

ADOPTION OF NATIONAL MANPOWER  
STANDARDS FOR CORRECTIONS  
IN THE UNITED STATES:  
A SURVEY

By

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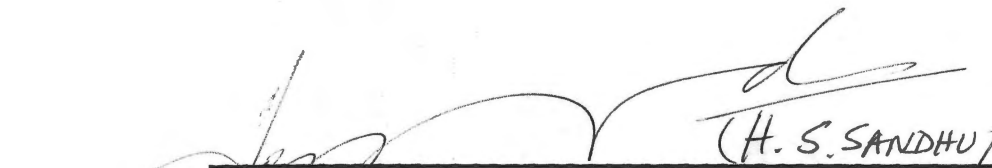
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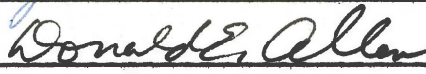
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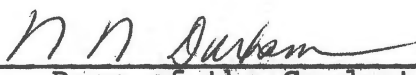
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## PREFACE

This study is concerned with the opinion and degree of implementation of responding states of Standard 14 of the National Advisory Commission on Criminal Justice Standards and Goals for Corrections. This standard deals specifically with correctional manpower. The primary objective is to analyze specific areas within the standards that deal with pertinent correctional manpower problems. Ranking of states and geographical patterns will also be discussed.

The author wishes to express his appreciation to his major advisor, Dr. Harjit Sandhu, for his guidance and assistance throughout this study. Appreciation is also expressed to the other committee members, Dr. Donald Allen and Dr. Edgar Webster, for their invaluable assistance in the preparation of the manuscript.

A special note of thanks is given to the leadership of the responding states' Department of Corrections. Without their labor in answering the lengthy survey, this study would not have been possible.

Finally, special gratitude is expressed to my wife, LaVerne, who typed many long hours and who understood.

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## CHAPTER I

### INTRODUCTION

From the opening of the first correctional institution to the present time, correctional manpower and training programs have developed in a haphazard manner. "Persons working in corrections were there largely by chance, not by choice."<sup>1</sup> Most correctional personnel were used then, as now, in large custodial institutions. Prerequisites for employment were low. For much of this century, the usual way to get a job in corrections was through political patronage. Vestiges of that practice still remain today.

Institutions were located in isolated rural areas where it was difficult to induce professional staff to locate. Manpower was drawn largely from the local population and thus reflected a rural orientation which has been out of line with that of most offenders, who come from the cities.

Historically, corrections personnel resembled military and law enforcement officers. Correctional staff members were used almost entirely in paramilitary capacities. Parole officers were more akin to law enforcement officers

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<sup>1</sup>National Advisory Commission on Criminal Justice Standards and Goals, Corrections (Washington, 1973), p. 463.



than to "helping service personnel". Many carried guns and wore or carried official badges. Some correctional staff still wear uniforms and have military titles, as the military strongly influenced manpower and their training policies and practices.

There has never been a national manpower strategy until recently, and state and local correctional systems have had few, if any, guidelines. Since we were not clear on the philosophy and goals of corrections, we could not hold out a clear aim for correctional practices. Manpower problems have been especially critical. Not until 1965 when Congress passed the Correctional Rehabilitation Study Act, was a major manpower study launched. The study was concluded in 1969.<sup>2</sup> Based on this study and two years of grass-roots research, in 1973 the National Advisory Commission on Criminal Justice Standards and Goals issued approximately five hundred detailed standards and recommendations. Designed to be molded and tailored to fit local needs, the Commissions' crime reduction blueprint focuses on the interrelated goals of slashing substantially the occurrence of certain high-fear crimes and improving the quality of the criminal justice system so that it becomes

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<sup>2</sup>Joint Commission on Correctional Manpower and Training, A Time to Act (Washington, 1969).

both effective and fair.<sup>3</sup> These five hundred standards and recommendations were categorized into twelve specific areas dealing with the total Criminal Justice System.

A major concern that cuts across the entire Criminal Justice System is manpower and related problems. This is especially true in the area of corrections. In the correctional field these problems include a critical shortage of specialized professional personnel; poor working conditions; and poor allocation of both human and fiscal resources. Women, members of ethnic minorities, ex-offenders, and volunteers are generally underutilized as correctional manpower and in some areas are not used at all.

This survey is designed to measure the acceptance and implementation of Standards and Goals for Correctional Manpower by the responding state corrections departments. The Standards are those developed by the National Advisory Commission on Criminal Justice Standards and Goals for Corrections.

