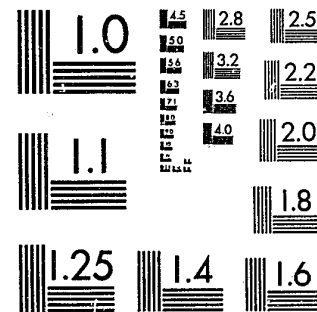


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National Council on Crime and Delinquency  
411 Madison Avenue  
New York, New York 10017  
NATIONAL ASSESSMENT OF JUVENILE JUSTICE TRAINING RESOURCES

FINAL REPORT

SUBMITTED TO

NATIONAL INSTITUTE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

BY

ADMINISTRATION OF JUSTICE SERVICES, INC.  
ROCKVILLE, MARYLAND

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ABSTRACT

NATIONAL ASSESSMENT OF JUVENILE JUSTICE TRAINING RESOURCES

The National Assessment of Juvenile Justice Training Resources is a project funded by the National Institute of Juvenile Justice and Delinquency Prevention designed to obtain data concerning (1) on-going training efforts sponsored by the juvenile justice community in the United States, and (2) training needs for agency-based personnel. This information is needed to assist NIJJDP in formulating policies and procedures related to NIJJDP's future involvement in juvenile justice training efforts, including a proposed Resource Center.

Approximately 400 agencies, organizations, and individuals responded to a letter of inquiry related to on-going training programs, and 208 responded to a letter of inquiry about staff training needs. Findings clearly indicate a dearth of training activity among all kinds of juvenile justice services and programs, even though there is a commitment to training and expressions of need by both line staff and management.

Recommendations are made to NIJJDP, which include the establishment of a Resource Center to assist local jurisdictions in the design, implementation, and evaluation of training programs; the creation of a calendar to announce the existence of local, agency-based training events; and the establishment of technical assistance services to help agencies deal with the development of in-house training programs, liaison with superordinate government officials, and communications with segments of the private sector.

Finally, a recommendation is made to NIJJDP that it continue its role of leadership in the juvenile justice community by continuing on-going assessments of training in order to plan effectively and responsively in future years.

## PREFACE

The juvenile justice community in the United States currently is confronted by a multitude of problems, not the least of which are increasing caseloads and diminishing resources. As a consequence, short-term commitment to survival appears to consume management. This, undoubtedly, has forced many agencies to reduce attention to overall planning devoted to attaining long-range goals and objectives.

Along with research, the one activity that is impacted severely by these turns of events is training and staff-development. If viewed as a principal means for assuring quality delivery-systems of services and upgrading staff abilities, the diminution of such programs can only produce negative outcomes for agencies, communities, and clients.

The purpose of the National Assessment of Juvenile Justice Training Resources has been to examine the state-of-the-art in juvenile justice training in order to determine the nature and extent of current agency-based training programs and make recommendations to the National Institute of Juvenile Justice and Delinquency Prevention that will assist that federal agency in determining its possible future policies toward and role in promoting training and staff development programs, particularly the establishment of a Resource Center.

We express our sincerest appreciation to Lou Biondi, both the god-father and original Government Project Monitor, for his understanding of the juvenile justice community and for his vision concerning the value of the project. He not only helped to formulate the objectives of the National Assessment of Juvenile Justice Training Resources, but helped to guide it to its conclusion. Leonard Johnson succeeded Lou Biondi as Government Project

Monitor and provided invaluable assistance, back-up resources, and guidance in keeping the project on track. We appreciate the cooperation and assistance of George Moody, the Contract Officer.

To the many organization and agency-based personnel who provided data and information about on-going training programs and needs assessments, we owe a special debt of gratitude. We hope the results of this project will provide greater attention to staff training needs through increased resources.

Finally, as Project Director, I wish to express my gratitude to a staff which not only produced a worthwhile final product, but who worked diligently and cooperatively on a project we all enjoyed. Particularly, I express appreciation for the work done by Etta Anderson, Sara S. Cohn, and William S. Leonard.

Alvin W. Cohn, D.Crim.  
Project Director

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## I. INTRODUCTION

## I. INTRODUCTION

### I.1 Nature and Purpose of Training

As we move into the 1980's, the need for effective job performance becomes very critical, not only to achieve increased levels of organizational efficiency in criminal justice administration, but also to achieve higher levels of self-satisfaction for the individual employee and better systems of services delivery to clients and communities being served. From a management perspective, we have come to recognize that generally what is best for the organization in the long run, probably is best for its incumbents. Those people most satisfied with their jobs are generally those who are using their fullest abilities to make real and identifiable contributions to their organizations.

This, of course, presupposes that an organization has made its goals and objectives explicit, understandable, and appropriate for the services it is mandated to deliver. It also presupposes that, notwithstanding diminishing resources, the organization does indeed provide its employees with responsible and responsive resources to carry out their duties and responsibilities. It also means that meaningful processes of management, including performance appraisal, are in place so that realistic programs and services can be designed and carried out.

In all formal organizations today, including those in the public as well as private sectors, training and staff development (synonymous terms) is increasingly recognized as an important organizational activity. Education, which is broadly viewed as the enhancement of knowledge, cannot possibly prepare existing and future workers with the knowledge and skills they need to carry out their duties. Education generally cannot prepare

people to accomplish specific tasks. This is the responsibility of the employer. Organizations without a directed training effort are merely asking employees to acquire job knowledge and skill in their individual ways, which may or may not occur. When it does happen in such a manner, it is likely to be haphazard and unorganized (Craig and Bittel, 1967:ix).

The need for refreshed as well as new knowledge is continuous for most workers in most organizations. Skills and knowledge in many job areas in criminal justice often become outmoded. New theories, new ideas, and new procedures demand that workers be trained in them in order to be more effective. Consequently, top management, if it is concerned with effective services and programs, not only must carry out day-to-day activities which fulfill the organization's mission, it must also plan for the future through the development and utilization of appropriate resources. There can be no doubt that in the administration of criminal justice services, the most important and potentially most effective resource is that of manpower. Therefore, poorly motivated, unskilled, unknowledgeable employees not only will be unable to carry out the goals and objectives of the organization, they will be unable to deliver meaningful services to the clients and communities. In view of the diminishing fiscal resources, increasing caseloads, and disquieting expressions of concern by the general public, all of which confront most criminal justice agencies, the need for more effective worker performance is compelling. Further, it is unlikely that the next decade will find these forces diminishing. If anything, they are likely to increase.

The word "training," despite the efforts of some to make it a semantic whipping boy, is accepted as a synonym for all of the forms of knowledge,

skill, and attitudinal development which persons need to keep pace with accelerating life involvement and the enlarging concept of man's capabilities (Craig and Bittel, 1967:15). Consequently, many organizations now operate training and educational facilities which are designed to enhance employee performance. Many of these programs are equal to if not better than many programs offered by colleges and universities. In effect, they have chosen to train their employees by themselves. On the other hand, many organizations have opted to work conjointly with institutions of higher learning in order to secure assistance and to provide upgraded services and programs.

Instructed learning, regardless of its locus, is designed to produce environments that shape behavior to satisfy stated objectives. From this point of view, training (and sometimes education) can be defined as the systematic acquisition of knowledge, skills, rules, concepts, or attitudes that result in improved performance in another environment. Therefore, while school environments attempt to enable children to learn how to read, which can be done in the home, training programs in an organization attempt to provide workers with new or additional skills that can be used in the work setting.

According to Goldstein (1974:3), both training and education are instructional processes designed to modify human behavior. As such, their basic foundations are dependent on learning and transfer processes. In the past, professionals emphasized differences between training and education based on the specificity of their program objectives. Thus, industrial training objectives were easily specified and were designed to produce uniform terminal behavior. But as our society becomes more

concerned with providing services and managing human resources, as well as with nuts-and-bolts machinery, management in most organizations has begun to recognize that uniform behavior by all trainees is not necessarily a desirable goal. This realization has led to management training programs designed to enhance individual modes of behavior. It has also led to the inevitable conclusion that without clear-cut goals and objectives, the organization will founder, workers will find their own comfortable ways of behaving, and services and programs (and even products) will be of mediocre quality. Management must dictate what is to be accomplished within an organization, provide the resources to carry out its mission, and ensure that workers adhere to programmatic expectations. Training, then, is a management tool that ensures effective organizational performance and productivity.

The need for training in criminal justice enterprises has been relatively recent in emphasis. While there has always been some form of training, for the most part efforts were haphazard, incomplete, and not linked to organizational objectives. It was assumed that either on-the-job training or university-based instruction would suffice. Within the past two decades or so, criminal justice managers came to the realization that more formal processes for knowledge enhancement and skill improvement were necessary. At the same time, managers came to the realization that they, too, needed additional skills in running their own organizations. Therefore, planning, budgeting, resources development, supervisory techniques, organizational structure, programming, and training become more important concerns than ever before.

## I.2 Juvenile Justice Training and Administration

As criminal justice managers have become more skilled, they have been willing to read and learn. There is no doubt that they have been influenced by the considerable literature of a prescriptive and descriptive nature concerning the desirability of and need for training. Both the President's Crime Commission (1967) and the National Advisory Commission on Criminal Justice Standards and Goals (1973) devote considerable attention to this issue. Along with the report of the Advisory Commission on Intergovernmental Relations (1971), these bodies strongly advocate training for all personnel within the network of criminal justice services. These reports look at training and how important staff development is for producing more effective organizations.

The added works of such organizations as the American Bar Association (1973), the Joint Commission on Correctional Manpower and Training (1967), along with the movement toward accreditation, all point to the correspondence in philosophy by all components of criminal justice administration that effective delivery of organizational services demands effective training of workers to carry out organizational demands and objectives. Training, then, as McGehee and Thayer (1961:4) point out, cannot be viewed as an end in itself, but a means to an end. It is a vehicle that ensures effectiveness; it is a tool that facilitates the enterprise in addressing and meeting its objectives.

We do not have precise data on the numbers of organizations or personnel directly and indirectly involved in juvenile justice administration. While it is possible to count actual probation, court, after-care, institutional, and prosecution agencies, especially those in the public sector,



there are many services, programs, and agencies concerned with juvenile justice in the private sector that are beyond enumeration. This also means that while one could specify the numbers of youths dealt with formally and officially by criminal justice agencies, there is no way of determining informal, unofficial, or indirect interventions. Thus, there is no way of knowing exactly what is going on -- and by whom -- in juvenile justice administration.

There is some information available which helps us to place in context the extent of juvenile justice administration activities. We know, for example, that over \$24.1 billion was spent in fiscal 1978 on public, civil and criminal justice expenditures and that there were over 1.1 million employees (full-time equivalent). In terms of public expenditures, about \$13 billion was spent on police protection; \$5.5 billion on corrections; \$3 billion on judicial activities; \$1.5 billion on prosecution and legal services; \$.5 billion on public defense; and \$.4 billion on other criminal justice activities (U.S. Department of Justice, 1981a:i).

According to the FBI's Uniform Crime Reports- 1979 (p. 184), over one and three-quarter million crimes cleared were committed by persons under the age of 18, accounting for well over two millions actual arrests (p. 196). Further, among the 11,506 reporting police agencies, dispositions are reported for approximately 1.6 million juvenile offenders; over one-half million (34.6 percent) were handled within the police department and released; almost one million (57.3 percent) were referred to juvenile court jurisdiction; over 25,000 (1.6 percent) were referred to welfare agencies; over 26,000 (1.7 percent) were referred to other police agencies; and over 77,000 (4.8 percent) were referred to criminal or adult courts (p. 230).

In 1977, the estimated number of delinquency cases disposed of by juvenile courts approximated 1.4 million (U.S. Department of Justice, 1981b:390). In 1977, there were over 75,000 youths in residence in public and private juvenile custody facilities (45,920 in public institutions and 29,377 in private facilities) (p. 481); and 53,347 youths under after-care supervision (p. 513).

The above suggests that juvenile justice activities constitute relatively large business in the United States, but only the barest of facts are known with regard to expenditure, employment, and programmatic activities.

We do not know how many private agencies, organizations, and facilities deal with pre- and adjudicated youths; we have no idea how much is spent on private defense; we cannot account for all police activity or even know how many departments have youth aid or juvenile divisions. Prosecutors do not report on differentiated caseloads and juvenile courts cannot be counted precisely since many are a part of courts of other kinds of jurisdiction. We are aware that many states and localities have juvenile justice coordinating committees, but their exact count remains unknown, especially since not all are constituted by statute. Volunteers work in many agencies, but there is no record of precise numbers. Halfway houses and other residential programs are sponsored by public and private agencies, but we do not know exactly how many or which cater exclusively to adjudicated delinquents. And, finally, there is a multitude of private agencies and organizations which deliver services to youthful offenders, ranging from diversion programs through intensive treatment, but how many remains unknown.



Notwithstanding the above, we have a picture of a great deal of activity in all sectors of services and programs for juveniles. This, of course, suggests that there are tens of thousands of workers, at all hierarchical levels, who provide direct services to juveniles and their families and/or who are supervised and managed by countless thousands of others. Within their respective organizations, these persons have jobs to perform, work to do, which cannot be viewed from a static perspective. That is, if the earlier discussion of the value and meaning of training has merit, then we come to the inescapable conclusion that training not only is useful, it is a necessity to promote the health and welfare not only of the workers, but of the organizations themselves.

### I.3 Scope of Study

The National Institute of Juvenile Justice and Delinquency Prevention, acutely aware of the paucity of data and information concerning juvenile justice training programs, developed the current procurement with the following objectives:

1. Obtain information and documentation regarding FY 1981 training programs for selected juvenile justice personnel in various host agencies throughout the United State.
2. Determine the nature, extent, and quality of training resources at the national, regional, and local levels which are expected to be continued.
3. Determine, on a sample basis, training needs and demands of justice personnel and their host organizations.
4. Establish a manual data base for the development of NIJJDP's long-range plans and goals for training programs and the development of the

Juvenile Justice Training Resource Center.

In essence, the project was designed to determine the current state-of-the-art on juvenile justice training and develop a data base related to on-going training programs so NIJJDP, then, can develop long-range plans to assist juvenile justice personnel and their host agencies and organizations to continue to offer training programs for juvenile justice personnel and improve the substantive nature of training programs.

The information sought was to be concerned with pre- as well as inservice employees programs designed for incumbent staff as well as those of a subscription nature; and those which addressed both content as well as process issues. Regarding the latter, content was defined to cover those of a substantive nature; process was defined to cover those which developed skills and techniques for carrying out various job tasks and assignments.

In order to accomplish the above objectives, it was agreed that (1) a state-of-the-art on training for juvenile justice personnel would be developed through a literature search and contacts with agencies and organizations concerned with the delivery of such training programs (in-house and subscription); (2) materials obtained related to training would be manually assembled; (3) a plan would be developed for continuing the on-going assessment effort concerned with future sponsored training programs; and (4) recommendations would be made to NIJJDP concerning target training audience priorities.

### I.4 Development of Resource Center

In an effort to more fully meet the mandates set forth in Section 244 and Sections 248-250 of the Juvenile Justice and Delinquency Act of 1974,

as amended, NIJJDP is giving consideration to an expansion of its training activities. A major component of such expansion is a proposed Center for more effective utilization of existing training programs operated by all units of government, universities, other educational institutions, and private organizations and corporations. The development of such a Resource Center would be viewed as a facilitating service and would include a reference/information component designed to assist juvenile justice personnel in every kind of host agency, public and private, in locating programs or services which would meet their specific training needs. Based upon availability of funds, the Resource Center would not support actual training events; rather, in select cases, it would provide financial assistance to juvenile justice personnel to attend training programs, particularly in those areas considered and designated as priorities by the National Institute and the Office of Juvenile Justice and Delinquency Prevention.

In order to operate effectively and reponsively, the proposed Resource Center would have a data base concerned with scheduled training events and programs and would include such information as sponsorship, costs, faculty, topical areas, location, and dates. The data and information base to be developed, it is thought, will enable NIJJDP to develop public policies and priorities for training program expansion, which, hopefully, will avoid duplication of services and programs, prevent waste of scarce resources, link existing training programs to agency and personnel needs, and, ultimately, improve the administration of juvenile justice in the United States through upgraded and more effective personnel.

## II. METHODOLOGY

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### II.1 Introduction

In order to accomplish the basic objectives of the project, particularly the development of the state-of-the-art juvenile justice training and the accrual of information about on-going training programs, three basic approaches to information and data collection were utilized: a search of relevant published literature, contacts with appropriate juvenile justice related organizations and agencies, and site-visits to examine in-house documents. These approaches were utilized not only for the collection of important materials, but to establish the context in which juvenile justice administration and appropriate training occur.

### II.2 Literature Search

The literature search was designed to elicit published materials related to juvenile justice training and staff development. To identify that which had been published in the past ten years, searches of library materials were conducted at the following sites: United States Library of Congress, the University of Maryland, Washington School of Law - The American University, American Correctional Association, National Institute of Corrections, Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, and the International Association of Chiefs of Police.

Additionally, computer print-outs on training were reviewed which had been produced by the National Criminal Justice Reference Service, OJJDP, NIC, and the Department of Health and Human Services Administration. The purpose of these print-outs was to obtain abstracts of published materials as well as summaries of projects that had been funded by various federal agencies.

The search also involved contacts with the National Referral Center, National Technical Information Service, the Smithsonian Science Information and Exchange, and the National Association of Volunteers in Criminal Justice. These organizations were asked to provide information about training and to assist project staff in identifying organizations, agencies, groups, and individuals concerned with and producers of juvenile justice training programs.

In reviewing the literature, attempts were made to classify information according to type of training program, sponsorship, target audiences, substantive content, curricular materials, and the nature, if any, of program evaluation (design as well as findings).

The literature search was also designed to assist in the identification of on-going training programs so that such agencies or organizations could be placed on the mailing list for future correspondence and contacts.

### II.3 Agency/Organization Contacts

It was thought that the best procedure to obtain relevant information about agency-based on-going training programs initially would be to mail a letter requesting such. Accordingly, a letter was prepared (See Appendix B) and mailed to approximately 3,000 juvenile justice organizations, agencies, groups, and individuals who had been identified from various directories, mailing lists, membership lists, and personal recommendations. The final mailing list was compiled from the following sources:

1. American Association of Correctional Training Personnel
2. State and Local Probation and Parole Systems
3. Juvenile and Adult Correctional Departments, Institutions, Agencies

4. Probation and Parole Directory
5. Basic Sources in Criminal Justice
6. Directory of Criminal Justice Information Sources
7. Directory of IACP Members
8. Law Enforcement and Criminal Justice Education Directory
9. National Directory of Children and Youth Services
10. Directory of Juvenile/Family Domestic Relations Court Judges
11. International Halfway House Association Directory
12. Directory of POST Administrators
13. Directory of State Planning Agencies
14. Directory of Juvenile Justice State Advisory Groups

Since it was neither possible to identify every agency or organization, public and private, associated directly and indirectly with juvenile justice administration, nor to attempt to communicate with 100 percent of those groups which had been identified, a purposive sample of selected, potential respondents was developed. From another perspective, the practical considerations of time and financial resources precluded the use of probability sampling from the target populations. Therefore, purposive or judgmental sampling techniques were selected over random methods.

Purposive sampling appeared to be well-suited for this project since the study could only examine a relatively small subset of the larger population in which many of the members of the subset could be identified. Further, since it was not possible to identify the total population from which to draw probabilistic samples, it was necessary to examine only subsets. This sampling procedure varied in the case of two groups, namely State Planning Agencies and State Juvenile Justice Advisory Groups. In

these instances, since it was possible to identify 100 percent of the populations, all were included for the initial mailing. Additionally, wherever state-wide criminal justice academies could be identified, they, too, were placed on the mailing list.

Based on the need to communicate with as many diversified segments of the juvenile justice community as possible, 15 groups were identified: volunteer organizations, trainers, halfway houses, national/regional organizations, probation departments, after-care agencies, departments of correction, state advisory groups, governors' committees, state planning agencies, city-county agencies, state-wide agencies, private agencies, police, and Police Officers Standards and Training (POST) groups.

Although a detailed questionnaire would have enabled the project to obtain very precise data and information about host organizations and agencies, their services and programs, it was not possible to develop such an instrument, obtain clearance from the Office of Management and Budget, mail the questionnaire, and analyze the data within the time constraints of the project. Therefore, it was decided merely to develop a letter requesting data and information which the respondents already would have in their possession.

