, individual differences in students, evaluation of students, and different kinds of instructional media. This course has received good evaluations by participants but many suggest that more criminal justice material be presented. This course could be improved by use of team teaching. That is, if a practitioner and the consultants designed the course together, experience and skills of both could be included. The course would not necessarily have to be designed for specific disciplines, but consideration should be given to moving in that direction.

The techniques of visual communications courses were taught by an expert in graphics. They were designed to prepare a student to conceive, structure and prepare a visually augmented story. This course is of questionable significance for criminal justice personnel, but received high ratings from the participants, who were primarily law enforcement and corrections personnel.

The video techniques workshop attracted a good mix of people from all disciplines and was conducted by the Community Television Project. It included information on use of video tape; including pre-production planning, continuity and post-production techniques, multiple cameras, editing, and a critique of criminal justice training films.

A series of courses were designed by consultants with backgrounds in vocational education to follow up on the basic teaching course. One covers the selection and development of instructional material. Another covers issues in test construction and performance evaluation. A third was designed to teach development of learning packages. They are all directed primarily toward law enforcement training instructors. The courses received relatively high ratings by participants, but they could probably all be improved by using a team teaching approach.

Several conferences were held at the Center that were addressed to issues in communications. Two of the conferences were held to review and evaluate films in the criminal justice area. Given the spate of films on criminal justice topics that are becoming available today, these conferences will become more and more valuable. Every effort should be made to publicize results of the film evaluations for use by criminal justice agencies.

Four press relations seminars were held in locations around the state. They consisted of presentations covering responsibilities of public information officers, effect of publicity on justice, and guidelines for reporting criminal justice news. Since fair presentation of publicity about the criminal justice system depends on both media representatives and the criminal justice practitioners, these kinds of seminars are very important.

Project management. Several courses have been designed to help criminal justice agencies plan, implement, and evaluate projects and obtain funding for them.

		Time period					
		1	2	3	4	5	6
A-208	Project Development				3	1	1
A-209	Project Evaluation				2	1	2
A-219	Developing Trial Programs						1
A-312	Project Management						1
A-511	Program Planning Budget Systems						1

The three courses concerning the development, evaluation and management of projects were designed by a consulting firm. Primarily, the project development course covers the process of preparing grant applications and gives practical information about funding sources available to criminal justice agencies. The evaluation course lasts only one day and covers the concept and purpose of evaluation. It also includes an introduction to the techniques of evaluation by using a work-shop exercise. The management course covers the basic processes in project management, including planning, organizing, directing and controlling. All three of these courses have been carefully prepared and use handouts that effectively present basic concepts in project development, evaluation, and management. The weakness in these courses is that they cover only basics. This is all that is possible in the short time available. A more effective way of helping criminal justice personnel develop, evaluate, and manage projects that should be considered is to provide a consulting service in these topics and to run these courses on an ongoing rather than a one-shot basis.

The Program Planning Budget Systems course presents basic information on a budgeting system that is gradually replacing use of the traditional line item budget. A major

part of class time is spent discussing examples that trainees bring to the course. This format represents a move in the direction of providing a consulting service for project managers. This course has received high ratings in student evaluations.

The course on developing trial programs introduces the concept of experimentation in a criminal justice agency. Topics covered include research design, control groups and random selection. Use of more specific problems in this course would help improve the ability of criminal justice practitioners to apply concepts in this course to their own situation.

Management training. Many management problems are the same across all disciplines. The Center has addressed these common problems in this particular program.

	Time Period					
	1	2	3	4	5	6
A-500 Criminal Justice Management Workshop	1	1			1	
A-501 Communication Skills for Managers					1	
A-512 Problem Solving and Decision Making					1	
S-401 Law Enforcement Management Seminar					1	

The Criminal Justice Management Workshop offers instruction in basic concepts of management; including motivation, communication, planning, evaluation and organization. The course is taught by several instructors. This method of instruction has the advantage of presenting several different styles of management. The inclusion of additional successful criminal justice managers to the set of instructors for this kind of a program would be very valuable. If a team of psychologists, management consultants, and criminal justice managers were developed to continually review and improve this program, it could become a very effective tool, not only for improving managerial abilities, but to promote communications among personnel from different disciplines.

Courses on communications skills for managers and on problem solving and decision-making were conducted by another group of psychologists and consultants. In the communications skills course, considerable use of communication exercises was made, which served to involve participants to a greater extent than would a lecture format. The ratio of instructors to participants was very high. For this reason and because of the class format, it received very high ratings by participants. The course on problem solving and decision-making did not receive the same high ratings, which can be partly attributed to differences in subject matter.

The Law Enforcement Management Seminar was constructed primarily for law enforcement managers and was designed and presented by one person. It covered management topics such as police organization, first line supervision, morale, discipline, communication and local problems. No matter how good an instructor for a course like this is, it is poor policy to use only one person for the design of a course that teaches a complex topic such as management. There are a number of ways to approach such a complex subject, and the use of a team of instructors is highly advisable.

Law and justice planning. In this program area, several workshops and seminars have been designed to bring law and justice planners together.

	Time period					
	1	2	3	4	5	6
S-201 Law and Justice Regional Planners' Seminar	1					
S-202 Indian Justice Planner's Workshop					1	
S-304 Improving the Planning Process						1
S-500 State Planning Agency Workshop					3	

The first law and justice planners workshop was presented jointly by the Law and Justice Planning Office and the Zaring Corporation. The L.E.A.A. Region X and the State Attorney General were also involved in the presentation of this program. It was designed to examine the role of regional planning and to go into some basics of planning theory. Very practical aspects of planning in the Northwest were debated.

The planning workshop designed for Indian justice planners covered the basics of applying for L.E.A.A. grants, project monitoring, law enforcement planning, and tribal law enforcement planning. The course agenda covered areas of practical concern for Native American justice planners.

The course entitled Improving the Planning Process in Law and Justice was designed and conducted by professional planners from the University of Washington. It covered problem identification, goal setting, intervention, work schedules and evaluation. This course is one of the few examples of courses designed entirely by individuals from outside the Center. The course could have been greatly improved by using successful criminal justice planners in its design.

Youth problems. Problems in the relationship between the criminal justice system and juveniles cut across the boundaries of all disciplines. Several courses were conducted that involved law enforcement, corrections and adjudications.

	Time period					
	1	2	3	4	5	6
A-202 Juvenile Problems Seminar	1	1		1		
A-211 Youth Service Bureau Training Workshop				1		
A-305 State Conference on Volunteers in Juvenile Courts				1		
S-210 Juvenile Court Conference Committee Workshop					1	
S-303 Juvenile Justice Symposium					1	

A series of juvenile problems seminars conducted at the Center involved a variety of participants from criminal justice agencies. In addition to lectures on problems of youth, visitations to juvenile detention facilities, case studies and presentations by residents of juvenile facilities were included. These conferences received consistently high evaluations by those who attended them. They afforded an excellent opportunity for members of different disciplines to discuss common problems.

Both the Youth Service Bureau Training Workshop and the State Conference on Volunteers in Juvenile Courts were organized around lectures by experts in the field of juvenile problems, followed by group discussions. One important advantage of conducting conferences and workshops such as these is that they bring together practitioners from all disciplines. For that reason, a maximum amount of time for informal discussion should be designed into all programs such as these.

Workshops designed for Juvenile Court Conference Committees used the same format as other conferences. Conference Committees are groups set up for areas in King County consisting of citizens and criminal justice personnel to help counsel and advise juveniles who have had minor contacts with the law. The workshop afforded the opportunity to discuss issues in counseling, alternatives for juveniles, and the criminal justice process.

The recent Juvenile Justice Symposium consisted of presentations on police processing, intake screening and prosecution, detention facilities, parental rights, functions of counsel, and institutional conditions. Again, this was an opportunity for personnel from all disciplines in the criminal justice system to get together and discuss common problems.

Other cross-discipline problems. The Center has made use of other areas of common concern in the criminal justice system to gather people from different disciplines together.

	Time period					
	1	2	3	4	5	6
A-201 Alcoholism Workshop	1					
A-216 Criminal Justice Data and Information Systems				1	1	
S-602 Pacific Northwest Conference on Violence				1		
S-601 Intelligence Unit Workshop				1		

The alcoholism workshop was conducted in conjunction with the Seattle-King County Council on Alcoholism. It dealt with a problem that cuts across all disciplinary lines in the criminal justice system. The workshop made good use of role-playing and group discussions to involve participants.

Courses on criminal justice data and information systems were conducted by the computer sciences training manager for a large company, an educational psychologist and practitioners in the criminal justice system. It covered the basic information concerning systems theory, and the use of computer oriented machine and processing methods. A discussion of specific applications in the criminal justice system was also included. This is a good example of a course taught on a specific subject by a team of instructors with different areas of expertise.

The Pacific Northwest Conference on Violence was conducted in conjunction with the Law and Justice Study Center of Battelle-Norhtwest. Several presentations were made by well-known criminal justice practitioners, sociologists, psychologists, and other experts on violence. The major benefit of this conference was to use a specific area of concern in criminal justice to bring together members of different disciplines and people from outside the system.

The Intelligence Unit Workshop covered information on the theory of intelligence, organized crime, white-collar crime in relation to organized crime, the development of informers, surveillance, and the issues of security and privacy. This course

CONTINUED

1 OF 3

was attended only by law enforcement personnel, but potentially could involve other elements of the criminal justice system as well.

Law enforcement (special). One series of courses falls under this program area.

		Time period					
		1	2	3	4	5	6
S-101	Orientation for Police Officers' Wives					2	1
S-102	Orientation for Husbands and Wives of Law Enforcement Officers						1

Research on the family situations of law enforcement officers has shown that the demands of the job put considerable strain on relations in the family. This series of courses was designed to help alleviate strain by acquainting the spouses of law enforcement officers with some basics of the job and give them a chance to discuss problems with spouses of experienced officers. Some topics covered include an overview of the criminal justice system, the police role, police training, police organization, police facilities and operations, and a discussion of job pressures.

Corrections (special). A couple of courses applied primarily to the corrections personnel but were called special courses.

		Time period					
		1	2	3	4	5	6
S-207	New Careers - Probation and Parole Services					2	1
S-208	Corrections and Community Services Seminar						1

The New Careers course was designed for Native Americans in the criminal justice system. Several issues in probation and parole were covered. They include the role of the United States Board of Parole, the Indian Justice System, the roles of a parole or probation officer as an investigator and counsellor, rehabilitation, and community corrections.

The Corrections and Community Services Seminar is conducted in conjunction with the Washington State Department of Social and Health Services. It was designed as a training course for counsellors and used small group discussions and panels for the discussion of the subject matter.

Courts (special). Two courses were designed primarily for adjudications personnel, but were called special courses.

		Time period					
		1	2	3	4	5	6
S-209	Volunteers in Misdemeanant Courts						1
S-211	Safe Staff Training Seminar						1

The use of volunteers in misdemeanor courts was discussed by a district court judge in one course. Panel discussions on administration, evaluation, recruiting, screening and training of volunteers followed the lecture. The second course was designed to orient personnel involved in an experimental method of adjudicating traffic offenses in King County. Instead of going through the court system, most traffic offenses will be handled administratively under the new system. This course was designed to acquaint people with the new procedures.

Overview. As noted above, the basic orientation to the criminal justice system courses have been dropped. The experience

of the Center has shown that, in general, it is more effective to organize courses around specific topics and to use informal discussion by participants from different disciplines to cover issues of system-wide significance.

The Center has conducted two types of courses designed to confront specific coordination problems in the criminal justice system. Courses like the seminar for police and prosecutors should be redesigned with specific objectives for practical solutions to coordination problems. Bi-disciplinary courses could be very useful, not only for promoting understanding between members of two disciplines, but for working out specific improvements in cooperation. For instance, police and prosecutors could meet to design a better method for keeping police officers informed about case scheduling in order to cut down on the time officers must wait in court. Similar coordination problems between other disciplines could be addressed in joint sessions. Meetings of judges and coorections personnel could lead to improved methods of sentencing. The second type of course in this program area that the Center should develop would follow the format of the Snohomish County Workshops. The Center could provide a forum for criminal justice personnel from specific jurisdictions to debate and resolve mutual problems.

The teaching and communication program area is a very important one for the Center to emphasize. A state Criminal Justice Training Center cannot be expected to provide all training for the state. As individual agencies develop capabilities and tools to conduct their own training, the training function of the Center will be able to meet the needs of more people. One recommendation in this area is to increase use of the team teaching approach, using criminal justice practitioners in conjunction with educational experts, not only to instruct courses in this area, but to design them together with the objective of making them of more practical value.

In the project management program area, it seems clear that little more than basics can be taught in courses using the present format. The Center can perform a more practical training function in this area by providing a center for consulting services, drawing on the experience of the Center's staff, consultants, and other criminal justice personnel. Courses should be ongoing rather than one-shot, and should make maximum use of specific cases as teaching tools.

The Center should not attempt to provide a substitute for the training a manager could get at a graduate school of business. However, not all criminal justice managers will be required to study business administration in academic settings. For those who rely on programs such as the Center's, and to supplement academic training, the emphasis should be on practical tools and methods for criminal justice managers. One way to design courses with this emphasis is to use the team teaching approach. An issue yet to be resolved is whether to train managers from different kinds of agencies together or separately. By training separately, the programs gain the advantage of being able to concentrate on practical approaches for specific disciplines, but lose the advantages of contact among managers from different disciplines. By training together, integration of the criminal justice system is promoted, but it is difficult to discuss practical management skills for each discipline. Courses should be designed to incorporate advantages of both approaches. Managers can meet together to debate topics of common concern and then break up into disciplinary groups to discuss discipline-specific topics.

Maximum advantage should be taken by using specific common problems for the criminal justice system, such as juvenile problems, alcoholism, violence, data and information systems, and organized crime to bring members from all disciplines together. These kinds of courses also provide excellent opportunities for members of different disciplines to begin to understand each other's problems.

LAW ENFORCEMENT

Law enforcement courses at the Center have been designed to fulfill in-service training needs of police and sheriff's departments, especially those that are not large enough to provide training themselves. The types of courses cover a wide range of law enforcement activities. Participants in these courses have been almost all law enforcement personnel. Figure III-4 shows the number of person-days of training given at the Center for law enforcement personnel.

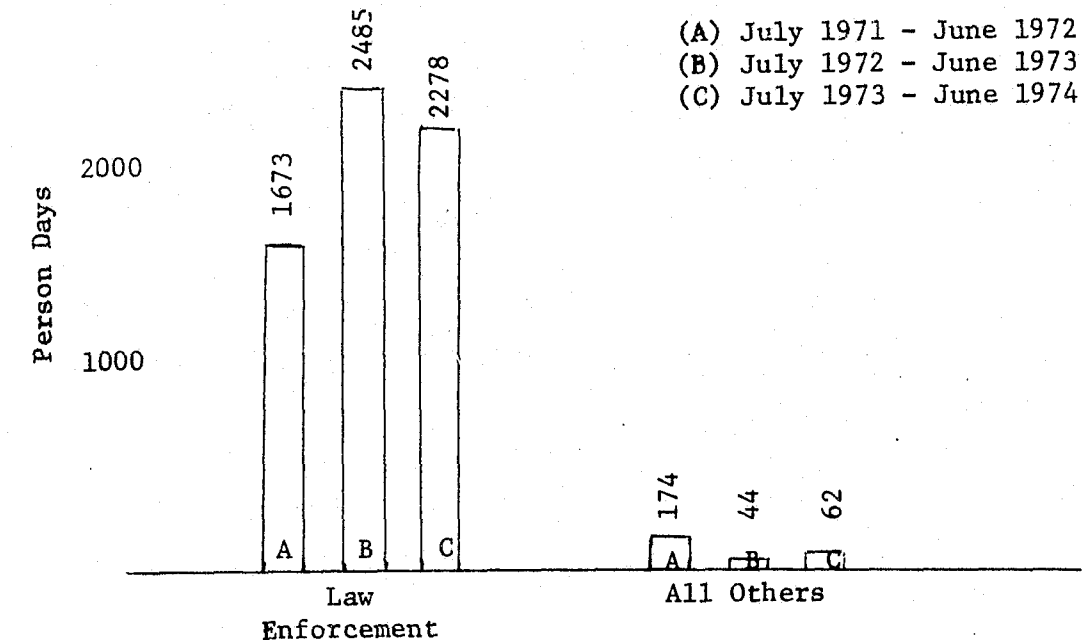
The rate of participation by law enforcement officers increased substantially during the second year and then leveled off during the third. This can be attributed partially to the large increase in participation by law enforcement personnel in the inter-disciplinary and special courses during the third year.

Four program areas have been identified in the law enforcement area:

- Advanced skills
- Communications skills
- Supervisory and management skills
- Multi-agency law enforcement courses

FIGURE III - 4

NUMBER OF PERSON-DAYS OF TRAINING GIVEN FOR LAW ENFORCEMENT PERSONNEL & OTHERS



Advanced skills. Several courses and series of courses have been designed to train experienced officers in advanced skills necessary to carry out their duties.

	Time period					
	1	2	3	4	5	6
L-209 Law Enforcement Communications School					1	
L-212 Law Enforcement Basic Photography					2	1
L-213 Law Enforcement Crime Scene Processing				1		
L-218 Specialized Explosives Seminar					1	
L-316 Homicide Investigations					1	1

The improved court testifying course was taught in conjunction with the State Department of Motor Vehicles and the Alcohol Safety Action Program. It was addressed primarily to issues related to testifying in cases involving driving under the influence of alcohol. Several perspectives were covered by practitioners from the courts, prosecution, and law enforcement agencies.

The Criminal Drug Investigations Academy was conducted in conjunction with the Washington Law Enforcement Officers' Training Commission. A good mix of people from different disciplines were instructors in this academy. The course lasted for three weeks and covered topics in drug investigations in depth.

The Auto Theft Seminars were conducted jointly with the Washington State Law Enforcement Association and the National Auto Theft Bureau. Instructors were from the NATB and from police agencies (the first time from the Seattle Police Department and the second time from the California Highway Patrol). The course evaluations for both content and instructors were very positive.

The communications school was organized by the Center staff and employed several instructors from criminal justice agencies. The topics covered were report writing, clerk's functions, computer operations, and department organization. This course was partly directed toward non-sworn members of police departments, who often are overlooked in police training programs. The Standards and Goals recommends that non-sworn personnel be included in law enforcement training programs. Since non-sworn personnel usually are involved in communication functions, this kind of course provides a practical opportunity for orientation.

The basic photography schools were conducted primarily by representatives from Kodak. While the Center should continue to avail themselves of free instruction by professionals in specialized fields such as photography, the course content could probably be made more practical through use of a team teaching approach, involving criminal justice personnel on the design process to a greater degree. A prosecutor did discuss the evidentiary values of photographs, but this was a relatively small part of the course. Information concerning the evidentiary value of photographs far outweighs the importance of information about the more subtle technical aspects of photography. More time should be apportioned to the legal aspects of law enforcement photography.

The crime scene processing course was taught by King County Department of Public Safety personnel. It covered basic subject matter in crime scene investigation with a series of lectures and demonstrations. If the course is given again, it should include more student participation techniques, such as role playing and videotape feedback.

The explosives seminar covered a very specific subject that is of value only to a small fraction of law enforcement officers. It employed a good combination of instructors, but its range of application is questionable. It would be more efficient to include basic information on different types of explosives and bomb disposal in other courses in the future.

The homicide investigation course has attracted many law enforcement officers. The course is attractive because it covers one of the more glamorous investigative activities law enforcement officers perform. The course covered legal questions, crime scene investigations, types of injuries resulting in death, and laboratory examinations. Many investigative techniques are applicable to crimes other than homicide; and more emphasis should be given to general investigatory skills. Use of student involvement techniques is important in this course as in the basic crim scene processing course.

Communication skills. Courses in this program area cover topics related to communications between law enforcement officers and the public.

	Time period					
	1	2	3	4	5	6
L-201 Community Relations Conference	1					
L-215 Crisis Intervention			1	2		
L-301 Police-Citizens Relations Seminar	1					

Both the Community Relations Conference and the Police-Citizens Relations Seminar were designed by the Center staff. They employed a format of lectures by a wide variety of practitioners, other professionals, and citizens followed by workshops to discuss topics in more depth. Instructors were attorneys, mental health workers, reporters, members of the Urban League, college professors and representatives from the Chamber of Commerce. Both conferences were attended primarily by chiefs and sheriffs. The Center has recognized that this format is not the most effective way to train people in skills that require more participant involvement. These kinds of courses have much greater impact when they employ techniques such as communications exercises, videotape feedback, and role playing.