The primary objectives of this paper will be to present the findings of the survey in specific areas as suggested by Standards 14. These areas will be; Civilianizing of institutions; liberalizing of recruitment policies; personnel practices; education and staff development. Further, a

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<sup>3</sup>Committee of Executive Summary, Reports of the National Advisory Commission on Criminal Justice Standards and Goals (U.S. Department of Justice, Law Enforcement Assistance Administration, Washington, 1974), p. 1.

measure of the degree of acceptance or rejection of these standards as well as the degree of implementation will be reviewed.

#### Previous Efforts

There have been very few systematic efforts in this nation to standardize the goals for correctional manpower recruitment, training and development. The American Correctional Association seemed to pioneer the staff goals and standards, when they first set out the guidelines in the Manual of Correctional Standards, 1946.<sup>4</sup> Apparently, these standards were not fully accepted and implemented. The author could not find any study surveying the opinion regarding these standards and their implementation. After two decades, a group of enlightened correctional officials and scholars assembled and highlighted the need for staff standards in The Arden House Conference on Manpower as discussed in the Proceedings of the Ninety-Fourth Annual Congress of Corrections of the American Correctional Association, which issued its proposals in 1964.<sup>5</sup> That led to the Joint Commission on Correctional Manpower and Training which

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<sup>4</sup>The American Correctional Association, Manual of Correctional Standards (2nd ed., Washington, 1972).

<sup>5</sup>The American Correctional Association, Proceedings of the Ninety-Fourth Annual Congress of Corrections of the American Correctional Association (New York, 1964), pp. 13-20.

issued its report entitled A Time to Act in 1969.<sup>6</sup> In the meantime, President's Crime Commission's report - The Challenge of Crime in a Free Society<sup>7</sup> was also out, which greatly supported the training of Manpower in the Criminal Justice System. But the real progress was made by the publication of Standards and Goals prescribed by the National Advisory Commission on Criminal Justice Standards and Goals.<sup>8</sup> This Commission was appointed by the Law Enforcement Assistance Administration and the latter agency is very strongly advising the states to adopt and implement these standards. This report was published in 1973 but was circulated mostly in 1974. The present survey has addressed itself to Standards and Goals number 14 pertaining to correctional manpower. This survey is probably the first of its kind to assess the national picture of correctional manpower. It is well timed in the sense that 1974-1975 was the year when most of the states were asked to comply with the standards.

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<sup>6</sup>Joint Commission on Correctional Manpower and Training, A Time to Act (Washington, 1969).

<sup>7</sup>The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington, 1967).

<sup>8</sup>National Advisory Commission on Criminal Justice Standards and Goals, Corrections (Washington, 1973), p. 463.

## CHAPTER II

### SPECIFIC PROPOSITIONS

The survey-questionnaire listed as Appendix A was designed to deal with two specific areas of responses to the standard, namely, (1) opinion and (2) degree of implementation. Each response listed in the survey-questionnaire was given a weight. Using this method, an average response was computed. The weight assigned to the responses for opinion were: Strongly agree, 4; Agree in part, 3; No opinion, 2; Disagree in part, 1; and Strongly disagree, 0. The value assigned to the responses for implementation were: Fully implemented, 4; Partially implemented, 3; To be implemented, 2; Not implemented, 1; Not applicable, 0. These weights were used in all computations made in the survey.

Upon close examination of the standard certain areas of interest within the standard become evident. The researcher felt that a detailed examination of these areas would produce a more comprehensive study. This was dealt with as to their opinion and degree of implementation.

### Certain Areas of Interest

1. Civilianizing the Staff
2. Liberalizing of Recruitment Policies
3. Recruitment from Minority Groups
4. Employment of Women
5. Employment of Ex-Offenders
6. Employment of Volunteers
7. Retaining Staff
8. Participatory Management
9. Educational and Work-Study
10. Staff Development

### Ranking of States

The responses given by the individual states to all parts of the standard in the area of opinion was computed to give the mean average to the state's opinion of the total standard. The standard average for opinion by all responding states was ranked and illustrated by the use of a table. A graph was drawn to further illustrate the opinion of the standard with the mean average for opinion shown.

The responses given by the individual states to all parts of the standard, in the area of degree of implementation, was computed to give the mean average to the states degree of implementation of the total standard. The standard average for degree of implementation by all responding states was ranked and illustrated by the use of a table. A

graph was drawn to further illustrate the degree of implementation of the standard with the mean average for degree of implementation shown.