In order to obtain relevant information from as many sources as possible, it was recognized from the outset that not only would there be tremendous duplication among the respondents, but many who would receive the letter would have nothing to offer the project. For example, since letters went to trainers, departments of correction, after-care agencies, and parole agencies, it was possible for one state-wide agency to receive as many as

four or five letters. Also, since many of the judges, trainers, departments of probation, and police agencies, as examples, selected only purposively (that is, every fifth or tenth from the original directory) it was anticipated that many would have no organized training program and would not even be able to identify other sources which could provide relevant information or data.

In order to reach the most significant numbers of organizations which were known to have volunteer programs, the National Association of Volunteers in Criminal Justice was contacted. Arrangements were made to utilize that group's services to identify such agencies and to mail the actual letter to potential respondents. The director of NAVCJ wrote a cover letter urging agencies to respond to the request for information and included that letter in the packet that was mailed.

Project staff finally identified sufficient numbers of agencies, organizations, groups, and individuals and mailed the letter requesting information and data to 2,847 potential respondents. The breakdown among the 15 groups is as follows:

<u>CATEGORY</u>	<u>NUMBER</u>
Volunteer Organizations	200
Trainers	393
Halfway Houses	579
National/Regional Organizations	151
Probation Departments	255
State Advisory Groups	51
Governors' Committees	30

<u>CATEGORY</u>	<u>NUMBER</u>
Departments of Correction	65
After-Care Agencies	15
State Planning Agencies	56
City-County Agencies	229
State-Wide Agencies	28
Private Agencies	370
Police	377
POST Agencies	48
TOTAL	2,847

As the above list indicates, it was not always possible to identify all of the agencies or groups that should have been included in each of the various categories. After-care agencies, for example, are frequently included in departments of correction or may be a part of a state-wide probation agency.

It was also anticipated that a substantial number of mailed letters would be returned due to inadequate addresses or due to the fact that the agency no longer was in existence. This was particularly true for many of the private agencies and for a considerable number of governors' committees, state advisory groups, and some state planning agencies. Many of these went out of existence as the Law Enforcement Assistance Administration curtailed administrative funding. Additionally, as it was found, many agencies moved and/or changed their names, precluding direct contact by the project.

II.4 Needs Assessment

During the course of the project, when respondent materials began to

accumulate, it was recognized that most of the data and information submitted dealt exclusively with on-going training programs, but did not deal very much with explanations or summaries of needs assessments that may have been completed. As a consequence, it was decided to communicate with selected agencies and organizations in order to determine what, if anything, could be discovered about juvenile justice training needs.

Since it was not possible to mail letters to all 2,847 possible respondents, it was decided that the mailing would be selective and would include all who had by that time in the project responded to the initial request for information about training along with selected others from the original categories of 15 groups. To accomplish this goal, approximately 340 letters (See Appendix B) were mailed during the tenth month of the project. Since many of those identified to receive this request for information had earlier responded to the request for information and data, it was thought that the response rate would be significantly higher than the first request. Nonetheless, in both instances and as a result of the nature of the sampling, the final results could not be interpreted as stemming from a scientific national sample. Instead, the findings would be illustrative of the state-of-the-art of juvenile justice training and training needs of such personnel.

#### II.5 Site Visits

From the beginning of the project, it was understood that it would be necessary to make some personal contacts with a selected number of agencies, organizations, and persons in order to obtain more information and data, to explicate materials received, to examine documents that would be too voluminous to be mailed by respondents, and to obtain additional information

about potential resources. These site-visits, of course, would be in addition to the mailed materials and the numerous telephone contacts that would be made throughout the project.

By the end of the project, 28 such site visits were made. They include: National State Advisory Group Conference (Houston), California Youth Authority, San Francisco Police Department, San Francisco Juvenile Probation Department, Los Angeles Police Department, Los Angeles County Probation Department, Delinquency Control Institute - University of Southern California, Illinois Department of Corrections, American Correctional Association, Pennsylvania Juvenile Court Judges Commission, Arthur D. Little (Washington, D.C.), Law Institute- The American University (Washington, D.C.), National Institute of Corrections, International Halfway House Association (Alexandria, Virginia), and the National Criminal Justice Reference Service (Rockville, Maryland).

Others visited include the Massachusetts Department of Youth Services (Boston), Massachusetts Halfway House Association (Boston), Commissioner of Probation - Massachusetts (Boston), Massachusetts Criminal Justice Training Council (Boston), National Association of State Directors of Law Enforcement Training (POST) (Boston), Cook County (Illinois) Juvenile Court (Chicago), Cook County (Illinois) Criminal Justice Training and Leadership Development Section - Department of Personnel (Chicago), Probation Division - Administrative Office of the Illinois Courts (Springfield), Joint Institute: Central States Corrections Association, Illinois Probation and Court Services Association, and Illinois Correctional Association (Chicago), Juvenile Welfare Board Of Pinellas County (St. Petersburg, Florida),

Region XI, Florida Department of Health and Rehabilitative Services (Orlando, Florida), New York City Department of Corrections, and the National Council on Crime and Delinquency (Hackensack, New Jersey).

### III. STATE-OF-THE-ART



### III. STATE-OF-THE-ART

#### III.1 State-Of-The-Art: Literature on Juvenile Justice Education and Training

In this section the literature pertaining to the educational/training requirements and the nature of on-going training programs for juvenile justice personnel are reviewed. While the emphasis of the study is on training rather than educational programs, a review of educational programs and requirements for employees of the juvenile justice system was deemed appropriate in order to provide the foundation upon which training efforts are built.

##### Criminal Justice Education

Since the late 1960's, higher education in the field of criminal justice has undergone phenomenal growth both as a college major and as an academic field of study. In 1966 there were a reported 184 programs in criminal justice education, which grew to over one thousand programs in less than ten years. Presently, an estimated \$80 million is spent by the federal government each year in direct and indirect academic assistance to students and these programs (Bennett and Marshall, 1979:148).

The impetus for this rapid growth is universally described as resulting from the emergence of crime as one of the main domestic issues in the United States widespread disappointment by the public with the job performance of criminal justice agencies, and the federal government's goal of abolishing crime as a social problem (Simpson, 1979:53).

Current programs tend to be moving toward a total systems approach, with an emphasis on both social science and professionalism. The major goal of undergraduate criminal justice education is to prepare students as entry-level practitioners in agencies of the criminal and juvenile

justice system (Kuykendall, 1977). In addition to this education, the practitioner generally receives some form of training once in the agency. The extent and nature of this training has not been documented in previous research with the exception of isolated programs. This is especially true of training for juvenile justice personnel.

An examination of the listings of workshops and discussion sessions for several of the national criminal justice organizations' annual meetings reveals that very little attention has been given to the area of training for any type of personnel. In 1979, the American Correctional Association hosted only three workshops relating to training-i.e., crisis intervention training; training for jail and detention officers; and management training. The 1980 annual meeting of the American Society of Criminology (ASC) had three panel discussions either directly or indirectly related to training-i.e., correctional standards and accreditation, probation and corrections staff development, and upgrading prison personnel. These two examples are typical of the apparent lack of interest that has been given to training topics by national organizations in the field of criminal justice. It also reminds us that there has been little, if any, systematic interdisciplinary training efforts to date.

In its statements concerning academic programs in the field of criminal justice, the National Manpower Survey (1978:81) reports that as a program, juvenile justice is virtually nonexistent. The authors comment that: "In the face of new juvenile legislation, a fiscal commitment to new efforts aimed at juvenile services, it may seem odd that so few colleges have identified this distinct area of concentration, particularly since the juvenile field has long employed college graduates. It may be that this area of

study is receiving attention in program course work or in the form of options, in programs with the more encompassing title of criminal justice."

The discussion below summarizes the literature pertaining to the educational/training requirements of specific subsystems in the juvenile justice system (e.g., police, courts, corrections, etc.).

#### Law Enforcement

In Tenney's (1971:5-6) "Remarks Pertaining to Criminal Justice Higher Education," he points out that several writers have made the distinction between education and training. In A Forward Step, Clark and Chapman (1966:89) comment that training is "more 'how to' or procedurally oriented" than education, which provides "a broad framework of social reference . . . . Education serves to build the whole man; training aims him to execute his function in the most efficient manner." Tenney goes on to note that LEAA's manual for its 1969 Law Enforcement Education Program (LEEP) also makes the distinction between education and training. While loans and scholarships were available for students enrolled in educational programs, they were not available for agency-based training.

Tenney, however, did review 14 training curriculum development projects in the law enforcement area. From a representative sample of training-type courses taken from such curricula, he reported one out of a total of 12 courses that dealt with "Fundamentals of Delinquent and Criminal Behavior" (Tenney, 1971:9). In more recent remarks made by Felkenes (1980:153-154) concerning law enforcement standards, he listed a minimum of 21 professional/academic topics on which an individual would be examined after completion of a college degree and before entering a police academy. Of these 21 subjects, only two pertained to juvenile matters.

As Seitzinger (1980:20) points out, police training burgeoned during the 1970's. Training became a high priority item made more readily attainable by LEAA funding. In the National Manpower Survey (1978b:3), it is reported that literally all police agencies in jurisdictions with 25,000 or more employees provide some entry-level training to new officers. Since the early 1970's the duration of training provided to entry-level personnel has been extended in approximately 80 percent of the agencies surveyed. In 1975 roughly 90 percent of all new officers received some entry-level training. Unfortunately, the research cited above does not report on either the amount of training received by recruits pertaining to juvenile related matters or the nature and extent, if any, of training received by juvenile officers on an on-going basis. It can be concluded from both the descriptive and prescriptive literature concerning the substance of entry-level training for new personnel that topics relating to juvenile justice are a low priority or may even be non-existent.

In the Human Resources Studies in Criminal Justice, (University of South Florida, 1980:62-66), the authors suggest that the trend toward college educated personnel in the criminal justice system has been accelerated to some extent by LEEP. Yet the quality of many LEEP funded criminal justice programs has been very low. Almost 25 percent of the total faculty members in these programs do not hold advanced degrees. There is still a good deal of emphasis on skill training rather than education, which is especially true in some law enforcement courses.

The Federal Bureau of Investigation (FBI) offers four training programs for police officers of state and local agencies (USF, 1980:64):

1. The National Academy Course - This standard 11-week course, recently

modified to include more social science and management topics, typically trains 1,000 police officers per year.

2. Special Short Courses - These provide advanced training in such topics as white collar crime, forensic science, instructor development, hostage negotiations, crisis intervention, management, and major case investigation.

3. Field Training - FBI special agents, many certified as instructors, provided courses at some 10,500 locations with a total enrollment of 320,000 in 1975.

4. National Executive Institute - A series of four-day sessions recently initiated to provide training for top-management of law enforcement agencies.

In addition to the above, there are over 800 law enforcement training academies that are either agency affiliated, state or regional, or affiliated with academic institutions. These academies are used for both recruit training and in-service training. The kinds of problems that have been associated with such academies include inadequate instructor training, use of part-time instructors, large numbers of trainees per class, and over-reliance on the lecture method.

A fairly recent development in the area of manpower planning is the state-level police officer standards and training councils (POST's). The first POST program originated in California in 1959, with similar programs being established shortly thereafter in Oklahoma, Oregon, and New Jersey. Presently, there are 46 states with POSTs.

In general, all POSTs have established entry-level training programs for law enforcement officers. The majority of POSTs are empowered to set minimum mandatory training requirements, with a large percentage setting minimum employment standards. In a recent survey of POSTs conducted

by Michigan State University (1980:6-16), the authors report that the primary mission of POSTs is training. In addition, POSTs collect information concerning law-enforcement employees. The majority of the POSTs report that their manpower planning activities are generally limited to training, needs assessments, and job analysis, or to other auxiliary forms of data collection and analysis related to training. Another activity that the POSTs have undertaken is job analysis, in an effort to determine exactly what police officers are doing in their states. The final result of the job analysis efforts of POSTs will be the mandating of selection and training standards, based on job-related data which will conform to federal and state fair-employment regulations and related case law.

#### Courts

The National Council of Family and Juvenile Court Judges (NCFJJCJ), founded in 1937, was the first national judicial organization in the United States. One of NCFJJCJ's primary goals was to offer continuing education for juvenile court personnel, which resulted in the establishment of the National College of Juvenile Justice (NCJJ) as a separate training division in 1967 in Boulder, Colorado. It moved to the Reno campus of the University of Nevada in 1969 (Cady and Coe, 1975:446).

According to Knoebel (1978:30), the purposes of the college were to:

"...increase the understanding of adolescent behavior; to define the role of the juvenile court judge, to increase the competence of participants in diagnosis and treatment of special problems, and to insure that the judges are aware of the importance of their role in the juvenile justice system as a whole."

While most juvenile and family court judges (approximately 85 percent) are now qualified lawyers, law schools seldom give more than passing mention to juvenile law. Even when judges had been able to familiarize themselves

with philosophical and legal issues concerning juvenile court practice, the Gault, Kent, Winship, and other landmark legal decisions revolutionized the field of juvenile court practice. With these decisions came new legal parameters which brought the prosecutor and the public defender into the juvenile court which previously had frequently only included the judge and the probation officer.

The NCFJCJ (n.d.:2) asserts:

"This revolution is still in progress and the juvenile and family court judges felt a strong need and still feel a strong need for a place where they can receive the training necessary to perform their tasks in conformity with the social and legal demands of today's juvenile court practice. But, as important as this training is for judges, it is equally as important for others who now practice in the post-Gault juvenile and family court. These pertinent others are the prosecuting attorney, the public defender, and the probation officer who suddenly found themselves in new or changed roles vis a vis the juvenile court. In addition, the probation officer suddenly found himself in a new ball game, with unfamiliar legal constraints placed on him or her."

In an effort to meet these needs, the National College of Juvenile Justice has become the most central source of knowledge and training for juvenile court related personnel. Its primary program consists of four two-week colleges presented annually for juvenile and family court judges, referees, and masters. The two-week colleges' curriculum is comprised of two major sections, law and legal procedures for the first week, and social and behavioral sciences during the second week.

The Council claims that one of the major benefits of these colleges, expressed by judges who have attended them, is the opportunity to exchange ideas with colleagues from across the nation. These exchanges have facilitated judges in modifying their individual court practices and services.

The NCJJ encourages the concept of state and local training for judges

and other court related personnel. It supports states in developing their own internal training programs for court personnel. However, there are no statistics which summarize the precise nature and extent of states' involvement in this area.

In addition, NCJJ encourages cooperative national programs and has assisted several national organizations in training their memberships in both the behavioral and legal aspects relating to delinquent, dependent, neglected and abused children. The following is a list of the national organizations for which the NCJJ provides annual or more frequent cooperative training programs: the National Association of District Attorneys, the National Legal Aid and Defenders Association, the Juvenile Court Services Administrators, the Childrens Division of the American Humane Association, and the National College of the State Judiciary. In turn, these organizations provide input into Council sponsored training programs and have provided either training materials or instructors or both. Joint training programs with other organizations and states are two aspects of the National College's program which are experiencing the most growth (NCFJCJ, n.d.:6). Yet, in the National Manpower Survey (1978:65), it was noted that in 1975 many of the training programs held were for probation and corrections personnel, instead of the judiciary. For instance, in 1975 only four training programs were held for court personnel in conjunction with state courts.

In his study of juvenile court judges, Smith (1974:30) reports that from the early 1960's to the early 1970's there was a significant increase in the amount of undergraduate and legal education achieved by juvenile court judges. He also notes that an increasing number of states require juvenile court judges to be admitted to the bar. In addition, in 1963

over 69 percent of the judges surveyed had completed three or more years in law school; and 82.4 percent indicated comparable levels of education in 1974.

Examining the amount of entry-level training provided by the states for new judges (for all jurisdictions), the National Manpower Survey (1978d:62) found that only about one-half of the states provided such training for new judges presiding in courts of general jurisdiction, with about 40 percent in courts of limited jurisdiction. Even though entry-level training may be available, it is not always utilized nor mandated. The authors (above) reported that only seven states require training for all judges; 21 states do not require entry training for any judges; instead, they provide entry training with voluntary attendance for trial judges.

Turning to in-service judicial education, the National Manpower Survey (1978d:63) found that the majority of states reported having some on-going state-coordinated program for continuing education of their judicial personnel in 1976. Most of the states used a combination of in-state and national training resources to provide judicial training programs. However, in a number of the smaller states, national judicial training programs were utilized exclusively. Since the survey results for juvenile courts were not analyzed separately, one can only speculate on the degree to which these broad findings are generalizable to juvenile court judges.

The literature pertaining to the education and training of court personnel deals predominantly with judges, with little attention placed on probation officers, district attorneys, etc. The remainder of this section summarizes the research that has been reported on these types of personnel.

#### Probation and Parole

In his study of professional education in probation and parole, Senna

(1976:67) notes that the results from his national survey of probation and parole agencies indicate that these agencies have not supported professional staff development. Senna reports that professional staff development programs are offered by over two-thirds of the agencies representing statewide adult probation and parole systems, and only one-sixth of county-operated agencies. No statistics pertaining specifically to juvenile agencies were provided in Senna's article.

Eskridge (1979:42), in his comments on the education and training of probation officers, asserts that, to date, there has not been a consensus on the proper purpose and practice for probation officers. Newman (1970) drew a similar conclusion when he pointed out that before arriving at a decision as to the purpose of education, it must be determined what the justice system is to accomplish. Newman (1970:84) maintains that "...training must be training for something and as long as we do not know what that something is, we cannot say what proper training should be."

Examining in-service training standards, Eskridge (1979:44) states that there are no hard data concerning the most beneficial training curriculum; instead, probation has experienced a myriad of suggested curricula, which often are contradictory even within a single program. Eskridge (1979:44) describes the situation as again pointing to the:

"...need of determining the elements of a competent probation officer performance and quantitatively ascertaining the nature and extent of the training needed to produce the greatest benefit for that purpose at the least cost. Until this is done, we will be unable to determine the true impact of training upon the system."

Notwithstanding the above, observation suggests that most academic programs have at least one undergraduate course in the area of probation and parole, albeit with little emphasis in the area of juvenile services. Agency-based

orientation and in-service training programs, however, are thought to be much more extensive, although there is no evidence to suggest any curricular consensus.

#### Prosecution

National education and training programs for attorneys are more limited than for the judiciary. One such effort was that of the Joint Committee of the ALI-ABA on Continuing Legal Education which offered ad hoc criminal law courses as part of its national continuing legal education program for all fields of law, and published a series of 10 monographs on criminal justice practice. Additionally, the Northwestern University Law School offered short courses for prosecutors and defenders.

State and county prosecutors who responded to the National Manpower Survey (1978d:55) provided data on the current extent of entry-level training which they received. Approximately 38 percent of all respondents, mostly in smaller agencies, indicated that their agencies provided no formal entry-level training for new assistant prosecutors during their first year of employment. Almost one-half of all prosecution agencies surveyed provided no formal entry-level training other than brief orientations to new attorneys.

Agencies having 10 or more assistant prosecutors were much more likely to have formal entry-level training than smaller offices. Of those agencies that provided any formal entry-level training, about one-third reported that they provided such training through in-house training resources.

The NMS study also acquired information on the extent of in-service training or continuing legal education to attorneys with at least one year of experience. Almost two-thirds of all agencies and about 90 percent of

larger agencies reported that they supplied some assistance for external continuing education in the field of prosecution. Only one-third had a formal policy that required experienced assistant prosecutors to participate in some type of job-related continuing education. Even though most prosecution agencies provide some type of support for continuing legal education of their personnel, the majority of this training is provided by external sources.

The NMS also examined the training content of in-house and in-service prosecutorial training programs. The survey results indicated that one of the more significant gaps in coverage appears to exist in the case of family or juvenile law procedure. Approximately 85 percent of all prosecution agencies reported that they had responsibilities in the field of juvenile justice. However, among those conducting in-house training, less than one-half included this topic in their training programs. Yet there is no indication that training for juvenile court responsibilities is needed less than training for adult criminal court responsibilities. For instance, in jurisdictions that include status offenders, a juvenile who is "out of control" may be prosecutable, however, a parental claim to that effect may reflect parental neglect. In order to prosecute the juvenile, a social work investigation is required, for which the prosecuting attorney is rarely trained, nor is he/she always aware of the need. While many jurisdictions utilize probation intake staff to make the initial determination of whether to charge the juvenile, others do not and place this responsibility solely with the prosecutor. Even in cases that another professional has screened, the prosecutor must have the option, as well as the expertise, to screen or divert others from further criminal-like proceedings.