These conferences did have some impact on the law enforcement people who attended. However, when they returned to their agencies, they were frustrated because they found little support for new ideas and techniques that they acquired. The response of the Center to this problem has been to design programs in communications skills for entire agencies. Crisis intervention training was conducted three times for entire departments. The first time it was given to members of the Bellevue and Issaquah Police Departments; the second time, to members of the University of Washington Department; and the third time, to members of the Tacoma Police Department. A course is planned in the near future for the Mercer Island Police Department. Material covered in the courses has been very well received by participants. There has been a good utilization of student involvement techniques and handouts in the training. In addition to training in communication skills, handbooks on community resources such as drug abuse centers, and emergency food and lodging have been prepared in each case. These are very practical materials that can help law enforcement officers handle crisis situations.

Supervisory and management skills. Although most management courses have been assigned to inter-disciplinary or special course areas, some have been conducted primarily for law enforcement officers.

	Time period					
	1	2	3	4	5	6
L-400 Law Enforcement Supervisor's School	1	3	1	5	2	3
L-500 Law Enforcement Executive Development					1	
L-504 Police Labor/Management Relations						1

The Law Enforcement Supervisor's School has been presented 15 times. Each time, ten days of instructions were given. Most of the participants have been first level supervisors in law enforcement agencies. Basic topics in motivation and communication have been presented, organized around theories of Maslow, McGregor, and Herzberg. Readings have also been assigned from the IACP's chapter on supervisory training. Some specialized instruction in areas like Program Planning Budget Systems and legal liabilities have been included in the class. In-basket exercises have been developed to teach some practical aspects of law enforcement supervision. The courses have been instructed primarily by people with experience and degrees in vocational education and business administration. Recommendations for this course will be made below.

The Law Enforcement Executive Development Course was organized and presented in conjunction with the same people who instruct the law enforcement supervisor's school. It was designed, however, for higher level managers. Recommendations made for the supervisor's school apply to this course also.

Last fall, a seminar was held to discuss police labor-management relations. Designed primarily by a law enforcement executive, it employed a good mix of instructors and the use of exercises to involve students. With the developing interest in police unionism, this kind of course should prove increasingly popular.

Multi-agency law enforcement courses. The Center has provided a forum for gatherings of representatives from several law enforcement agencies to discuss problems of mutual coordination.

	Time period					
	1	2	3	4	5	6
L-202 Mutual Aid Seminar	1					
L-211 Washington State Law Enforcement Association Training Conference		1			1	

Law enforcement agencies have used the Center on three occasions to discuss topics of mutual concern. The first time, the question of mutual aid was discussed. The second and third times, the Washington State Law Enforcement Association met at the Center to discuss many topics, including training in law enforcement agencies.

Overview. In the advanced skills program area, several topics have been addressed. Means used by the Center to determine priorities and needs of law enforcement agencies is questionable. The Standards and Goals recommend that, in developing training programs, training facilities should carefully analyze the role of each position in criminal justice agencies, specify the requirements for the fulfillment of that role, and design training programs that can meet those requirements. The Center has not employed a systematic method to determine the needs of agencies. Inclusion of courses with questionable significance for law enforcement personnel, such as the specialized explosives seminar, is a result of this unsystematic planning. With the multitude of advanced skills from which to choose, it is imperative that priorities for courses be set according to criteria that reflect the needs of agencies.

The basic supervisory course has provided training for first level supervisors where very little was available before. The impact ten days of training can have on an officer's ability to supervise is probably not large. While use of the theories of Maslow, McGregor, and Herzberg has proven useful in communicating theoretical ideas about motivation and communication to law enforcement supervisors, the inclusion of these theories probably doesn't add very much to a short course in supervision. The IACP manual contains a great deal of well-presented material on management and supervision, but it is doubtful that course participants can cover the material adequately in ten days. Our primary recommendation for the supervisor's course is to expand it in order to give instructors time to go into depth on theoretical topics in supervision, if they are to be presented

at all. If the course continues to be limited to such a short time period, it will probably have a greater impact if practical methods of law enforcement supervision are given more emphasis and if there is greater use made of techniques like communications exercises, role playing and video feedback.

Training in the communications skills program area has developed very well. Curricula have been changed to respond to problems observed in the training, and innovative packages for training in crisis intervention have been developed. There is, however, a need for training in more general communication skills. For instance, if law enforcement officers are to begin to be effective in enlisting the aid of citizens in crime prevention, they should learn how to make effective public presentations. Courses in public speaking, using material relevant to the officer's job would be very useful. Communications skills are necessary in situations other than crisis intervention. The way officers handle themselves in taking simple reports can have a lot to do with the public's attitude toward the police department. Development of general communication skills courses that utilize role playing and video feedback techniques is highly recommended.

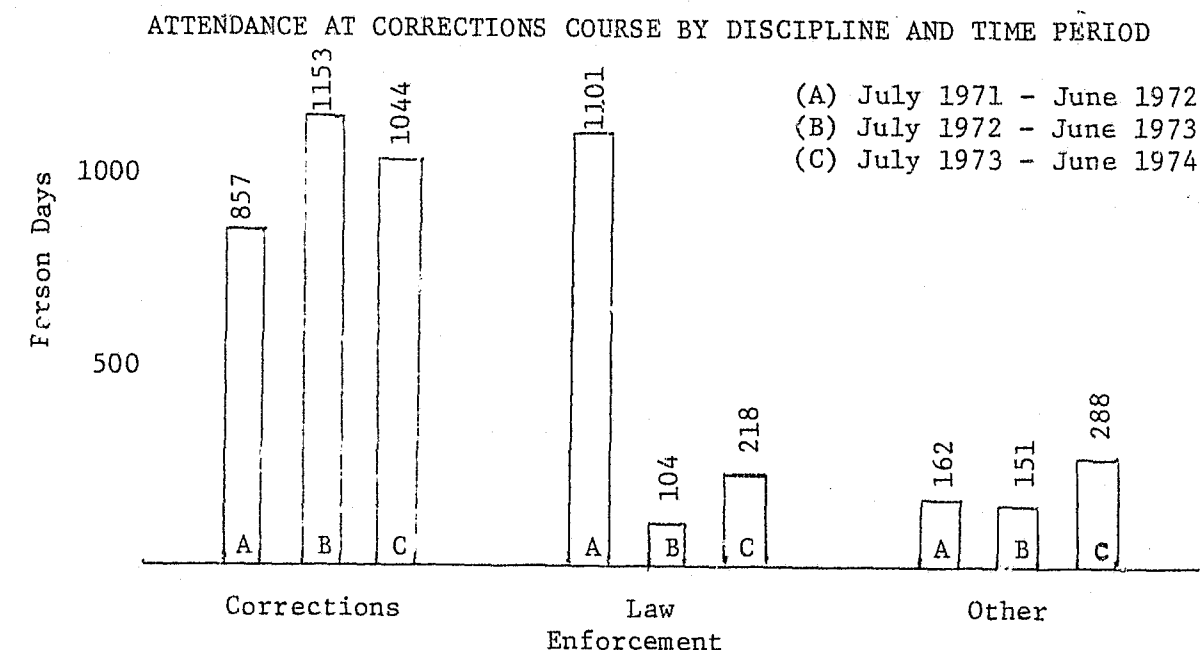
One recommendation concerning the law enforcement area is that methods be developed to reach beyond the Center itself. Given the great number of police officers in the state and the Center's limited facilities, the use of learning packages and videotape courses and the training of law enforcement instructors is highly recommended. The Center is developing curricula on these topics in the inter-disciplinary area, but that program should be given greater emphasis.

CORRECTIONS

Courses in the corrections area have been designed to fulfill the training needs of parole and probation officers, detention facility personnel, half-way house and group home staff, personnel

in work release programs, and corrections administrators. Most personnel who have attended are from corrections agencies. However, a substantial number of law enforcement officers involved in jail functions have also attended. Figure III-5 shows the attendance at Corrections courses by discipline and time period.

FIGURE III - 5



Attendance by corrections personnel increased some the second year and dropped off during the last. This drop can be accounted for by a great increase in corrections personnel participation in the inter-disciplinary and special courses area. The large number of person-days attended by members of law enforcement agencies in the first year can be accounted for by one class in jail operations taught for one month to 33 members of police departments. Seven program areas have been defined in the corrections area:

- Counseling
- Probation and parole
- Halfway house, work release
- Detention
- Jail operations

- Corrections management
- General workshops

Counseling. A series of courses have been designed to provide training in counseling for all corrections personnel.

		Time period					
		1	2	3	4	5	6
C-201	Basic Counseling Skills	1	3	1	1	1	
C-206	Counseling Skills/Halfway House Staff				1		
C-212	Counseling by Objectives			2	2	1	
C-216	Family Counseling				1		
C-218	Crisis Counseling				1	2	
C-220	Basic Counseling - One-to-One Communication Skills		1	2	1		

The basic counseling course originally covered many basic topics in counseling, including crisis decision-making, new methods of case work, group models of treatment, counseling by objectives, and the change agent's role. It was designed and conducted in conjunction with the state Manpower Development and Training Agency. One basic counseling course was designed specifically for halfway house staff.

Later on, specialized courses in counseling were developed to treat certain kinds of counseling in depth. The counseling by objectives course teaches corrections personnel techniques in forming contracts with clients to achieve certain objectives. The family counseling course covers issues dealing with entire family situations. The crisis counseling course grew out of the crisis intervention course taught in the law enforcement area and includes topics such as interviewing, mediating and diffusing.

It uses many techniques to involve participants, such as role playing, modeling, small group discussion, and video tape role rehearsal. The core of the original basic counseling course is taught in the one-to-one communications skills course and utilizes large and small group discussions to illustrate material presented in the course.

Probation and parole. Counseling courses were designed for probation and parole officers as well as other corrections personnel. However, one course was developed to orient parole and probation officers to their whole job.

		Time period					
		1	2	3	4	5	6
C-207	Probation and Parole Orientation					1	

This course was designed for new probation and parole officers and included sections on the history and development of probation and parole, work release and furlough programs, counseling, arrest procedures, decision making, drugs, and caseload administration.

Halfway house, work release. Some courses were designed specifically for halfway house staff and staff on work release programs.

		Time period					
		1	2	3	4	5	6
C-205	Group Home/Halfway House Staff Training	1					
C-222	Work Release						2

Both these courses covered general issues in counseling, but also provided practical information for administration of group home, halfway house and work release programs.

Detention. A series of courses was designed specifically for detention staff personnel.

	Time period					
	1	2	3	4	5	6
C-204 Detention Staff Seminar			3	1		1
C-223 Washington State Reformatory Training Workshop						1
C-302 Advanced Detention Staff Seminar					1	

Both the Detention Staff Seminar and the Advanced Detention Staff Seminar used a series of lectures and films to present basic information on topics such as counseling, crisis handling (especially drug crisis), and treatment theories. They were designed, in part, to orient detention staff to new roles in corrections. In both courses, good use was made of role playing and video tape feedback techniques to involve participants in the subject matter.

The workshop designed for the Washington State Reformatory had a similar format to the detention staff seminars. However, its emphasis was on the particular needs of that institution. Research conducted by instructors was used as starting point for discussion of problems, goals and objectives of the reformatory and training needs of its staff.

Jail operations. Jails were designed to be temporary holding facilities, but they must be considered an element of the correctional system. Several courses in the corrections area have been designed in recognition of this fact.

	Time period					
	1	2	3	4	5	6
C-202 Jail Operations					1	
C-208 Jail Remodeling and Architecture						1
C-209 Jail Operations			1	1	1	

The first course in jail operations lasted one month and included lectures by several practitioners and professionals, physical training, and visitations. It was designed as an academy for jailers. This model was abandoned, and a shorter course on jail operations was taught that focuses on more specific practical problems in jail operations. Topics included the jailer's role, transportation of inmates, morale of staff and inmates, security, civil rights of prisoners, report writing, administration, emergency procedures and supportive services. This course has received relatively high course evaluations by participants.

The course on jail remodeling and architecture was not a course on how to build new facilities. Rather, the basic question that the course addressed was whether or not a new facility was needed. The course also covered ways of using existing facilities.

Corrections management. Although a great deal of the training available for correctional managers is available in inter-disciplinary and special courses, some courses were specifically designed for corrections managers.

	Time period				
	1	2	3	4	5
C-301 Corrections Management					1
C-501 Corrections Management Seminar					1
C-601 Jail Management					1 1

The correctional management seminar was jointly sponsored with the Washington Interstate Commission on Higher Education and the Manpower Development Agency of the Department of Social and Health Services.

The jail management course included a lecture on the history of corrections by a history professor, and lectures by jail inspectors and representatives of the Bureau of

Prisons on jail operations, jail administration, manpower planning, personnel management, public relations and legal problems.

General workshops: The Center has provided a forum for corrections personnel to gather for several different workshops and seminars.

	Time period					
	1	2	3	4	5	6
C-102 Washington Correctional Association Training Workshop	1					
C-210 Volunteers for the Criminal Justice System				1		
C-214 Washington Correction Association Convention					1	
C-303 Manpower and Development Training Workshop						1

Overview. Content of courses in the correctional area is very difficult to evaluate since there are no specific standards against which to measure the content. We suggest that the Center follow the recommendation of the Standards and Goals in developing training curricula. First, the needs for different positions in corrections agencies should be evaluated and objectives set for the requirements to fulfill those needs. Then courses should be designed to meet those objectives. When systematic research on corrections roles is carried out, curricula can be planned most effectively. This evaluation report contains many suggestions for specific needs that criminal justice personnel express, but this type of study is not a substitute for in-depth analysis of criminal justice personnel roles.

Counseling courses form the basic core of the corrections program. They employ a good mix of instructional techniques that involve the student. Every effort should continue to be

made to differentiate and separate subject matter taught in each of the counseling courses. If people attend a series of courses, they shouldn't be disappointed by finding redundancy in the material presented.

Three program areas are just emerging. Orientation for new personnel in probation and parole, halfway houses, work release programs, and detention facilities has been offered. With the high turnover rate in these positions, orientation programs should take on an expanded role in the corrections area. Counselor training is important, but orientation courses should be developed further.

Jail operations courses are very important in changing conditions in our jails. The emphasis in this area should be continued. Courses should contain practical information to jailers; the course on jail remodeling and architecture is a good example of the kind needed. Courses should also contain information on the place of jails in the correctional system, crisis intervention techniques, and law.

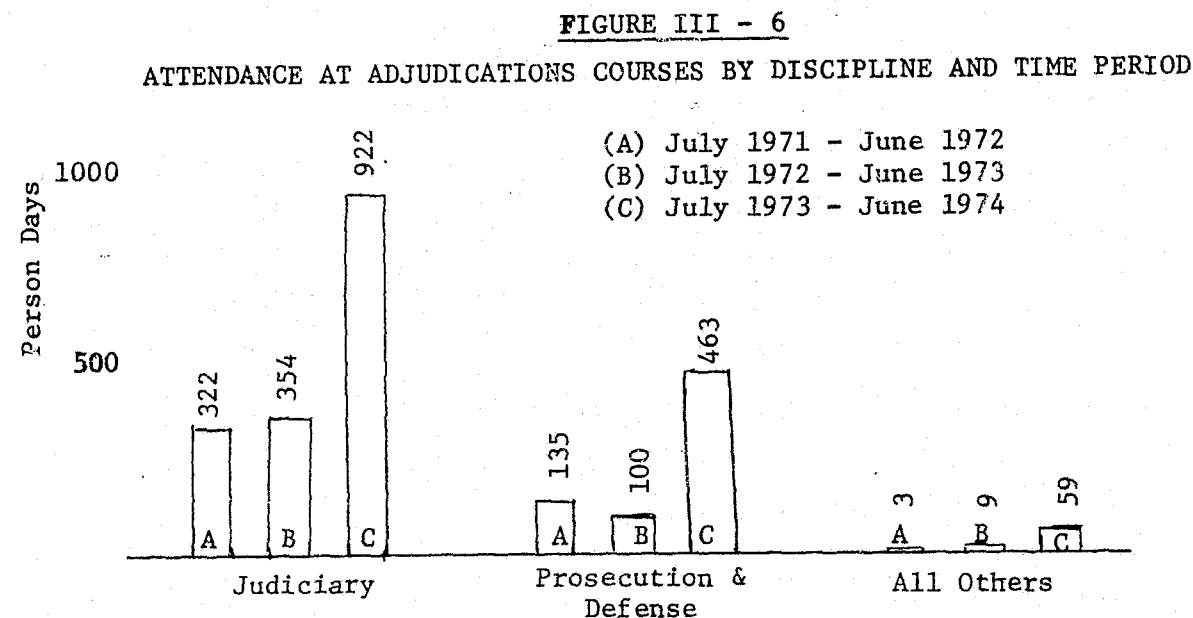
Careful consideration should be given to merging corrections management courses with others in the interdisciplinary area. Jail management courses cover material that is quite specific, but much of their subject matter could be merged with other management courses.

The Center provides a service in furnishing facilities for conventions and convention-like workshops, but this activity does not effectively promote accomplishment of the Center's goals. If workshops are multi-disciplinary, or if they have specific training objectives, they should be included in the Center's curriculum. If not, they should be dropped.

ADJUDICATIONS

Courses in adjudications are designed primarily to meet training needs of judges, court administrators, court clerks, prosecutors, deputy prosecutors, public defenders, defense attorneys and investigative and administrative staffs from those

offices. Very few other people attended courses in the adjudications area. Figure III-6 shows the attendance at adjudications courses by discipline and time period.



The figure clearly shows a great increase in number of person-days of training given for adjudications personnel during the last year. Prosecutors have had an exceptionally high rate of attendance at Center courses. Approximately 70% of the state's prosecutors have attended at least one course and 31 of 39 county prosecutors' offices have been represented. A much smaller percentage of the judges in the state have attended courses at the Center. The Standards and Goals recommends at least 39 to 44 days of training during the first two years that a judge is on the bench. If one-third of the state's judges are new in each 2 year period, this means that approximately 3,000 days of instruction per year should be devoted to orientation for new judges alone. This is large in comparison to the 922 days of training used by all judges at the Center.

Courses offered in the adjudications area fall into four program areas.

- judiciary training
- court administration training
- prosecutors' training
- defense training

Judiciary training. Several courses have been designed for orienting new judges and for further training of experienced judges.

		Time period					
		1	2	3	4	5	6
J-100	Orientation to the Judiciary	1			1	1	
J-201	Magistrates Spring Training Conference	1			1		
J-202	Criminal Law Seminar	1		1			
J-204	Trial Judges Law "Updates" Seminar						1
J-206	Trial Judges Conference						1
J-207	Orientation to the Rules of Commitment						1
J-301	Conference on Opinion Writing			1			

The orientation course was designed for new judges in conjunction with the Superior Court Judges Association and the State Office of the Administrator for the Courts. Experienced judges were the primary instructors for the course, which covered issues such as sentencing, criminal law, procedural issues, opinion writing, orientation to the parole board, and courtroom demeanor. The course included visitations to a center for alcohol rehabilitation, jails, juvenile court, and correctional facilities. Mock trials were used to teach much of the practical procedures and courtroom demeanor.

The magistrate's spring training conference was designed for district court judges. It covered much of the same material and a drug rehabilitation center. In addition to addressing new criminal laws the criminal law seminars covered new procedural rules, recent trends in sentences, and a review of developments in civil law. The "Updates" seminar covered new areas in criminal law and included discussions of courtroom demeanor and a discussion of community-based corrections. The trial Judges Conference employed prosecutors, law professors, in addition to judges, to cover much of the same subject matter that other courses covered.

Two courses covered special topics of interest to judges. One was a short course designed to orient judges to new rules of commitment for the mentally incompetent in this state. The other course was taught in 1972 by law professors and judges and discussed techniques of opinion writing.

Court administration training. New methods of handling case loads and administering the court are being developed rapidly. These courses were designed primarily to acquaint court personnel with these methods.

	Time period					
	1	2	3	4	5	6
J-205 Limited Jurisdiction Court Clerks Conference						2
J-501 District Court Administrative Workshop						1
J-502 Trial Court Administrative Workshop					1	1

The District Court Administrative Workshop and the Court Clerk's Conference were designed primarily to discuss problems of court clerks. A major amount of time was spent going over the Uniform Court System Accounting Manual. The Trial Court Administrative Workshop covered issues in public relations, but consisted mainly of a presentation of California's Weighted Caseload System.

Prosecutor's training. Several courses have been designed for prosecutors and prosecutive staff.

	Time period					
	1	2	3	4	5	6
P-100 Prosecutor's Orientation	1	1	1	1		
P-202 Prosecutor's Legislative workshop					1	
P-203 Prosecutor's Summer Seminar						1
P-204 Prosecutor's Annual Conference						1
P-600 Prosecutor's Administrative Workshop						1

The orientation course for prosecutors was taught by police, judges, experienced prosecutors, defense lawyers, and law professors. It included discussion on relations with the public, trial strategy, trial preparation, evidence, criminal rules, and a review of the ABA standards. It was conducted in conjunction with the Washington State Association of Prosecuting Attorneys. The summer seminar and the Annual Conference covered much of the same areas as the orientation course. However, they went into more depth on special problems, such as corrections, shoreline management, and police operations.