### Geographical Patterns

As a tool to further analyze the data, the author computed the standard deviation for both opinion and implementation. Using these computations the states were divided into categories by their deviation from the mean. Each of these categories were assigned a color and using a map of the United States, the states were mapped to see if there was a geographical pattern to opinion and implementation.

### THE SURVEY PROCEDURE:

#### The Instrument and The Respondents

The participants chosen for this survey were the states' department of corrections, or corresponding agency, of the fifty states of the United States. The survey-questionnaires were sent to the Director or Commissioner of the Department of Corrections. Since the survey included all the fifty states, no sampling procedure was considered necessary.

The instrument used in surveying these fifty department of corrections was a survey-questionnaire. The survey-questionnaire consisted of Standard 14 with five responses for opinion of the Standard and five responses for the

degree of implementation. A copy of the survey-questionnaire is listed as Appendix A. Table I gives the responses of the fifty state department of corrections to the survey-questionnaire.

The first survey-questionnaires and a letter of explanation (Appendix B) was mailed to the fifty states department of corrections, or corresponding agencies, on November 6, 1974. After nearly two months only twenty-two states responded to the survey. On December 22, a follow-up letter (Appendix C) with a second copy of the survey-questionnaire was sent to the twenty-eight states not responding to the first letter. Of those twenty-eight, seven responded by sending in their survey-questionnaire. Two states responded by letter explaining that at that time they could not respond sufficiently to the standard.

With twenty-nine states responding positively, this researcher felt that some other method would have to be used to secure responses. It was decided that the ten closest states not responding would be phoned in an effort to encourage states to answer the survey. Ten states were called and four responded positively and six either said they would send in the survey and did not, or said that at that time they could not respond.

#### Proposed Analysis

The instrument is a very comprehensive one and deals with very diverse items. To bring some comprehension to



TABLE I

## RESPONSE OF STATES TO SURVEY-QUESTIONNAIRE

	Number	Percent
Total States in Universe	50	100
Total Survey-Questionnaires Mailed	50	100
Total Positive Responses from Mailings	29	58
Total Negative Responses from Mailings	2	4
Total Number of States Phoned and Asked to Respond to Survey	10	20
Total Positive Responses from Phone Contacts	4	8
Total Positive Responses by Mail and Requests by Phone	33	66
Total Negative Responses by Mail and by Phone	8	16
Total Responses	41	82
Total of States Giving No Response	9	18

this diversity, it was decided that the items be grouped in the following areas of interest.

1. Civilianizing the Staff [14.1 (1-5)]
2. Liberalizing the Recruitment Policies [14.1 (1-5)]
3. Recruitment from Minority Groups [14.1 (3),  
14.2 (1-4)]
4. Employment of Women [14.3 (1-4)]
5. Employment of Ex-Offenders [14.4 (1-3)]
6. Employment of Volunteers [14.5 (1-6)]
7. Retaining Staff [14.6 (1-6)]
8. Participatory Management [14.7 (1-4)]
9. Educational and Work-Study [14.9 (1-4, 1, 2),  
(1-6)]
10. Staff Development [14.11 (1-7)]

After having examined the different areas, opinion and implementation weights were graphed together to have a total picture of these two areas. This is supposed to give us a picture of the disparity between how the states thought about Manpower Standards and how they implemented them.

The above led us to ranking the states in terms of opinions and the implementation. For ranking, all scores were grouped together.

State's rank order stirred interest in the emerging geographical patterns. We wanted to see if the states fall into some geographical and regional patterns.

### Details of Measurement

For assessing opinion, the responses ranging from strongly agree to strongly disagree were weighed 4, 3, 2, 1, 0. For assessing implementation, fully implemented, partially implemented, to be implemented were given the weights 4, 3, 2. Not implemented and not applicable were weighed as 1 and 0.

## CHAPTER III

### ANALYSIS OF RESULTS

The analysis of responses in the different areas is given in tables to follow.

#### Civilianizing the Staff

About two-thirds of the staff were in favor of discontinuing, fully or in part, the use of uniforms, although only one state fully implemented and eighteen states had only partially implemented it. Similarly, twelve states fully agreed to discontinue military titles, yet only five states had done so. Another twelve states partially agreed with elimination of military titles, and the same number has partially implemented this standard. It is apparent that while the correctional officials want to do away with the military formation of the correctional staff, they are somewhat enchanted with uniforms. (See Table II).