## Defense

Turning our attention to entry-level defender training, the NMS survey (1978d:59) reported that of the 200 public defender agencies surveyed, 32 percent provided no formal entry-level training to assistant defenders during their first year of employment. As was the case for prosecutors, nearly one-half of the defender agencies provided no formal entry training for new attorneys. The extent of agency support for and provision of continuing legal education to their staff of public defenders surveyed by the NMS largely parallels those of the prosecutors reported above. The NMS survey reports that 62 percent of defender agencies included family and juvenile law among the in-house training topics, while 75 percent included this same topic in their in-service training programs.

## Corrections

In its comments on the pattern of education among correctional personnel, the National Manpower Survey (1978c:3) notes that the rate of increase in educational attainment has been more rapid for juvenile correctional personnel than for persons in the adult system. Yet the lowest level of agency training is in juvenile corrections. Approximately 30 percent provide in-service training; and eight percent provide only entry-level training. This means that only 38 percent of the agencies provide both entry and in-service levels of training to their personnel. When entry-level training is provided, it is almost always mandatory for all new personnel. The average proportion of personnel receiving in-service training each year in juvenile corrections is slightly more than 70 percent. The average duration of entry and in-service training for such personnel was 30 and 34 hours respectively. The level of training provided to juvenile corrections

rehabilitative personnel was found to be comparable to that offered to line custodial personnel. Less than one-half of juvenile corrections agencies provide entry-level training to new treatment and custodial personnel.

In reporting on the policies of juvenile corrections agencies toward the continuing education of existing staff, the NMS (1978c:82) states that it appears to be slightly less well grounded than in adult agencies. While 87 percent of juvenile executives responding indicated that new child care workers should be encouraged to continue their education toward a college degree, 13 percent indicated that this matter was not one upon which the agency should take a formal position.

With regard to the most effective means by which incumbent officers could be encouraged to continue their education, juvenile executives thought that the most effective methods were found in policies providing concrete incentives. Salary, promotional incentives, and the subsidy of books or tuition were given as examples. Less effective policies which were cited were those merely facilitating further education, such as adjusting schedules or permitting time off from work to attend classes.

In its comments on the overall pattern of training in juvenile corrections, the NMS study concluded that it is significantly lacking. The statistics reported in this survey pertaining to the incidence of the two types of training in juvenile correctional agencies by size of agency show that smaller agencies (those employing fewer than 75) represent the principal area of difficulty with respect to the provision of training. These agencies tend to provide only in-service training in a large number of cases and are less likely than larger agencies to provide both types of training. The probability that both types of training are provided is significantly



higher in larger agencies, with the incidence of no training or only one form of training being significantly lower.

The following types of juvenile correctional agencies were surveyed by the NMS: detention facilities, shelter facilities, reception and diagnostic centers, training schools, ranches, camps or farms, and halfway houses or group homes. Examining the amount of training by type of facility, the NMS (1978c:107) reported that training is more likely to be provided by the more secure facilities such as detention centers, training schools, ranches, farms, and camps. On the other hand, less training is provided by juvenile shelters, halfway houses, group homes, and non-residential programs. This point clarifies the finding that training effort is related to agency size, in that the latter agencies tend to be rather small. The amount and quality of training in juvenile corrections is examined in more detail below.

Approximately one-half of the juvenile corrections agencies surveyed by NMS (1978c:108) provide entry-level training to new child care workers. In almost 10 percent of all agencies, entry-level training was found to be the only form of training provided.

Among the agencies that provide entry-level training, over 90 percent make this training mandatory for all new personnel. Such training is almost exclusively provided at the facility where the new child care worker is employed. The NMS reported that only a handful of agencies utilize centralized training facilities (e.g., state or regional training institutions) and even fewer use local educational facilities or other agencies. The responses to the NMS study forecasted\* an increase in the use of regional and state facilities, as well as the use of the facilities in other correctional agencies.

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\*This was completed prior to the demise of LEAA.

The most significant increase in the utilization of outside training resources was expected to be in the area of local educational facilities.

The estimated average length of the present level of entry-level training in juvenile corrections is about 30 hours, with the smaller agencies providing the least amount of training. The overall content of the training is similar to that in adult corrections. That is, the training topics receiving the greatest coverage for child care workers include such subjects as custody, agency policy, and security. Moderate coverage is provided in such topics as report writing, counseling, and child psychology. The least amount of coverage is provided in the areas of law, race relations, drug and alcohol treatment, sex education, and vocational counseling. This is the case, with minor exceptions, regardless of size of agency. Policy, custodial, and security topics are covered with uniformly high frequency by all agencies, regardless of size. As agency size increases, however, there is a tendency toward heavier coverage of subjects such as counseling, child psychology, and race relations, while the reverse is true in the area of juvenile law.

Contrasting the pattern of coverage by type of agency for the topics most frequently covered indicates some significant variation. While custody and policy-related subjects are provided most frequently by all types of agencies, they are most often covered in juvenile detention facilities and juvenile ranches, camps, and farms. In contrast, counseling techniques are more frequently offered in agencies other than detention facilities, especially among halfway houses and training schools. Subjects such as law and adolescent psychology are uniformly among topics provided with less frequency by all agency types. Despite these variations, the magnitude

and relative priority of training coverage does not seem to reflect major differences among types of agencies (NMS 1978c:110).

Turning our attention to the in-service training of juvenile corrections personnel, the NMS survey (1978c:112) reported that 64 percent of these agencies provide some form of in-service training to their experienced child care workers. Almost 70 percent of these agencies provide this training in addition to an entry-level program. However, in 20 percent of all agencies, in-service training is the only form of training offered. Thus, juvenile corrections agencies are more likely to provide in-service rather than entry-level training.

As was true for entry-level training, the primary location of in-service training is the juvenile facility itself. Yet, significantly more use is made of training facilities other than the employing agency than is the case with entry-level training. Of special interest is the use of regional and state facilities and of local educational facilities. The latter location is more extensively used by juvenile facilities than by adult facilities. The overall use of centralized training facilities, however, is significantly less than that found among adult correctional agencies.

The average duration of in-service training that was provided in these agencies was approximately 35 hours, slightly more than was found for entry-level programs. There was little variation reported among the different types of agencies. The pattern of topics covered in in-service training appears to be different from that found to be true of entry-level training. While the general hierarchy of topics is maintained, in several cases certain topics are more often covered in in-service than in entry-level programs. For instance, counseling techniques is a topic covered in almost

80 percent of in-service programs. By comparison, this subject is covered in entry-level programs by only 66 percent of the agencies. Departmental policies, covered in almost all entry-level programs, is provided in only 67 percent of the in-service programs. Subjects related to adolescent psychology are offered in only 40 percent of the entry-level programs, but are covered by 64 percent of the agencies providing in-service training. Entry-level programs were found to be fairly uniform in the extent of coverage given to the various topics across all types of agencies.

In summary, the major findings relating to training for juvenile corrections personnel as reported by the NMS study (1978c:115) are as follows:

1. There appears to be relatively little growth in the amount of training provided in juvenile corrections in the last 7 to 10 years.
2. Training levels, in terms of number of agencies providing training, remain significantly low, both for entry-level and in-service training.
3. The duration of the training provided remains far below suggested standards. Only a small proportion of agencies meet or exceed the minimum training standard of 100 hours for entry-level training, and less than 50 percent of agencies providing in-service training meet or exceed the minimum standard of 40 hours.
4. The location of training is primarily the employing agency, although in-service training programs appear to utilize a somewhat broader range of facilities than entry-level programs.
5. The content of the training provided generally conforms to both the relative priorities of juvenile corrections executives and to the primary skills and knowledge required of child care workers.
6. The content of the training itself appears to be heavily oriented toward custodial, policy, and security topics.

#### Volunteers

Another type of training that has received little attention in the literature is training for volunteers. According to Schwartz, et al (1977),

there are approximately 2,000 criminal justice volunteer programs in operation in the United States with more than 250,000 people involved. However, volunteers in juvenile and criminal justice represent a very small percentage of the total volunteer population in this country. In fact, a 1974 national survey found that criminal justice agencies ranked lowest in volunteer activity, attracting only one percent of the volunteer population.

In Volunteers in Juvenile Justice, Schwartz, et al (1977) report that with proper recruitment, screening, orientation, training, and matching, volunteers can increase an agency's capability to provide more effective direct services to youths on probation. In addition, volunteers have been used in programs that divert youthful offenders from the juvenile justice system; volunteers have been involved in innovative programs aimed at reducing the commitment rate for juveniles; and there is a wide variety of programs in which volunteers are involved which aim at providing better services to juveniles.

Schwartz, et al (1977:44) note that training and orientation for volunteers in juvenile justice have often been directed to helping provide a specific task within an existing program.

In general, volunteers are not oriented to the system as a whole. In view of this, volunteers are somewhat handicapped in making sound judgments and effectuating change.

#### Standards and Accreditation

A closely related subject to that of education and training is that of standards for criminal justice agencies and their personnel.

The principle that the application of higher educational standards is the best way to assure that the caliber of criminal justice agency personnel

can be improved and their functions professionalized has been espoused in the reports of several governmental commissions dating back to the 1960's. For example, the McCone Commission, investigating the 1965 Watts Riot, the Kerner Commission on civil disorders, and the Walker Commission on the causes and prevention of violence all make this point. Perhaps the recommendations which followed the above reports that were made by the 1967 President's Commission on Law Enforcement and the Administration of Justice and the 1973 National Advisory Commission on Criminal Justice Standards and Goals have been the most significant in this area.

As Simpson (1979:56) points out, probably the most important feature of the recommendations concerning educational attainment made in the reports of these two commissions rests in their underlying assumption that the work of the criminal justice practitioner is essentially professional. The reasons typically advanced supporting the recommendations of the various federal commissions concerning mandatory higher education for criminal justice personnel can be classified into two types: those that advocate this level of education by assuming the benefit of it as a generally liberalizing influence on criminal justice agencies, and those that suggest that it has specific effects on job performance. A brief discussion of standards relating to law enforcement, court, and correctional personnel is provided below.

During the past 15 years, there have been several national efforts to develop standards, goals, and recommendations for upgrading the delivery of law enforcement services. Such efforts have included the President's Commission on Law Enforcement and Administration of Justice, National Advisory Commission on Criminal Justice Standards and Goals, and American Bar Association/International Association of Chiefs of Police (IACP) Standards on the

Urban Police Function. In 1979 the IACP was awarded a grant from the Law Enforcement Assistance Administration to develop and maintain an Accreditation Program for Law Enforcement Agencies. The IACP joined in a united effort with three other professional organizations to achieve this goal: the National Sheriff's Association (NSA), National Organization of Black Law Enforcement Executives (NOBLE), and the Police Executive Research Forum (PERF). This program is presently in its third phase, which involves the development of a methodology to assess objectively an agency's performance against the standards, field test the accreditation process, refine the standards and methodology based on the field-test experience, and initiate the implementation of the accreditation program (Dean, 1980:13). The results from a survey of state administered law enforcement agency standards development and accreditation efforts, which is part of the Law Enforcement Accreditation Project, indicate that there are presently few on-going systematic attempts by the states to develop standards for law enforcement agencies that could be applicable in a state-level accrediting process.

Perhaps the least amount of attention regarding the development of standards has been paid to the area of court personnel. The National Advisory Commission on Criminal Justice Standards and Goals (1973:156) states that:

Every state should create and maintain a comprehensive program of continuing judicial education. Planning for this program should recognize the extensive commitment of judge time, both as faculty and as participants for such programs that will be necessary. Funds necessary to prepare, administer, and conduct the programs, and funds to permit judges to attend appropriate national and regional educational programs should be provided.

Some states, such as California, have published Probation Standards

(1980), which tell us very little about standards relating to education and/or training. For instance, the only thing this manual on standards has to say about judicial training is that: "Newly assigned judicial officers should receive training in the court rules, the statutory and case laws relevant to their assignment and correctional policies and practices prior to taking the bench. Judicial officers should receive ongoing training to be provided at least annually, which should include reviews of placement and other programs and resources used by the Chief Probation Officer" (1980:15).

In the American Bar Association's (1975) Compendium of Model Correctional Legislation and Standards, it is stated that priority be given to developing and implementing a comprehensive plan for correctional education which emphasizes the manpower needs associated with line functions. The ABA also recommends that the relationship between educational requirements and career development in corrections be strengthened.

In his comments on accreditation in corrections, Sechrest (1976) notes that the accreditation movement was preceded by the development of standards. In this article, Sechrest traces the concern over standards in the field of corrections up to 1974 with the establishment of the Commission on Accreditation for Corrections. The major function of the Commission is to review existing standards and to develop new units of standards to be utilized in the self-evaluation and accreditation process. Since 1974, the American Correctional Association and the Commission have produced 10 sets of standards which are being used in the voluntary accreditation process of both adult and juvenile correctional agencies. Thus far, four manuals of standards relate to juvenile corrections (Sechrest and Ainslie, 1979:4).

In reviewing these four manuals of standards, it is noted that very little is said about training of personnel. The most detailed statement made in this regard is that all full-time personnel should receive 40 hours of orientation training and a minimum of 40 additional hours of training during the first year of employment.

The most recent volume of standards is that published by the National Advisory Committee for Juvenile Justice and Delinquency Prevention (1980). Again, little attention is paid to education and training in the standards set forth in this manual. Instead, the bulk of the material is devoted to the following five functions of the juvenile justice system: prevention, administration, intervention, adjudication, and supervision.

#### Conclusion

The foregoing discussion makes it readily apparent that very little has been published concerning actual training programs for juvenile justice personnel in the United States. With the exception of the various reports of the National Manpower Survey project, almost all of the published literature is of a prescriptive nature. That is, information is unavailable describing on-going programs; what is available is a series of articles, reports, and discussions about the need for training, not only in juvenile justice, but throughout the network of criminal justice services as well.

The published literature gives us no base-line to determine how much training occurs or even the sponsorship of that which is available. Casual observation, field visits, and informal communications allow us to speculate that there is indeed a great deal of training within agencies, but top-management and training directors are woefully neglectful in reporting on their experiences in published form. Consequently, the literature tells

us very little about the nature, scope, purposes, curricula, sponsorship, or quality of these training efforts.

While there are several reports on the desirability and utility of accreditation and standards in juvenile justice administration, all of which require both orientation and in-service training, these, too, tend to be prescriptive. Almost no agency has published internal reactions or responses to such mandates; therefore, if they are attempting to follow them, there is no published record of results. Further, in those jurisdictions where statute or executive order has mandated minimal training levels, such reports about training remain almost exclusively within internal files.

In 1968, Piven and Alcabes published a directory of education and training resources among universities and agencies in the United States. Here too, we find a dearth of materials related to juvenile justice training. Except for law enforcement, no other institution was asked about training for juvenile justice personnel. In this instance, among the 100 reporting police agencies, approximately 40 reported that there was some specialized training in this area. This, however, tells us little about the nature and scope of the training and reflects a very significant minority of such agencies in the country.

Part of the problem, as Hudzik et al (1981) report, may lie in the fact that criminal justice agencies tend to define manpower planning and training from very colloquial points of view; that is, almost exclusively within the context of their particular missions or current problems. If this is the case, most agencies attempt to define and meet their needs according to in-house standards and as a result of internal resource availability. This is not to suggest that out-of-house resources are not being utilized. It may

simply mean that training, although described as important, does not receive the kind or level of priority that administrators claim to give it. Further, as resources diminish, training, along with planning and research activities -- the soft aspects of agency activities -- appear also to diminish. The short-term goal of economizing obviously takes precedence over the long-range goal of effectiveness.

Thus, while we are convinced that on-going training does occur in many agencies in juvenile justice administration, however informal its approach may be, we have little published documentation or empirical evidence from the literature to support such a conclusion. For those who would say this is not a great loss, it may be important to suggest that the loss of such substantiation indeed could be significant. This is so if for no other reason than it is axiomatic that the 're-inventing of the wheel' will be costly in terms of time as well as money. If agencies do indeed have on-going training, their experiences should be reported so that other agencies can learn from such experiences. In view of the fact that resources are becoming scarce, none should be wasted. There are lessons to be learned from the experiences of others and the best way to discover them, other than from on-site observation, is to be able to read about them in published form.

### III.2 State-Of-The-Art: Literature on Juvenile Justice Training Evaluation

The existing literature and respondent materials suggest that little information exists concerning the amount of training that is conducted for juvenile justice personnel and even less is known concerning the quality of such training. Much of what is known about the quality of training is in the form of self-reports of participants, which is seldom accompanied by empirically derived hard data that describe the effectiveness of such training efforts. In this section the literature pertaining to the evaluation of training programs is reviewed. For the most part the literature on this subject stresses the value of evaluation and various strategies for approaching it.

As McMannis Associates, Inc. (1978:Appendix D) point out, applied behavioral and social scientists recently have shown a good deal of interest in two technologies for planned change, i.e., training and evaluation research. The authors view these two activities as mutually reinforcing in both nature and purpose. That is, both emphasize compatible and often synonymous outcomes and are basically action-oriented. Both aim at the increase of program effectiveness. In spite of these similarities, there has been little actual convergence of the two technologies. The authors (above) comment that the chief result of this situation is that little systematic evidence regarding the efficacy of training programs has emerged.

The quality of training evaluation has not progressed proportionately to the large increase in the quantity of training programs of all kinds over the past 25 years. McMannis Associates, Inc. (1978:Appendix D) identify four major reasons that seem to account for the inadequacies in the evaluation of training: (1) a shortage of personnel trained in evaluation



methodology; (2) lack of recognition of the need for evaluation on the part of training administrators; (3) problems with securing significant information; and (4) the difficulty in finding acceptable criteria or measures of success. The authors maintain that the first two problems are functions of circumstance; therefore, solutions to them will depend on the passage of time, educated discussion, and experience. The other two problems are methodological challenges.

In his remarks about evaluation research in the field of corrections, Adams (1975:43) defines evaluation as "a procedure for ascertaining whether an event, process, or situation (real or conceptualized) is better than another. The procedure may include steps for measuring 'how much better' and for explaining the reasons for the difference." Keilitz, et al (1980:2) view evaluation as "the process of measuring the effects of a program against the goals it set out to accomplish; as such, it involves defining, obtaining, analyzing, and disseminating information about a program in order to contribute to subsequent decision-making. With objective information on the efforts and outcomes of programs, informed decision can be made on budget allocations and programs planning." Suchman (1967:28) maintains that there are four essential steps in the evaluation process of determining the value or amount of success in achieving a predetermined objective:

1. Formulation of the objectives,
2. Identification of the proper criteria to be used in measuring success,
3. Determination and explanation of the degree of success, and
4. Recommendations for further program activity.

In his discussion of evaluations of training efforts, Goldstein (1974:49-50)

states that: "Evaluation consists of procedures designed to systematically collect the descriptive and judgmental information necessary to make effective training and educational decisions." Goldstein notes that the time and effort devoted to this type of research has been very limited. This is especially true in the field of criminal justice.

Tracey (1971:108) suggests that evaluations of training programs serve three purposes: system validation, system modification, and system quality control. In system validation, evaluation instruments are utilized (1) to ascertain whether the components of the training program are working as intended, (2) to make sure that all of the system's parts are interacting with each other, as they were designed to do, and (3) to ensure that the system produces the desired end results. In system modification, analysis of findings derived from evaluation instruments are utilized to make desired changes in certain system parts to improve the effectiveness and efficiency of the total system. In terms of system quality control, evaluation measures are administered at critical points in the operating system to make certain that the system continues to operate as it did initially and to point out defects or breakdowns in system components that might otherwise go unnoticed.

With the preceding definitions of evaluation research in mind, a brief examination of the major types of evaluation research will be made. Keilitz, et al (1980:3-4) distinguish between evaluation research, which is decision-oriented, versus social research, which is conclusion-oriented. That is, evaluation research is designed to facilitate decisions about the operation or worth of a policy or program. The outcome of evaluation research is typically a decision pertaining to the operating procedures or the continuation or termination of a program.



Another useful distinction concerning evaluation research is Scriven's (1967) distinction between formative and summative evaluation. Formative evaluation is used to determine if the program is operating as originally conceived or if changes are necessary before the program is implemented. On the other hand, summative evaluation examines the final product with an emphasis on program appraisal. Therefore, formative evaluation is concerned with tryout and revision processes, mainly using process criteria, while summative evaluation utilizes outcome criteria to appraise the instructional program (Goldstein, 1974:69). In other words, the goal of formative evaluation is to ascertain how a program can be improved; while the goal of summative evaluation is to collect and present information needed for summary judgments about the program.