The legislative workshop was held in the state capitol while the legislature was in session. In this workshop, new legislation was reviewed and an analysis was made of pending changes in the law. This kind of activity follows the recommendations of the Standards and Goals for prosecutors to get involved in improvement of criminal law.

The prosecutors' administrative workshop covered issues such as tax problems, mental illness, schools, and the environment in addition to administrative matters such as automated typewriters.

Defense training. Two programs have been conducted for public defenders offices.

	Time period					
	1	2	3	4	5	6
D-101 Public Defender Investigative Staff	1					
P-101 Criminal Attorney Investigation Workshop						1

The Seattle-King County Public Defender's office has conducted training for its own personnel for a couple of years, including topics such as initial interview and investigation, pretrial motions, jury selection, opening statements, direct and cross-examinations, instructions, closing arguments, post-trial arguments and appeal. The program is cited by the Standards and Goals as a good example of a training program for defense attorneys. The Center has begun to serve the function of broadening coverage of this training to other defense offices.

Overview. Training in the judiciary program area has covered most of the topics recommended by the Standards and Goals. Three ways of improving the program are possible. One is to expand the amount of training for judges so it will have greater impact on the state judiciary. The second way is to include some subjects that have not been covered, such as psychiatry, social work, and sociology. This is the kind of training most judges never receive, even in college, but is essential for jurists sitting on criminal cases. More attention could also be given to interrelationships between law enforcement and courts. The third way of improving the judiciary area would be to develop a more systematic curriculum. With present courses, judges attending more than one course are likely to find much of the subject matter redundant.

Curriculum in the prosecution area covers essentially all subjects recommended in the Standards and Goals. One improvement that could be made is to separate subject matter in the courses more systematically. Prosecutors, like judges who attend more than one course, are likely to encounter a great deal of redundancy.

Defense attorney training is just as important as prosecutor training. Since the Seattle-King County Public Defender's association has been cited as having an exemplary training program, and since they represent the majority of the public defense in the state, greater use of and support for that office should be made by the Center.

CONCLUSIONS

One measure of course efficiency is the rate of participation by particular agencies. We examined the entire set of rosters for all classes over the three year period to determine if some agencies who participated a great deal in the beginning stopped participating later on. We found no law enforcement agency with over 10 members that decreased its rate of participation in the Center's programs substantially from the first year to the last, except the Seattle Police Department. We found no large correctional facility or agency that decreased its participation during the same time frame. The rate of participation by adjudications personnel has increased dramatically over the three year period. All these findings indicate that agencies have found courses at the Center beneficial. Tuition or registration costs are small or non-existent for agencies that wish to have their personnel attend classes. However, it does cost the agency to give up the time of its personnel to training. Willingness of agencies to have their members participate in Center programs indicates that they find the programs of value.

The Center has experimented with a large number of different course contents and with different modes of design and presentation

of course material. We have made several suggestions for improving either the mode of presentation or the content, based on our review of the course books.

Chapter IV

ANALYSIS OF INTERVIEWS WITH CRIMINAL JUSTICE PERSONNEL

As part of our research designed to assess the Providence Heights experiment impact on the criminal justice system, we interviewed 300 members of the system throughout the state. We conducted these interviews primarily to assess the Center's impact on 1) integration of the criminal justice system and 2) improvement in performance that resulted directly from training given at Providence Heights. We stress that we were seeking to assess the general effectiveness of the Center's programs, rather than whether or not particular course objectives were being met. We did collect information on respondents' reactions to courses, and their suggestions for additions or improvements to the curriculum.

People interviewed covered the entire spectrum of the criminal justice system in the state of Washington. We interviewed personnel in 39 police or sheriffs departments, 22 prosecutor or public defender offices, 44 different courts, and 27 different corrections facilities or offices. Interviews were conducted in 29 of the 39 counties of the state. The largest number were conducted in King County (130), with Snohomish (40), Thurston (19), and Pierce (14) having the next largest representations. The remaining 110 interviews were spread among 25 other counties.

The interviews were conducted in person by interviewers employed for this project. Interviews lasted from one-half hour to two and one-half hours, depending on the respondent's training experiences and interest in expressing his or her views. Only three or four who were requested to be interviewed refused. A number of interviews could not be conducted because people were

on long vacations, had left the state, or had resigned. Substitutes for those respondents were chosen randomly in the same manner that the rest of the sample was chosen. Most interviews were conducted while the respondent was on the job, but many respondents met interviewers while they were off-duty. The four interviewers employed for this project had a variety of backgrounds:

- a master's degree in sociology, with recent experience as a prosthetist
- a former police officer, who because of a job-related injury, retired and is now a university student
- a master's degree in social work, with a variety of experiences in counseling and mental health-related settings
- a recent graduate in psychology, with experience working in a juvenile detention facility.

Approximately two-thirds of all interviews were conducted with respondents who had attended at least one course at Providence Heights; the remaining one-third were conducted with a group who had not attended any course at the Center. Table IV-1 shows the number of respondents according to discipline and whether or not they had attended courses at Providence Heights. A separate sample of 75 officers were interviewed to assess the basic academy's impact.

Respondents who attended courses at Providence Heights will be referred to as the Providence Heights Trained (PHT) group and those who were not trained at Providence Heights will be referred to as the Comparison (C) group. We attempted to match C group respondents with PHT group respondents on characteristics other than attendance at Center courses. Of course, people who do attend Providence Heights courses can be assured to have different attitudes toward training prior to attendance than those who do not attend. We felt the most closely matched comparison group could be obtained by interviewing C group personnel from the same agencies as those who attended courses at the Center.

TABLE IV-1
NUMBER OF RESPONDENTS IN EACH SUBSAMPLE

	WITH PROVIDENCE HEIGHTS TRAINING	COMPARISON GROUP	TOTAL
Law enforcement	41	17	58
Prosecutors and defense attys.	38	21	59
Corrections	43	16	59
Judiciary	32	17	49
Basic academy - 1972	25	X	25
Basic academy - 1973	25	25	50
Total	204	96	300

We chose the PHT group randomly from rosters of courses given at the Center. Then we contacted the heads of agencies of those respondents chosen for the PHT group and requested agency rosters. Approximately 65% of the agencies returned rosters. From those rosters, we randomly selected personnel who did not appear on our master roster list for those who attended courses at the Center. In this manner we were able to successfully choose comparison groups for both law enforcement and corrections samples.

In many prosecutor offices there was either only one prosecutor or everybody in the office had attended Center courses. In many cases, we had to select comparison prosecutors from offices where nobody had attended courses at the Center. Only four public defense personnel were in our PHT group. We did not try to select personnel from public defense agencies for the comparison group.

Most judges in the PHT group were the only judge in their agency. We selected a number of comparison judges from other one-judge courts. Since only 7 members of the Judiciary PHT group were court administrators or court clerks, we did not attempt to match them in the Judiciary C group.

The basic academy PHT group was selected randomly from rosters of attendees at the Center's basic academy. We selected one sample of 25 from basic academies in 1972 and 25 from basic academies conducted in 1973. We did this in an attempt to determine if the length of experience after academy training had a differential effect on reactions to that training. We found very few differences, so the Basic Academy PHT groups were pooled together. The Basic Academy C group was chosen randomly from rosters for basic academies conducted under the auspices of the Washington Law Enforcement Training Commission during 1973.

A note on statistics. When we make comparisons between the Center trained groups and those not Center trained, most of the results are reported in terms of percents. For instance, 19.7% of respondents in all PHT groups were supervisory or management level personnel and 10.5% of respondents were at that level in the C groups. Clearly, there was a greater percentage of supervisory or management personnel in our sample of Providence Heights trained personnel than there were among the C groups. However, this does not necessarily mean that more supervisory personnel attend Providence Heights than line level personnel.

This difference could be attributed to our sampling method. However, we believe it is not, since supervisory personnel had an equal chance to be selected from agency rosters or course rosters as did line personnel. On the other hand, the difference could be attributed to chance. This is where "statistical significance" is a useful tool. Since we did not interview everybody that went to courses at the Center, or that did not go to courses, we can only estimate the percentage of people in each group who were at supervisory or management levels. These estimates are the percentages reported above.

When we say these estimates are significantly different, we mean the 9.2% difference in the percentages cannot reasonably

be attributed to chance. There are more managers or supervisors among personnel who attend Center courses than among personnel who don't go to the Center. On the other hand, if the difference is not statistically significant, we must assume that the percentage of managers or supervisors who attend Center courses is the same as the percentage who don't. In many of our tables, for simplicity's sake, we will report percentages only if differences between two groups was significant. If it was not, the percentages in both groups will be pooled. Though the above noted percentages of managers and supervisors appear quite different, the difference is not statistically significant. We have to assume that the proportion of managers and supervisors who attend courses at Providence Heights is the same as the proportion who don't attend.

CHARACTERISTICS OF THE SAMPLE

In order to understand some results of the analyses, it is important to understand the samples' characteristics. For instance, since the percentage of supervisors in PHT groups is higher than the percentage in C groups, we must remember that differences between the two groups could be a result of the difference in kinds of respondents.

Experience. In Table IV-2, we show the percentages of respondents with different amounts of experience in their agencies.

TABLE IV-2
PERCENTAGE OF RESPONDENTS BY YEARS OF EXPERIENCE

	0-1 years	2-4 years	5 or more years
Providence Heights Trained	20.9%	44.3%	34.8%
Comparison	34.4%	31.3%	34.4%

The respondents in the C group tend to have less experience with their agency than those in the PHT group. The difference is statistically significant, so this also means we can assume new members of agencies are less likely to have attended Center courses. This, of course, could be a result of the fact that the Center has been giving courses for almost four years and newer employees didn't have the opportunity to attend during early years.

We examined experiential differences in each discipline subgroups and found the same relationship between training and experience in each group. That is, for law enforcement officers, prosecution and defense attorneys, corrections personnel, the judiciary, and for the basic academy subsamples, the PHT groups tended to have more experience than the C groups.

Locations of agencies. We also examined PHT and C groups to see if there was a difference in their counties' populations. Table IV-3 shows percentages that came from the four largest counties compared with percentages from the smaller counties of each group.

TABLE IV-3

PERCENTAGE OF RESPONDENTS BY LOCATIONS OF AGENCIES

	large counties	small counties
Providence Heights Trained	76%	34%
Comparison	50%	50%

The percentage of respondents from large counties in the PHT group is higher than that in the C group, and is significantly different.

Other criminal justice experience. We compared the PHT group with the C groups to see if there was a difference in the amount of experience in other criminal justice agencies than ones they were presently working in. Table IV-4 shows the percentage of

respondents in each group with experience in at least one other criminal justice agency.

TABLE IV-4

PERCENTAGE OF RESPONDENTS BY EXPERIENCE IN OTHER AGENCIES

	at least one other	none
Providence Heights Trained	34.8%	65.2%
Comparison	22.1%	77.9%

This difference is significant and shows that PHT groups have had more experience in other agencies than have C groups. We looked at each discipline subgroup to see if this difference was the same in all of them. We found a significant difference only in the corrections groups. 81.4% of corrections people in the PHT group had experience in other agencies, while only 28.6% of the C group corrections personnel had that experience.

Other training experiences. We asked all respondents what training experience they had had other than training at Providence Heights. We left out both basic academy groups in this analysis, since all basic academy C respondents had that experience by virtue of the sampling method. The data are shown in Table IV-5.

The overall difference in outside training between PHT and C groups is not significant. However, when we look at the differences by discipline groups, we find that prosecution and defense, and judicial PHT groups tended to have greater amounts of other kinds of training than their respective C groups. This means that adjudications personnel who go to Providence Heights courses tend to have more training, in general, than those who don't go.

TABLE IV-5

PERCENTAGE OF RESPONDENTS WITH OTHER TRAINING EXPERIENCES

	other training	no other training
Providence Heights Trained	61.8%	38.2%
Comparison	48.6%	51.4%
by discipline:	Comparison between PHT and C groups	
Law enforcement	same	
Prosecution and defense	PHT greater	
Corrections	same	
Judiciary	PHT greater	

Respect by the public. In order to try to understand how respondents felt they were perceived by the public we asked them:

Do you think the general public has great respect, little respect or mixed feelings for (your discipline)?

The results are shown in Table IV-6.

TABLE IV-6

AMOUNT OF RESPECT FELT FROM THE PUBLIC

	great respect	mixed feelings	little respect
Providence Heights Trained	34.8%	57.4%	7.8%
Comparison	36.5%	57.3%	6.3%

These results show that very few people thought the public had little respect for them, and there was no significant difference between PHT and C groups.

There were also no significant differences within each discipline group. In Table IV-7, we show overall percentages for each discipline. They show that judiciary personnel feel the public has the greatest respect for them, and that corrections personnel feel the public has the least respect for them.

TABLE IV-7

AMOUNT OF RESPECT FELT FROM THE PUBLIC, BY DISCIPLINE

	great respect	mixed feelings	little respect
Law enforcement	39.7%	48.3%	12.1%
Prosecution and defense	42.4%	52.5%	5.1%
Corrections	18.6%	69.5%	11.9%
Judiciary	53.1%	42.9%	4.1%
Basic Academy	28.0%	68.0%	4.0%

We compared the respect our large county respondents perceived with respect small county respondents perceived. There was a large significant difference. 29.0% of the respondents from large counties felt the public had great respect for them, while 48.6% of respondents from small counties felt the public had great respect for them.

Summary. In the comparisons of the characteristics of PHT and C groups, we found several significant differences that could have a bearing on responses to other questions. Comparison gorups did not match PHT groups very well. There were significant differences in experiences with their present agency, experience in other agencies, county population of the agency they work in, and, for the adjudications personnel, differences in other training experiences they had. Because of these differences between PHT and C groups, we have examined our results to see if differences

could be attributed to these variables rather than to the effect of Center training. Wherever these differences are important to interpreting results, we have reported them.

INTEGRATION OF THE CRIMINAL JUSTICE SYSTEM

We asked our respondents several questions related to integration of the criminal justice system. We asked them 1) how much respect they felt other disciplines had for their own, 2) how much respect they had for other disciplines, 3) if their performance in terms of communicating with other criminal justice personnel had improved in the last year or so, and 4) what effect training had on their ability to communicate and cooperate with other members of the criminal justice system. We compare responses by people in PHT groups with people in C groups to see if Providence Heights training is in any way related to the potential improvement in cooperation among people in the criminal justice system.

Respect from other disciplines. Very often lack of communication between people occurs because one person feels that another does not respect him, regardless of the other's actual feelings. We asked each respondent if they felt that members of each of the other disciplines had respect for them with the question:

Just considering people who work in the criminal justice system, how much respect would you say they have for the job your agency does. Would you say they have great respect, some respect, little respect, or no respect at all?

Then interviewers asked for responses concerning each of the other criminal justice system disciplines. Table IV-8 shows differences in respect that respondents from each discipline in PHT and C groups said they felt from other disciplines.

These data show there was very little difference between PHT and C groups in the amount of respect they felt other disciplines had for them.

TABLE IV-8

COMPARISON OF RESPECT FELT FROM OTHER AGENCIES BY RESPONDENTS FROM PHT AND C GROUPS

Feel more respect from:	Responses by				
	Law Enforcement	Prosecution and defense	Corrections	Judiciary	Basic Academy
Judges	same	C group	same	*	same
Probation and Parole	same	same	*	same	same
Law Enforcement	*	C group	same	same	*
Defense Attys	same	same	same	same	same
Prosecutors	same	*	same	same	same
Corrections (Institutions)	same	same	same	same	same

* not enough respondents

However, prosecutors and defense attorneys who attended Center courses felt that both judges and law enforcement personnel respected them less than those who didn't attend the courses felt.

One possible explanation for this is that prosecution and defense personnel in PHT groups tended to be from large counties, while those from C groups tended to be from small counties. Table IV-9 shows differences in respect felt from different disciplines according to county size.

TABLE IV-9

PERCENTAGE OF RESPONDENTS FEELING GREAT RESPECT FROM
MEMBERS OF OTHER DISCIPLINES, BY COUNTY SIZE

feel great respect from:	large counties	small counties
Judges	37.4%	40.0%
Probation and Parole	28.1%	42.5%
Law Enforcement	21.3%	35.9%
Defense Attorneys	20.7%	46.8%
Prosecutors	50.7%	31.3%
Corrections (Institutions)	35.8%	28.0%

Data show that, in general, respondents from small counties felt that other people in the criminal justice system respected them more than those from large counties. The only exceptions were the amounts of respect felt from prosecutors and detention facility personnel.

These findings led us to look at the comparison between PHT and C groups again, and analyze differences separately for respondents from large and small counties. When this analysis was done, it showed there were no differences at all between PHT and C groups in the respect felt from other disciplines.

There are several explanations possible for the fact that people who participated in Center courses didn't differ significantly from those who didn't participate. One is that not all courses address the issue of communication among criminal justice personnel. Inter-disciplinary courses were designed partially to promote this communication, so we analyzed those respondents who attended courses in the inter-disciplinary or special areas separately. Again, we found no significant differences between people who attended those courses and those who attended other

Center courses. These findings indicate that either the respect one feels he receives from others is of no significance to promoting communication among disciplines, or the Center's courses have not had a significant effect on communication. Let us examine some other data bearing on this question.

Respect for other disciplines. Another reason people don't communicate with each other is that they don't feel respect for them. We asked each respondent how much respect they had for members of other disciplines:

Considering the amount of respect that you have for people in other criminal justice agencies, how much respect do you have for, judges, etc.?

The respondent could reply great respect, some respect, little respect or none at all. Table IV-10 shows the differences in respect that respondents from different disciplines in PHT and C groups indicated they felt for other disciplines.

TABLE IV-10

COMPARISON OF RESPECT FELT FOR OTHER AGENCIES
BY RESPONDENTS FROM PHT AND C GROUPS

Feel more respect for:	Responses by:				
	Law Enforcement	Prosecution and defense	Corrections	Judiciary	Basic Academy
Judges	same	same	same	*	same
Probation and Parole	C group	same	*	same	same
Law Enforcement	*	same	same	same	*
Defense Attorneys	same	C group	same	same	same
Prosecutors	C group	*	same	same	same
Corrections (Institutions)	same	same	same	same	same

* not enough respondents

Again, there were few differences between PHT and C groups. The law enforcement, prosecution and defense personnel who didn't attend courses at Providence Heights expressed more respect for some disciplines than did the same kinds of personnel who did attend Providence Heights.

By examining data in Table IV-11, we can see that the probable explanation, again, is that people from small counties, in general, feel more respect for other people in the criminal justice system than those from large counties. There are more people in PHT groups from large counties than in C groups. When we analyzed respondents from large and small counties separately, we found there was no difference between responses from PHT and C groups.

When we analyzed respondents who attended inter-disciplinary courses separately, we again found no difference between them and those who attended other courses at the Center.

TABLE IV-11

PERCENTAGE OF RESPONDENTS FEELING GREAT RESPECT FOR MEMBERS OF OTHER DISCIPLINES, BY COUNTY SIZE		
feel great respect for:	large counties	small counties
Judges	44.3%	54.8%
Probation and Parole	24.1%	54.8%
Law Enforcement	33.3%	59.0%
Defense Attorneys	24.6%	41.7%
Prosecutors	46.5%	47.1%
Corrections (Institutions)	26.5%	34.4%

Communication with other criminal justice personnel. We asked all respondents if they felt they improved in different kinds of performance without specifically referring to the effect that training had on their improvement. We asked the respondent:

Over the past year or so, which of these aspects of your job performance have improved? For each aspect I would like you to tell me whether there has been a great deal of improvement, some improvement, no change in performance, or your performance has dropped slightly.

One aspect was "communication with other criminal justice personnel." Approximately 60% of all respondents said there had been great or some improvement in their performance during the last year, but there were no differences between PHT and C groups. When we analyzed each discipline separately, we again found no significant differences, except for the corrections group. 67.5% of the PHT corrections group said that they improved some or a great deal, while only 25.0% of the C corrections group indicated that they did. Table IV-12 shows data for that group.

TABLE IV-12

PERCENTAGE OF RESPONDENTS SAYING THEY HAD EXPERIENCED GREAT OR SOME IMPROVEMENT IN

COMMUNICATION WITH OTHER CRIMINAL JUSTICE PERSONNEL

	Providence Heights		Comparison	Interpretation
	Trained	Pooled		
Law enforcement	-	50.0%	-	same
Prosecution and defense	-	78.0%	-	same
Corrections	67.5%		25.0%	PHT greater
Judiciary	-	57.3%	-	same
Basic academy	-	57.3%	-	same

As one can see from this table, personnel from prosecution and defense felt they improved in their communication with other criminal justice personnel more than members of other subgroups did. Again, except for corrections respondents, we find little difference between those who attended courses at Providence Heights and those who didn't in their own perception of how their communication with other criminal justice personnel has improved.