#### Liberalizing of Recruitment Policies

The general opinion of the staff toward liberalizing recruitment policies was very good. Sixty-seven percent strongly agreed with twenty-four percent agreeing in part.

TABLE II

RESPONSE TO CIVILIANIZING INSTITUTIONS

RESPONSE	OPINION					IMPLEMENTATION				
	STRONGLY AGREE	AGREE IN PART	NO OPINION	DISAGREE IN PART	STRONGLY DISAGREE	FULLY IMPLEMENTED	PARTIALLY IMPLEMENTED	TO BE IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
STANDARD	WEIGHT GIVEN TO EACH RESPONSE									
	4	3	2	1	0	4	3	2	1	0
14. No. 1	6 (18)	16 (48)	0 (00)	8 (24)	3 (09)	1 (03)	18 (55)	1 (03)	12 (36)	1 (03)
No. 2	12 (36)	12 (36)	2 (06)	6 (18)	1 (03)	5 (15)	12 (36)	2 (06)	13 (39)	1 (03)
No. 3	13 (39)	11 (33)	3 (09)	1 (03)	2 (06)	9 (27)	16 (48)	1 (03)	9 (27)	0 (00)
No. 4	21 (64)	11 (33)	1 (03)	0 (00)	0 (00)	14 (42)	16 (48)	1 (03)	2 (06)	0 (00)
No. 5	7 (21)	19 (58)	0 (00)	5 (15)	2 (06)	4 (12)	24 (73)	1 (03)	3 (09)	1 (03)

NUMBERS IN ( ) ARE PERCENTAGES

Implementation of those policies was also very high. Only thirteen percent had not fully implemented or partially implemented these policies.

In the area of hiring the handicapped and the elimination of legal and administrative barriers to hiring ex-offenders only a little over one-third strongly agreed and only a third had fully implemented this program.

The one area that all but one state staff strongly agreed to was that of the elimination of political patronage in the selection of staff. Twenty-three states had fully implemented this policy and eight had partially eliminated this practice.

In the area of task analysis and an open system of testing for addition of personnel, the staff of three-fourths of the states strongly agreed while less than one-fourth had fully implemented this policy. (See Table III).

#### Recruitment from Minority Groups

Ninety-six percent of the staff were of the opinion that there should be strong activity in the area of recruitment of minority groups. The implementation of this policy was also very high with ninety-three percent fully or partially complying. The author did find it interesting that while seventy-five percent strongly agreed to this policy, only forty-eight percent had fully implemented it.

The specific area of disagreement seemed to be with those areas that implied special consideration to minority

TABLE III

RESPONSE TO LIBERALIZING RECRUITMENT POLICIES

RESPONSE	OPINION					IMPLEMENTATION				
	AGREE STRONGLY	AGREE IN PART	NO OPINION	DISAGREE IN PART	DISAGREE STRONGLY	FULLY IMPLEMENTED	PARTIALLY IMPLEMENTED	TO BE IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
	WEIGHT GIVEN TO EACH RESPONSE									
STANDARD	4	3	2	1	0	4	3	2	1	0
14.1 No. 1	32 (97)	1 (03)	0 (00)	0 (00)	0 (00)	23 (70)	8 (24)	1 (03)	1 (03)	0 (00)
No. 2a	26 (79)	6 (18)	0 (00)	0 (00)	1 (03)	16 (48)	15 (45)	1 (03)	0 (00)	1 (03)
No. 2b	22 (67)	8 (24)	0 (00)	2 (06)	0 (00)	19 (58)	12 (36)	1 (03)	0 (00)	0 (00)
No. 2c	13 (39)	17 (52)	1 (03)	2 (06)	0 (00)	10 (30)	18 (55)	1 (03)	1 (03)	1 (03)
No. 2d	18 (55)	8 (24)	1 (03)	4 (12)	0 (00)	17 (52)	10 (30)	1 (03)	3 (09)	2 (06)
No. 2e	12 (36)	15 (45)	0 (00)	4 (12)	1 (03)	12 (36)	19 (58)	1 (03)	3 (09)	1 (03)
No. 2f	23 (70)	8 (24)	0 (00)	0 (00)	1 (03)	15 (45)	15 (45)	1 (03)	1 (03)	0 (00)
No. 2g	25 (76)	7 (21)	0 (00)	1 (03)	0 (00)	20 (61)	10 (30)	1 (03)	2 (06)	0 (00)
No. 3	25 (76)	7 (21)	1 (03)	0 (00)	0 (00)	16 (48)	15 (45)	1 (03)	1 (03)	0 (00)
No. 4	25 (76)	7 (21)	0 (00)	1 (03)	0 (00)	6 (18)	18 (55)	2 (06)	6 (18)	1 (03)
No. 5	26 (79)	6 (18)	0 (00)	1 (03)	0 (00)	8 (24)	19 (58)	2 (06)	4 (12)	0 (00)

NUMBERS IN ( ) ARE PERCENTAGES

groups over others. While nearly half of the staff strongly agreed that these policies should be implemented, less than twenty percent had fully complied. This was especially true in the area of comprehensive training programs designed to replace educational and previous experience requirements. (See Table IV).