Commenting on evaluation of training efforts, Bass and Vaughan (1966: 144-149) list three general principles of evaluation:

1. Evaluation should be planned at the same time as the training program and should constitute an integral part of the total program from beginning to end,
2. Evaluation should follow the most rigorous experimental design possible, and
3. Evaluation should be carried out at several levels and at several times.

The authors (above) also recommend that a good evaluation procedure should consider four outcomes of training: reaction, learning, behavior, and results. Kirkpatrick (1959) defines reaction as what the trainees thought of a particular program. The learning of facts, principles, techniques, and attitudes as specified in the training objectives is the second level of criteria. The third is the trainee's behavior in reference to the measurement of job performance. The results of the training program as they relate

to organizational objectives is the final category.

Tracey (1971:108) suggests that evaluation instruments serve three purposes: (1) to ascertain whether the components of the training or development system are working as intended; (2) to make certain that all components are interacting with each other as envisioned by the designers; and (3) to ensure that the system produces the results intended.

In their discussion of the characteristics of measures used in evaluating the results of training, McGehee and Thayer (1961:261-263) identify four broad categories: (1) objective-subjective, (2) direct-indirect, (3) intermediate-ultimate, (4) specific-summary. The primary distinction between a subjective and an objective measure is its source. An objective measure is derived from overt behavior and does not require the expression of an opinion, a belief or judgment, but a subjective measure does. A measure is defined as direct if it measures the behavior of the individual or the results of his/her behavior. A measure is indirect if it assesses the action of an individual whose behavior can only be measured by its influence on the actions of others. Intermediate and ultimate measures are distinguished from each other according to the time in an employee/trainee's work career at which they were made.

Intermediate measures, for example, are frequently found in reported evaluations of training activities, such as grades or comments, etc. Ultimate measures relate to how well the knowledge acquired through training may be related to the actual job situation and performance. Specific measures are used as an index of successful performance of a specific phase of a job, while summary measures relate to the degree of performance of the

total job against its potential contribution to organizational goals.

As Beerbower (1978:12) points out, any evaluation study will stand or fall on the basis of the adequacy of the criteria chosen. He suggests utilizing Goldstein's (1974:19) four measures of criteria. Criterion relevancy means that the closer the relationship between the criterion measure and the true criterion, the more relevant the criterion measure.

In this sense, criteria relate to the various measures of success that must be present to evaluate instructional programs and to the numerous objectives of training programs. Criterion contamination refers to extraneous elements present in the actual criteria that are not part of the ultimate criteria. Such elements can lead to incorrect conclusions regarding the validity of the training program. Criterion reliability relates to the consistency of the various criteria measures. Criterion deficiency means the degree to which there are components in the ultimate criteria that are not present in the actual criteria.

When designing an evaluation instrument for a training program and when determining what criteria measures to utilize, Beerbower (1978:17-18) developed a set of questions to be addressed to facilitate these tasks using an anti-terrorism training program as his example. The questions, therefore, are illustrative.

1. Is the training being conducted in conformance with the grant?
2. Is the quality of the program acceptable? (Based on needs assessment.)
3. Does the training relate to expenditure priority? What is the total expenditure for funded programs? What is the cost per student?

4. Are appropriate student clientele being trained? Should we be training trainers for replication purposes? Should the focus be limited or expanded to student population?

5. Are there quality differences between programs? If so, what are the contributing factors? Do deficiencies justify grant termination or can improvements be made?

6. What recognition is given to LEAA in light of program support?

7. What records are being maintained in conjunction with the effort? (Programmatic and fiscal aspects.)

8. What documentation should be acquired? (Surveys utilized, needs assessments, evaluations completed, tests, lesson plans, curriculum, participants, etc.)

9. Are programs being developed and implemented in light of geographical needs?

10. What are the problems presently being experienced? How can these problems be dealt with?

11. What are the positive aspects of the program? Can they be transferred to other programs?

12. Is there an exchange of information among training locations? If so, what information is exchanged?

13. What is the magnitude of the terrorism problem? What is the forecast in future years? (Trends.)

14. What do student profiles look like in the training programs? (Agency size, type of agency, rank, etc.)

15. What are cost assumption possibilities? Should funding be increased or decreased? Impact?

16. What is the expenditure breakdown by cost areas? (Travel, lodging, consultants, supplies, equipment, etc.)

17. Is the training program(s) being managed properly? (Research, planning, scheduling, operating, controlling, evaluation, revision, reportability, accountability and relationships.)

18. Are facilities adequate to carry out the particular training activity?

19. Are the credentials of managers and instructional personnel adequate to conduct a quality program?

20. What is the credibility of the overall program in light of evaluation areas addressed? (Weaknesses and strenghts.)

21. How can the receptivity of the grantee be described? (Openness versus reluctance.)

McMannis Associates, Inc. (1978:5) identify several hazards that confront the researcher in complex instructional programs. Insofar as a program is unavoidably altered by the very act of measurement, it is not easy to ascertain whether or not evaluators are assessing the right variables. Consequently, a dilemma in evaluating training programs is the rarity of expected, intended, or measured effects. It is often difficult to specify what the changes are, how much change occurs, and whether the changes were anticipated.

Another problem area concerns external influences that impact upon most evaluation efforts. That is, an interaction between the program and its environment, and the source of training problems may lie outside the boundaries of the program itself.

Finally, the time frames for both instructional programs and their evaluation are often too short as a result of the urge for quick answers, pressures to make informed decisions, and the threat of waning interest and financial support. Long-term assessment, especially experimentation, is costly and presents problems to set it in motion.

The manual included in the Evaluation of LEAA Funded Courts Training Programs (McMannis, 1978) can serve as an example of an evaluation of on-going or periodic evaluations of a criminal justice training program. Obviously, each training program differs in certain respects, but this manual is described as a "nuts and bolts" plan for such evaluations (McMannis, 1980: Appendix C).

After the goals of the evaluation have been identified and limited in scope, the evaluation design is developed. The authors suggest that matrices be developed which include the following essential elements:

1. Key questions (statements which the evaluation will address),
2. Variables (criteria used to make judgments about the subject),
3. Data elements (elaboration and refinement of variables),
4. Data sources (types of primary and secondary data to be collected),
5. Measures (quantification of data), and
6. Analysis (treatment of data - statistically and nonstatistically).

After the matrices have been developed, a sampling plan should be made. Next, a decision should be made concerning the most useful design for each sample. There are two major alternatives: primary and secondary data. Primary data include such things as direct observation, interviews, tests, and inventories. Secondary data include statistical reports, legal documents, and newspapers.

The third step is to develop data collection elements. During this stage the data collection plan should be outlined. Identification of specific sources, methods to be used, and instruments for data collection should be made at this point. Next, a determination of the timing and frequency should be made by utilizing sample size, time period available, and monetary constraints as guidelines.

The next step is to design data collection materials, once the determination of the key variables and questions have been made. The instruments to be used to provide those data will then be developed. When a complicated evaluation plan is utilized, a pilot test is recommended. The basic purpose of the pilot tests are to test data collection materials, to train interviewers,

to test procedures for setting up field visits, to determine the availability of data, and to develop model reports. Once a pre-test is completed, data collection instruments should be revised where appropriate.

As the foregoing indicates, there is a paucity of materials published describing the results of training efforts not only in criminal justice in general, but in juvenile justice administration in particular. As was found in the literature describing training, that which is published is primarily prescriptive; that is, demands are made that training be evaluated. There is little in the way of reported outcomes.

The literature does contain some evaluative materials related to training, but, for the most part, these are merely descriptive pieces, primarily based on soft data. Many training programs obtain self-reports on reactions to training by participants, but few discuss summative findings. As has been suggested earlier, this may be due to the fact that evaluation is not viewed as a significant aspect of training, or it may be due to the lack of resources available to design such instruments and assess the findings.

The above materials are included in this aspect of the report not only because they discuss the strategic importance of evaluation in relationship to training goals and objectives, as described in the published literature, but because they also point out the relative simplicity of incorporating some kind of reasonable design into the total strategy of training plans. One does not have to be a statistician to obtain reasonable data that will answer basic questions associated with the purpose of the training event. Therefore, as the literature suggests, with some early planning, it is indeed possible to construct a training package that includes a process for measuring productivity and outcomes.

### III.3 State-Of-The-Art: Respondent Data Analysis

#### III.3.1 Introduction

In an effort to communicate with as many individuals, groups, organizations, and agencies associated with juvenile justice administration as possible, potential mailing lists were developed from numerous sources, including directories, personal references, and membership lists (See Section II - Methodology). Since many of these lists were not current, either in terms of continuing programs or addresses, it was anticipated that many letters requesting data and information would be returned by the post office.

Additionally, since it was obvious that the lists would include duplications, it was anticipated that a substantial number of letters would go unheeded because the agency or organization would have received several inquiries. It would be possible, for example, that the same agency could receive letters addressed to (1) the department of corrections, (2) probation, (3) after-care, (4) community-based programs, and (5) a training director. Since the mailing lists were developed directly from various sources on a manual basis, there was no economical way of purging the several lists.

In the aggregate, a total of 2,847 initial letters were mailed, of which over 21 percent were returned by the post office. Using a rough estimate of 25 percent for overlaps, an estimated 1,600 letters found their ways to appropriate agencies and organizations. The project received slightly more than 400 mailed responses, for a final response rate to the first letter of approximately 25 percent. Many of the responses (about 45 percent) were letters indicating that the agency was not involved in training; referred the project to another agency which had responsibility for training

(such as a parent or outside agency); conducted training but only for adult offenders; or submitted materials, such as annual reports or public relations-types of brochures, which were inappropriate and irrelevant to the project.

Table I depicts the percentage array of useful responses from various categories of respondents.

TABLE I

CLASSIFICATION OF RESPONDENTS CONDUCTING TRAINING BY AGENCY TYPE

<u>AGENCY TYPE</u>	<u>% OF TOTAL RESPONSES</u>
National/Regional Organizations	23
Judicial/Court Services	19
Corrections	14
Colleges/Universities	11
Law Enforcement	10
Human/Youth Services	9
Probation /After-Care	9
Volunteer Organizations	5
TOTAL	100

As Table I indicates, volunteer agencies made up the smallest proportion of respondents who reported on-going training activity. Two factors may account for this relatively small response rate. First, although approximately 200 letters were mailed to agencies known to have volunteer programs, undoubtedly many do not have special on-going training programs for such personnel. We are aware that there generally is some kind of training

for new recruits, but it may not be formalized nor in a printed form that could have been submitted to the project. Therefore, the agencies did not see any need to respond to the project's inquiries. Second, while there undoubtedly is a range in the extent to which volunteers are utilized in various kinds of juvenile justice settings, some of the larger programs may incorporate volunteer training into routine in-service training provided by regular workers. This would also include the various informal training activities that occur, primarily as a result of supervisor-subordinate interactions. Consequently, it can be surmised that many of the agencies which did report on-going training for staff included such reports and materials without having segregated them according to types of workers or volunteers.

Probation/after-care and human/youth services each account for nine percent of total number of respondents involved in juvenile training. Some within this category undoubtedly overlap with judicial/court services and corrections. For example, several courts indicated that probation departments are units within their programs; some human/youth services, including youth councils or commissions, reported responsibility for after-care and/or community-based services. As a consequence, interpretations and categorizations were made by project staff, but based upon what appeared to be appropriate and relevant.

Nonetheless, the majority of respondents in the two above-cited categories reported in-house and in-service training programs for incumbent personnel. The reported courses generally were of a "core skill" nature required for completing assigned tasks, such as intake procedures, interviewing techniques, counseling, and treatment strategies. They also

reported some training in process areas, including interpersonal relationships, decision-making, and case management. Almost none of the respondents indicated whether or not any of the training is mandated an/or accredited. Yet, some suggested that training occurs as a result of internal "policy," dictated either by the chief administrative officer or a judge. Some reported commitment to attendance by professional staff at special workshops and conferences, some of which, as in Illinois, are credited toward the fulfillment of minimum hours of in-service training per year. Finally, almost none reported on the existence of any evaluations of training programs staff had attended.

Law enforcement agencies make up 10 percent of the respondents reporting the existence of on-going training. Almost all are local police departments that offer a limited amount of training related to juvenile justice administration at the pre-service level. This training typically addresses matters related to legal issues pertaining to juvenile offenses and processes for taking juveniles into custody. Approximately one-fourth of these respondents (23 percent) report the availability of more intensive training for those officers assigned specifically to youth aid bureaus or juvenile units. Almost all of the training is conducted at police academies located within the respective police departments. Forty-one percent of the responding police agencies were Police Officer Standards and Training (POST) organizations. These groups reported that, in general, they seldom conduct or directly sponsor training activities. Instead, they certify programs, courses, and instructors in law enforcement at local agencies or universities. The California POST, for example, describes a multitude of programs and courses

sponsored by local groups, but few reflect specific issues concerned only with juvenile justice.

Colleges and universities constitute 11 percent of the respondents. Almost all of these were not on the original mailing list, but were eventually contacted as a result of referrals made by other agencies and organizations. For the most part, these institutions of higher learning are involved in both in-house as well as off campus training programs. Some of the programs offered in juvenile justice administration are parts of degree-granting programs, but many are special institutes or academies which cater to specially designed programs for specified agencies in the surrounding communities. Some, such as the Delinquency Control Institute at the University of Southern California, offer subscription programs. That is, the institutes design special offerings and open up available seats to any who are willing to pay the prescribed tuition fees. The Institute offers an intensive six-week program for police and other workers in juvenile justice and attracts participants from all over the world. It also offers college credit, which is applicable to a degree.

Fourteen percent of the respondents providing training are from correctional institutions of some sort, including a mix of public and private institutions as well as community-based services. The bulk of the training provided is that of an orientation nature, particularly for those who can be described as basic line officers, and is carried out on an in-house basis within institutional academies. These programs are offered on a continuing basis and in relation to the processes for hiring new workers.

The content of the institution-based programs typically covers some combination of the following topics: case management, treatment techniques,

program planning, policies and procedures, emergency procedures, community services, security, supervision of residents, and defensive tactics. The community-based agencies report similar kinds of orientation training, including treatment techniques, interviewing and counseling, and case planning. The preponderance of training is at the orientation level, although some attention is paid to in-service training by some of the larger agencies. Almost all utilize outside training offerings when they are available and affordable.

Those associated with juvenile court operations constitute 19 percent of the respondents. As was noted earlier, there is a certain amount of overlap between those in this category and those in the categories of probation/after-care, human/youth services, and even with national/regional organizations. Generally, the majority of the respondents are juvenile court judges who describe their own training and/or that of their staffs. However, some reported on the training provided court administrators and other court personnel. By far, the major type of training that is described is of an in-service nature and that which is developed and implemented on an in-house basis. Additionally, many judges made reference to the training provided by the National Council of Juvenile and Family Court Judges, which conducts most of its programs at its college in Reno.

The substantive areas most frequently cited as training topics by these respondents include intake procedures, legal issues, interviewing techniques, management, program services, and dealing with the drug and alcohol abusing client. For the most part, little mention was made of the degree to which any of the training is mandated by any higher authority or prescribed by statute.

National/regional organizations had the highest rate of response to the initial letter of inquiry about juvenile justice training programs, for they comprise 23 percent of all the respondents. For the most part, these organizations represent professional or discipline-related groups which have nationally-based memberships, including the American Correctional Association, the International Association of Chiefs of Police, the American Bar Association, the National Council on Crime and Delinquency, and the National Council of Juvenile and Family Court Judges.

Many of these groups assume much of the responsibility for training their members, either through in-house funds or through grants or special contracts. Several of these groups also develop special training programs in collaboration with other professionally-based organizations. Those organizations which historically tend to provide continuing training programs for their members generally do so on an in-service basis, even though they may occasionally provide orientation training and/or develop standards for such, which is then carried out on a local, agency-based level.

Since such training is routinely provided by such groups as the National Council of Juvenile and Family Court Judges, the National Legal Aid and Defender Association, and the National College of District Attorneys, the low response rate for these kinds of attorneys is understandable. It should be pointed out, however, that relatively few of the programs developed by these national/regional organizations, with the exception of the National Council of Juvenile and Family Court Judges, exclusively are devoted to juvenile justice matters. Instead, such topics as management, communications, legal issues, organizational development, etc. are developed on a generic basis, which, of course, will also appeal to their constituencies. Accordingly,



many individuals working throughout the network of juvenile justice services and programs attend these national programs and receive some training in juvenile-related matters, but, for the most part, such training is minimal and perhaps even incidental to the main topics being offered.

Other groups, such as the National Institute of Corrections, develop programs in such areas as management, supervision, case planning, etc., which appeal to those in juvenile justice administration. However, that such personnel are being trained in these areas is fortuitous since the programs tend to be generic and designed principally for those in adult settings. Although the NIC is a federally-based organization, the same approach to training generally holds for such private groups as the International Association of Chiefs of Police, the American Correctional Association, and the National College of District Attorneys, as examples.

The final type of organization that is included in this category of respondents is the national organization which does not have a national membership per se, but which sponsors training events for particular constituencies. The Institute for Court Management is an example of this type. It was created in 1970 with the primary purpose of enhancing the field of court administration. It currently conducts five juvenile justice training programs annually, covering such topics as juvenile court intake, juvenile justice management, future prospects for the family court, and the serious and repetitive juvenile offender. The ICM develops training programs for various categories of personnel within a wide range of types of courts and programs, of which the juvenile court is only one. The training, for the most part, is in-service in character, but housed outside of the agency and is by subscription, even though many of the programs are produced as a result of grants and contracts.

### III.3.2. Content of Respondent Training Materials

In order to provide a more in-depth look at what kinds of training courses and programs are being offered to juvenile justice personnel, each of the eight agency types will be examined separately, including examples of reported training activities.

The content analysis of the training topics that are presented below should be viewed as illustrative in nature and intended only to provide a broad overview of the substantive areas being taught to various categories of juvenile justice personnel. There are several problems associated with this analysis that should be noted from the outset. First, it was often difficult to differentiate between programs involving the adult justice system, those involving the juvenile justice system, and those involving both. In other words, some data were lost on juvenile personnel because they were grouped with adult-serving programs. The distinction between pre- and in-service training frequently was unclear or not stated. The nature of personnel (target audiences) was often not specified. Few of the respondents gave details on their training activities, with many simply reporting that training programs existed. Only a handful of respondents indicated whether or not any training was mandated by policy or statute. Finally, when training content areas were described, they were often done in generic fashion, which made it difficult to be specific in the analysis of the training topics, especially as they might relate to juvenile justice.

Only one volunteer training activity was provided in the survey responses. It consists of an orientation manual written by the Horry County (South Carolina) Volunteers in Probation. Basically, it describes the structure of

adult and juvenile justice administration, as well as the family court and its domestic relations division. A portion of the manual is devoted to the role of volunteers, expectations, benefits, and steps in becoming a volunteer. No information is provided concerning the frequency or duration of this orientation program for volunteers.

The training generally reported by probation and after-care personnel focuses on line staff primarily. It appears that the bulk of training is in-service in nature, although this was not always stated explicitly. A considerable amount of the training topics cover skills necessary to perform specific jobs, including interviewing, overview of juvenile laws, counseling techniques, intake procedures, and crisis intervention. Other subject areas cited include orientation to the juvenile justice system, staff development, program planning, handling the serious and violent offender, restitution programs, and drug and alcohol abuse.

The training events usually take the form of seminars, which are described to last a few hours to a full day. None of the departments reporting training activities mention any costs involved for training. It appears that most of this training is funded internally, with the exception of several probation departments in Pennsylvania which report primary sponsorship of training by a Juvenile Court Judges Commission. None of the respondents in this category stated how much of the training, if any, is mandated.

One noteworthy example of extensive training in probation services is that sponsored by the Administrative Office of the Illinois Courts. Managed by a full-time staff, this program operates as a mandate from the pre-

siding judge as a result of funds provided by the state legislature. The program mandates that various categories of probation staffs are to be trained in such areas as management, juvenile law, intake procedures, and supervision strategies. Much of the training programming is contracted out, but some is developed by the staff itself. There is little in the way of distinction made between adult and juvenile-serving probation officers, but, as indicated, many of the training topics are generic in nature. This program also subsidizes various categories of staff in attending external training programs.