For those who said they had improved, we asked for reasons that led to improvement. There were six alternatives they could respond to: training at Providence Heights, training within their agency, other training experiences, on-the-job experience, better working conditions or salary or cooperation from colleagues. Table IV-13 shows the percentage of respondents who said they improved in their communication, and who also indicated an important reason for improvement.

An overwhelming majority said on-the-job experience was important to their improvement in communication with other criminal justice personnel. Among the training experiences that were listed as important, the training at Providence Heights was considered the most important one.

TABLE IV-13

PERCENTAGE OF RESPONDENTS SAYING EXPERIENCE WAS
IMPORTANT TO THEIR IMPROVEMENT IN

COMMUNICATION WITH OTHER CRIMINAL JUSTICE PERSONNEL

Type of experience:	Providence Heights Trained	Comparison
Prov. Hgts. training	68.3%	not applicable
Own agency training	31.7%	23.7%
Other training	45.8%	47.5%
On-the-job experience	95.8%	96.6%
Coop. from colleagues	68.3%	76.3%
Better work conditions or salary	18.3%	23.7%

Respondents listed several reasons why Providence Heights training improved their ability to communicate with other criminal justice personnel. In order of importance, they were:

- Increased contacts with other agencies
- Better knowledge of other agencies and their problems
- Improved attitude toward other agencies
- Better court presentations and calendaring procedures
- Increased understanding of project development
- Learned communication skills
- Learned where to go for information

Data indicate that people who attended Providence Heights courses felt they improved less in communication with other criminal justice personnel significantly more than people who didn't attend. However, for those who did improve the Providence Heights training was considered very important to the improvement.

Effect of training on inter-disciplinary contacts. We asked each respondent to specifically relate training to his contacts with other criminal justice agencies. We asked four questions in this regard.

As a result of attending _____, do you have a lot more understanding of other criminal justice agencies, slightly more understanding, or is your understanding about the same as it was before you attended the course?

As a result of attending _____, will you have in the future a lot more contact with other criminal justice agencies, slightly more contact, or will your contact be about the same as it was before you attended the course?

Will the training you recieved at _____ assist you and your agency in reducing significantly the amount of conflict that may occur with other criminal justice agencies, or will the training make only a slight difference, or no difference at all?

As a result of a large number of people like yourself in your agency attending _____, will your agency be more likely in the future to engage in innovative programs with other criminal justice agencies?

When we compared all respondents in the PHT groups with all respondents in the C groups, we found no significant differences at all in their feelings concerning how training affected their interactions with other agencies.

Within PHT groups, we compared answers to these questions from those respondents who had attended inter-disciplinary courses with those who had attended other courses. Table IV-14 shows these data. For all four questions, we found those who attended inter-disciplinary courses responded differently from those who attended other kinds of classes. Those who attended inter-disciplinary courses felt they have more understanding of other criminal justice agencies, will have more contact in the future, will reduce conflict between their agency and others more, and will be more likely to engage in innovative programs than those who attended other courses.

TABLE IV-14

RESPONSES TO QUESTIONS ON THE EFFECTS OF TRAINING,
BY TYPE OF COURSE

<u>Understanding:</u>		
	More	Same
Interdisciplinary	74.5%	25.5%
Other courses	54.4%	45.6%
<u>Contact:</u>		
	More	Same
Interdisciplinary	45.7%	54.3%
Other courses	31.1%	68.9%
<u>Conflict reduction:</u>		
	Reduce	Same
Interdisciplinary	55.3%	44.7%
Other courses	42.7%	57.3%
<u>Innovations:</u>		
	More	Same
Interdisciplinary	69.0%	31.0%
Other courses	48.3%	51.7%

We asked those who attended courses at Providence Heights which aspects of the class helped improve their knowlege of other criminal justice agencies and of their knowledge of their own agency's role in the criminal justice system. These data are shown in Table IV-15.

TABLE IV-15
IMPORTANCE OF VARIOUS ASPECTS OF COURSES

<u>Learning about other agencies:</u>			
	very imp.	somewhat imp.	not important
Informal contacts	50.5%	27.9%	16.7%
Formal lectures	35.8%	32.8%	20.6%
Informal seminars	24.0%	19.1%	10.3%
Library	.5%	2.0%	35.3%
<u>Learning about own agency:</u>			
	very imp.	somewhat imp.	not important
Informal contacts	34.8%	37.3%	24.0%
Formal lectures	33.8%	34.3%	22.1%
Informal seminars	18.6%	21.6%	14.7%
Library	.5%	1.5%	35.8%

The data show that informal contacts were more important for learning about other agencies and about the role of their own, than were lectures, seminars, or the library. However, among the different instructional modes lectures were relatively more important in teaching participants about the role of their own agency.

Summary. Results from this part of the interview are mixed. Some show that the experience of attending Center classes had little effect on the integration of the criminal justice system, while others show that there was some positive effect, especially for those attending inter-disciplinary courses. Respondents in PHT

groups had neither greater nor lesser respect for other members of the criminal justice system than respondents in C groups. Neither did they feel their ability to communicate with other members of the criminal justice system had improved more than those in the C groups felt. However, those who did feel they improved thought the Center's courses were more important to this improvement than their other training experiences. People who attended inter-disciplinary courses felt they had more understanding, would have more contacts, would have less conflict, and would be more likely to engage in innovative programs with other agencies than those who attended other kinds of Center courses.

IMPROVED PERFORMANCE

The second of the Center's goals we were concerned with in the interviews, is the improved performance of criminal justice personnel. Performance measurement is a complex problem. Organizations continually seek to find ways to evaluate personnel performance. The ideal method would include quantifiable measurements of actual output. In most social service institutions -- including criminal justice agencies -- this is difficult if not impossible. For example, how does one measure the quality of "justice" administered by a given agency? In our interviews, we decided to rely on agency members' own perceptions of the improvement in their performance. While this kind of performance measure is clearly biased, it is still possible to make valid comparisons between groups of people who aren't expected to be differentially biased in their perceptions. We can make valid comparisons between those who attended Providence Heights courses and those who didn't attend -- if we can assume those who did attend don't bias their answers differently than those who didn't attend. There is no reason to believe that they do.

Before discussing results, let us examine data on respondents' perception of the difficulty of their jobs. Table IV-16 shows the answers to the question:

How much more difficult are the demands of your job now, compared with, say, two years ago? Would you say it is more difficult, easier or about the same?

As one can see from the table, most respondents thought their jobs were more difficult, and PHT groups had almost exactly the same responses as C groups.

Some reasons that people gave (in order of frequency mentioned) for their jobs' increased difficulty were:

- more red tape, complexity
- more work, bigger caseload
- pressure, harassment
- job changes
- manpower shortage

Some reasons people gave (in order of frequency mentioned) if they thought their job was easier were:

- have more experience
- training has helped
- public attitude is better
- less work - more staff
- better organization in agency
- more self-confidence
- relations with other agencies is better
- there is less crime
- there is less staff to supervise

TABLE IV-16

PERCENTAGE OF RESPONDENTS CONSIDERING THEIR JOB
MORE DIFFICULT, EASIER OR THE SAME

	more difficult	easier	same
Providence Heights Trained	63.0%	22.2%	14.8%
Comparison	62.8%	21.8%	15.4%

We also compared perception of job difficulty by individual discipline. Table IV-17 shows these results.

TABLE IV-17				
DIFFICULTY OF JOB, BY DISCIPLINE				
% who think it's more difficult:	PHT	Pooled	Comparison	Interpretation
Law enforcement	48.4%		68.6%	C greater
Pros. and defense	-	82.1%	-	same
Corrections	-	59.7%	-	same
Judiciary	90.3%		35.3%	PHT greater

This table shows prosecutors and defense attorneys in general think their job is more difficult to a greater extent than do others. Among law enforcement officers, the C group has a significantly higher percentage who think the job is more difficult than the PHT group has. Judges in the PHT group are more likely to say their job is more difficult than judges in the C group.

General performance. We asked each respondent if he felt his job performance had improved in the last year or so in six different general job areas: 1) dealing with the public, 2) communications with direct superiors, 3) communication with direct subordinates, 4) written reports, 5) general performance in relation to organizational goals, and 6) trying new programs and procedures. We then compared percentages in the PHT and C groups who said there had been great improvement or some improvement. These data are shown in Table IV-18.

TABLE IV-18				
PERCENTAGE OF RESPONDENTS REPORTING IMPROVEMENTS IN PERFORMANCE				
Aspects of job:	Providence Heights Trained	Pooled	Comparison	Interpretation
Dealing with public	-	63.6%	-	same
Communication with direct superiors	-	60.0%	-	same
Communication with direct subordinates	54.7%		40.3%	PHT greater
Written reports	-	60.2%	-	same
General performance in relation to your organizational goals	-	79.8%	-	same
Trying new programs and procedures within your agency	66.0%		48.8%	PHT greater

For those performance areas in which percentages for PHT and C groups were not significantly different, we pooled percentages. The data show that PHT groups felt they had improved significantly more than C groups felt they had improved in two areas: communication with subordinates and trying new programs or procedures. In order to get a better understanding of these data, let us examine each performance area separately.

Dealing with the public. Table IV-19 shows the percentages of respondents who felt they improved some or a great deal in their dealing with the public. There were no significant differences within any discipline between PHT and C groups in dealing with the public. The data show those who had attended the basic academy thought they had improved more than any other groups felt they improved.

TABLE IV-19

PERCENTAGE OF RESPONDENTS SAYING THEY HAD EXPERIENCED
GREAT OR SOME IMPROVEMENT IN

DEALING WITH PUBLIC

	Providence Heights Trained	Pooled	Comparison	Interpretation
Law enforcement	-	60.8%	-	same
Prosecution and defense	-	61.0%	-	same
Corrections	-	61.5%	-	same
Judiciary	-	47.9%	-	same
Basic academy	-	74.7%	-	same

We asked each person who thought he improved in this area to indicate how important various experiences were to him. Table IV-20 shows percentages of respondents who thought the experience indicated was important to their improvement.

TABLE IV-20

PERCENTAGE OF RESPONDENTS SAYING EXPERIENCE WAS
IMPORTANT TO THEIR IMPROVEMENT IN

DEALING WITH PUBLIC

Type of experience:	Providence Heights Trained	Comparison
Prov. Hgts. training	61.9%	not applicable
Own agency training	33.2%	28.8%
Other training	49.6%	61.5%
On-the-job experience	91.4%	96.3%
Coop. from colleagues	71.2%	80.8%
Better work conditions or salary	30.9%	26.9%

These data show that respondents almost unanimously considered experience important to improvement in dealing with the public. Those who attended Providence Heights courses thought training at the Center was relatively more important than other training. Reasons they gave (in order of frequency mentioned) for the importance of Providence Heights training are:

- better able to deal with and report to the public
- better qualified to perform duties
- introduced new concepts and views
- greater knowledge of the criminal justice system
- more familiar with the laws
- better able to teach
- contact with other agency personnel
- increased self-confidence

Communication with superiors. Table IV-21 shows percentages of respondents who felt they improved some or a great deal in their ability to communicate with superiors.

TABLE IV-21

PERCENTAGE OF RESPONDENTS SAYING THEY HAD EXPERIENCED
GREAT OR SOME IMPROVEMENT IN

COMMUNICATION WITH DIRECT SUPERIORS

	Providence Heights Trained	Pooled	Comparison	Interpretation
Law enforcement	-	56.1%	-	same
Prosecution and defense	-	46.8%	-	same
Corrections	-	81.3%	-	same
Judiciary	very few respondents for whom this was applicable			
Basic academy	-	60.0%	-	same

Again, differences between PHT and C groups were not significant. Corrections personnel thought they had improved in communications with their superiors more than other discipline members thought they had.

Table IV-22 shows the importance respondents who felt they had improved their ability to communicate with superiors assigned to various experiences.

TABLE IV-22
PERCENTAGE OF RESPONDENTS SAYING EXPERIENCE WAS
IMPORTANT TO THEIR IMPROVEMENT IN
COMMUNICATION WITH DIRECT SUPERIORS

Type of experience:	Providence Heights Trained	Comparison
Prov. Hgts. training	47.2%	not applicable
Own agency training	31.1%	31.9%
Other training	38.7%	48.9%
On-the-job experience	94.3%	93.6%
Coop. from colleagues	81.1%	80.9%
Better work conditions or salary	30.2%	38.3%

Again, respondents considered job experience to be the most important reason for improving their ability to communicate with superiors. Providence Heights training was rated the most significant training experience leading to improvement in this ability to those who attended the Center. Some reasons they gave for the positive effect of training were:

- improved knowledge of administration or supervision
- more resources for communicating program ideas
- improved ability to evaluate job performance
- more confidence in communicating with superiors
- better able to improve job performance
- communication with superiors at Providence Heights

Communication with subordinates. Table IV-23 shows percentages of respondents who felt they improved in their ability to communicate with their subordinates.

TABLE IV-23
PERCENTAGE OF RESPONDENTS SAYING THEY HAD EXPERIENCED
GREAT OR SOME IMPROVEMENT IN

COMMUNICATION WITH DIRECT SUBORDINATES

	Providence Heights Trained	Pooled	Comparison	Interpretation
Law enforcement	72.2%		40.0%	PHT, greater
Prosecution and defense	51.6%		25.0%	PHT greater
Corrections	-	65.2%	-	same
Judiciary	very few respondents for whom this was applicable			
Basic academy	-	46.6%	-	same

As one can see from the table, law enforcement, prosecutor, and public defense personnel in PHT groups all thought they had improved their ability to communicate with their subordinates more than those in C groups.

Table IV-24 shows the importance of the six kinds of experience that respondents said helped them improve in this area.

Job experience was again considered the most important factor that helped people improve their ability to communicate with subordinates. It is interesting to note that respondents in C groups consistently felt that experiences other than training were important to their improvement to a greater extent than those who went to Providence Heights felt. Some of the

TABLE IV-24

PERCENTAGE OF RESPONDENTS SAYING EXPERIENCE WAS
IMPORTANT TO THEIR IMPROVEMENT IN
COMMUNICATION WITH DIRECT SUBORDINATES

Type of experience:	Providence Heights Trained	Comparison
Prov. Hgts. training	51.7%	not applicable
Own agency training	31.0%	25.9%
Other training	50.6%	63.0%
On-the-job experience	95.4%	100.0%
Coop. from colleagues	81.6%	92.6%
Better work conditions or salary	28.7%	40.7%

reasons PHT group respondents gave for the helpfulness of Center training were:

- increased communication skills
- increased knowledge of supervisory skills
- increased ability to evaluate job performance and training
- improved training ability
- learned procedures of the organization

Written reports. Table IV-25 shows percentages of respondents who felt their ability to write reports improved during the last year or so. None of the PHT groups differed significantly from the C groups in their perceived improvement in ability to write reports. However, all those who attended the basic academy felt their report writing ability had improved a great deal.

TABLE IV-25

PERCENTAGE OF RESPONDENTS SAYING THEY HAD EXPERIENCED
GREAT OR SOME IMPROVEMENT IN
WRITTEN REPORTS

	Providence Heights Trained	Pooled	Comparison	Interpretation
Law enforcement	-	57.1%	-	same
Prosecution and defense	-	41.2%	-	same
Corrections	-	57.4%	-	same
Judiciary	-	40.8%	-	same
Basic academy	-	80.0%	-	same

Again, we asked respondents to indicate how important different experiences were to their improvement in ability to write reports. Table IV-26 shows these data.

TABLE IV-26

PERCENTAGE OF RESPONDENTS SAYING EXPERIENCE WAS
IMPORTANT TO THEIR IMPROVEMENT IN

Type of experience:	Providence Heights Trained	Comparison
Prov. Hgts. training	53.3%	not applicable
Own agency training	42.9%	30.2%
Other training	43.8%	58.1%
On-the-job experience	100.0%	100.0%
Coop. from colleagues	71.4%	67.4%
Better work conditions or salary	19.0%	23.3%

The same pattern emerges as in other job performance areas, experience is considered the best teacher, and Providence Heights training is the most important training experience for those who attended courses there. Some reasons they thought it helped were:

- provided format and procedures for writing
- was better able to organize thoughts to be communicated
- better observational skills
- better understanding of what is required in reports
- more competent in basic duties
- better use of language
- increased knowledge

General performance in relation to organization goals. We asked respondents to indicate if they felt their overall ability to perform their job had improved. Table IV-27 shows the percentages that felt they had improved.

TABLE IV-27

PERCENTAGE OF RESPONDENTS SAYING THEY HAD EXPERIENCED
GREAT OR SOME IMPROVEMENT IN

GENERAL PERFORMANCE IN RELATION TO ORGANIZATIONAL GOALS

	Providence Heights Trained	Pooled	Comparison	Interpretation
Law enforcement	-	77.6%	-	same
Prosecution and defense	-	87.7%	-	same
Corrections	-	78.0%	-	same
Judiciary	-	64.6%	-	same
Basic academy	-	86.7%	-	same

A high percentage of all respondents felt they had improved in their general performance, but there were no significant differences between PHT and C groups within each discipline. Respondents from the judiciary were the least likely to report improvements in performance.

We asked respondents to indicate which experiences contributed to their improvement in general performance. Table IV-28 shows these data.

TABLE IV-28

PERCENTAGE OF RESPONDENTS SAYING EXPERIENCE WAS
IMPORTANT TO THEIR IMPROVEMENT IN

GENERAL PERFORMANCE IN RELATION TO ORGANIZATIONAL GOALS

Type of experience:	Providence Heights Trained	Comparison
Prov. Hgts. training	72.4%	not applicable
Own agency training	42.9%	34.6%
Other training	51.9%	53.1%
On-the-job experience	96.8%	97.5%
Coop. from colleagues	88.5%	88.9%
Better work conditions or salary	30.8%	32.1%

A relatively high number of respondents who felt their performance had improved attributed this to their Providence Heights training. Some reasons they gave were:

- helped clarify organizational goals
- improved technical skills and knowledge
- introduced new approaches
- gave inspiration, encouragement, insight
- improved training ability
- increased supervisory and management skills
- improved ability to communicate with other criminal justice personnel

It is interesting to note that the most frequently given reason for improvement in performance was the respondent felt training helped clarify organizational goals for him. This was important to more people than improvement in skills or knowledge.

Trying new programs or procedures. One aim of training is to encourage people to try new approaches to finding solutions for their problems. Table IV-29 shows the improvement people felt they had in their own willingness to do so.

TABLE IV-29

PERCENTAGE OF RESPONDENTS SAYING THEY HAD EXPERIENCED
GREAT OR SOME IMPROVEMENT IN

TRYING NEW PROGRAMS AND PROCEDURES

	Providence Heights Trained	Pooled	Comparison	Interpretation
Law enforcement	77.5%		52.9%	PHT greater
Prosecution and defense	-	63.7%	-	same
Corrections	81.4%		50.0%	PHT greater
Judiciary	73.3%		40.0%	PHT greater
Basic academy	-	38.0%	-	same

The data show that for law enforcement officers, prosecutors, public defenders, and the judiciary, PHT groups said they improved more often than C groups said they improved. This result is consistent with the general finding that people who attended Providence Heights felt their willingness to try new programs was much greater in comparison with the way people felt who didn't attend Providence Heights courses.

Again we asked respondents who felt some improvement had occurred to indicate what had caused that improvement. Table IV-30 shows these data.

TABLE IV-30

PERCENTAGE OF RESPONDENTS SAYING EXPERIENCE WAS
IMPORTANT TO THEIR IMPROVEMENT IN

TRYING NEW PROGRAMS AND PROCEDURES

Type of experience:	Providence Heights Trained	Comparison
Prov. Hgts. training	55.4%	not applicable
Own agency training	39.2%	28.6%
Other training	51.5%	38.1%
On-the-job experience	90.8%	95.2%
Coop. from colleagues	84.6%	88.1%
Better work conditions or salary	28.5%	28.6%

Providence Heights training was considered the most important training experience that contributed to an improvement in willingness to try new programs, but it was not significantly more important than other training. Some reasons that respondents gave for importance of training at Providence Heights were:

- introduced procedures involved in developing innovative programs
- instilled desire to institute new and better programs
- introduced how other agencies handle their problems
- improved communication skills

Effect of training. We asked each respondent in the PHT group to indicate which aspects of his or her training affected improvement in job performance. The data are shown in Table IV-31.

TABLE IV-31

IMPORTANCE OF VARIOUS ASPECTS OF COURSES ON IMPROVEMENTS IN PERFORMANCE

	very imp.	somewhat imp.	not important
Informal contacts	34.3%	40.2%	21.6%
Formal lectures	41.7%	41.7%	9.8%
Informal seminars	18.6%	26.5%	10.3%
Library	.5%	1.5%	36.8%

These results show that formal lectures are the most important factors in training that led to improvement in performance. However, informal social contact was rated a close second. Library use was not important.