#### Employment of Women

The opinion of staff toward the employment of women was generally good with ninety-four percent agreeing in part or strongly agreeing. Implementation was also generally good. Eighty percent had either fully or partially implemented this policy. Over half strongly agreed to the employment of women but only twenty-five percent had fully implemented the policy. Fifty-five percent had only partially done so.

The two areas of greatest concern seemed to be the preferential treatment of women seeking employment and women entering into administrative positions through lateral entry. While nearly fifty percent of the staff strongly agreed less than twenty-five percent had fully implemented the policy. (See Table V).

#### Employment of Ex-Offenders

Ninety-three percent of the staff was of the opinion that the policies and practices restricting the hiring of ex-offenders should be reviewed. Since the employment of



TABLE IV

RESPONSE TO RECRUITMENT FROM MINORITY GROUPS

RESPONSE	OPINION					IMPLEMENTATION				
	AGREE STRONGLY	AGREE IN PART	NO OPINION	DISAGREE IN PART	STRONGLY DISAGREE	FULLY IMPLEMENTED	PARTIALLY IMPLEMENTED	TO BE IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
STANDARD	WEIGHT GIVEN TO EACH RESPONSE									
	4	3	2	1	0	4	3	2	1	0
14.1 No. 3	25 (76)	7 (21)	1 (03)	0 (00)	0 (00)	16 (48)	15 (45)	1 (03)	1 (03)	0 (00)
14.2 No. 1	21 (64)	12 (36)	0 (00)	0 (00)	0 (00)	8 (24)	18 (55)	2 (06)	4 (12)	1 (03)
No. 2	19 (58)	10 (30)	1 (03)	2 (06)	0 (00)	9 (27)	12 (36)	2 (06)	8 (24)	1 (03)
No. 3	14 (42)	15 (45)	0 (00)	4 (12)	0 (00)	2 (06)	22 (67)	1 (03)	7 (21)	1 (03)
No. 4	12 (36)	14 (42)	1 (03)	6 (18)	0 (00)	3 (09)	12 (36)	1 (03)	14 (42)	3 (09)

NUMBERS IN ( ) ARE PERCENTAGES

TABLE V

RESPONSE TO EMPLOYMENT OF WOMEN

RESPONSE	OPINION					IMPLEMENTATION				
	STRONGLY AGREE	AGREE IN PART	NO OPINION	DISAGREE IN PART	STRONGLY DISAGREE	FULLY IMPLEMENTED	PARTIALLY IMPLEMENTED	TO BE IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
STANDARD	WEIGHT GIVEN TO EACH RESPONSE									
	4	3	2	1	0	4	3	2	1	0
14.3 No. 1	19 (58)	12 (36)	1 (03)	1 (03)	0 (00)	10 (30)	20 (61)	1 (03)	2 (06)	0 (00)
No. 2	13 (39)	14 (42)	1 (03)	5 (15)	0 (00)	8 (24)	15 (45)	1 (03)	9 (27)	0 (00)
No. 3	25 (76)	6 (18)	1 (03)	0 (00)	0 (00)	10 (30)	19 (58)	2 (06)	1 (03)	0 (00)
No. 4	18 (55)	12 (36)	2 (06)	1 (03)	0 (00)	6 (18)	20 (61)	1 (03)	6 (18)	0 (00)

NUMBERS IN ( ) ARE PERCENTAGES

ex-offenders has historically not been an accepted policy, it was interesting to see that eighty-one percent of the staff had either fully or partially implemented this policy. The problem areas seemed to be in the active recruitment of ex-offenders and special training programs to prepare them for correctional employment. Only thirty-three percent strongly agreed to this practice and less than fifteen percent of staff have this fully implemented. The percentages for this policy do increase to almost half in the category of being partially implemented. In the area of training, two states planned to implement but nearly forty percent of the staff had not implemented training at all for ex-offenders. (See Table VI).