Probation departments in such local jurisdictions as Los Angeles, San Jose, and Orange County, California, and Fairfax County, Virginia, all report continuing training programs for juvenile as well as adult probation staffs. Here, again, programs are directed at both pre- and in-service levels of operations and distinctions are not always made between adult and juvenile services. Some of these programs, while not interdisciplinary in nature, nonetheless deal with the services and programs of other criminal justice agencies, including law enforcement, the courts, and community-based programs.

Many probation departments are dependent upon state-wide academies for training, some of which are dominated by the local law enforcement agencies. A case in point is that of New Hampshire, which, for the most part, receives training in juvenile justice related topics only occasionally and only when specifically requested by the probation department.

Human and youth services agencies report a wide variety of training topics taught to their personnel. One agency, the Texas Youth Council, for

example, reported 21 different training programs conducted by its own personnel or by outside consultants, but coordinated by the Council. It also reported that minimum training requirements are mandated by the Council. The 21 topics that comprise the minimum training requirements include, as examples, such subjects as basic child care, interpersonal relationship skills, supervisory management, and first aid. The duration of the courses ranges from four hours to 40 hours. Line and supervisory personnel attend these training events according to those subject areas which are relevant to their respective jobs.

The Juvenile Welfare Board of Pinellas County, Florida is another example of a human/youth services agency that conducts a variety of training workshops and seminars for juvenile personnel. These workshops range from a few hours in duration to several days. The content areas include such topics as incest, the violent family, reality therapy, burnout, adolescent crisis, and legislation. Personnel at all levels attend these programs, which are offered year-round, but with changing topics appropriate to needs and developments.

The Department of Health and Rehabilitative Services in Orlando, Florida is a state-wide human/youth services agency that is involved in a considerable amount of training for its regional personnel, who, for the most part, are not too involved in juvenile justice types of programs. In its training plan, a wide variety of courses is offered for its staff. Among the content areas are management, counseling, intake, introduction to public health, substance abuse, behavior management, and safety awareness. This particular agency is unique in that it provides a prospectus about each of the courses it offers,

describing fully what the trainee can expect to learn.

The target audiences range from new employees to managerial staff. The length of courses are from six to 12 hours each and are offered as often as bi-weekly to as seldom as annually, or as requested. In general, most of the other human/youth services agencies which responded indicate a very wide range of content areas for a very broad spectrum of personnel, especially since many of the programs they sponsor are in the area of mental health and welfare services rather than in juvenile justice administration.

Among the many responses received from law enforcement agencies, few report the existence of training programs devoted to juvenile justice topics. The Michigan State Police, for example, has a juvenile unit which provides in-service training across the state for officers working with youth. Some of the subjects taught include causes of delinquency, school violence and vandalism, the art of self-control, stress and crisis intervention, interview and interrogation techniques, and processing the youthful offender. The materials provided on this program, however, do not specify the length of the courses or the duration of the training activities.

The Los Angeles Police Department reports that it has a juvenile procedures school devoted to training sworn staff in juvenile matters. The training programs last three days and cover such areas as juvenile court and law, child abuse, gang activities, report writing, and case dispositions. In contrast, the San Francisco Police Department reports no special training program, and only eight classroom hours in the handling of juvenile offenders at its police academy at the recruit level. New York City reports a similar program, even though there is a juvenile unit.

The Utah Peace Officers Standards and Training Division reports that it offers ten hours of basic training in juvenile justice, which covers juvenile law, court philosophy/theory, and youth protective services. In addition, it provides in-service training via a Juvenile Education Specialist course, which runs 40 hours. Basically this course trains officers in the broad spectrum of juvenile services. The remaining law enforcement responding agencies did not specify the areas of training or even if such specialized training occurs. Most of the respondents in this category agree that on-the-job training appears to be the primary method of preparing officers for work with juvenile offenders, along with routine recruit training at police academies.

A number of colleges and universities responded to the survey, indicating that a majority of their programs, if they exist, are parts of "institutes." They detail concentrations of courses in the areas of law enforcement, courts, corrections, criminology, and juvenile justice. These seminars are typically offered as parts of regular academic years (i.e., semester, quarter, etc.) or as concentrated courses with timetables of their own. The tuition and fees, if any, involved in these programs vary considerably, depending on duration and sponsorship.

However, very little information is reported concerning the level at which any of these programs are subsidized and if so, by whom. Actual course contents of those reported vary significantly from program to program. Those geared to law enforcement focus on such topics as robbery/burglary, homicide, criminal law, interviewing, and crisis intervention, as examples. On the other hand, the more broadly based programs offer a much greater selection of

course offerings, including such topics as child abuse, juvenile procedures, drugs and society, crimes without victims, family violence, etc. It should be noted that the bulk of these courses tend to be of a criminal justice orientation rather than of a juvenile justice perspective and may, in fact, be concerned almost exclusively with adult offenders.

A major exception to this pattern is the broad and multidisciplinary program that tends to concentrate on law enforcement services for youth at the Delinquency Control Institute, University of Southern California. It has a broad, system-oriented curriculum, which covers such areas as police administration, juvenile justice, law, social science, mental health, etc. The course work focuses on the "why" rather than the "how" of juvenile justice administration, programs, and activities. In that respect, the overall academic approach tends to be more of an educational effort rather than training.

Much of the activities at the college and university level is of a pre-service nature, especially those courses that are offered as part of broader degree programs. Those schools having off-campus curricula tend to cater to the person already in the field of criminal or juvenile justice. As such, these activities focus on a wide range of personnel, from entry-level to supervisory and management positions.

The correctional agencies responding to the survey primarily offer in-service training to its employees, although most institutions report varying degrees of orientation training. The agencies in this group include both institutional and community-based services. Some of these respondents, like California's Board of Corrections, include both youth and adult corrections.

Many of the courses offered include subjects that are applicable to either adult or juvenile work, such as self-defense, first aid, individual therapy, group counseling, report writing, etc.

The Illinois Department of Corrections has a training academy which consists of three divisions: security training, program and community services, and management training. A needs assessment form is utilized to determine which training areas personnel consider to be the most important. The results of this are utilized when shaping the training content of the department's pre- and in-service training programs. The security training division focuses on security, custody, and control. The program and community services division is concerned with interactions with inmates, the disciplinary process, and supervision of inmates. The management training division is oriented toward the organizational side of corrections, including elements of leadership, improving personnel, and evaluation strategies. The training activities offered by Illinois range in duration from a few days to two weeks, depending upon the topic. All of the programs appear to be on-going.

The Massachusetts Half-Way Houses, Inc. has developed a Juvenile Justice Management Training Program. This project provides the following services: conducts three five-day, intensive management training programs annually; conducts seven one-day, single issue workshops annually; provides 56 hours of technical assistance annually; produces a comprehensive management training manual; coordinates and supports the development of a state-wide network of community-based, juvenile justice providers; and develops and makes available a management resource library. This program

is funded primarily by external sources, however, and no information is provided concerning future activities.

Other agencies are more explicit in their responses. For instance, the Maine Youth Center responded with information on reality therapy and related information on the rehabilitative treatment strategy currently in use. The agency also included a copy of its Mandatory Training Act, which became effective July 1, 1978. This requires that "as a condition of employment, any person as a full-time correctional officer shall successfully complete, within the first year of employment, a basic training course of not less than 80 hours as approved by the Maine Criminal Justice Academy." The training content to meet this requirement is not made available; however it is still noteworthy since it is one of a handful of agencies that specifies mandated training requirements.

The judicial/court services agencies category is largely comprised of nationally organized groups of professionals in the field of criminal justice who work in the court system. The National Council of Juvenile and Family Court Judges is the largest organization of this sort among the respondents. Since 1969 the National Council, through its training division, reports it has reached more than 35,000 juvenile justice professionals, conducting an average of 40 training sessions yearly. While many of the National Council's training programs are supported with state and local funds or foundation support, its core training activities currently are funded by the Office of Juvenile Justice and Delinquency Prevention. In 1980, OJJDP funds provided training for 305 persons at the National College of Juvenile Justice, including 79 juvenile and family court judges, 94 administrators and probation

officers, and 19 other juvenile justice professionals. Additionally, the College assisted other organizations in training 188 juvenile justice practitioners.

The majority of training for new judges is conducted during two-week programs. Content areas covered include human and legal aspects of decision-making; substantive legal and procedural areas leading to disposition (e.g., intake, detention, waiver, and transfer); legal and procedural aspects of the disposition hearing; community-based alternatives; and post-dispositional review. There are also specialty courses which comprise the continuing education component of the National College's judicial education project. Two national one-week specialty courses are offered annually, "New Trends in Juvenile Justice" and "Family Law in a Changing Society." The National College also offers courses in management skills and programs for both prosecution and defense attorneys.

The National College of District Attorneys co-sponsors four-day seminars for prosecutors with the National College of Juvenile Justice. In a recent program, for example, the substantive areas covered included "Juvenile Justice in the Eighties," "Update on Federal Laws Affecting the Juvenile Justice System," "Delinquency Adjudication," "Dispositional Alternatives," and "Sexual Abuse of Children." In addition, the National College of District Attorneys offers four-day seminars that deal with the adult system as well as the juvenile justice system, including organized crime, trial advocacy, a career prosecutor course, and crimes involving children.

The National College of Criminal Defense co-sponsors a three-day seminar for defense attorneys with the National College of Juvenile Justice.

A list of substantive areas covered in these seminars was not submitted to the project. However, a listing of scheduled programs dealing with the adult and juvenile systems lists the following subjects: The Criminal Trial, Insanity Defense, Trial Practice Institute, and White-Collar Crime.

The national/regional organizations category has a variety of respondents, several of which sponsor training institutes and specialized training groups. For example, the Institute for Court Management conducts five juvenile justice training programs a year. The topics covered include juvenile court intake, juvenile justice management, serious and repetitive juvenile offenders, and information systems. The Criminal Justice Training and Education Center, another private training center, offers classes in the following areas: basic management skills; counseling and treatment methods; advanced, specialty courses for the counselor and treatment specialist; communication skills; and parent effectiveness training. These courses typically last less than one day, with fees ranging from \$12.00 to \$57.00 each.

Professional organizations are also included in this category. There is some overlap between these groups and other categories, but the majority of such groups is included here. The National Council on Crime and Delinquency is involved in a number of training programs nationwide. It presently provides funded training within the adult justice system, but has developed some juvenile-based training on a contract basis.

The International Association of Chiefs of Police also conducts a number of training programs aimed primarily at the adult justice system. Of the 55 training programs that are being sponsored by IACP during calendar 1981, for example, only one deals exclusively with juvenile operations:

"Police Juvenile Operations." These programs are provided either on contract or subscription bases.

The American Correctional Association reports 20 workshops conducted during calendar 1981. Similar to IACP, the bulk of their seminars focus on the adult offender. None of these reported training activities deals specifically with the youthful offender. However, a few of them could be applicable to both adults and juveniles, such as "Managing Community Corrections Facilities," "Legal Issues Training," and "How to Deal with Policies and Procedures."

The National Institute of Corrections, U.S. Department of Justice, also offers a variety of training activities, none of which directly deals with the juvenile offender. However, some of the courses could include participants from both adult and juvenile justice for they are generic in nature, such as management techniques and legal issues. The anticipated program of its newly created National Corrections Academy also will project an orientation primarily toward adult offenders, at least for the immediate future.

The Office of Juvenile Justice and Delinquency Prevention, among many other activities, sponsors a Law-Related Education Program (LRE). LRE utilizes many techniques to help prepare young people to become knowledgeable citizens. Currently, there are six national programs which encompass different approaches to teaching law and about the justice system. The common objective of all these programs is to demystify the law, supplying citizens with tools they need to shape and use it constructively. The various project goals are accomplished via six national programs which are experimenting with

ways to stimulate interest in LRE and providing services to state and local efforts.

One other category of respondents not otherwise depicted in the text or tables is that of the state-wide program for juvenile services, such as the Maryland Juvenile Services Administration. This agency provides the entire spectrum of juvenile-based programs in the state, including probation, after-care, community-based programs, and institutional services. It reports one of the most comprehensive and intensive training programs within this category of respondents. With a full-time and well-trained staff, it develops both pre- and in-service training programs for all levels of personnel within the hierarchical system, promotes the use of outside resources, and mandates minimal training for all personnel on an annual basis. The topics covered vary from year to year based on a needs assessment, but routine programs of orientation, supervision, and management are generally presented each year. Some of the programs are substantively interdisciplinary, but are open only to agency-based personnel. The trainers sometimes offer programs to other youth-serving agencies in the state.

#### III.3.3. Needs Assessment

As previously discussed, a special letter was mailed to approximately 340 potential respondents soliciting material containing information about special training needs and desires of juvenile justice personnel. Included with a request for information about training needs was a list of 29 topical areas and respondents were asked to rank order the subjects in terms of previous knowledge about constituent needs. (See Appendix B.) These topics were derived from the materials which had earlier been submitted to the



project and from the over-all literature search. The respondents were also asked to rank order according to hierarchical positions within the agency, namely line staff, supervisors, and management.

There were 208 responses to the needs assessment letter, for a response rate of 64 percent. The significantly higher rate of response to this second request for information can be explained as a result of the improved quality of the mailing list and because many of those who received this mailing had indicated availability of materials by having submitted them to the project.

While the respondent agencies were asked to identify themselves only according to type of agency (e.g., police, after-care, court, Probation, private agency, etc.), analysis of data obviously reveals different needs not only for different service delivery agencies, but different needs for the three categories of workers.

An analysis of the 29 topics suggests the need for training among all kinds of juvenile justice personnel to be of two kinds: content and process. The former can be defined as the substantive knowledge required to perform various job tasks, such as techniques of interviewing or counseling, impact of drugs upon the body, laws, and intake procedures. Process issues can be defined as those procedural tools or techniques that enable or facilitate job accomplishment, such as planning, case management, decision-making, and problem-solving.

Further investigation of the basic list of 29 topics reveals that many of the topics are not discreet or may have overlapping qualities. For example, legal issues probably pervades such other areas as personnel appraisal, labor relations, and intake procedures. Also, it can be seen that many

content and process issues although not unique to a particular work setting have different meanings and certainly different applications based upon the nature of the agency. As an example, intake procedures occur in probation, after-care, courts, and institutions. Essentially, such procedures are concerned with the acceptance of the "case," but occur procedurally in varied ways. Counseling is utilized by law enforcement agents as well as by probation staffs, but in different ways and with different outcome expectations. However, several topics appear to be generic in their significance and utility, such as interpersonal relationships, decision-making, problem-solving, and planning.

Irrespective of the type of service, program, or hierarchical position, needs assessment data in the aggregate (i.e., total response data from 208 respondents) provide an over-all picture of training needs throughout the network of juvenile justice services (Table II).

TABLE II

Rank Order of 10 Most Critical Training Needs\*

TOPIC	RANK ORDER**	NO. TIMES CITED***
Decision-Making/Problem-Solving	1	321
Communications	2	301
Interpersonal Relationships	3	283
Legal Issues	4	267
Dealing With Violent Youth	5	263
Training and Staff Development	6	258
Supervisory Techniques	7	255
Report Writing	8	239
Case Management	9	233
Planning	10	229
Personnel Appraisal	10	229

\* 10 highest rank ordered items

\*\* rank order based on the modal responses for all items, by all respondents, and for all three hierarchical positions

\*\*\* maximum number of times cited is 624 (3 x 208)

As Table II indicates, all but three topics are process oriented subjects. This suggests that those persons who responded to the needs assessment inquiry (probably top-level management or training officials) view techniques for doing various tasks or jobs as more important than increased knowledge in selected substantive areas. Of course, this rank order undoubtedly has been influenced significantly by hierarchical position (See Tables III - V) and by type of agency (See Tables VI - XIII). It is also possible that although respondents were asked to reflect data about needs assessments that had previously been administered in their respective agencies, many either ignored those findings, interpreted prior findings to mesh with the list of 29 topics submitted for review, or reflected on their own perceptions of what staff needed. That these respondents report more of a need for process topics over content issues may also reflect an undeclared sense of optimism that if funds are available for training, these are the areas for which they do indeed have the most need for outside help and that substantive areas can be handled by in-house training staff.

In terms of the declared needs of juvenile justice personnel insofar as hierarchical position is concerned, mixed results obtain, although there are some striking similarities. Tables III - V depict the findings according to line staff, supervisory, and management positions in all areas of juvenile justice administration.

TABLE III

RANK ORDER OF 10 MOST CRITICAL TRAINING NEEDS FOR  
LINE STAFF INCUMBENTS IN JUVENILE JUSTICE

<u>TOPIC</u>	<u>RANK ORDER</u>
Dealing with Violent Youth	1
Crisis Intervention	2
Interviewing	3
Counseling	4
Interpersonal Relations	5
Report Writing	6
Treatment Strategies	7
Decision-Making/Problem-Solving	8
Delinquency Prevention	9
Legal Issues	10

TABLE IV

RANK ORDER OF 10 MOST CRITICAL TRAINING NEEDS FOR  
SUPERVISORY INCUMBENTS IN JUVENILE JUSTICE

<u>TOPIC</u>	<u>RANK ORDER</u>
Supervisory Techniques	1
Decision-Making/Problem-Solving	2
Case Management	3
Personal Appraisal	3
Communications	5
Legal Issues	6
Interpersonal Relationships	6
Report Writing	8
Training and Staff Development	8
Dealing with Violent Youth	10

TABLE V  
RANK ORDER OF 10 MOST CRITICAL TRAINING NEEDS FOR  
MANAGEMENT INCUMBENTS IN JUVENILE JUSTICE

TOPIC	RANK ORDER
Budgeting	1
Planning	2
Management Information Systems	3
Personnel Issues	4
Programs Evaluation	4
Training and Staff Development	6
Decision-Making/Problem-Solving	7
Coordination with Criminal Justice System	7
Personnel Appraisal	7
Labor Relations	10
Communications	10

An analysis of Tables II - V reveals that among the 29 listed topics, 23 placed within the top 10 categories among the three hierarchical positions. However, only one topic, Decision-Making/Problem-Solving, was listed by respondents for all three hierarchical positions. This obviously suggests that juvenile justice personnel, regardless of setting and work assignment, view the need for improvement in decision-making and problem-solving as crucially important. It may also be a reflection of the inadequacy of present training programs, again, regardless of setting, to provide improved skills in this area to incumbent workers. Seven other topics among the 29 were listed by two categories of personnel and 12 topics were listed only once among the three.

Some of the differences in training needs among the three categories become readily apparent. Line staff, for example, express significantly more need for training in areas concerned with direct services to clients, including interviewing, counseling, and report writing. Supervisory staff

express concerns that could be anticipated for middle-management staff and cite as priority areas supervisory techniques, case management, and personnel appraisal, as examples. Management personnel, as can be expected, list as priorities those topics that tend to facilitate agency administration, including such areas as budgeting, planning, management information systems, and program evaluation.

Tables VI - XIII depict the considerable variation in training needs among the various agencies and programs in juvenile justice administration. As can be expected, topics particular to specific service-based programs show up among the highest priorities for training. As examples, correctional respondents report high needs for training in security control; law enforcement lists legal issues; courts label decision-making/problem-solving a priority; and probation and after-care agencies express concern for training in interviewing skills.

An analysis of the raw data reveals little variation among hierarchical incumbents on an inter-agency (category) basis. That is, managers, regardless of agency setting or type of service, tend to agree that they could benefit from training in such areas as communications, budgeting, labor relations, and case management. Supervisory staffs tend to give supervisory techniques a high ranking. Line staff respondents, for example, view as high priorities such topics as counseling, interviewing, legal issues, and case management.

All of these data reflecting hierarchical priorities within categories of settings are not presented in tabular form since such arrays would tend to be voluminous and confusing to the reader. In essence, however, the

breakdowns among types of agencies and among hierarchical incumbents closely parallel the overall results reported in Tables II - V.