We asked members of each discipline to indicate how helpful he or she thought training had been in performing various aspects of their job. The percentages we report are percentages of people in each group who thought training they had received had been helpful at all in performance of each function. Table IV-32 shows these data for law enforcement officers. When percentages of PHT and C groups who report that training had been helpful are the same, we have pooled the percentages.

For several law enforcement job functions, C group officers felt their training had been more helpful than PHT officers felt. The main reason for this difference is that the only training experience many C group officers had was basic training. It covered a broader range of subjects than the specialized training that PHT group officers had. The C group found the training helpful over a broader range of functions than each PHT group officer did.

Table IV-33 shows the same data for judges.

TABLE IV-32

PERCENTAGE OF LAW ENFORCEMENT OFFICERS FINDING TRAINING HELPFUL IN VARIOUS ASPECTS OF THEIR JOB

Job category:	Providence Heights Trained	Pooled	Comparison	Interpretation
Prevention of crime	46.3%		88.2%	C greater
Participation in court proceedings	-	37.9%	-	same
Providing first aid	-	12.1%	-	same
Protecting people in danger of physical harm	31.7%		58.8%	C greater
Control of traffic problems	-	17.2%	-	same
Family disputes	-	37.9%	-	same
Handling arrest, search and seizure	31.7%		58.8%	C greater
Handling civil disorders	-	31.1%	-	same
Determining whether an offense has occurred	31.7%		88.2%	C greater
Report writing	-	50.0%	-	same
Investigating crimes	53.7%		82.4%	C greater
Provision of community services	-	50.0%	-	same
Creation and maintenance of a feeling of security in the community	34.1%		82.4%	C greater

TABLE IV-33

PERCENTAGE OF JUDGES FINDING TRAINING HELPFUL
IN VARIOUS ASPECTS OF THEIR JOB

Job category:	Providence Heights Trained	Pooled	Comparison	Interpretation
Prevention or reduction of crime	-	23.3%	-	same
Handling court proceedings	84.4%		29.4%	PHT greater
Family disputes	-	16.4%	-	same
Update of case law	68.8%		29.4%	PHT greater
Update of new legislation	78.1%		29.4%	PHT greater
Instructing juries	43.8%		11.8%	PHT greater
Protection of constitutional guarantees	65.6%		23.5%	PHT greater
Effective sentencing	56.3%		23.5%	PHT greater
Assistance to those who cannot care for themselves or who are in danger of physical harm	-	24.5%	-	same
Creation and maintenance of a feeling of security in the community	46.9%		11.8%	PHT greater

Results show that judges in the PHT group felt training has been more helpful to performance of almost every job function than C group judges felt. The only exceptions are in crime prevention, family disputes, and in assistance for those who cannot care for themselves or are in danger of physical harm. It is interesting to note that most judges rated these three functions as not applying to their job.

Table IV-34 shows the percentages and areas in which corrections personnel felt their training had been helpful to them.

TABLE IV 34

PERCENTAGE OF CORRECTIONS PERSONNEL FINDING TRAINING HELPFUL
IN VARIOUS ASPECTS OF THEIR JOB

Job category:	Providence Heights Trained	Pooled	Comparison	Interpretation
Prevention of crime	-	30.5%	-	same
Reduction of recidivism	-	59.3%	-	same
Participation in court proceedings	-	28.9%	-	same
Handling family problems	32.6%		62.5%	C greater
Being an advocate for client	-	55.9%	-	same
Counseling techniques	-	62.7%	-	same
Report writing	-	45.8%	-	same
Personal and social history investigation	-	35.6%	-	same
Development and utilization of client resources	74.4%		43.8%	PHT greater
Creation and maintenance of a feeling of security in the community	-	33.9%	-	same

In almost all corrections job functions, PHT and C groups found that the training they had was of equal importance. However, PHT corrections personnel felt training had been less helpful in working with family problems than the C corrections personnel. On the other hand, PHT corrections personnel found training was relatively more helpful in the development and utilization of client resources. Neither group seemed to find training helpful in court proceedings or in personal and social history investigation.

Table IV-35 shows the percentages of prosecutors and defense attorneys who found training helpful in different parts of their job.

TABLE IV-35

PERCENTAGE OF PROSECUTORS AND ATTORNEYS FINDING TRAINING HELPFUL
IN VARIOUS ASPECTS OF THEIR JOB

Job category:	Providence Heights Trained	Pooled	Comparison	Interpretation
Prevention of reduction of crime	-	10.5%	-	same
Case development	63.2%		33.3%	PHT greater
Participation in court proceedings	-	44.1	-	same
Family disputes	-	13.6%	-	same
Updating of case law and legislation	-	44.1%	-	same
Legal assistance or direction for those who cannot care for themselves	-	28.9%	-	same
Protection of constitutional guarantees	57.9%		28.6%	PHT greater
Preparation of witnesses	57.9%		28.6%	PHT greater
Obtaining information from law enforcement agencies	68.5%		28.6%	PHT greater
Creation and maintenance of a feeling of security in the community	-	20.4%	-	same

In case development, protection of constitutional guarantees, preparation of witnesses and obtaining information from law enforcement agencies, the PHT group respondents found training more helpful than did respondents from the C group. Most prosecutors indicated that crime prevention, family disputes, and creation and maintenance of a feeling of security in the community was not a part of their job.

There is only one job area in which the basic academy PHT and the C groups differed in how helpful they thought their training had been. Officers in the PHT group felt training was very helpful for performing investigations, compared with officers in the C group.

It is interesting to note that relatively few officers who attended any academy felt their training had been helpful for protecting people in danger of physical harm, control of traffic problems, handling civil disorders, report writing, provision of community services, or creation and maintenance of a feeling of security in the community.

TABLE IV-36

PERCENTAGE OF BASIC ACADEMY GRADUATES FINDING TRAINING HELPFUL
IN VARIOUS ASPECTS OF THEIR JOB

Job category:	Providence Heights Trained	Pooled	Comparison	Interpretation
Prevention of crime	-	30.7%	-	same
Participation in court proceedings	-	34.7%	-	same
Providing first aid	-	58.7%	-	same
Protecting people in danger of physical harm	-	28.0%	-	same
Control of traffic problems	-	12.0%	-	same
Family disputes	-	41.3%	-	same
Handling arrest, search and seizure	-	88.0%	-	same
Handling civil disorders	-	22.7%	-	same
Determining whether an offense has occurred	-	52.0%	-	same
Report writing	-	28.0%	-	same
Investigating crimes	72.0%		44.0%	PHT greater
Provision of community services	-	6.7%	-	same
Creation and maintenance of a feeling of security in the community	-	20.0%	-	same

Summary. We found that respondents who had trained at Providence Heights were more likely to say their performance in communicating with subordinates and trying out new programs or procedures improved relative to their counterparts in the C groups. The perception of improvement was the same in PHT groups as in C groups for all other general job performance areas. However, those who went to Providence Heights and felt their performance had improved, tended to rate their training at the Center as the most important training experience responsible for the improvement.

We found that PHT law enforcement respondents did not tend to rate their Providence Heights training important to doing their job as often as the C group did. This is probably due to the small range of subject matters covered in the law enforcement in-service training courses. However, adjudications personnel, including judges, prosecutors and defense attorneys, who attended Providence Heights, tended to relate improvements in job performance with their training more often than those who didn't attend courses at Providence Heights. Corrections personnel in both the PHT and the C groups responded almost the same to these questions.

Those who attended the basic academy at Providence Heights rated the importance of their training to improved job performance in only one category: investigations. Basic training graduates in both PHT and C groups felt their training was not particularly helpful in preparing them for performing several different functions in their job.

To summarize, there is evidence to show that the training at Providence Heights helped people perform their jobs better than alternative training that is available. This could be partly due to the fact that there aren't many other training alternatives available to criminal justice personnel in this state.

PARTICIPANTS' REACTIONS TO COURSES

We asked respondents in our sample who had been to courses at Providence Heights to re-evaluate their training experience after they had been back on the job. In most classes at the Center, participants fill out an evaluation form at the close of the session.

These evaluations have been consistently positive. However, it is instructive to study respondents' evaluations after they have been back on the job for awhile.

The first question we asked people concerned their reasons for attending courses at Providence Heights. Table IV-37 shows responses to this question:

Here are some reasons why people went to Providence Heights. Could you tell me how important each reason was for you in deciding to go to Providence Heights?

TABLE IV-37				
IMPORTANCE OF REASONS FOR GOING TO PROVIDENCE HEIGHTS COURSES				
Reasons:	Very Important	Somewhat Important	Not Important	Don't Know
Requested to go by my agency	42.6%	14.2%	27.0%	14.7%
Considered that attendance could lead to salary increase	5.4%	5.4%	70.1%	17.2%
Considered that attendance could increase my chances for promotion	14.7%	15.2%	48.5%	19.6%
Wanted to improve my professional skills	79.9%	15.2%	2.5%	2.5%
Wanted a break from my present job	4.4%	24.5%	57.4%	2.9%

The most important reason for going was that the respondent wanted to improve his skills as a professional. Next most important was a request by his agency. These reasons were followed in importance by the promotion considerations, a salary increase, or because the person wanted a break from his job.

General course evaluation. We have not attempted to re-evaluate each course that was given at the Center. There weren't enough respondents who had attended any single course to make valid conclusions. Respondents attended 66 different courses. One-half the respondents had attended at least two courses, one-fourth

had attended at least three, approximately 10% had attended at least four, and about 8% attended at least five courses. We grouped respondents according to the program area of the course that they attended. We use the same classifications as discussed in Chapter III. However, since very few or none of the respondents had attended classes in some of the program areas, we have pooled program areas. The areas we use for this analysis are:

- inter-disciplinary - general
- inter-disciplinary - management
- inter-disciplinary - teaching and communication
- inter-disciplinary - project management and development
- law enforcement - in-service training
- adjudications - prosecutors and public defenders
- adjudications - judiciary
- corrections - counseling
- corrections - orientation
- corrections - jails and administration

There were between 11 and 19 people attending courses in each area.

We first asked respondents to indicate what their colleagues thought about their attendance at Providence Heights. They were asked if they thought it was a waste of time, of no practical value, or if they had indicated that they would go themselves. We also asked respondents what they thought other people in the class felt about it. Table IV-38 shows these data for the people who attended courses in different program areas.

Courses in the prosecutions and public defense area were consistently evaluated low, in comparison with other courses. Management courses are considered valuable by people who attend the courses, but respondents seem to feel their colleagues think they are a waste of time and of no practical value. People who attended corrections orientation courses also perceived that their colleagues didn't think much of the classes. There is a consistent tendency in all program areas for respondents to think that people who attended the course rated it higher than people in their agencies.

TABLE IV-38
REACTIONS TO COURSES, BY PROGRAM AREA

Program areas:	A waste of time? (% saying no)	Of no practical value? (% saying no)	Would want to go (again)? (% saying yes)	Important for others in your agency to attend? (% saying very)
	People you work with attendees	Other attendees	People you work with attendees	Other attendees
Interdisciplinary				
General	71.4%	71.4%	42.9%	64.3%
Management	54.5%	100.0%	63.6%	72.7%
Teaching and Comm.	63.6%	90.9%	72.7%	90.9%
Proj. Man. and Dev.	75.0%	87.5%	68.8%	50.0%
Law Enforcement				
In-service trng.	81.8%	100.0%	63.6%	81.8%
Adjudications				
Pros. and Pub. Def.	57.1%	64.3%	42.9%	28.6%
Judiciary	64.0%	96.0%	40.0%	76.0%
Corrections				
Counseling	66.0%	75.0%	66.7%	58.0%
Orientation	42.9%	85.7%	42.9%	71.4%
Jails and admin.	83.3%	91.7%	58.3%	83.3%
Basic Academy				
Prov. Hgts.	74.0%	82.0%	-	80.0%
Comparison	52.0%	72.0%	-	68.0%

Table IV-38 also shows data on how important respondents think it is for people like themselves to attend the courses. Lowest ratings went to project management courses, prosecutions and public defense courses, and counseling courses.

Comparison of those who attended the Center's basic academy with those who attended other courses shows that trainees felt fairly positive toward their training. Law enforcement officers who attended basic training other than that offered by the Center felt less positively toward their training than any group which attended courses at Providence Heights. More of the basic training C group felt their training was a waste of time or of no practical value. They thought training was less important for others in their agency in comparison with the PHT group. These are the only data we collected that showed the PHT basic training group felt more positively toward their training than did officers in the comparison group.

The best and worst aspects of courses. We asked all respondents who attended courses at Providence Heights to indicate the best and worst aspects of their courses. Below, we list the ten most frequently mentioned best aspects of the courses together with the program area in which the greatest number of respondents mentioned it.

•thoroughness and organization of training	Inter-disciplinary - management
•presentation of instruction	Corrections - counseling
•increased knowledge and skills	Adjudications - judiciary
•increased interaction with other agencies	Corrections - counseling
•learned new methods of management	Law Enforcement - in-service training
•better decision-making skills	Inter-disciplinary - management
•guest speakers/outside authorities	Corrections - jails and administration
•course content very practical	Adjudications - prosecution and defense

•learning techniques and concepts of teaching	Corrections - orientation
•learning problems and functions of other agencies	Law enforcement - in-service training

It is interesting to note that some of the best aspects of training were mentioned most frequently in program areas other than those of which they were supposed to be part. For instance, neither increased interaction with other agencies nor learning the problems and functions of other agencies was mentioned most often by people taking inter-disciplinary courses.

Below is a list of five most frequently mentioned weak aspects of the training and the program areas in which they were mentioned most often. We only list five, since 40% of the respondents didn't mention anything they thought was weak in the courses.

•part of the instruction was irrelevant	Inter-disciplinary - general
•course was too short	Inter-disciplinary - teaching and communication
•poor instructors	Law enforcement - in-service training
•poor course organization	Inter-disciplinary - management
•needs more group participation	Corrections - orientation

We also asked respondents who attended the basic academy at Providence Heights to list the best and worst aspects of their training.

The ten most frequently mentioned best aspects of the basic academy were:

- crime scene investigation
- firearms training
- criminal law
- crowd control
- arrest, search and seizure
- physical training
- first aid

- patrol procedures
- National Auto Theft Bureau presentation
- driving course

The ten most frequently mentioned weak aspects were:

- physical training
- report writing
- poor instructors
- traffic investigation
- psychology
- crisis intervention
- patrol procedures
- too much theory, not practical enough
- not enough law
- program is not well organized

As one can see, some aspects that were considered strong by some people were considered weak by others. However, the general interpretation of these responses is that participants desire the introduction of more practical content into courses and a de-emphasis on the more theoretical aspects of training.

Summary. Former course participants generally rated their participation in courses at the Center positively. Three areas that received low ratings relative to the others were management courses, prosecution and public defender courses, and counseling courses. The most frequently mentioned weak aspects noted by people who took management courses or counseling courses was poor course organization. Prosecutors and public defenders often complained that part of the material presented in their courses was irrelevant. In general, however, respondents mentioned more good things about their courses than weak things.

Respondents who attended the Center's basic academy felt more positively toward their training experience than respondents who had attended other basic academies. However, they felt the academy should include more practical subjects and less emphasis on theory.

SUGGESTIONS FOR NEW COURSES AND IMPROVEMENTS

We asked each respondent who attended courses at Providence Heights to suggest new courses that were not given which they considered would be of use to them. Most courses mentioned are already given at Providence Heights, so we will simply list those courses or ideas that could be strengthened. Appendix E contains a complete list of suggestions by the respondents.

Law Enforcement respondents:

- a memory course
- radio operator training
- delinquency control
- writing skills
- handwriting identification
- arson investigation
- line-staff interaction among agencies
- interviewing
- sociology with practical applications
- classes with prosecutors
- crime specific reference materials
- laboratory techniques

Corrections respondents:

- orientation to criminal law
- writing
- group counseling
- training in revocation and hearing process
- special problems of childhood
- community corrections
- national overview of criminal justice programs
- drug counseling
- reality therapy
- how to function in bureaucracies
- recreational therapy
- alternative living for dependent children
- team probation models
- alcohol workshop
- women in management

parole board orientation
criminal careers
volunteer recruitment

Prosecutor and public defender respondents:

advocacy
welfare fraud
jury choice
police forensics
interagency program development
plea bargaining
course for small county offices
interview techniques
investigations
job enrichment and career development
post-trial procedures (records expungements)
staff training methods
classes with law enforcement personnel
crime specific prosecutions
professional ethics
paraprofessionals in the criminal justice system
racism and sexism in the criminal justice system
orientation for wives of criminal justice personnel
alternatives to incarceration

Judiciary respondents:

course to increase communication among agencies
forensic law
public education of the role of the judiciary
hiring and personnel management
trial setting procedures
use of the law library
interface between judges and court administrators
investigatory techniques
jury instruction
sentencing procedres
insanity defense
use of videotape in court

We also asked respondents to indicate which areas they would like to see extended. Responses covered the entire range of Center programs. There was no single type of course that more than 7 people mentioned as a candidate for extension (seven corrections personnel mentioned extensions in role-playing classes).

We asked respondents to make suggestions for changes at the Center other than course content. The most frequent responses they made were:

better physical facilities
more access for all agencies
better food and beverage service
moresocial contact
state staffed facility
better library
better course descriptions
more classroom participation
better materials, handouts
shorter mini-session format

Summary. It is interesting to note that most suggestions for new courses or extensions of courses are already being offered at the Center. We recommend there be better notification of courses and better descriptions of course content. On the other hand, participants in the Center's courses generally feel that course content is meeting their needs, but that courses should be extended in length and frequency of offering. Courses should also be made more readily available to all criminal justice agencies in the state.

CHAPTER V
COST ANALYSIS

INTRODUCTION

The grant experience. Since 1971 when the Providence Heights Training Center was originated, it has received grant monies totalling \$934,986.00. Over this same period, the Center has offered seven Basic Law Enforcement Academies and some 193 shorter training courses to criminal justice personnel in the state of Washington. In the first six months of 1974 alone, over 800 individuals have received some form of training either at the Center itself or through its auspices.

The task of analyzing costs associated with the Center would be much easier were it possible to draw any conclusions from these aggregate figures --- or indeed from any set of figures generated by the project. Unfortunately, however, this cannot be done reliably. Training, as is true of any human development activity, is not easily "costed" or "accounted for" in the strictest of terms. Instead, the best that can be hoped for is that costs associated with such activities be carefully monitored and chronicled; that both economies and diseconomies be learned from experience, and that changes in costs and the sources of those changes be recorded. It is at this point that decision-makers interested in training and the costs associated with it can decide whether to bear those costs or any part of them.

What follows, then, is not a cost accounting of the Center and its programs but rather an analysis of costs chronicled throughout its lifespan; the apparent economies and diseconomies it has experienced; and how and from what sources its costs have changed. Where possible, comparable experiences of others offering similar training will also be discussed, but the Center's status as a "grant entity" is thought to present some significant caveats to such comparisons --- caveats important enough to need clarification here.

To begin with, the grant experience (i.e., the experience of funding through short-term public or private monies) should never be understood as one from which generalizability is very possible. Grants and the entities created through them are unreal in both their limited focus and life span. This is particularly significant from a cost point of view because it means there is a limited frame in which costs can be spread, both substantively and actually. Thus, no matter how broadly defined a grant's "purpose", it still limits expenditure of funds or accounting of costs to within specified parameters. Similarly, it requires those expenditures to occur and be accounted for in a short-run time frame.

Next, the grant experience introduces an element of uncertainty associated with programming of activities that affects all associations with it. This uncertainty derives primarily from its distinct (and certain) transitory nature. The very fact that the entity is designed to end makes any relationship with it finite, insecure and uncertain. Those persons or institutions, therefore, who agree to associate with it do so with some risk --- risk that must be compensated. It is for this reason that salaries attached to full-time participation in grants are often higher than those associated with comparable positions in on-going endeavors. The same may be true for other sources of costs on which grant funds are expended.

What both elements of the grant experience come down to is the lack of a "long run", and this lack of a long run is likely (and should be expected) to result in some cost inflation, making comparison with on-going entities difficult, and generalizability to future ones problematical. Of what use then is our present analysis of costs experienced in a training grant?

The analysis is important for the following reason: the same elements of the grant experience that make comparison and generalization difficult also make the grant experience one of the best generators of relative cost information presently available. Thus,

it is precisely because a grant is constrained in time and purpose, that all costs it experiences can be shown. No extraneous accounts or factors can absorb its costs, no "long run" exists over which to allocate expenditures. Instead, it is a laboratory in which all activities and their costs can be observed. More important, it is a laboratory in which sources of costs and relationships between them can be defined and analyzed.