TABLE VI

RANK ORDER OF 10 MOST CRITICAL TRAINING NEEDS FOR  
LAW ENFORCEMENT RESPONDENTS

<u>TOPIC</u>	<u>RANK ORDER</u>
Legal Issues	1
Crisis Intervention	2
Report Writing	3
Decision-Making/Problem-Solving	3
Supervisory Techniques	5
Coordination with Criminal Justice System	5
Dealing with the Violent Youth	7
Training and Staff Development	7
Delinquency Prevention	9
Community Relations	10

TABLE VII

RANK ORDER OF 10 MOST CRITICAL TRAINING NEEDS FOR  
COURT RESPONDENTS

<u>TOPIC</u>	<u>RANK ORDER</u>
Communications	1
Decision-Making/Problem-Solving	1
Legal Issues	3
Case Management	4
Interpersonal Relationships	5
Report Writing	6
Dealing with Violent Youth	7
Use of Volunteers	8
Intake Procedures	9
Training and Staff Development	10

TABLE VIII

RANK ORDER OF 10 MOST CRITICAL TRAINING NEEDS FOR  
PROBATION/AFTER-CARE RESPONDENTS

<u>TOPIC</u>	<u>RANK ORDER</u>
Decision-Making/Problem Solving	1
Interpersonal Relationships	2
Supervisory Techniques	3
Dealing with Violent Youth	4
Personnel Appraisal	4
Case Management	6
Interviewing	7
Personnel Issues	7
Communications	9
Legal Issues	9

TABLE IX

RANK ORDER OF 10 MOST CRITICAL TRAINING NEEDS FOR  
CORRECTIONS RESPONDENTS

<u>TOPIC</u>	<u>RANK ORDER</u>
Security and Control	1
Decision-Making/Problem-Solving	1
Communications	3
Legal Issues	4
Crisis Intervention	5
Delinquency Prevention	5
Training and Staff Development	7
Personnel Issues	8
Dealing with Violent Youth	8
Report Writing	10

TABLE X

RANK ORDER OF 10 MOST CRITICAL TRAINING NEEDS FOR  
STATE PLANNING AGENCY RESPONDENTS\*

TOPIC	RANK ORDER
Planning	1
Program Evaluation	2
Budgeting	3
Legal Issues	4
Supervisory Techniques	4
Developing Community Resources	4
Dealing with Violent Youth	7
Coordination with Criminal Justice System	7
Training and Staff Development	9
Interpersonal Relationships	10

\* It is not possible to determine if the respondents indicated what SPA staff training needs are or if they projected training needs of juvenile justice personnel in their respective states.

TABLE XI

RANK ORDER OF 10 MOST CRITICAL TRAINING NEEDS FOR  
PRIVATE AGENCY RESPONDENTS\*

TOPIC	RANK ORDER
Decision-Making/Problem-Solving	1
Interpersonal Relationships	2
Communications	2
Training and Staff Development	4
Personnel Issues	4
Program Evaluation	6
Case Management	7
Report Writing	8
Supervisory Techniques	9
Personnel Appraisal	10

\* Among the respondents included in this category are private treatment agencies, many private halfway houses, and other private groups administering services to delinquent and pre-delinquent youth.

TABLE XII

RANK ORDER OF 10 MOST CRITICAL TRAINING NEEDS FOR  
UNIVERSITY-BASED PROGRAM RESPONDENTS\*

TOPIC	RANK ORDER
Report Writing	1
Decision-Making/Problem-Solving	1
Coordination with Criminal Justice System	3
Interpersonal Relationships	4
Dealing with Violent Youth	5
Legal Issues	6
Interviewing	7
Personnel Appraisal	7
Supervisory Techniques	9
Communications	10

\* The respondents in this category, for the most part, include those institutions of higher learning which have training institutes, programs, or academies for various categories of juvenile justice agencies. Many specialize in programs exclusively for law enforcement, probation, or corrections, as examples. Further, it is not possible to determine the frame of reference utilized in completing the rank-order instrument. That is, we cannot be certain if the responses reflect actual needs assessments or if they reflect projected needs on the part of the institutional respondents.

TABLE XIII

RANK ORDER OF 10 MOST CRITICAL TRAINING NEEDS OF  
MISCELLANEOUS RESPONDENTS\*

TOPIC	RANK ORDER
Decision-Making/Problem-Solving	1
Interpersonal Relationships	2
Supervisory Techniques	3
Communications	4
Developing Community Resources	5
Case Management	6
Budgeting	7
Interviewing	8
Legal Issues	9
Training and Staff Development	9

\* Because of the relatively small number of responses from the remaining categories of juvenile justice-based agencies and programs, those otherwise not included in the preceding tables were included in this category. Respondents include those from volunteer organizations, training consultants, community-based correctional programs, jail inspectors, and state human relations services agencies.

**CONTINUED**

**1 OF 2**

As can be seen from reading the tables, incumbents in various categories of juvenile justice agencies reflect a relatively similar pattern of training needs, particularly in the area of process issues. While there is no doubt that there are many substantive issues which lend themselves to training programs, it may be assumed that many of these are handled by existing resources, particularly within the respective agencies. Process issues, moreover, tend to require a certain level of expertise that many agencies may not possess within their training resources. Consequently, as previously discussed, these issues may be earmarked as special needs in the hopes that they will be met by some outside funding source, such as OJJDP, LEAA, NIC, and other professional organizations which develop training programs for their constituencies.

It is also interesting to note that many of the respondents indicated that training and staff development has a high priority for training. This, of course, would suggest that there indeed is a need for additional programs that are designed to enhance the capabilities of staff. It might also reflect the need for training of trainers programs so that staff development within respective agencies can be enhanced.

Finally, it can be pointed out that almost all of the service-delivery agencies indicate that within the 10 most critical areas of training needs, dealing with violent youth has high priority. Law enforcement, court, probation/after-care, corrections, state planning agency, and university-based program respondents list this as a crucial area. There is no doubt that all of these agencies must deal with this type of youth and, for years, the management of this problem has been perplexing. Additionally, considerable

attention has been focused on this issue in recent months and there is even a national task force studying the problem and making recommendations on what steps should be taken for its control. Therefore, it is understandable why the topic is rated so highly as a training need.

#### III.3.4 Conclusions

Survey findings clearly reveal the dearth of precise data and information about on-going training programs in the field of juvenile justice administration. This does not necessarily mean that little is occurring in this area of endeavor; rather, it suggests that it is not possible to measure with any degree of accuracy what juvenile justice agencies are doing about on-going training programs for staff either because the preponderance of them are informal and ad hoc and/or due to the fact that little about them is in written form.

The above would also account for the relatively low response rate to the request for information and data, particularly from those agencies and organizations which indeed sponsor few training activities. A significant number of respondents indicated that they do not engage in staff training and many reported staff development only for those dealing with adult clients. To compound the problem of precise measurement, many agencies and organizations reported that training programs are delivered to personnel who deal both with adult and juvenile clients, such as many police departments do.

The majority of the training that was reported is of an in-service nature and developed almost exclusively with internal resources. Most of this training appears to be required for job performance, even though only 20 respondents indicated such training had been mandated by superordinates.



Many agencies indicate high levels of pre-service training, although the differentiation between pre- and in-service training events was not made clear in the materials submitted. This is particularly the case for police departments and institutional programs.

Although the project was concerned about such areas as sponsorship, external funding, costs/fees, nature of instructors/faculty, and training evaluation, a significantly small percentage of the materials provided addressed such issues. The exception to the above is in the category of colleges and universities. Those which responded generally indicated that if the programs were of a non-degree basis, external funding was more the rule than the exception and that there usually were some fees for program attendance.

Course materials, syllabi, and curricula submitted to the project reveal an entire spectrum of topics taught during training programs. These, of course, generally reflect the various needs, issues, and concerns of the respective disciplines, work settings, and particular types of employees. They tend to be content or substantive in orientation, although many of the training programs reflect process or technique oriented courses. Law enforcement, for example, places heavy reliance on the need to train in arrest procedures, legal issues, and handling physical evidence; institutional programs train in the areas of custody, security, and counseling techniques; and community-based correctional programs are concerned with treatment strategies, case management, interviewing, and intake procedures.

As could have been expected, many of the training programs, especially at the in-service level, are geared to hierarchical categories. That is, management and supervisory techniques are taught to upper-level

personnel, while line staff receive training in areas reflective of their daily tasks and responsibilities. Further, while many programs, especially at the pre-service level of training, deal with activities, goals, objectives, and procedures utilized by other juvenile justice agencies in the community, and even invite representatives of such agencies to address training groups, almost no agency routinely sponsors training programs of an interdisciplinary nature.

Materials obtained regarding in-house needs assessments corroborate much of the above findings, particularly in the area of topical concerns. That is, the training programs somehow or another appear to be reflective of incumbent concerns about daily activities and responsibilities. Therefore, line staff express high need for training in managing client interactions and interventions; supervisors express needs in the area of managing subordinates; and top-level personnel express needs in the area of managing their agencies and organizations. A significant amount of the materials submitted to the project related to needs assessments, however, reflect growing concerns about process issues. That is, regardless of hierarchical position, many juvenile justice-based personnel express needs for being trained in such areas as interpersonal relationships, problem solving/decision-making, communications, and personnel appraisal, as examples. A considerable number indicated that in-house expertise in such areas is generally not available; thus the expression of need.

Regardless of work setting and hierarchical position, many of the respondents reported a need for training in dealing with violent youth.

Undoubtedly this has always been of concern to juvenile justice agencies and practitioners, but it may be receiving additional attention as a result of the increasing discussions about this subject by the current administration and the special task force on violence which has recently completed its deliberations.

Respondents rarely reported the existence of evaluations of training programs. In part, this is probably a reflection of the fact that few if any are actually completed, even by in-house trainers. While there is some evidence of the completion of 'soft' evaluations (Did you like the training program? Did you learn anything?), neither the literature nor the respondent materials reflect routine evaluations based on empirical data and scientific procedures. It may be that training units do not have generally a plethora of researchers assigned to their programs and, therefore, empirically-based evaluations are dismissed as unfeasible. Nonetheless, the project is forced to surmise the quality of training extant as well as its impact on personnel and delivery systems to clients.

In summary, a significant and almost inescapable conclusion about the nature and quality of juvenile justice training, as a result of submitted data and information, is that agencies and organizations are indeed conducting a significant amount of training for staff, but most is probably of an informal, on-the-job, or ad hoc nature. While there appears to be more in-service training, many new employees do receive orientation training, but not uniformly so throughout the network of juvenile justice agencies. We also know that there is a significant expression of need in the area of process-type training, although content area needs should not be minimized.

Evaluations of training programs are almost nonexistent; therefore, it is impossible to assess the quality of training that is developed. Interdisciplinary programs tend not to be scheduled anywhere in the country, but, unfortunately, there is no indication by respondents that there is either a need or desire for such training.

One conclusion that can be reached as a result of analysis of data and findings is juvenile justice agencies and organizations continue to express a commitment to staff training and development in order to improve the effectiveness and quality of staff and agency operations. However, diminished resources preclude expansion of programs at the present time. Agencies appear to be concerned primarily with survival, which, obviously reflects attention to short-range needs and goals. Improved performance, however desirable, seems to be a long-range desire and one which is not necessarily being addressed through increased training activities, notwithstanding the obvious contribution of such or the expressed needs of staff.

#### IV. RECOMMENDATIONS

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##### IV.1 Recommendations

The results of this study indicate that while interest in and commitment to quality delivery systems of services to juveniles are indeed high, the resources available to various components of the network of services, particularly in the area of training, remain relatively scarce. If business and industry attempted to develop their products with the same degree of staff development as that found in juvenile justice administration in the United States, their productivity would be severely limited.

This is not to suggest that agencies and organizations which deal with juveniles are either unconcerned or incompetent. It is an indication that diminished resources in terms of manpower and budgets have had a significantly drastic impact on the development and delivery of training programs. Moreover, as the National Institute of Justice and the Office of Juvenile Justice and Delinquency Prevention have reduced their subsidies of agency and organization-based training programs, the various state and local jurisdictions have not been able to pick up the slack in funding such events. Moreover, it generally has been axiomatic that as resources diminish, the first programs to be curtailed in government agencies are those concerned with planning, research, and training.

The above is understandable, however lamentable the situation may be. Agencies such as probation, after-care, institutions, law enforcement, and prosecution, are mandated to provide direct services to clients and communities. From a case perspective, there are specified programs that must occur. Thus, resources must be devoted to such endeavors first and foremost. As caseloads increase, the pressure is on top-level executives to recruit

additional personnel. However interested such persons may be in upgrading staff, most view as their primary responsibility the actual hiring of persons in order to meet caseload demands. Thus, a dilemma is born: short-run gains of increased staff versus long-range problems of enhancing their productivity. Training of staff, however noble its outcome, tends to give way to the employment of staff, an immediate need and one reflective of agency survival.

1. In view of the above, it becomes imperative that the National Institute of Juvenile Justice and Delinquency Prevention (NIJJDP) remain involved and committed to the upgrading of service delivery systems within the network of juvenile justice services and programs. This means, then, that it must continue to address issues concerned with services, including that of training and staff development. It means also that NIJJDP should continue providing leadership and direction to the many state and local jurisdictions through any means available. This is particularly appropriate since NIJJDP, the sole federal agency concerned with all aspects of juvenile justice administration, is in the unique position of assisting state and local jurisdictions in systematizing their services, providing coordinating efforts, and ensuring the availability of programs to clients and communities.

As such, NIJJDP as a monitor of the total spectrum of services and programs, can assist jurisdictions in developing training programs and standards; can enhance the development of needed community resources; can work on improving the structure of organizations; can provide the needed impetus for long-range planning; can produce and develop new knowledge; can involve constituent groups into developing a true system of juvenile justice; can help to improve the management of services and organizations; can assist in achieving stated goals and objectives; and can develop evaluation strategies

for programs, personnel, and training events.

Unless various constituent groups voluntarily work on such systematizing and coordinating efforts at both the national and local levels -- which does not appear to be forthcoming, it appears reasonable to expect the federal government to provide such services. The justification for the federal role in this endeavor can be stated simply: juvenile justice administration can ill-afford waste, duplication, conflicting goals and objectives, and mediocre services to clients and communities. NIJJDP, therefore, can fill a significant void by providing both the leadership and resources necessary to upgrade and maintain quality services in the field of juvenile justice administration.

2. As the state-of-the-art indicates and survey responses substantiate, there is a grossly inadequate amount of training extant in the United States today concerned with all aspects of juvenile justice services and administration. Many agencies do indeed sponsor in-house programs, but these impact a relatively small amount of personnel employed in the field. Additionally, the study reveals that various categories of personnel receive less training than others. A particular case in point is the police. While probation, after-care, and some institutional personnel at least receive some intensive orientation training, most police receive little or none in areas concerned with juvenile justice. Police do receive some training at the recruit level, but those assigned specifically to youth aid work, for the most part, engage in their work without substantial in-service training. Those not specifically assigned, the bulk of all on patrol, receive almost no in-service training in this area.

Therefore, an important recommendation is that NIJJDP recognize various

categories of juvenile justice personnel as most in need of training and, consequently, treat them as having the highest priority for training. Obviously, this would include law enforcement personnel, followed by those engaged in privately funded services, followed by prosecution and defense counsel, institution-based personnel, community-based services, after-care, and probation.

3. As a corollary to the above, it is recommended that NIJJDP also treat as high priority for training those programs which are of an interdisciplinary nature. That is, while many topics may be relatively unique to a particular work setting, there are many subjects which are above a special discipline and can be treated by qualified trainers for participants working anywhere in the network of services. Principles of management, supervision, program and personnel evaluation, communications, interpersonal relationships, problem-solving, decision-making, counseling, and interviewing techniques serve as reasonable examples. At the local level, utilization of existing community resources and inter-agency relationships serve as additional examples. Such efforts not only would help in increasing understanding among various constituencies of respective problems, goals, practices, and procedures, it would also assist in the systematization and coordination efforts needed so badly if juvenile justice administration is to rise above its parochialism and become more system and goal-oriented and thereby become more effective and productive.

4. Survey results preclude a final determination of the importance of developing pre-service over in-service training, or vice versa. For some groups, such as institutional personnel, more in-service training unquestionably is needed. The same holds true for probation, after-care, prosecution

and defense counsel: there appears to be more in-service training than pre-service activity at the local level. From an overall perspective, it appears to be incumbent upon NIJJDP to treat both kinds of training with equal priority and to encourage or otherwise facilitate the development of both. It is recommended, therefore, that NIJJDP sponsor programs of both kinds, but distinguishing by category of discipline emphasizing, at least at the agency level, that kind of training which the personnel seem to need the most. This would also hold true in the area of interdisciplinary training, for all categories could benefit from sitting in the same classroom either at the pre- or in-service levels of training.

5. As the needs assessment reveals, most of the agency respondents, regardless of setting or hierarchical position within an agency, indicate that the highest priority for training is in the area that loosely can be described as "process" issues. That is, most suggest that they could benefit from training in such areas as communications, interpersonal relationships, decision-making/problem-solving, interviewing techniques, counseling, processes of management and supervision, and personnel appraisal systems.

This is not to suggest that they are unconcerned with substantive or content areas, but, as the study reveals, many of these respondents report that in-house, in-service training programs attend to such topics. The conclusion which can be reached is that in-house specialists possess the required knowledge to train personnel in substantive areas associated with the work setting, but need considerably more expertise from outside sources if these process issues are to be addressed.

Therefore, it is recommended that NIJJDP treat as highest priority the development of process-type training topics and programs and encourage

agencies reflective of the various disciplines, as well as national/regional organizations with constituent memberships, to develop training programs of this nature. While content-type programs should not be minimized or disregarded, they should receive a lower priority in terms of commitment and/or utilization of resources.

6. To encourage the development of pre- and in-service training programs, particularly in the area of process issues, and especially at the interdisciplinary level of training, NIJJDP should develop a list of resources available to juvenile justice agencies and organizations. This list should include organizations and agencies which have particular experiences in the development of training programs, have substantive knowledge about juvenile justice administration and its various tasks and responsibilities, and persons (trainers) who can assist agencies and organizations in the development and implementation of training programs. Additionally, NIJJDP should encourage juvenile justice agencies to establish contact with the National Criminal Justice Reference Service (NCJRS) to help in the identification of training materials. Additionally, the newly established National Corrections Academy of the National Institute of Corrections, in Boulder, Colorado, can be of assistance to correctional agencies in identifying training materials. Similarly, the National Council on Crime and Delinquency, American Correctional Association, International Association of Chiefs of Police, National College of District Attorneys, the National Association of Volunteers in Criminal Justice, and the National Council of Juvenile and Family Court Judges can be useful to agencies planning training programs. Where technical assistance programs exist, NIJJDP should encourage local agencies to utilize them in the development of staff training.

7. As the needs assessment findings indicate, one of the areas a majority of respondents suggested to be of crucial importance for training is that of dealing with violent youth. This finding comes on the heels of the reports of the national task force on violence as well as the special emphasis placed recently on this topic by the United States Attorney General. Consequently, it is recommended that NIJJDP continue in its emphasis on this topic; expand its role in assisting agencies in dealing with various aspects of the problem; continue funding special projects to better understand and control the problem, which it has been doing; and treat as a high priority the development of special pre- and in-service training programs for various constituent groups as well as those of an interdisciplinary nature.

This assistance should take the form of development of training modules which address all aspects of dealing with the violent offender at the juvenile level and the facilitation of actual training events at national and local levels through planning and implementation subsidies.

8. Although interest in the development of programs for juveniles at the local level remains an obvious priority for the juvenile justice community, study findings suggest that it is imperative that local resources be marshaled more systematically than ever before. This may require agencies and organizations improving their strategies for communicating with local officials, including improved ways of presenting needs, priorities, and budgets. It may also be important to provide assistance to local groups to increase their own commitment to systematizing existing resources toward the attainment of consensually agreed-upon goals and objectives. Consequently, it is

recommended that NIJJDP develop strategies for assisting local agencies and organizations in marshaling these crucial resources and in providing materials that such groups may need to better communicate with their own local officials. If indicated, brochures, information packages, and resource packets can be developed in a generic fashion which can be adapted by local groups for practical use within their respective jurisdictions. Further, NIJJDP should consider the development of special workshops, conferences, and/or training programs which will enhance the utilization of these materials by local agencies and/or officials.

9. In relationship to the above recommendation, NIJJDP should develop materials and information packages that will help state and local agencies and organizations better understand the value and significance of training programs for staff. Through enhanced commitment to training and staff development, long-range goals of more effective and efficient services and programs can be accomplished. Without substantial training, both agencies and personnel are more likely to stagnate and clients and communities more likely to receive mediocre services, at best. This means that NIJJDP should encourage organization and management development programs; provide a conduit for the sharing of information and knowledge that accrue from research and programmatic efforts; point out exemplary programs in juvenile justice administration; and develop materials that will illustrate how training units can be structured to deliver optimal programs for staff. Sample budgets, resource needs, training module development, needs assessments, and training evaluation strategies can be addressed in these packages and, where indicated, special training programs for agency and training mana-

gers can be developed to ensure implementation. Some of these materials, of course, could be used by agency executives in dealing with funding agencies and agents at the state and local levels of government.

10. Although suggested in recommendation #6, NIJJDP should treat as a high priority not only the identification of existing trainers, who can be utilized by state and local agencies, but the development of training of trainers projects. Casual observation and field visits reveal that a problematic area for many agencies is the unavailability of skilled trainers on an in-house basis. This means that if an agency truly wants to deliver meaningful training to its staff, either at the pre- or in-service levels, many cannot mount such events because of the lack of experienced planners and instructors. Therefore, such agencies must either cancel such programs or spend considerable monies to hire outside trainers. While there is considerable reason to utilize outsiders on occasion, especially where specific expertise is needed, there is no reason why agencies should not have their own cadre of trainers for the preponderance of training events.

Therefore, if NIJJDP helps to increase the numbers of skilled trainers, not only can more training be developed and implemented, and at reasonable costs, there is also the potential of inter-agency 'loans' of such persons among communities and agencies. The training of trainers programs should focus on the entire spectrum of activities a trainer must address, including needs assessments, planning, development of goals and objectives, selection of training materials, module development, methods of training, and training evaluation, along with substantive knowledge for actual input sessions. Along with NIJJDP sponsorship, agencies should be made apprised



of the existence of training of trainers projects sponsored by other federal, regional, and local groups, including the NIC and Department of Labor, as examples.

Finally, with the development of significantly more trainers in juvenile justice, it would be possible to build a large network of training specialists who not only could train staffs in their own and other agencies, they would be able to share among themselves developments and materials associated with training. This would help to reduce waste and duplication of efforts.

11. During the course of the project and especially as a result of site-visits, agency-based personnel indicated that staff would attend training functions sponsored by other agencies and organizations if they were aware of the existence of such events. While there is little money available for travel, per diem, and tuition expenses, some funds, they claim, are available. Therefore, it is strongly recommended that NIJJDP develop a special calendar of training events which will identify such sponsored training programs appropriate for juvenile justice personnel. This calendar would indicate the sponsorship of such events, their dates, location, nature of training, target audience, costs involved, and a contact person.

The calendar would list those programs sponsored by national and regional organizations, whether they be funded or subscription programs, and training events developed by agencies primarily for their own staffs. With regard to the latter type, many agencies have indicated they would be willing to allow non-agency personnel to attend these functions, provided seats exist. Therefore, if a law enforcement agency develops a program on legal issues, for example, there is every reason to believe that if seats are

available, neighboring law enforcement departments would be willing to send some of their personnel to attend. Such an endeavor would undoubtedly serve many personnel in the field, while helping to avoid waste and duplication of training efforts.

The calendar could be mailed to agency executives as well as training directors. It could be published as often as six times a year and could also include additional items of interest to the juvenile justice community. Of course, until such time as NIJJDP develops an evaluation strategy for assessing a program's worth, the curriculum, course content, and instructors, it would be important to qualify the announcement of programs. That is, the calendar would have a disclaimer that NIJJDP, by publishing a listing of training activities, is neither endorsing nor encouraging attendance. Instead, the calendar would serve merely as an information-giving device that is sorely needed in the field at the present time. Utilizing the mailing list developed through this project and expanding it as may be appropriate, NIJJDP would also be encouraging the development of a network, communications, and coordination of training activities among and between agencies in the field. NIJJDP would thereby serve as a catalyst in the promotion of much-needed training for various categories of personnel without having to subsidize directly such training efforts.

12. Based upon the results of the materials submitted by respondents and the communications received from various sources, there is reason to believe that there is a reasonable amount of training activity on-going among the various categories of juvenile justice agencies in the United States. However, much of it, unfortunately, is of an informal and ad hoc basis that

goes unreported and/or unpublished. Documenting what is actually occurring is a difficult task but one, nonetheless, which should be attempted on a regular basis. Therefore, it is recommended that NIJJDP conduct a biennial survey among juvenile justice agencies on the nature, extent, and kinds of training programs being developed of an on-going nature. Additionally, key organizations and groups which sponsor such activities should be included in this census. A published up-date on training, then, could be presented to the juvenile justice community every other year. This would help agencies and organizations keep abreast of developments, especially the topics being covered, which should reflect the results of agency-based needs assessments.

13. Depending upon NIJJDP's involvement in the development of training programs, it should also consider conducting a biennial needs assessment of juvenile justice personnel by category of service. This would not only assist in developing training priorities, it would also assist in the identification of those needs which have programmatic implications. If a need exists for finding ways to deal with the violent offender, for example, it is obvious that concerns about institutional and law enforcement management of this problem are also being expressed. The needs assessment would also tend to reveal where certain kinds of materials need to be developed, such as in the above-cited example.

14. Since NCJRS constitutes the primary resource in the United States for information about published materials in criminal justice, NIJJDP should negotiate with that resource to increase its coverage of information related to juvenile justice administration, including all aspects of services

and programs. Additionally, NCJRS should be encouraged to expand its section on training. While it probably would not be appropriate for NCJRS to specialize only on juvenile justice training, any material on training even of a generic nature would undoubtedly be helpful to juvenile justice training specialists. This, along with the proposed calendar, would help to provide interested personnel with considerably more information than they receive at the present time.

15. Over the years, many public, local agencies and organizations have maintained contacts with the private sector. This has been especially true in terms of recruiting jobs for offenders and obtaining volunteer services and material gifts. Based on this history of successful relationships, it is recommended that NIJJDP develop packaged materials that will assist these agencies in dealing with the private sector, especially in the area of training. It is well known that most corporations and large businesses, such as IBM, General Motors, Proctor and Gamble, and United States Steel, have sophisticated training programs for their employees. This is especially true in the area of management and supervisory development. This, then, remains a relatively untapped reservoir of knowledge, experience, and skills which many government agencies have not utilized. Additionally, these large organizations have cadres of trainers with first-rate planning and implementation skills.

If local agencies were assisted in communicating with this group of specialists within the private sector, not only could they learn a great deal about training, the potential remains for receiving voluntary assistance in the development of agency-based training. Further, it is even

conceivable that some of these corporations would either provide actual training for agency-based personnel and/or invite selected personnel to attend their own programs. Since so much training is generic in nature and not necessarily unique to a particular work setting, the tapping of such outside resources not only could enhance delivery systems of services and improve the skills of selected workers, it could also increase communications between the public and private sectors.

16. Although the National Institute of Corrections (NIC) almost exclusively has been concerned with adult corrections, with the reduced level of effort by NIJJDP in the area of training due to diminished resources, it is recommended that NIJJDP continue its dialogue with NIC to expand services to include more juvenile justice related materials in its programs. Particularly, NIC should be asked to consider the inclusion of juvenile justice personnel in training programs sponsored by the National Corrections Academy, by its own staff or through grantees. While this might not mean the development of programs exclusively for juvenile justice personnel, it does mean the opening of seats for persons in such agencies more so than has been done in the past. The same could hold true for any other federally sponsored series of training programs where juvenile justice personnel generally could be admitted without disrupting the nature of the training event.

17. NIJJDP has already expressed considerable interest in the development of a Resource Center concerned with training for juvenile justice personnel in the United States. It is strongly recommended, as a result of the findings of this study, that such a Center should indeed be established and without delay. The Resource Center should be concerned with the develop-

ment and accretion of knowledge about juvenile justice training; the identification of training resources, including organizations, agencies, and persons; the subsidization of training events and programs; the subsidization of persons to attend training events; the networking of training specialists; the packaging of materials for use by juvenile justice agencies of materials for other government agencies (funding sources) and the private sector; and for providing liaison relationships with other federal agencies and national organizations which develop and produce training programs.

Based upon the results of future needs assessments and training states-of-the-art, NIJJDP should arrange for the development of special training programs and curricular materials that will fill declared gaps. Through sponsored training of trainers programs, the Resource Center can expand the cadre of in-house trainers, make additional personnel available for local training events, and otherwise enhance the networking of training specialists throughout the country.

The publication of the proposed calendar could be a special activity of the Resource Center and it could serve as a most appropriate conduit for the sharing of information about scheduled training activities. Through the calendar, NIJJDP would be able to fulfill the important mission of encouraging training for juvenile justice personnel without necessarily having to subsidize such events. Of course, those training programs which are sponsored by NIJJDP would receive the most prominent attention in the calendar, for they would be official and endorsed programs.

The Resource Center should treat as high priority, however, the subsidization of individual juvenile justice persons to attend scheduled train-

ing programs, workshops, and special seminars appropriate to the field. Through the process of identification of events and their sponsorship, and upon application for subsidized assistance, the Resource Center can facilitate the attendance at such programs by persons in greatest need.

As prior recommendations have indicated, the Resource Center should be concerned with both pre- and in-service training for all categories of juvenile justice personnel, regardless of hierarchical rank; primarily with process types of training; give highest priority to programs which are interdisciplinary in nature; and provide assistance to those categories of personnel who appear to have received the least amount of training in past years, namely law enforcement, volunteers, prosecution, defense counsel, institutional, and community-based programs, in that order. Judges, probation, and after-care appear to have sponsored the most in-service training; therefore, they should receive lower priorities for assistance.

It should be the responsibility of the Resource Center to develop needs assessments and states-of-the-art strategies and to manage their completion. As previously described, the findings that will accrue from such studies can be utilized in reformulating priorities and policies about NIJJDP sponsored training activities. These studies, which will tap the knowledge and activities of various categories of agency services, will also help to determine the levels and kinds of activities of the various professional membership and organizational groups that sponsor training programs for their respective constituencies.

Depending upon the level of activity of the Resource Center and its accomplishments in the area of pragmatic concerns about training, it is rec-

ommended that, in the future, it address itself to standard setting of training curricula as well as accreditation of trainers. Through these processes, not only can these programs but the deliverers of programs can be given appropriate status in the juvenile justice community. Just as POST organizations engage in such accreditation activities, so can NIJJDP similarly set forth standards for training in juvenile justice administration.

Since the Resource Center primarily will be concerned with the development and enhancement of the state-of-the-art in juvenile training, it is also recommended that a nation-wide conference on this subject be scheduled at least biennially. This would give NIJJDP an opportunity to disseminate the findings of its various studies, including the needs assessment, to key officials in juvenile justice administration, and to enhance commitment to on-going training and staff development. This could also serve as vehicles to translate the findings into the most appropriate training activities as well as sharing projected NIJJDP policies and procedures concerned with training activities. By developing such a significant role in improving juvenile justice administration, NIJJDP can play a leadership role that is so desperately needed in this field within criminal justice administration.

Representatives of the public and private sectors, key government officials, leading academics, federal officials, and representatives of appropriate professional membership groups should be invited to attend this conference. With an appropriate agenda and proper facilitation, it is possible for this conference to be a working session of leaders in the

field which will have as a primary outcome the development of a clear set of goals, objectives, and priorities that can be utilized by NIJJDP in constructing its programmatic efforts in the area of training. The conference could also serve as a springboard for new ideas and additional concerns which impact delivery systems of services. It could also help to facilitate the "networking" that has been described previously.

Through its provision of leadership, the Resource Center of NIJJDP can significantly impact juvenile justice administration, enhance the quality of services and programs, and upgrade the skills of juvenile justice personnel, both in the public as well as private sectors of services. It can accumulate the knowledge needed for, commitment to, and resources required to develop, mount, and evaluate the much-needed training programs for all levels and categories within the field of juvenile justice administration.

#### IV.2 On-Going Assessments

As the foregoing clearly indicates, there is a significant future role for the National Institute of Juvenile Justice and Delinquency Prevention in the area of training and staff development for all levels of personnel. While it has been strongly recommended that NIJJDP devote some of its resources to the subsidization of actual programs as well as the attendance at training events by juvenile justice personnel, such subsidies can occur only if appropriate resources are available to the agency.

That NIJJDP should provide leadership to the field is unquestionable. Therefore, whatever it can do to provide the resources needed to design, implement, and evaluate training efforts can only enhance the field at

the present time, especially since it is quite evident that local agencies and organizations are unable to increase substantially their own efforts, particularly in view of present budget crunches. This means, then, that the least NIJJDP can do for the field is accumulate knowledge, data, materials, and information about on-going training programs and thereby maintain a state-of-the-art about juvenile justice training in the United States.

To do this, NIJJDP will have to continue the on-going assessment effort about training activities sponsored by local agencies, national/regional organizations, and federal agencies and programs. The effort will be time-consuming, but one which can be easily managed. Essentially, it will require routine communications with sponsoring agencies and organizations in order to obtain appropriate data and information about on-going and projected training programs. It will require the utilization of specific forms, the development of relevant mailing lists, and the storage of materials for easy retrieval.

Essentially, a basic mailing list has already been developed through the current project. Agencies and organizations have been listed according to eight essential categories of services. Those which have indicated sponsorship of on-going training have been identified. Additionally, the kinds of programs offered have been stipulated and such materials have been filed on a manually retrievable basis. These materials, along with the mailing lists, are in a form which can be submitted at any time to the Resource Center.

Additional work, however, will be needed to continue the identification

process. Lists of agencies and programs undoubtedly become obsolete quickly and new training programs can be developed at any time. Further, those agencies and organizations which have indicated that they indeed sponsor such programs have not necessarily provided sufficient details about their nature, scope, and/or target audiences. Therefore, an on-going assessment will have to refine and expand the mailing lists and obtain additional information about on-going and projected training events, along with host agency/organization sponsorship.

Both the mailing list and agency-based training materials should be computerized once this on-going assessment effort is initiated. This would facilitate continuing communications with agencies and organizations as well as enable the retrieval of selected pieces of information. With regard to the latter, not only would the Resource Center be able to summarize the state-of-the-art of juvenile justice training at any time, it would also be able to provide information about specific training events to anyone making such a request. Further, if a calendar is developed to inform the juvenile justice community about planned training programs, computerization of data and information will facilitate its publication.

Finally, with easy access to data and information about on-going, sponsored training events, as well as results of any needs assessments completed by host agencies and organizations, the Resource Center would be in a strategic position to advise the NIJJDP of current concerns, practices, and needs in the field so that new priorities for training (topics and target audiences) could be developed and public policies about training considered at whatever times such consideration and developments are

needed and/or required. Special reports can be prepared for internal as well as external use and, ultimately, will be of critical importance to the juvenile justice community in the United States.

A set of forms has been developed for potential use by the Resource Center and are submitted at this time for planning consideration. Although no code book has been developed, all of these forms have been designed with data processing requirements in mind. These forms essentially are concerned with on-going assessment efforts and particularly in the areas of data/information collection and retrieval.

Proposed Form A (Identification of Sponsored Training) deals with minimal information needs and is designed primarily to determine whether or not a host agency or organization actually engages in any kind of formalized training activity. It merely solicits information about the agency/organization, nature of program, target audience, type of training (pre- or in-service), location of training, and projected dates/times for the events. Obviously, those who respond positively will be added to the basic mailing list.

Proposed Form B (Data Sheet on Training Events) serves as a follow-up form for use by the Resource Center and is needed to obtain more details about each scheduled training event. As such, it solicits information about the planned event, sponsorship, duration, faculty, curriculum, target audience, costs/fees, evaluation strategy, and the availability of seats for non-agency personnel. This form is to be used for agency-based as well as subscription training events.

Proposed Form C (Storage Data Sheet) serves merely as a tool to store

basic information about host agencies and their sponsored training events in summarized form. The data that will be entered on this form will come from information provided on Proposed Forms A and B. Essentially, this form will facilitate manual retrieval of data and information.

Proposed Form D (Participant Application for Subsidy) is not really part of the projected on-going assessment procedure, but is included at this time in the event NIJJDP initiates a program to subsidize the attendance by individuals at specified training events. Essentially, it provides the means by which an applicant can indicate what event he or she wishes to attend, the reason, proposed budgetary needs, and an endorsement of the application by an administrative supervisor in the agency.

Proposed Form E (Participant Evaluation of Training) again is not part of the on-going assessment effort, but will serve as a follow-up by the subsidized participant that details an evaluation of the attended training event. It will serve as an important set of data and information about the training session so that NIJJDP can determine the appropriateness of subsidizing other individuals to attend a similar program and/or any others sponsored by the same agency or organization.

It should be pointed out that it will be important for the projected Resource Center to identify host agencies and organizations which sponsor on-going training, as well as to determine approximate dates when training plans are completed. As a consequence, a "tickler file" will have to be established so that Resource Center staff can communicate with these groups at appropriate times. It is not uncommon for some agencies and organizations to develop a six-months or annual basic plan of projected training

events. Because many such groups have different planning or fiscal years, it is imperative that such dates be determined and contacts made appropriately and thereafter. If a program plan is not established until July 1st, for example, it would be inappropriate to communicate with the group in April or May. Proposed Form A, incidentally, inquires about the existence of such established dates.

It is probably true that once the Resource Center is established it will be necessary to revise and/or develop additional forms. At the present time, however, it is believed that the various proposed forms are sufficient not only to carry out the on-going assessment effort, but to facilitate the linkage between training events and potential outside participation, including subsidization, should that occur in the near future.

As recommended, NIJJDP is being urged to continue this assessment effort so that the juvenile justice community can benefit from the multitude of resources scattered throughout the country. No other organization or agency, at the federal, state, or local level, is in a better position to provide this service at the present time. No other group already possesses the background of information, basic resources, and commitment to the field as does NIJJDP.

NIJJDP is currently in a very strategic position to continue in its efforts to assist the juvenile justice community. With increased services, particularly through a Resource Center, this federal agency can provide a level of assistance to the practice community that it so desperately needs now and is likely to need in the foreseeable future.



IV.3 PROPOSED FORMS

FORM A

IDENTIFICATION OF SPONSORED TRAINING

FORM A

IDENTIFICATION OF SPONSORED TRAINING

AGENCY NAME \_\_\_\_\_ ID# \_\_\_\_\_

AGENCY ADDRESS \_\_\_\_\_  
\_\_\_\_\_

TELEPHONE \_\_\_\_\_

TYPE OF AGENCY (e.g., police, probation, after-care, prosecutions, etc.)  
\_\_\_\_\_

AGENCY SPONSORSHIP \_\_\_\_\_ PUBLIC \_\_\_\_\_ PRIVATE

\_\_\_\_\_ FEDERAL \_\_\_\_\_ NATIONAL \_\_\_\_\_ STATE \_\_\_\_\_ REGIONAL \_\_\_\_\_ COUNTY \_\_\_\_\_ LOCAL

DO YOU ROUTINELY SPONSOR TRAINING PROGRAMS? \_\_\_\_\_ YES \_\_\_\_\_ NO

IF YES, ARE THEY \_\_\_\_\_ PRE-SERVICE \_\_\_\_\_ IN-SERVICE \_\_\_\_\_ BOTH?