The grant experience, then, cannot (and should not be expected to) tell us how much training will cost, but rather what is costly about training, from what sources, and in what proportions. It is with this notion in mind that the following analysis has been prepared, exploring in two parts (1) the Basic Academy (with some comparison made with other similar programs) and (2) Courses in Specific Discipline Areas (the cost experience of the Center).

I. THE BASIC ACADEMY

Since January, 1972, the Center, in conjunction with the King County Department of Public Safety, has offered seven Law Enforcement Basic Academies. Each 10 weeks in length, the academy program is designed to offer intensive initial training to law enforcement officers in a wide range of areas, from first aid to criminal law education.

The academy program clearly illustrates the four most significant sources of costs associated with basic training: (A) costs associated with contractual instruction (i.e., consultant fees, travel and subsistence); (B) costs associated with housing and subsistence of trainees; (C) costs of instructional supplies, and (D) costs of facility rental.

Contractual instruction. In regard to the Basic Academy program, the Center has not directly employed a full-time instructional staff. Instead, it has used personnel from the King County Department of Public Safety and to a limited extent the services of its Law

Enforcement Coordinator for instruction. For those areas of the curriculum in which neither of these sources has specialized competences, however, it has sought outside instructional services through both donations of time and contractual agreements.

From a cost point of view, this latter source of instruction has been most significant. In the last three basic academies (those offered from September 18 - December 21, 1973; from January 8 - March 29, 1974, and from April 9 - June 28, 1974), for which cost figures are most reliable, consultant fees have totalled \$6,040.78 for an average of \$2,013.59 per academy; consultant travel reimbursements have totalled \$284.46 for an average of \$94.82, and consultant subsistence expenditures have totalled \$1,444.45 for an average of \$481.48. Costs associated with contractual instruction, then, have averaged approximately \$2,589.90 per academy over the last three training experiences with this program, representing a significant cost in the basic academy budget.

The inherent expensiveness of such direct cost instruction cannot be truly evaluated, however, unless its relationship to other forms of instruction is understood. The Center has made use of three primary sources of instruction for the Basic Academy: contractual (or direct cost); King County Department of Public Safety personnel (indirect cost), and donated time ("free" instruction). These latter two sources represent two interesting and to some extent deceiving cost figures with regard to instruction. Donated time, for example, coming as it does from personnel within the criminal justice system is not really "free" instruction. It is free from the Center's point of view, of course, but in a real sense it is time paid for elsewhere. In this sense, the Center is no different from any other entity that solicits and receives such donations in time and services. While we think it should be noted that such donations are never really gratis, we see the Center as both justified and correct in calling it such. For all intents and purposes here, then, it will be called "Free Instruction".

King County instructional services are not, on the other hand, really without cost to the Center. While no direct charges are made under the agreement between these two entities, the fact that the Center does absorb the fees associated with King County participants in the academy means that Department's instructional services do have some indirect costs attached, minimal though they may be. While the Center, then, may choose to look upon this instructional source as donational, the small indirect costs associated with it persuade us to separate it for analytical purposes.

Table V - 1 below presents these three instructional sources and their proportional relationships over six of the seven Basic Academies offered at the Center*.

As can be seen, the proportional reliance on each of these sources of instructional services has varied considerably over time. The proportion of free instruction in an academy, for example, has varied between a high of 23% of instructional time in one academy to a low of 7.6%, recording an average rate of free instruction of 13%. However, in the most recent period (the last three academies), the proportion of free instruction has stabilized at approximately 8.5% of total instructional effort.

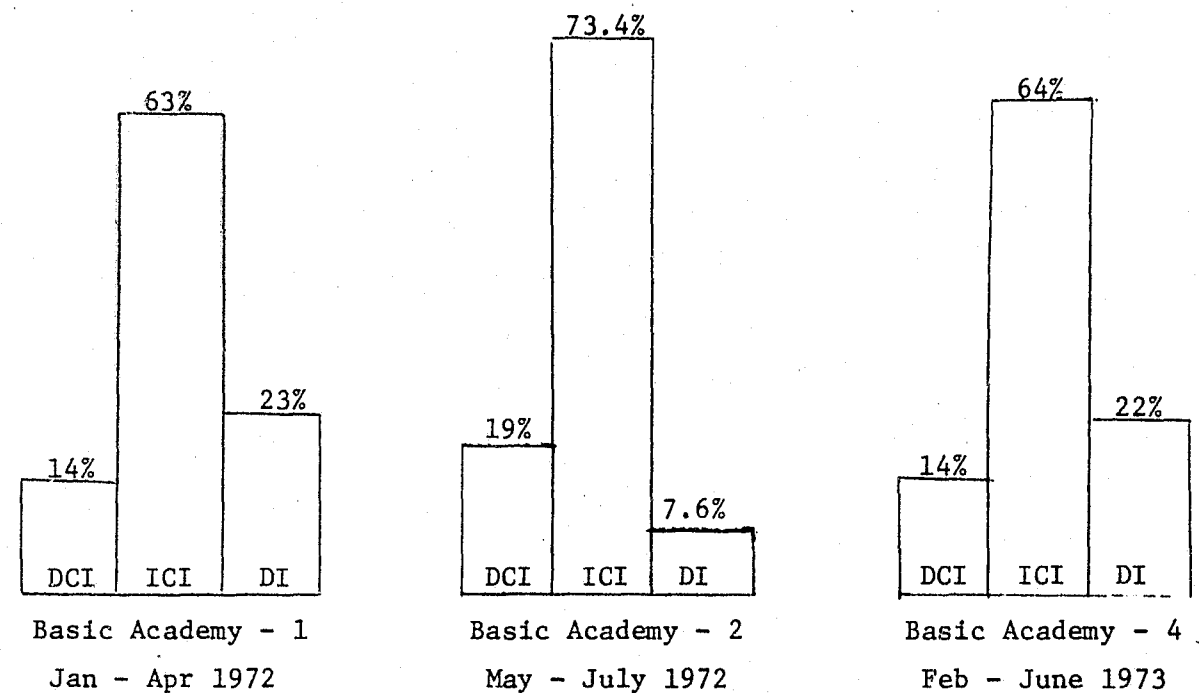
Contractual instruction has shown an opposite trend, having maintained an average use rate of 18.6% over time, but showing a more recent increase in the last two academies of approximately 26% of instructional time. King County instructional services have showed the most stable rate of participation in the Basic Academy, recording an overall average of 68.4%, and an average of 70% in the most recent period.

Overall, then, the Center's Basic Academy has used a mixture of its three sources of instructional services in the following proportions: 18.6% contractual (direct cost), 68.4% King County (indirect cost), and 13% donated time (cost free) instruction, with free instructional time decreasing in the most recent period and a concomitant increase in contractual time.

*Basic Academy #3, September 5 - December 1, 1972, is not presented here because the lack of an agenda made the time breakdowns impossible to compute.

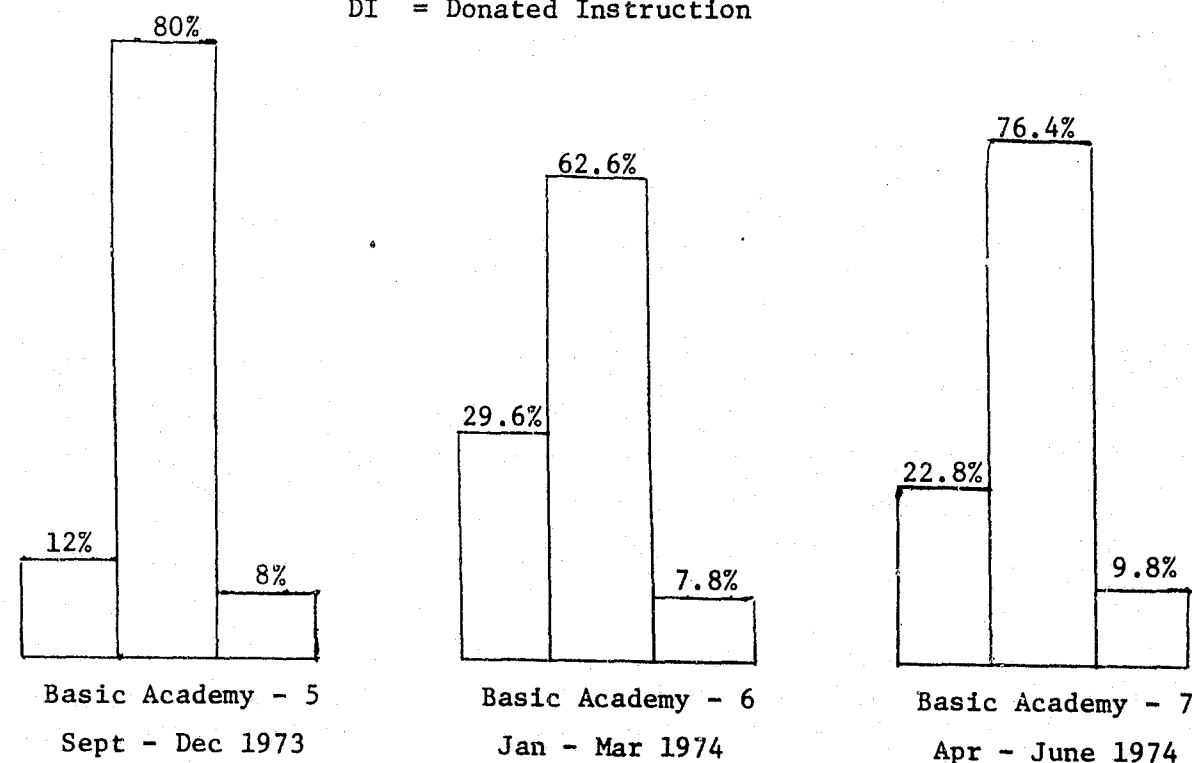
TABLE V - 1

Proportional Breakdowns of
Direct Cost, Indirect Cost and Donated Instruction
in the Basic Academy over Time*



*Key

DCI = Direct Cost Instruction
ICI = Indirect Cost Instruction
DI = Donated Instruction



While the proportion of contractual instruction represented in the three most recent academies has shown an increase, costs of this time on a per hour basis do not bear a similar relationship. On the contrary, the proportion of direct cost instruction is not directly related to its costliness. Thus, in the same period in which direct cost instruction has increased, its cost per hour has decreased. Table V - 2 below demonstrates this relationship.

TABLE V - 2

PROPORTION OF DIRECT COST INSTRUCTION AND
ITS COST PER HOUR

	% Direct Cost Instruction	Per hour cost of contractual instruction
L-100(5) L.E. Basic Academy, Sept-Dec 1973	12%	\$31.86
L-100(6) L.E. Basic Academy, Jan-Mar 1974	29.6%	\$19.69
L-100(7) L.E. Basic Academy, Apr-June 1974	22.8%	\$20.09
(Average over these three academies)	21.5% (average)	\$23.88 (average)

Indirect cost instruction through King County personnel has shown another interesting pattern over time. Cost of this instruction varies directly of course with the number of King County trainees in the Basic Academy. Table V - 3 below shows changes in costs per hour associated with King County instructional services for each academy along with the percentage of King County time logged in that academy and the number of King County students attending. Cost per hour is computed on the basis of \$10 per King County student or the average Basic Academy registration fee absorbed by the Center for those students.

TABLE V - 3

KING COUNTY INDIRECT COST INSTRUCTION AND ITS COST PER HOUR

	# of King Co. students	% of King Co. instruction	Cost/hour of King Co. instruction
L-100(1) Jan-Apr 1972	45	63%	\$2.74
L-100(2) May-Jul 1972	50	73.4%	\$2.42
L-100(4) Feb-Jun 1973	29	64%	\$1.01
L-100(5) Sept-Dec 1973	20	80%	\$.59
L-100(6) Jan-Mar 1974	22	62.6%	\$.83
L-100(7)	25	67.4%	\$.85

When both direct and indirect costs of instruction are taken together, an average cost of instruction per student can be obtained. For the three most recent academies, instructional cost per student has ranged from \$58.70 in Basic Academy #5 (Sept-Dec 1973) to \$84.39 in Basic Academy #6 (Jan-Mar 1974) to \$54.86 in Basic Academy #7 (Apr-Jun 1974). These latter cost figures reflect the fact that while the proportion of direct cost instruction in an academy will not necessarily affect its cost per hour, it will directly affect instructional costs per student. Thus, in Basic Academy #6 where direct cost instruction recorded its lowest cost per hour (\$19.69), it also contributed to a high cost of instruction per student (\$84.39) because such instruction accounted for nearly 30% of instruction given to that academy's students.

Costs of contractual instruction, then, though a significant component of the budget of the basic academy, do not reflect a uniform level of expense over time. Instead, such costs can be seen to decrease in relation to increased usage while still contributing to an overall increase in instructional costs. Unless other forms of instructional services are also taken into account, their true costs can be easily misunderstood.

Course subsistence. Another significant component of the Basic Academy budget consists of costs associated with the housing and subsistence of trainees. The Center is charged by Providence Heights for such housing and subsistence at the rate of \$15.50 per diem broken down as follows: \$7.00 room per night; \$1.75 for breakfast; \$2.25 for lunch, and \$4.50 for dinner. Over a ten-week course, then, subsistence for one trainee may amount to approximately \$750.00.

Obviously, subsistence costs are directly related to the number of trainees requiring live-in facilities where commutation distances would be prohibitive. Because the Providence Heights site is located near the population center of the state, these costs have generally been kept lower than might be expected. No King County trainees, for example, have required live-in services. And in general only one or two live-ins per academy has been the experience. In addition to trainee subsistence, course subsistence may also include meal costs of instructors who are not separately compensated and other special food services required in the course of the program.

Over the three most recent academies, course subsistence costs have totalled as follows:

Basic Academy #5 (Sept-Dec 1973)	\$1,618.69
Basic Academy #6 (Jan-Mar 1974)	\$3,435.41
Basic Academy #7 (Apr-Jan 1974)	\$8,170.04

The large cost jump in the last academy is accounted for by the large number of live-ins (six) in that program.

In some sense, subsistence costs, although substantial, do not require much discussion for they have not been something over which the Center could exert much control. The prices are those normally charged by Providence Heights and since the Center was located there, subsistence at those rates had to be accepted*. (Comparisons with subsistence rates elsewhere are found at page 158 .)

*Concern over such costs, however, has caused the Center to consider moving to Seattle University's facilities where cheaper rates are available.

Instructional supplies. In many training courses supply costs can be kept low but the law enforcement basic academy has considerable expenditures in this area. Ammunition for firing range practice, for example, represents a significant but necessary expenditure for a basic academy. In addition, the basic academy, as the longest training course offered by the Center, has larger expenditures for training books and materials than do other courses.

Over the three most recent academies, total supply costs have been:

Basic Academy #5 (Sept-Dec 1973)	\$3,961.93
Basic Academy #6 (Jan-Mar 1974)	\$3,577.38
Basic Academy #7 (Apr-Jun 1974)	\$2,274.22

These figures yield an average over the three academies of \$95.28 worth of supplies per student for the 10-week training program of which \$40.45 is for ammunition. This is thought to be a fairly reasonable figure given the fact an incoming college freshman is expected to spend nearly \$67.00 per quarter (i.e., 10 weeks) for books and supplies.

Facility rental. The final major cost factor to be found in the basic academy budget is that related to the rental of rooms for the course. Once again, because the Center has been located at a private facility, charges associated with the space it occupies will be direct and specific. Rental charges for rooms used for the last three basic academies are as follows:

Basic Academy #5 (Sept-Dec 1973)	\$2,642.65
Basic Academy #6 (Jan-Mar 1974)	\$2,732.21
Basic Academy #7 (Apr-Jun 1974)	\$1,210.95

Summing up. Once the four major cost factors of instruction, subsistence and housing, training supplies and facility rental are considered, other costs associated with the basic academy become

fairly incidental. These other costs include such items as mailing costs (averaging \$34.62 per academy in the most recent period); printing costs (\$645.20 per academy), and coffee and miscellaneous expenses (\$78.55 per academy).

Total cost figures for the last three academies, and their costs per student, have looked as follows:

<u>Academy</u>	<u>Total Cost</u>	<u>Cost/student</u>
L-100(5) Sept-Dec 1973	\$10,504.86	\$350.16
L-100(6) Jan-Mar 1974	\$14,570.90	\$455.34
L-100(7) Apr-Jun 1974	\$15,097.47	\$387.11

It is clear from a close review of the academy cost structure that of the four main cost figures, only two (instruction and supplies) have been susceptible to control by the Center. Both subsistence and facility rental costs, given the location of the Center, have been fixed prices they have been obliged to accept. To some extent supply costs have also been fixed with the Basic Academy curriculum fairly well dictating the nature and scope of those expenditures.

Instructional costs, however, have demonstrated the Center's discretionary spending ability in their wide variations over time. Without question the core of very low, indirect cost instruction provided by the King County Department of Public Safety has represented the Center's greatest savings in this expenditure area. Where this core has been allowed to stabilize, and free and contractual instruction have traded off with each other, the Center has probably received the most for its instructional dollar. Free offers of instructional services are quite likely to vary as individuals' interests wane and good natures tire. This should be expected. It is at this point that contractual services can be, and often are, increased but it is thought more rational to increase or decrease direct cost instruction in response to variations in donated services rather than at the expense of a low, indirect cost instructional core.

In this way, the training program can develop as a well-defined and consistent course offering, using other instructional services (fee paid or free) to provide variations on that central theme. In some sense, this is how the Center has proceeded over time. It has undoubtedly experimented more than do on-going training programs but that is the freedom provided by the grant experience --- and perhaps the best learning experience possible.

Making some comparisons. We have looked at two other basic academy programs that represent options to that offered by the Center: (1) the Seattle Police Academy represents the model of a full-time, in-house agency training program investment, and (2) the basic academy offered by the W.L.E.O.T.C. through community colleges represents the use of existing, external resources to accomplish the training of law enforcement personnel. The very fact, however, that each of these programs is so differently organized to accomplish the same basic task, demonstrates the dilemmas of drawing out true comparisons.

The Seattle Police Academy. The Seattle Police Academy represents a substantial financial investment by the City of Seattle for the training and development of its law enforcement officers. The Academy is financed through a budgetary allocation, amounting in the last fiscal year to approximately \$345,000.00. Of this amount, more than two thirds has gone to personnel expenditures needed for maintenance of a full-time classroom training staff of 10 law enforcement personnel plus four others for firearm instruction. Approximately 90% of training is provided by this staff with the remainder of instructional services being provided from other departmental resources and only rarely from completely external contractual arrangements.

There are several distinct advantages to operating in this manner. First, the permanent, on-going nature of this sort of training endeavor allows a much greater capacity to plan and develop a consistent program with some certainty as to continuing support. Second, the employment of a full-time staff means that individual training courses can be coordinated and assigned without having to rely on the good nature of others beyond one's control. And finally, long-term viability of the on-going budgeted program makes it possible to spread large-scale facility or equipment costs over many years to take advantage of

depreciations from such investments, and thereby encourage expenditures designed to upgrade the program area. For example, the Seattle Police Academy has recently received a \$50,000 federal planning grant in addition to a \$300,000 block grant to develop what will be a \$3.5 million training complex. No short-term endeavor can even consider such large program investments.

Despite advantages of having one's own, on-going training program, it is clear that only a large city with a large police department can afford such an investment. For most smaller jurisdictions the financial investment would be far too great as would be the drain on existing manpower for instructional purposes when such are needed for patrol and investigative duties. Opportunity costs associated with a full-time training staff become unfeasible except for large jurisdictions.

The Seattle Police Department has realized this and has responded by opening a 12-week basic academy program to officers from other police departments. For this service other departments are charged \$200.00 per cadet plus the student must buy his own books and uniforms or have reimbursement for such paid by his department. This has been an efficient manner in which to proceed, for a current freeze on hiring in the Seattle Police Department might have caused an under-utilization of their training investment which would be quite uneconomical. Even while training outside police officers, the Seattle Academy manages to maintain small basic training classes averaging 15-20 students.

Because the Seattle Police Academy offers advanced courses for police officers out of the same general budget allocation, it is not really possible to parse out those costs attributed to the basic academy course itself. However, in looking at the general budget breakdown, some of the same cost factors dominate the Seattle program as were found in the Center's budget.

Instructional costs, for example, are by far the largest component of the Seattle Police Academy budget reflecting the expense of maintaining a full-time staff. For the last fiscal year, personnel costs

(including salaries, fringe and uniforms) came to nearly \$252,000.00. Unlike the Center's budget, contractual instruction is a minor component of the Seattle Academy budget, accounting for only \$1,500.00 in a \$345,000 budget, of which only \$80.00 has reportedly been used.