IF YES, PLEASE INDICATE TARGET AUDIENCES (e.g., line staff, supervisors, management)  
\_\_\_\_\_

DO YOU HAVE A TRAINING UNIT/DIVISION? \_\_\_\_\_ YES \_\_\_\_\_ NO

IF YES, PLEASE INDICATE UNIT'S NAME, PERSON IN CHARGE AND TITLE, AND ADDRESS AND  
TELEPHONE FOR CONTACT  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

IF YOU SPONSOR TRAINING PROGRAMS, AT WHAT PHYSICAL SITE DO THEY OCCUR?  
\_\_\_\_\_  
\_\_\_\_\_

IF YOU SPONSOR TRAINING, APPROXIMATELY AT WHAT DATE(S) DO YOU SET YOUR BASIC  
PROGRAM AND FOR WHAT PERIOD(S) OF TIME?  
\_\_\_\_\_  
\_\_\_\_\_

IF YOU CURRENTLY HAVE A PROJECTED SCHEDULE OF TRAINING EVENTS, WOULD YOU PLEASE  
ATTACH A COPY TO THIS FORM. \_\_\_\_\_ COPY ATTACHED \_\_\_\_\_ NO COPY ATTACHED

IF YOU SPONSOR TRAINING PROGRAMS, WOULD IT BE POSSIBLE FOR NON-AGENCY AFFILIATED  
PERSONNEL TO ATTEND SUCH PROGRAMS? \_\_\_\_\_ YES \_\_\_\_\_ NO

IF YES, WOULD THERE BE A FEE/TUITION? \_\_\_\_\_ YES \_\_\_\_\_ NO

Completed By: \_\_\_\_\_

Date: \_\_\_\_\_

FORM B

DATA SHEET ON TRAINING EVENTS

FORM B

DATA SHEET ON TRAINING EVENTS

AGENCY NAME \_\_\_\_\_ ID# \_\_\_\_\_

AGENCY ADDRESS/TELEPHONE \_\_\_\_\_

\_\_\_\_\_ ( ) \_\_\_\_\_

TITLE OF TRAINING EVENT \_\_\_\_\_

TARGET AUDIENCE \_\_\_\_\_

SPONSORSHIP \_\_\_\_\_

DATE(S)/LOCATION OF TRAINING EVENT \_\_\_\_\_

\_\_\_\_\_

FACULTY/INSTRUCTORS \_\_\_\_\_

\_\_\_\_\_

PLEASE PROVIDE A BRIEF SUMMARY OF THE TRAINING EVENT (goals, objectives, expected outcomes, basic curriculum, training materials, etc.) (Please attach a syllabus)

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

WOULD YOU ALLOW A NON-STAFF PERSON FROM ANOTHER AGENCY TO ATTEND THIS PROGRAM?  
\_\_\_\_ YES \_\_\_\_ NO

IF YES, WILL THERE BE ANY FEES/TUITION OR OTHER COSTS FOR PARTICIPATION?  
\_\_\_\_ YES \_\_\_\_ NO ESTIMATED COSTS \$ \_\_\_\_\_

WILL THERE BE ANY KIND OF EVALUATION OF THIS TRAINING EVENT? \_\_\_\_ YES \_\_\_\_ NO

IF YES, PLEASE INDICATE THE NATURE OF THE EVALUATION (Please attach evaluation instruments, if available) \_\_\_\_ COPY ATTACHED \_\_\_\_ NO COPY ATTACHED

PLEASE PROVIDE ANY ADDITIONAL INFORMATION ABOUT THE TRAINING EVENT NOT OTHERWISE COVERED BY THE QUESTIONS ABOVE (e.g., residential/non-residential program, external source of support, accreditation of program, academic credit available, etc. If such materials are available, please attach them to this form)

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Completed By: \_\_\_\_\_ Date: \_\_\_\_\_

FORM C

STORAGE DATA SHEET

FORM C

STORAGE DATA SHEET

ID# \_\_\_\_\_ DATE \_\_\_\_\_

AGENCY NAME/ADDRESS/TELEPHONE \_\_\_\_\_

\_\_\_\_\_ ( ) \_\_\_\_\_

AGENCY CONTACT \_\_\_\_\_

TYPE OF AGENCY \_\_\_\_\_

AGENCY SPONSORSHIP \_\_\_\_\_

CONDUCTS TRAINING PROGRAMS \_\_\_\_ YES \_\_\_\_ NO \_\_\_\_ PRE-SERVICE \_\_\_\_ IN-SERVICE

TARGET AUDIENCE(S) \_\_\_\_\_

DATE(S) TRAINING PROGRAMS DEVELOPED \_\_\_\_\_

TRAINING MATERIALS IN FILE \_\_\_\_ YES \_\_\_\_ NO

EVALUATION IN FILE \_\_\_\_ YES \_\_\_\_ NO

OUTSIDE PARTICIPANTS PERMITTED \_\_\_\_ YES \_\_\_\_ NO

COMMENTS/NOTES \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

PLACED ON MAILING LIST \_\_\_\_ YES \_\_\_\_ NO DATE \_\_\_\_\_

FORM D

PARTICIPANT APPLICATION FOR SUBSIDY

FORM D

PARTICIPANT APPLICATION FOR SUBSIDY

NAME \_\_\_\_\_ ID# \_\_\_\_\_

AGENCY/TITLE \_\_\_\_\_

POSITION/DUTIES \_\_\_\_\_

AGENCY ADDRESS/TELEPHONE \_\_\_\_\_ ( ) \_\_\_\_\_

PLEASE PROVIDE DETAILS ABOUT THE TRAINING EVENT, LOCATION, DATES, DURATION, AND  
BASIC COURSE CONTENT \_\_\_\_\_

PLEASE INDICATE HOW ATTENDANCE AT THIS COURSE WILL BENEFIT YOU AND YOUR AGENCY

PLEASE PROVIDE A DETAILED BUDGET OF ESTIMATED COSTS FOR ATTENDANCE AND HOW MUCH  
SUPPORT YOU ARE REQUESTING (attach budget to this application)

WILL YOU RECEIVE ANY ACADEMIC CREDIT, MEET ANY TRAINING MANDATE (hours), OR  
OTHERWISE SATISFY ANY AGENCY REQUIREMENTS BY ATTENDING THIS PROGRAM? \_\_\_\_ YES \_\_\_\_ NO

IF YES, PLEASE SPECIFY \_\_\_\_\_

WILL YOU BE ATTENDING THIS PROGRAM ON \_\_\_\_ DUTY TIME \_\_\_\_ PERSONAL TIME

PLEASE ATTACH A LETTER OF ENDORSEMENT/AUTHORIZATION TO ATTEND THIS PROGRAM BY THE  
AGENCY HEAD/DIRECTORY

\_\_\_\_\_  
SIGNATURE

\_\_\_\_\_  
DATE

Action Taken: \_\_\_\_ Approved \_\_\_\_ Disapproved By: \_\_\_\_\_

Amount of Subsidy \$ \_\_\_\_\_

Evaluation Form Submitted \_\_\_\_ Yes \_\_\_\_ No

Date \_\_\_\_\_

FORM E

PARTICIPANT EVALUATION OF TRAINING

## FORM E

## PARTICIPANT EVALUATION OF TRAINING

1. NAME \_\_\_\_\_ ID# \_\_\_\_\_
2. ADDRESS/TELEPHONE \_\_\_\_\_ (\_\_\_\_) \_\_\_\_\_
3. AGENCY AFFILIATION \_\_\_\_\_
4. ADDRESS/TELEPHONE \_\_\_\_\_ (\_\_\_\_) \_\_\_\_\_
5. TITLE OF TRAINING EVENT \_\_\_\_\_
6. AGENCY SPONSORSHIP OF TRAINING EVENT \_\_\_\_\_
7. LOCATION OF TRAINING EVENT \_\_\_\_\_
8. DURATION OF TRAINING EVENT AND DATES ATTENDED \_\_\_\_\_
9. PLEASE PROVIDE A BRIEF DISRIPTION OF THE TYPE/NATURE OF THE TRAINING EVENT  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
10. PLEASE SPECIFY THE EXACT GOALS/OBJECTIVES OF THE TRAINING EVENT \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
11. OVERALL, WOULD YOU RECOMMEND THAT OTHERS SHOULD ATTEND THIS PROGRAM? YES NO
12. IF YES OR IF NO, PLEASE EXPLAIN WHY \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
13. PLEASE SUBMIT COPIES OF ALL MATERIALS DISSEMINATED TO PARTICIPANTS AT THE PROGRAM  
\_\_\_\_\_  
MATERIALS ATTACHED \_\_\_\_\_ MATERIALS NOT ATTACHED (If not attached, explain)  
\_\_\_\_\_  
\_\_\_\_\_
14. PLEASE OBTAIN THE SIGNATURE OF A RESPONSIBLE REPRESENTATIVE OF THE TRAINING PROGRAM ATTESTING TO YOUR ACTUAL PARTICIPATION THROUGHOUT THE PROGRAM.

SIGNATURE

TITLE/POSITION

DATE

## PARTICIPANT EVALUATION OF TRAINING -2-

15. IN YOUR OPINION, TO WHAT EXTENT WERE THE GOALS/OBJECTIVES OF THE TRAINING PROGRAM ACHIEVED?

\_\_\_\_\_  
COMPLETELY (100%) \_\_\_\_\_ ALMOST COMPLETELY (75%) \_\_\_\_\_ SOMEWHAT (50%)  
\_\_\_\_\_  
ALMOST NOT AT ALL (25%) \_\_\_\_\_ NOT AT ALL (0%)

16. PLEASE EXPLAIN YOUR ANSWER IN NUMBER 15 \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

(Please circle the appropriate number)

	Not at All	Some- what	Ade- quately	Very Much	Fully/ Com- pletely
17. TO WHAT EXTENT DID THE PROGRAM MEET YOUR NEEDS/EXPECTATIONS?	1	2	3	4	5
18. TO WHAT EXTENT WAS THE PROGRAM APPLICABLE TO YOUR AGENCY'S NEEDS?	1	2	3	4	5
19. TO WHAT EXTENT WERE THE FACULTY/INSTRUCTORS APPROPRIATE AND QUALIFIED TO CONDUCT THIS TRAINING?	1	2	3	4	5
20. WERE PARTICIPANT TRAINING NEEDS TAKEN INTO CONSIDERATION DURING THE PROGRAM?	1	2	3	4	5
21. WERE PROJECTED OUTCOMES/GOALS/OBJECTIVES PRESENTED AT THE BEGINNING OF THE PROGRAM?	1	2	3	4	5
22. WERE THE LEARNING OBJECTIVES CLEAR AND SUCCINCT?	1	2	3	4	5
23. WERE YOU GIVEN ANY OPPORTUNITY TO DEMONSTRATE ACCOMPLISHMENT OF GOALS/OBJECTIVES?	1	2	3	4	5
24. DID THE TRAINING PROVIDE AN OPPORTUNITY TO PRACTICE WHAT YOU WERE TAUGHT?	1	2	3	4	5
25. WERE YOU KEPT INFORMED OF YOUR PROGRESS?	1	2	3	4	5
26. DID THE PROGRAM FLOW AS EXPECTED?	1	2	3	4	5
27. DID YOU RECEIVE ANY HELPFUL FEEDBACK FROM THE INSTRUCTORS?	1	2	3	4	5
28. WERE YOU ABLE TO PROVIDE INPUT TO THE FACULTY DURING THE PROGRAM?	1	2	3	4	5

PARTICIPANT EVALUATION OF TRAINING -3-

(Please circle the appropriate number)

	Not at All	Some- what	Ade- quately	Very Much	Fully/ Com- pletely
29. WERE THE MATERIALS UTILIZED/PRESENTED APPROPRIATE FOR THE COURSE AND UP-TO-DATE?	1	2	3	4	5
30. WILL YOU BE ABLE TO UTILIZE ANYTHING LEARNED IN YOUR DAILY ACTIVITIES IN YOUR AGENCY?	1	2	3	4	5
31. WAS THE GROUP OF PARTICIPANTS MADE UP OF PEOPLE WITH SIMILAR ROLES AND EXPERIENCES AS YOURS?	1	2	3	4	5
32. WAS THE COURSE LONG ENOUGH TO ALLOW YOU TO MEET THE LEARNING OBJECTIVES?	1	2	3	4	5
33. WERE THE TRAINING SUPPORT SERVICES (e.g., copying, handouts, graphics, chalk board, etc.) ADEQUATE?	1	2	3	4	5
34. WERE ARRANGEMENTS FOR YOUR ATTENDANCE BY THE HOST AGENCY ADEQUATE?	1	2	3	4	5
35. WERE ARRANGEMENTS FOR YOUR ATTENDANCE BY THE RESOURCE CENTER ADEQUATE?	1	2	3	4	5
36. WERE THE PHYSICAL ARRANGEMENTS (classrooms, lodgings, etc.) FOR THE PROGRAM ADEQUATE?	1	3	3	4	5
37. TO WHAT EXTENT WERE THE FOLLOWING INSTRUCTIONAL METHODS UTILIZED?					

(Please circle the appropriate number)

	Not at All (0%)	Some- what (25%)	Often (25-50%)	Most of the Time (75%)	Solely (100%)
a. LECTURES	1	2	3	4	5
b. DISCUSSION GROUPS	1	2	3	4	5
c. PANEL DISCUSSIONS	1	2	3	4	5
d. ROLE PLAYING/SIMULATIONS	1	2	3	4	5
e. AUDIO/VISUAL AIDS	1	2	3	4	5
f. QUESTION/ANSWER SESSIONS	1	2	3	4	5
g. INSTRUMENTATION (tests, exercises)	1	2	3	4	5

PARTICIPANT EVALUATION OF TRAINING -4-

38. ON A 1 TO 10 BASIS (1 being least helpful and 10 being most helpful) RATE EACH OF THE FOLLOWING ASPECTS OF THE TRAINING PROGRAM (if not utilized, indicate with a N/A):

- a. LECTURES
- b. DISCUSSION GROUPS
- c. PANEL DISCUSSIONS
- d. ROLE PLAYING/SIMULATIONS
- e. AUDIO/VISUAL AIDS
- f. QUESTION/ANSWER SESSIONS
- g. INSTRUMENTATION
- h. HANDOUTS/TRAINING MATERIALS
- i. QUALITY OF INSTRUCTORS
- j. INFORMAL CONVERSATIONS WITH OTHER PARTICIPANTS
- k. OVERALL RATING OF THE TRAINING PROGRAM

39. DID YOU COMPLETE AN EVALUATION INSTRUMENT ON THE TRAINING PROGRAM?

YES NO

(Please attach a copy of the evaluation instrument, if one was utilized)

40. PLEASE UTILIZE THE SPACE BELOW FOR ANY ADDITIONAL COMMENTS CONCERNING THE TRAINING PROGRAM YOU ATTENDED.

Participant Signature

Date



APPENDIX A: REFERENCES

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#### APPENDIX B: SURVEY INSTRUMENTS

NATIONAL ASSESSMENT OF JUVENILE JUSTICE  
TRAINING RESOURCES

P.O. Box 950  
Rockville Maryland 20851

301 929-1636

Dear Colleague:

The National Assessment of Juvenile Justice Training Resources is a National Institute of Juvenile Justice and Delinquency Prevention (NIJJDP) funded project designed to develop a data and information base concerning on-going training programs for juvenile justice personnel in the United States. The project seeks materials about such training for use in a projected clearinghouse and resource center to be sponsored by NIJJDP.

As such, we are very much interested in obtaining any material you may have concerning on-going training programs your agency or organization may be conducting as well as any you may be planning for the immediate future. We are interested in learning about the program, its sponsorship, funding sources, participants, and location and length of the various events. We are also interested in any needs assessments that may have been completed and the results obtained thereof; curricula and faculty of the programs; and evaluations that have been completed, by both participants and outside evaluators. If there are any final reports which have been written about training projects or events, we are interested in obtaining copies of these as well.

Although no date has been set for the establishment of the clearinghouse and resource center, it is expected that it will endeavor to keep the juvenile justice community apprised of on-going training events throughout the country. Additionally, it is possible that it will provide some subsidies to individuals in the field to attend training events. Thus, the materials you provide us will be extremely helpful to the project and to NIJJDP, and may be included in the files of the resource center.

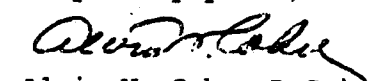
We will be most appreciative of your sending us any existing materials about training programs in your agency or organization as well as any references you care to volunteer about other training programs sponsored by other groups. Additionally, if you have any materials concerning training mandates or requirements in the field, we would appreciate your sending these to us as well. If you can only lend such materials to us, please so advise the project staff and we will be happy to return them to you.

We very much appreciate your taking the time to forward materials to us and look forward to receiving your response at your earliest possible convenience. We have enclosed a mailing label for your use.

If you have any questions or inquiries about the project, please feel free to communicate with the project staff at the above address or telephone.

Thank you very much for your cooperation.

Very truly yours,

  
Alvin W. Cohn, D.Crim.  
Project Director

3.1.81

Administered By  
Administration of Justice Services  
15005 Westbury Road · Rockville, Maryland 20853

NATIONAL ASSESSMENT OF JUVENILE JUSTICE  
TRAINING RESOURCES

P.O. Box 950  
Rockville Maryland 20851

301 929-1636

Dear Colleague:

As you are aware, the National Assessment of Juvenile Justice Training Resources recently communicated with you to obtain existing information, data, and documents which you already possessed concerning juvenile justice-related training programs you sponsor or about which you had familiarity.

A considerable amount of materials have been forthcoming, most of which tell us a great deal about these on-going training programs, who is being trained, and some information about the substantive areas that are the subjects for the actual training events.

As was indicated in our previous correspondence, the materials being collected will be summarized and submitted to the National Institute of Juvenile Justice and Delinquency Prevention (NIJJDP). The final report of this project will be utilized by NIJJDP in the development of a projected clearinghouse and resource center, which it may sponsor sometime in the future.

At this time, we would like to obtain some additional information, which you already possess, and that is concerned with your knowledge about the priorities of needs for your staff in the area of training.

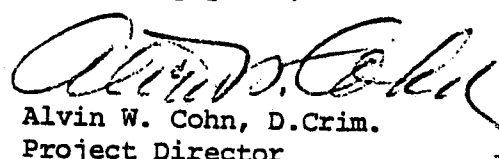
Enclosed you will find a list of substantive topics which many of you have suggested are being taught during existing and projected training programs. Based on your own needs assessments of staff and existing data and information, we would appreciate your sending us any material you have which rank orders the topics listed in terms of what you know to be the needs and desires of your juvenile justice staff. As you will note, the list is in three sections: (a) line staff, (b) supervisory staff, and (c) management staff.

Please forward this material as soon as possible to the project in the enclosed, self-addressed, and stamped envelope.

Your early response will greatly assist the project in formulating a final report for submission to NIJJDP.

We appreciate your cooperation and look forward to receiving your materials at your earliest possible convenience.

Very truly yours,

  
Alvin W. Cohn, D.Crim.  
Project Director  
7.20.81

Administered By  
Administration of Justice Services  
15005 Westbury Road · Rockville, Maryland 20853

NATIONAL ASSESSMENT OF JUVENILE JUSTICE  
TRAINING RESOURCES

P.O. Box 950  
Rockville Maryland 20851

301 929-1636

BASED ON YOUR EXISTING KNOWLEDGE OF JUVENILE JUSTICE STAFF TRAINING NEEDS, PLEASE RANK ORDER THE FOLLOWING MAJOR TOPICS FOR ALL THREE CATEGORIES OF STAFF. (PLEASE USE "1" FOR MOST IMPORTANT, "2" FOR SECOND MOST IMPORTANT, "3" FOR THIRD MOST IMPORTANT, ETC. IF A PARTICULAR TOPIC IS TOTALLY INAPPROPRIATE FOR YOUR AGENCY OR STAFF, MARK IT"N/A".)

PLEASE INDICATE THE TYPE OF AGENCY:

<input type="checkbox"/> LAW ENFORCEMENT	<input type="checkbox"/> STATE PLANNING AGENCY
<input type="checkbox"/> COURT	<input type="checkbox"/> PRIVATE AGENCY
<input type="checkbox"/> PROBATION	<input type="checkbox"/> COMMUNITY CORRECTIONS
<input type="checkbox"/> AFTER-CARE	<input type="checkbox"/> LOCAL PLANNING AGENCY
<input type="checkbox"/> CORRECTIONS	<input type="checkbox"/> OTHER (specify) _____

TOPIC	LINE	SUPERVISORY	MANAGEMENT
LEGAL ISSUES	_____	_____	_____
INTAKE PROCEDURES	_____	_____	_____
COUNSELING	_____	_____	_____
INTERVIEWING	_____	_____	_____
CASE MANAGEMENT	_____	_____	_____
MANAGEMENT INFORMATION SYSTEMS	_____	_____	_____
TRAINING AND STAFF DEVELOPMENT	_____	_____	_____
PERSONNEL ISSUES	_____	_____	_____
PLANNING	_____	_____	_____
PROGRAM EVALUATION	_____	_____	_____
PERSONNEL APPRAISAL	_____	_____	_____
COMMUNITY RELATIONS	_____	_____	_____
USE OF VOLUNTEERS	_____	_____	_____
SECURITY AND CONTROL	_____	_____	_____
CRISIS INTERVENTION	_____	_____	_____
DEALING WITH VIOLENT YOUTH	_____	_____	_____
TREATMENT STRATEGIES	_____	_____	_____
REPORT WRITING	_____	_____	_____
SUPERVISORY TECHNIQUES	_____	_____	_____
DELINQUENCY PREVENTION	_____	_____	_____
DRUG ADDICTION	_____	_____	_____
TRAINING OF TRAINERS	_____	_____	_____
COORDINATION WITH CRIMINAL JUSTICE SYSTEM	_____	_____	_____
BUDGETING	_____	_____	_____
COMMUNICATIONS	_____	_____	_____
DECISION-MAKING/PROBLEM-SOLVING	_____	_____	_____
INTERPERSONAL RELATIONSHIPS	_____	_____	_____
LABOR RELATIONS	_____	_____	_____
DEVELOPING COMMUNITY RESOURCES	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

PLEASE RETURN THIS FORM OR OTHER MATERIALS IN THE ENCLOSED ENVELOPE.

**END**