Also unlike the Center's cost breakdown is the absence of large expenditures for facility rental and subsistence costs in the Seattle Academy budget. The Academy is housed in city-owned temporary facilities for which no rental is charged and although one building (an auditorium) is leased from the police athletic league, its cost of approximately \$10,000 per year does not represent a major budgetary item. Similarly the Seattle Academy does not maintain or provide housing or food services so no major subsistence costs are a part of its annual budget. While this represents a substantial saving, it does to some extent limit the geographic range from which other police departments' trainees can come unless those departments are willing to absorb commuting and/or subsistence expenses for their personnel in Seattle.

Supply and service charges are a major component of both the Seattle Academy cost picture and that of the Center. For operating supplies and their care and maintenance, the Academy spent approximately \$30,000.00 in the last fiscal year. In addition, "Other Services", including rentals of cars and the pavilion, educational funds for instruction, utility and communications expenses came to another \$53,000.00. Maintenance and improvement of the firing range and driving course, used by others besides the Seattle Police Department, accounted for an additional \$11,000.00 in the Academy budget.

The Seattle Police Department estimates that it spends in man hours (in maintenance of permanent training facilities and equipment, and in provision of advanced or refresher course work) approximately \$10,000 to train an individual Seattle police officer. For comparative purposes, however, it is more meaningful to compute the expense of its training in terms of cost to other departments utilizing the

services of the Seattle Academy. In this case, another department can expect to spend, in addition to its uniform allowance for the officer, approximately \$250 plus commuting or living expenses to send one of its officers through the 12-week Basic Academy in Seattle (i.e., \$200.00 tuition, approximately \$50.00 in books).

The W.L.E.O.T.C. Program. Somewhere between the short-term existence of the Training Center and the on-going in-house structure of the Seattle Academy lies the Basic Academy program of the W.L.E.O.T.C. This program is truly an intermediate training model, long-term in the sense that the W.L.E.O.T.C. has an on-going existence bolstered by a continuing appropriation, but not a full blown training agency in the sense that it utilizes the existing facilities of others rather than employing and maintaining its own training facility. The existing facilities used by the W.L.E.O.T.C. for its basic academy program are the community colleges throughout the state.

An interview with an administrator of the program at Olympic Community College (which has over time been the site of the largest number of W.L.E.O.T.C. basic academies) provided insight into some of the economies inherent in the W.L.E.O.T.C. program. Because the basic academy assumes existing but available space at Olympic, for example, the W.L.E.O.T.C. is not charged separately for it. This represents a significant saving if one remembers that facility rental was identified as a major cost factor in the Center's basic academy budget. To the extent that this space remains available and that other college programs are not slighted to accommodate the W.L.E.O.T.C. needs, the arrangement will remain an economical one for both entities. Were accommodation of the W.L.E.O.T.C. program to eventually force additional capital outlays for facilities at community colleges in order to house its more traditional programs, however, then the arrangement could be considered uneconomical in nature. Unfortunately, such trade-offs are somewhat subtle and not readily accounted for, but Olympic Community College does not foresee such a "space crunch" in its future.

Another economy to be found in the W.L.E.O.T.C.-community college setting is the assumption of responsibility for both program supplies and coordination expenses by the community college. Olympic, for example, provides all necessary training materials, xeroxing services and instructional equipment necessary for conduct of the basic academy. In addition, the W.L.E.O.T.C. coordinator at Olympic is employed by the college with his duties split between teaching duties in the college's police science program and coordination of the W.L.E.O.T.C. courses given there.

One final advantage of the W.L.E.O.T.C.-community college setting is its regional quality, that is, it brings basic training opportunities to a local area through the community college, minimizing the necessity for housing and subsistence expenses. Olympic is the exception to this rule, however, being primarily a live-in program except for persons living in the Bremerton area. At Olympic, room and board charges for the formerly eight-week basic academy have been \$320, but they are projected to go up to \$360 as the program is expanded to nine weeks.

Instruction in the W.L.E.O.T.C. program is a mixture of both "donated" and direct cost time. Although no exact estimate of the proportions of each could be given, the program relies heavily on donated services of F.B.I. instructors. While this time is not technically "free", for all intents and purposes it can be considered so as far as W.L.E.O.T.C. is concerned. Instructors employed to teach the approximately five basic academies given in a year are paid at a rate of \$5,000-6,000 per year, and short-term direct cost instruction has been pegged at a rate of \$8.75/hour.

Like the Center, the W.L.E.O.T.C. program has seen decreases in donated instructional services over time, with many agency personnel who originally were detailed to the program to teach now having to be paid for their services. The program's instructional core, relying as it does on the good auspices of the F.B.I., however, has allowed instructional costs to be kept low.

In computing an average cost per student for the W.L.E.O.T.C. basic academy, two main factors have been taken into account: (1) the W.L.E.O.T.C. computation of administrative costs per man hour of instruction (based on FY1972 figures), and (2) the average cost per law enforcement FTE student allocated to community colleges by the State Board for Community College Education (figure used is from FY1974). On this basis the cost to the state for the average sized academy at Olympic, for example, excluding room and board charges and reimbursements, would be as follows:

35 students (average academy class)
 X 17 credits (credit allowance/student in basic academy)
 595 credits generated by basic academy

45 credits = 1 annual FTE
 595 credits divided by 45 = 13.2 annual FTE's
 generated by basic academy

13.2 annual FTE's X \$678.65 (average cost/law enforcement FTE) =
 \$8,958.13 in transfers to community college

W.L.E.O.T.C. budget FY1972 \$81,642.24

W.L.E.O.T.C. admin. costs/man hour instruction \$.48

35 student academy represents 14,000 man hours of instruction

14,000 man hours X \$.48 admin. costs/man hour = \$6,720 in
 admin. costs for a 35-student academy

\$8,958.13 FTE based transfers to community college
 6,720.00 transfers through the L.E.O.T.C.

\$15,678.13 total state fund transfers
 - 2,905.00 recouped in tuition charges @ \$83/student

\$12,773.13 total cost or

\$364.95 per student

Comparing these figures with the Center's program costs, the following is derived:

\$390.03 averaging cost/student for course specific expenditures (including subsistence) in basic academy
 161.37 average admin. cost/student for academy based on average of \$1.13 admin. cost/man hour of instruction over the last three academies
 \$551.40

Differences in cost are attributed mainly to facility and subsistence charges in the Center program (costs which are not included in the W.L.E.O.T.C. calculation), as well as to differences in the administrative cost per man hour of instruction.

Summary - basic law enforcement academies. A survey of expenditures associated with the three Basic Academy options described here demonstrates the inflationary effects of the grant experience on training costs. The Center's program does introduce some significant costs greater than those of the other two programs particularly with regard to facility rental, subsistence, and administrative costs. This cost structure is not considered to have derived from poor management, however, but rather from a high level of fixed costs associated with the Center's site. In addition, unlike the programs of the Seattle Police Academy on the W.L.E.O.T.C., the Center has not had the opportunity of spreading costs over a long-run period or of taking advantage of economies to be derived from the shared usage of existing facilities and of previously budgeted personnel.

If anything can be learned from the Center's experience with the Basic Academy, it would be the following:

1. That facility costs for reimbursements for commutation remain a significant burden for any training program whose length requires them.
2. That instructional costs are a large but controllable expenditure that is necessary to some desired level of quality.

3. That neither of the above costs can be adequately spread nor minimized in a short-run funding situation, but require instead an on-going structure of usage.

DISCIPLINE-SPECIFIC AND INTERDISCIPLINARY CORE COURSES

The Center has offered some 193 discipline-specific and interdisciplinary core courses over the period of its existence. A review of these course offerings and their aggregate cost figures over an eight-month period reveals that, in general, three price ranges can be seen to emerge: Price Range I --- courses costing under \$50 per student; Price Range II --- courses costing from \$50-100 per student, and Price Range III --- courses costing more than \$100 per student. Over an eight-month period the following breakdown of courses in each price range was offered:

Price Range I	27 courses
Price Range II	19 courses
Price Range III	14 courses

In general, it appears that, on the average, courses designed for the interdisciplinary part of the curriculum are relatively less costly (at \$70.13 average cost per student) than those intended for corrections personnel (at \$74.65) or the judiciary (at \$76.47) and that courses for law enforcement are the most costly of all (at \$124.23).

The average cost breakdowns for each curriculum area, along with total expenditures in each of these areas for the eight-month period from November, 1973 - June, 1974, appear below in Table V - 4.

TABLE V - 4
AVERAGE AND TOTAL EXPENDITURE COSTS IN
EACH OF THE CORE CURRICULUM AREAS
(Nov., 1973 - June, 1974)

	Average cost per student for all courses	Total Course Expenditures in core area	% of total program budget over this period [#]
Law Enforcement	\$ 124.23	\$ 29,335.38	23
Judiciary	76.47	14,728.49	12
Prosecution	(16.98)*	(1,380.80)*	1
Corrections	74.65	22,465.49	18
Interdisciplinary	70.13	32,887.48	26

*Based only upon two course offerings in this period.

[#]Excludes Basic Academy costs. Not shown are average and total cost figures for special courses.

Individual courses will, of course, deviate from this general rule and because many of those offered by the Center represent unique training experiences, we chose a few to profile specifically. Those chosen appear either because of their representative quality vis a vis a particular core area or because they demonstrate unique and interesting financial and design arrangements that might be of interest to decision makers.

Law enforcement core courses. In the law enforcement program area we will look briefly at four course offerings: L-400 the Law Enforcement Supervisors' School; L-206 the Auto Theft Seminar; L-212 Law Enforcement Basic Photography course; and finally, L-215 Crisis Intervention Training Course.

L-400 Law Enforcement Supervisors' School. This 80-hour course offering has been presented 15 times by the Center. It is a program designed basically to train line level law enforcement personnel for supervisory positions. The first supervisors' school

CONTINUED

2 OF 3

was given at, and in conjunction with, the Seattle Police Department of Public Safety to provide instructional services in return for training their personnel, as well as a central core of direct cost consultants as instructors.

Once a set curriculum and instructional format was developed, it became possible to "take the school" to those who wanted it. Thus, supervisors' school No. 11, held in June of 1973 was conducted for and in conjunction with the Spokane police and sheriffs' department in Spokane, and the last two schools in February-March 1974, and June, 1974, have been offered in conjunction with the W.L.E.O.T.C.

Costs associated with the supervisors' school have varied over time with the school in Spokane being somewhat more expensive than the other -- given transportation expenses of the instructors. For the last two schools, those for which cost figures are considered most reliable, total costs have been \$5,644.06 and \$4,012.58 respectively, or \$217.08 and \$191.07 per student. The difference in costs can be attributed to two factors: (1) the course saw some redesigning at school No. 14 which increased consulting fees in that particular version; and (2) the course had a larger enrollment in the first period, increasing subsistence and supplies costs. Nevertheless, the course remains overall one of the costlier training programs in the law enforcement area.

L-206 Auto Theft Seminar. The auto theft seminar is a two-day advanced, crime-specific course for police officers that has been offered by the Center on three occasions. The course is built around two instructors expert in auto theft and its investigation, and has, like the supervisors' school, been a mobile course, (given in Longview once and in Richland another time).

The main instructor in the course is a representative from the National Auto Theft Bureau whose time has been donated to the Center. Assisting him there is generally a police officer (paid as a consultant) who works on an auto theft detail, these officers have come from the Seattle Police Department as well as the California Highway Patrol. The course is a relatively inexpensive one and can accommodate many students (the range has been from 128 to 41). In most recent periods, its total cost was \$967.57 or \$23.82/student.

L-212 Law Enforcement Basic Photography. This is an interesting two-day course designed to train police officers in the photography of crime scenes, the use of photography as an investigative tool, and the preservation of evidence for such purposes. The course was first offered in conjunction with the Kodak Camera Company which provides both instructors and equipment.

Kodak has continued its support of the course in its two other offerings, being assisted by local agency people from throughout the system who have explained and demonstrated the important uses of crime scene photography. Over time it has remained an economical course whose cost varies directly with the number of students requiring live-in housing and subsistence. Costs over the last two times have been \$404.99 (total) and \$701.96 (total) or \$20.25 per student and \$18.47 per student respectively. Because of equipment and supervision limitations, enrollment cannot be too large, although as many as 38 students have taken the course at one time.

L-215 Crisis Intervention Training. Crisis intervention is an excellent example of a totally fee paid law enforcement training course. The course has been offered three times and is designed to be given within the agency requesting it. It is an intensive role playing course designed to create difficult circumstances in which a police officer might find himself, and represents an attempt to help him learn to deal with them effectively.

The course was first offered at the Bellevue Police Department on an experimental basis with consultants retained to design, conduct and evaluate it. This made the course a very expensive training endeavor initially, with consultant costs alone (including paid actors) coming to \$191.04 per student and with total costs of over \$11,000.00.

Next time it was given costs had come down considerably since design and evaluation fees were omitted. On this occasion the course was offered on a contractual basis with the University of Washington Police Department; its officers were trained in five three-day sessions. This time the total course cost came to \$2,374.84 or \$38.30 per student.

Most recently the course was offered in Tacoma to 20 officers in that department in four sessions. Costs rose slightly because of commuting expenses of instructors to \$2,566.58 (total cost) and because of a smaller enrollment to \$123.33 per student.

Core Courses for Prosecutors. P-100 Prosecutors' Orientation. This course has been offered twice, once at Providence Heights and once at Seattle University. It makes use of local agency personnel from across the criminal justice system to orient new prosecutors to the job ahead of them. Unfortunately, not very reliable cost figures are available for this course but at its first offering it is estimated to have cost \$1,251.50 for 17 students or \$73.62 per student. Generally, the course was able to engage free services of many agency representatives as instructors, enabling instructional costs to be kept at a minimum.

Core Courses for the Judiciary. J-204 Trial Judges Law "Update" Seminar. As its name implies, this week-long course was designed to help trial judges keep abreast of the latest legal developments. It was held in January, 1974 for 25 jurists and engaged local members of the bar and bench, representatives from the National College of the Judiciary and a field trip to Monroe Reformatory as part of the learning experience. Total costs for the seminar came to \$2,227.67 with a large chunk of that going for subsistence charges, and its cost per student came to \$89.10.

J-502 Trial Court Administrators' Workshop. This course for the often forgotten court administrator was offered in May, 1973 to 13 participants. It was a course contracted between the Center and the State Administrator for the Courts of Washington on the following basis: the State Administrator's office provided the program content and agenda and the Center assumed all expenses relating to facilities, materials, food, lodging and transportation of instructors and participants. In this case the Center became a forum in which an agency-designed program could be conducted.

The second time this course was offered it was under the title of Superior Court Management--Trial Court Administrators' Workshop reflecting the different jurisdictional milieu of its 23 participants.

A similar contractual arrangement with the State Administrator for the courts was derived whereby the Center was paid \$15 per participant and assumed all lodging and transportation costs. Total course costs came to \$365.42 or \$15.89 per student.

Core Courses for Corrections. C-201 Basic Counseling Skills. This three-day basic course has been offered seven times but with a consistent content and format. It is presented by two instructors from the Oregon corrections system on a contractual basis (with fees and transportation paid). The course has been given at the Providence Heights Center on most occasions but has also been taken to the Tri-Cities area, having been given at Pasco in May, 1972. The most recent time it was offered total costs came to \$1,432.84 or \$89.55 per student.

C-204 Detention Staff Seminar. This two-day seminar for corrections personnel has been offered five times in the last two years at the Center. Originally, it utilized donated time of individuals working in Washington State Corrections but its most recent offering saw a redesign of content. In this case a consultant was employed to develop and lead the course with professional actors to assist in training. Total costs for this course offering were \$1,178.29 or \$56.10 per student.

C-209 Jail Operations and Training Methods. This three-day course has been offered by the Center three times, utilizing on two occasions representatives from L.E.A.A., The Bureau of Prisons, the Fire Marshall's Office and the U.S. Marshall's Office and on the other occasion, a panel of jail administrators. In the former case, total course costs came to \$795.39 or \$53.02/student; under the latter arrangement total costs were \$1,496.43 or \$93.53 with differences due to increased consultant and subsistence costs.

C-223 Washington State Reformatory Workshop. This two-day program was one requested by Reformatory personnel and which the Center undertook through a contractual agreement with the consulting firm "Organization Consultants of the Northwest." Under terms of the agreement, Organization Consultants provided the following: research preparatory to the workshop; preparation and presentation of the

workshop program; questionnaire design and analysis; a workshop evaluation, and program update reports. The Center in return provided camera equipment necessary to the program; program coordination; all materials; travel and expense reimbursements and fees. Workshop costs for 30 participants totalled \$3,587.89 or approximately \$119.59 with the largest expenditure for consultant fees and expenses.

Interdisciplinary Courses. A-206 Techniques of Teaching. This four-day course on teaching methods is generally applicable to any personnel in the criminal justice system performing instructional duties. It has been offered three times, employing a professional education instructor on a direct cost basis at \$15/hour plus meals and lodging.

A-208 Project Development. This two-day course has been developed and conducted for the Center by the Zaring Corporation of Bellevue, Washington, under a contractual arrangement. The course has been offered twice at Providence Heights and once in Yakima. To present the course, Zaring provides a Director and a Senior Analyst at pre-determined per diem rates of \$135.00 and \$112.00. Total costs for the most recent Project Development Course were \$1,089.46 or \$49.52/student.

A-302 Snohomish County Workshop. This two-day training workshop was designed to bring together representatives of all elements of the Snohomish County criminal justice system. As such, it represents a unique training experience.

The workshop has been conducted twice; once in 1972 and once again in June, 1974. This last time it was conducted under a contract between the Center and the Snohomish County Prosecutor's Office whereby Snohomish County personnel paid \$15 each for attendance and the Prosecutor's Office provided instructors and facilitation. The Center in return provided lodging and subsistence for all participants and instructors, and provided needed equipment and materials. Total costs for the workshop were \$1,598.48 for a cost per student of \$45.67.

Summary. From review of the core courses in the various discipline areas offered by the Center, and review of the many different arrangements under which they have been conducted, it is clear that the core course program generally has presented enough unique training opportunities to make it difficult to evaluate from a cost perspective. Several general comments are in order, however:

First, it becomes apparent that the most expensive courses have been those developed for particular agency or jurisdictional groups. This is to be expected. Custom design in any field is more amply compensated than are products developed for mass consumption. Also apparent is the fact that if specific training programs for specific criminal justice personnel are desired, they will be costly and these costs can only be minimized where a long-run usage pattern is possible, or enough personnel can be trained over the short run to help absorb design and development costs.

Second, it would appear that in the number of contractual arrangements for training courses between agencies and the Center, registration fees and subsistence charges have been pegged in such a way as to break even. This has been important for both the Center and the agencies concerned for it has allowed the Center to respond effectively to agency requests without cutting deeply into otherwise budgeted funds, and it has given agencies a forum and structure in which to conduct desired training programs. These services offered by the Center will undoubtedly never appear in any cost accounting of its activities for they are easily submerged in more tangible endeavors. And yet it is clear that had the Center not existed, some of these programs might never have taken place while all of them would have, of necessity, been conducted under short-term training grants. How much time and effort on the part of interested agencies and their funding sources has been saved to be used in other endeavors is not easy to know, but it is thought to be a particularly important factor to consider when the administrative and coordination costs of the Center are reviewed.

Third, while contractual course offerings have often achieved a "pay-as-you-go" status, it is clear that other training programs have required the Center to absorb costs and, in effect, to "take a loss." In this regard, the Center has enjoyed a "luxury" that many on-going endeavors cannot, and this ability has allowed for an experimentation and an innovation that many on-going enterprises fear to undertake. That is, we think, the way in which the grant experience should be organized--without fear of trying new things. In this sense, the grant has been very successful. It has recorded for decision makers nearly every kind of training program arrangement one can think of; it has chronicled their costs and the sources of these costs. From this basis decision makers should be in a better position to understand and appreciate the many kinds of training opportunities that can be made available, and to assess their relative costliness. From that understanding, future decisions can be made more easily and accurately.

APPENDIX
CHRONOLOGICAL LIST OF COURSES

Course No.	Title	Dates	Participants					Total
			Law Enf.	Corr.	Jud.	Pros./ Def.	Misc	
A-100(5)	Orientation to the Criminal Justice System	6/28/71 - 7/2/71	16	11	0	0	0	29
J-202(1)	Criminal Law Seminar	7/12-16/71	0	0	20	0	0	20
P-201	Prosecutor's Workshop	9/20-22/71	0	0	0	17	0	17
A-202(1)	Juvenile Problems Seminar	10/18-22/71	1	3	2	0	0	8
L-204	Improved Court Testifying	10/26-29/71	34	0	0	0	0	34
C-102	WCA Training Workshop	10/27-29/71	5	52	0	0	38	95
C-301	Corrections Management	11/3-5/71	4	16	1	0	1	22
C-202	Jail Operations	11/1-26/71	33	0	0	0	0	33
S-101(1)	Orientation for Officers' Wives	11/8-11/71	0	0	0	0	17	17

Course No.	Title	Dates	Participants					Misc	Total
			Law Enf.	Corr.	Jud.	Pros./Def.			
A-100(6)	Orientation to the Criminal Justice System	11/8-12/71	7	6	0	1	3	17	
L-201	Community Relations Course	11/22-23/71	17	1	0	0	3	21	
C-201(1)	Basic Counseling Skills	11/29/71 - 12/1/71	0	11	2	0	0	13	
L-400(1)	Law Enforcement Supervisor's School	11/29/71 - 12/10/71	37	0	0	0	0	37	
L-202	Mutual Aid Seminar	12/9-10/71	29	1	0	0	9	39	-172-
C-205	Group Home/Halfway House Staff Training	12/15-17/71	3	53	0	0	5	61	
A-302	Snohomish County Criminal Justice System Workshop	1/13-15/72	19	11	13	0	14	57	
C-402(1)	Jail Management School	1/18-20/72	31	6	0	0	1	38	
S-101(2)	Orientation for Officers' Wives	1/31/72 - 2/3/72	0	0	0	0	41	41	
A-100(7)	Orientation to the Criminal Justice System	1/31/72 - 2/4/72	0	3	2	1	5	11	
C-203	Line Level Corrections Course	1/4-5/72	0	28	0	0	0	28	
L-400(2)	Law Enforcement Supervisor's School	1/10-21/72	33	0	0	0	0	33	

Course No.	Title	Dates	Participants					Misc	Total
			Law Enf.	Corr.	Jud.	Pros./Def.			
S-101(3)	Orientation for Officers' Wives	2/1-4/72	0	0	0	0	32	32	
A-201	Alcoholism Workshop	2/4-5/72	0	28	7	1	44	80	
L-400(3)	Law Enforcement Supervisor's School	2/7-18/72	30	0	0	0	0	30	
S-101(4)	Orientation for Officers' Wives	2/16-18/72	0	0	0	0	33	33	
S-201	Law and Justice Regional Planners Seminar	2/8-10/72	4	0	0	0	20	24	
J-301	Conference on Opinion Writing	2/25-26/72	0	0	13	0	0	13	-173-
A-203	Organized Crime Workshop	3/6-7/72	48	1	4	14	26	93	
A-100(8)	Orientation to the Criminal Justice System	3/14-16/72	16	3	0	2	0	23	
J-201(2)	Magistrate's Spring Training Conference	3/15-17/72	0	0	27	0	0	27	
S-101(5)	Orientation for Police Officers' Wives	3/27-30/72	0	0	0	0	33	33	
A-100(9)	Orientation to the Criminal Justice System	3/28-31/72	4	17	0	0	2	23	
S-101(6)	Orientation for Police Officers' Wives	3/28-31/72	0	0	0	0	6	6	

Course No.	Title	Dates	Participants					Misc	Total
			Law Enf.	Corr.	Jud.	Pros./Def.			
P-200(1)	Prosecutor's Workshop	3/29-31/72	0	0	0	28		1	29
C-101	Line Level Corrections Workshop	4/4-6/72	0	18	0	0		0	18
C-402(2)	Jail Management School	4/11-13/72	21	0	0	0		0	21
S-101(7)	Orientation for Police Officers' Wives	4/13-14/72	0	0	0	0		37	37
J-100(1)	Washington State College of the Judiciary	4/17-21/72	0	0	23	0		0	23
L-400(4)	Law Enforcement Supervisor's School	4/24/72 - 5/5/72	15	0	0	0		0	15
C-101	Line Level Corrections Workshop	5/2-4/72	2	11	0	0		6	19
A-202(2)	Juvenile Problems Seminar	5/15-19/72	2	20	0	0		5	27
L-301	Police-Citizens Relations Seminar	6/1-2/72	41	2	0	0		25	68
L-205	Criminal Drug Investigations Academy	6/11-30/72	30	0	0	0		0	30
C-204(1)	Detention Staff Seminar	7/5-6/72	0	33	0	0		0	33
A-100(10)	Orientation to the Criminal Justice System	7/10-14/72	2	0	0	1		1	4

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Course No.	Title	Dates	Participants					Misc	Total
			Law Enf.	Corr.	Jud.	Pros./Def.			
S-101(8)	Orientation for Police Officers' Wives	7/13-14/72	0	0	0	0		34	34
C-204(2)	Detention Staff Seminar	8/23-24/72	0	29	0	0		1	30
J-202(2)	Criminal Law Seminar	8/27-31/72	0	0	11	0		0	11
FS-500(1)	State Planning Agency Workshop	9/18-21/72	3	0	0	0		34	37
C-204(3)	Detention Staff Seminar	9/20-21/72	0	29	0	0		0	29
FA-600	Criminal Justice Management Workshop	9/25-29/72	18	32	0	0		6	56
A-205	Seminar in Law Enforcement-Prosecutor Relations	9/28-30/72	23	0	0	24		0	47
FS-500(2)	State Planning Agency Workshop	10/16-18/72	0	0	0	0		23	23
L-206(1)	Auto Theft Seminar	10/17-18/72	110	5	0	0		12	127
L-400(5)	Law Enforcement Supervisor's School	10/24/72 - 11/3/72	25	0	0	0		0	25
A-207	Crisis Intervention Conference	11/4/72	3	4	0	0		19	26
S-101(9)	Orientation for Police Officers' Wives	11/8-9/72	0	0	0	0		17	17
FS-500(3)	State Planning Agency Workshop	11/14-16/72	0	0	0	0		16	16

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Course No.	Title	Dates	Participants					Misc	Total
			Law Enf.	Corr.	Jud.	Pros./ Def.			
A-100(11)	Orientation to the Criminal Justice System	11/27/72 - 12/1/72	1	3	2	0		2	8
C-201(5)	Basic Counseling Skills	12/4-6/72	3	23	0	0		2	28
A-206(1)	Techniques of Teaching	12/13-20/72	15	2	0	0		1	18
J-100(2)	Orientation to the Judiciary	1/2-6/73	0	1	17	0		0	18
C-206(1)	Counseling Skills/Halfway House Staff	1/8-10/73	0	30	0	0		1	31
L-500(1)	Law Enforcement Executive Development	1/16-18/73 2/21-23/73	16	0	0	0		0	16
C-206(2)	Work and Training Release Centers	1/17-19/73	0	29	0	0		1	30
L-400(6)	Law Enforcement Supervisor's School	1/22/73 - 2/2/73	24	0	0	0		0	24
C-204(4)	Detention Staff Seminar	1/29-30/73	0	26	0	0		0	26
C-207(1)	Probation and Parole Orientation	2/7-9/73	0	28	0	0		1	29
A-206(2)	Techniques of Teaching	2/7-14/73	8	1	0	0		11	20
A-202(3)	Juvenile Problems Seminar	2/12-16/73	3	21	0	2		4	30

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Course No.	Title	Dates	Participants					Misc	Total
			Law Enf.	Corr.	Jud.	Pros./ Def.			
L-209(1)	Law Enforcement Communications School	2/14-21/73	19	0	0	0		0	19
P-202(1)	Prosecutor's Legislative Workshop	2/21/73	0	0	0	12		0	12
L-400(7)	Law Enforcement Supervisor's School	2/26/73 - 3/9/73	19	0	0	0		0	19
A-208(1)	Project Development	3/13-14/73	3	3	0	0		5	11
J-201(3)	Magistrate's Spring Training Conference	3/13-16/73	0	0	48	0		0	48
A-305	State Conference on Volunteers to Juvenile Courts	3/15-16/73	1	43	2	0		45	91
C-201(6)	Basic Counseling Skills	3/19-21/73	0	27	0	0		4	31
A-306	Selection and Development of Instructional Material	3/19-23/73	7	1	0	0		6	14
L-400(8)	Law Enforcement Supervisor's School	3/19-30/73	14	0	0	0		0	14
L-214(1)	Law Enforcement Drug Problems	3/20-21/73	53	0	0	0		0	53
S-202(1)	Indian Justice Planner's Workshop	3/20-22/73	2	0	4	0		22	28

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Course No.	Title	Dates	Participants					Misc	Total
			Law Enf.	Corr.	Jud.	Pros./ Def.			
C-209(1)	Jail Operations	3/26-28/73	19	0	0	0	1	20	
C-501(1)	Correctional Management Seminar	3/27-29/73	3	27	1	0	3	34	
A-209(1)	Project Evaluation	4/4/73	2	2	0	3	5	12	
A-211	Youth Service Bureau Training Workshop	4/6-7/73	2	32	1	2	39	76	
A-208(2)	Project Development	4/11-12/73	4	2	0	0	2	8	
L-215(1)	Crisis Intervention	4/15-27/73	60	0	0	0	0	60	
C-212(1)	Counseling by Objectives	4/16-17/73	0	36	0	0	0	36	
L-400(9)	Law Enforcement Supervisor's School	4/16-27/73	13	0	0	0	0	13	
P-200(2)	Prosecutor's Workshop	4/19-20/73	0	0	0	44	0	44	
A-500(1)	Criminal Justice Management Workshop	4/23-27/73 5/14-18/73	15	8	0	0	0	23	
L-213(1)	Law Enforcement Crime Scene Processing	4/23-27/73	27	0	0	0	0	27	
J-502(1)	Trial Court Administrative Workshop	5/1-2/73	0	0	11	0	2	13	

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Course No.	Title	Dates	Participants					Misc	Total
			Law Enf.	Corr.	Jud.	Pros./ Def.			
A-209(2)	Project Evaluation	5/2/73	2	2	0	0	4	8	
C-210(1)	Volunteers in the Criminal Justice System	5/2-4/73	3	90	2	0	32	127	
A-210(1)	Techniques of Visual Communication	5/8-10/73	7	2	0	0	7	16	
L-211(1)	Washington State Law Enforcement Association Training Conference	5/11-12/73	81	0	0	0	5	86	
L-400(10)	Law Enforcement Supervisor's School	5/14-25/73	28	0	0	0	0	28	
A-208(3)	Project Development	5/23-24/73	3	3	0	0	7	13	
S-101(10)	Orientation for Police Officers' Wives	5/24-25/73	0	0	0	0	18	18	
C-220(1)	Basic Counseling	5/28-30/73	6	11	0	1	0	18	
C-212(2)	Counseling by Objectives	5/31/73 - 6/1/73	1	26	0	0	1	28	
C-221(1)	New Careers - Probation and Parole Services	6/4-8/73	3	30	0	0	4	37	
A-209(3)	Project Evaluation	6/6/73	3	0	0	0	5	8	
A-206(3)	Techniques of Teaching	6/11-15/73	13	1	0	0	0	14	

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Course No.	Title	Dates	Participants						Total
			Law Enf.	Corr.	Jud.	Pros. Def.:	Misc		
A-307(1)	Test Construction and Performance Evaluation	6/11-15/73	5	1	0	0	4	10	
L-400(11)	Law Enforcement Supervisor's School	6/18-29/73	11	0	0	0	0	11	
L-212(1)	Law Enforcement Basic Photography	6/19-20/73	28	0	0	5	3	36	
A-216(1)	Criminal Justice Data & Information Systems	6/20-21/73	17	5	0	2	2	26	
A-208(4)	Project Development	6/27-28/73	2	2	0	0	0	4	
P-203(1)	Prosecutors' Summer Seminar	7/9-10/73	0	0	0	47	1	48	
S-205(1)	Criminal Justice Film Conference	7/27/73	32	7	0	2	15	56	
C-220(2)	Basic Counseling	8/13-15/73	0	11	0	0	0	11	
S-601(1)	Intelligence Unit Workshop	9/4-7/73	37	0	0	0	1	38	
C-222(1)	Work Release - Probation and Parole	9/10-12/73	0	28	0	0	0	28	
A-308(1)	Development Learning Packages	9/10-14/73	8	1	0	2	4	15	
J-501(1)	District Court Administrative Workshop	9/10-14/73	0	0	19	0	2	21	

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Course No.	Title	Dates	Participants					Total
			Law Enf.	Corr.	Jud.	Pros. Def.	Misc	
L-504(1)	Police Labor/Management Relations	9/11-13/73	16	0	0	0	0	16
L-212(2)	Law Enforcement Basic Photography	9/18-19/73	16	0	0	0	3	19
C-222(2)	Work Release - Probation and Parole	9/19-21/73	0	23	0	0	1	24
S-207(2)	New Careers - Probation and Parole Services	9/24-26/73	0	26	0	0	0	26
C-212(3)	Counseling by Objectives	10/1-2/73 11/1-2/73	0	19	0	0	0	19
C-601(3)	Jail Management	10/1-3/73	17	0	0	0	0	17
C-218(1)	Crisis Counseling	10/2-4/73 10/10-11/73	0	0	0	0	19	19
A-312(1)	Project Management	10/10/73	9	4	5	2	7	27
C-214(1)	WCA Convention - Impotency in Corrections	10/10-12/73	3	26	0	0	9	38
L-316(1)	Homicide Investigation	10/15-19/73	28	0	0	0	2	30
S-401(1)	Law Enforcement Management Seminar	10/16-19/73	19	0	0	0	0	19
P-600(1)	Prosecutors' Administrative Workshop	10/19-20/73	0	0	0	23	0	23

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Course No.	Title	Dates	Participants						Total
			Law Enf.	Corr.	Jud.	Pros. Def.:	Misc		
P-100(2)	Prosecutors' Orientation	10/19-20/73	1	0	0	31	2	34	
S-208(1)	Corrections and Community Services Seminar	10/24-26/73	0	156	0	0	7	163	
L-400(12)	Law Enforcement Supervisors' School	10/29/73 - 11/9/73	14	0	0	0	0	14	
C-212(4)	Counseling by Objectives	11/5-6/73 11/26-27/73	1	24	0	0	2	27	
C-201(7)	Basic Counseling Theories and Techniques	11/7-9/73	0	15	0	0	1	16	
J-100(3)	Orientation to the Judiciary	11/12-16/73	0	0	6	0	0	6	
C-302(1)	Advanced Detention Staff Seminar	11/19-21/73	0	18	0	0	1	19	
A-511(1)	Program Planning Budget Systems	11/19-21/73	24	1	1	2	0	28	
L-218(1)	Specialized Explosives Seminar	11/20-21/73	23	0	0	0	4	27	
C-216(1)	Family Counseling	11/26-27/73	0	10	0	0	2	10	
A-218(1)	Video Techniques Workshop	11/27-29/73	16	9	0	0	5	30	
C-220(3)	Basic Counseling	12/3-5/73	2	18	0	0	0	20	

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Course No.	Title	Dates	Participants						Total
			Law Enf.	Corr.	Jud.	Pros./ Def.	Misc		
S-602	Conference on Violence	12/6-8/73	10	17	7	3	68	115	
C-209(2)	Jail Operations and Training	12/10-12/73	15	1	0	0	0	16	
A-206(4)	Techniques of Teaching	12/10-14/73	10	0	0	0	0	10	
S-205(2)	Criminal Justice Film Conference	12/13/73	14	1	0	0	0	15	
S-302(1)	Press Relations Seminar	12/14/73	19	2	0	2	3	26	
S-102(1)	Orientation for Husbands and Wives of Law Enforcement Officers	12/14-15/73	0	0	0	0	15	15	
C-208(1)	Jail Remodeling and Architecture	1/3-4/74	13	2	0	1	10	26	
A-500(2)	Criminal Justice Management Workshop	1/7-10/74 2/5-6/74	5	3	1	5	2	16	
J-204(1)	Trial Judges Law "Update" Seminar	1/7-11/74	0	0	25	0	0	25	
L-400(13)	Law Enforcement Supervisors' School	1/7-18/74	17	0	0	0	0	17	
C-601(4)	Jail Management	1/15-17/74	7	0	0	0	0	7	
A-208(5)	Project Development	1/21-22/74	10	4	0	0	7	21	

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Course No.	Title	Dates	Participants						Total
			Law Enf.	Corr.	Jud.	Pros./ Def.	Misc		
S-210(1)	Juvenile Court Conference Committee Workshop	1/26/74	1	58	0	0	8	67	
L-215(2)	Crisis Intervention Training	1/29/74 - 3/7/74	82	0	0	0	0	82	
C-303(1)	Manpower Development and Training Workshop	2/4-8/74	0	0	0	0	21	21	
S-209(1)	Volunteers in Misdemeanant Courts	2/7-8/74	0	32	0	0	0	32	
A-219(1)	Developing Trial Programs	2/11-13/74	27	1	0	1	2	31	
C-218(2)	Crisis Counseling	2/13-15/74	0	16	0	0	0	16	
A-209(4)	Project Evaluation	2/14/74	14	2	0	3	12	31	
S-302(2)	Press Relations Seminar	2/14/74	20	1	0	1	2	24	
S-302(3)	Press Relations Seminar	2/15/74	21	0	0	1	1	23	
L-400(14)	Law Enforcement Supervisors' School	2/25/74 - 3/8/74	26	0	0	0	0	26	
S-303(1)	Juvenile Justice Symposium	2/28/74 - 3/1/74	25	86	2	2	10	125	
S-304(1)	Improving the Planning Process in Law and Justice	3/7-8/74 4/18-19/74	9	6	0	0	28	43	

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Course No.	Title	Dates	Participants						Total
			Law Enf.	Corr.	Jud.	Pros./ Def.	Misc		
L-215(3)	Crisis Intervention Training	3/8-18/74	82	0	0	0	0	82	
C-204(5)	Detention Staff Seminar	3/12-13/74	1	15	0	0	2	18	
S-102(2)	Orientation for Husbands and Wives of Law Enforcement Officers	3/21-22/74	0	0	0	0	18	18	
A-512(1)	Problem Solving and Decision Making	3/26-28/74	16	5	1	4	1	27	
C-218(3)	Crisis Counseling	3/27-29/74	0	9	0	0	7	16	
J-207(1)	Orientation to Rules for Commitment	3/30/74	0	0	0	24	6	30	
C-209(3)	Jail Operations and Training Methods	4/2-4/74	13	2	0	0	0	15	
C-223(1)	Washington State Reformatory Workshop	4/4-5/74	0	17	0	0	3	20	
A-216(2)	Introduction to Data and Information Systems	4/8-9/74	21	3	0	4	2	30	
C-212(5)	Counseling by Objectives	4/9-10/74 4/30/74 - 5/1/74	0	30	0	0	0	30	
S-207(4)	New Careers - Probation and Parole Services	4/11-12/74	0	12	0	0	0	12	

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Course No.	Title	Dates	Participants						Total
			Law Enf.	Corr.	Jud.	Pros./ Def.	Misc		
L-212(3)	Law Enforcement Basic Photography	4/23-24/74	35	0	0	0	5	40	
A-219(2)	Developing Trial Programs	5/6-9/74	15	7	0	0	3	25	
A-210(2)	Techniques of Visual Communication	5/7-10/74	6	2	0	0	1	9	
L-211(2)	Washington State Law Enforcement Association Annual Seminar - Organized Crime	5/10-11/74	121	0	0	0	6	127	
J-205(1)	Limited Jurisdiction Court Clerks Conference	5/13-15/74	0	0	105	1	0	106	
C-220(4)	Basic Counseling - One-to-One Communication Skills	5/15-17/74	0	21	0	0	1	22	
J-205(2)	Limited Jurisdiction Court Clerks Conference	5/15-17/74	3	0	85	1	0	89	
J-502(2)	Superior Court Management	5/23-24/74	0	1	12	1	9	23	
L-206(3)	Auto Theft Seminar	5/29-30/74	41	0	0	0	0	41	
J-101(1)	Criminal Attorney Investigator Workshop	5/31/74	0	0	0	33	2	35	
S-211(1)	Special Adjudications for Enforcement Staff Training Seminar	6/3-6/74	0	0	5	0	16	21	
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Course No.	Title	Dates	Participants					Total
			Law Enf.	Corr.	Jud.	Pros./ Def.	Misc	
L-316(2)	Homicide Investigation	6/3-7/74	36	0	0	0	0	36
A-209(5)	Project Evaluation	6/6/74	4	5	0	0	3	12
A-501(1)	Community Skills for Managers	6/10-14/74	11	3	1	0	0	15
L-400(15)	Law Enforcement Supervisors' School	6/10-14/74	21	0	0	0	0	21
P-204(1)	Prosecutors' Annual Conference	6/16-19/74	1	0	0	49	0	50
A-302(2)	Snohomish County Workshop	6/19-21/74	9	6	7	4	9	35
J-206(1)	Trial Judges conference	6/24-26/74	0	0	26	0	0	26
S-302(4)	Press Relations Seminar	6/27/74	23	3	0	2	1	29
S-102(3)	Orientation for Husbands and Wives of Law Enforcement Officers	6/27/74	0	0	0	0	13	13

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END