#### Employment of Volunteers

The first observation concerning the employment of volunteers is that while sixty percent of the staff strongly agree with this policy, less than twenty-five percent have fully implemented it. Only thirty-seven percent have partial implementation and four percent plan in the future to implement this policy. Twenty-eight percent have no implementation and six percent of the staff did not respond at all. This data seems to support the assumption that staff is supporting the concept of volunteers but doing little to implement this policy.

This assumption is further supported by the fact that ninety percent feel strongly about the need for training

TABLE VI

RESPONSE TO THE EMPLOYMENT OF EX-OFFENDERS

RESPONSE	OPINION					IMPLEMENTATION				
	STRONGLY AGREE	AGREE IN PART	NO OPINION	DISAGREE IN PART	STRONGLY DISAGREE	FULLY IMPLEMENTED	PARTIALLY IMPLEMENTED	TO BE IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
STANDARD	WEIGHT GIVEN TO EACH RESPONSE									
	4	3	2	1	0	4	3	2	1	0
14.4 No. 1	19 (58)	12 (36)	0 (00)	0 (00)	1 (03)	12 (36)	15 (45)	1 (03)	2 (06)	2 (06)
No. 2	11 (33)	15 (45)	0 (00)	3 (09)	2 (06)	5 (15)	18 (55)	3 (09)	4 (12)	1 (03)
No. 3	11 (33)	14 (42)	1 (03)	3 (09)	3 (09)	3 (09)	13 (39)	2 (06)	13 (39)	1 (03)

NUMBERS IN ( ) ARE PERCENTAGES

volunteers but only thirty percent have fully implemented the practice. The response to the need for insurance to protect the volunteer was implemented by less than one-third of the staff but sixty percent had no insurance program for volunteers at all. The staff is not, as yet, fully aware of the necessity of insuring the volunteers.

The area that has the lowest opinion by staff and an even lower degree of implementation, is the award and recognition of volunteers. Only nine percent have fully implemented this policy with thirty-three percent with partial implementation. A larger forty-five percent have no policy at all, as the use of volunteers is as yet so new.

This data seems to support the original assumption that the concept is accepted but little is being done by staff to encourage volunteer employment. This is understandable. (See Table VII).

#### Retaining Staff

The retaining of personnel seems to be a major concern for the staff. The largest percentage of staff strongly agreeing to any part of any policy is in this area, with eighty-five percent strongly agreeing and thirteen percent agreeing in part. Staff seem to feel that this is an essential policy. The data seems to support this opinion but does not support its implementation. Only sixteen percent have full implementation, while fifty-eight percent have partially implemented the policy. Only an additional four

TABLE VII

RESPONSE TO THE EMPLOYMENT OF VOLUNTEERS

RESPONSE	OPINION					IMPLEMENTATION				
	STRONGLY AGREE	AGREE IN PART	NO OPINION	DISAGREE IN PART	STRONGLY DISAGREE	FULLY IMPLEMENTED	PARTIALLY IMPLEMENTED	TO BE IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
	WEIGHT GIVEN TO EACH RESPONSE									
STANDARD	4	3	2	1	0	4	3	2	1	0
14.5 No. 1	14 (42)	16 (48)	1 (03)	1 (03)	0 (00)	3 (09)	22 (67)	2 (06)	5 (15)	0 (00)
No. 2	30 (91)	1 (03)	1 (03)	0 (00)	0 (00)	10 (30)	14 (42)	2 (06)	6 (18)	0 (00)
No. 3	25 (76)	3 (09)	2 (06)	2 (06)	0 (00)	19 (58)	4 (12)	1 (03)	7 (21)	1 (03)
No. 4	17 (52)	14 (42)	1 (03)	0 (00)	0 (00)	7 (21)	18 (55)	1 (03)	3 (09)	0 (00)
No. 5	22 (67)	6 (18)	4 (12)	0 (00)	0 (00)	4 (12)	6 (18)	1 (03)	20 (61)	1 (03)
No. 6	12 (36)	11 (33)	3 (09)	5 (15)	1 (03)	3 (09)	11 (33)	1 (03)	15 (45)	2 (06)

NUMBERS IN ( ) ARE PERCENTAGES

percent have plans to do so and almost twenty percent have no implementation at all. (See Table VIII).

Very clearly, the staff seem to give a very high priority to improving conditions for staff retention, but the implementation is hampered by factors beyond their immediate control. The monies for improvement of staff conditions are to come from the state legislatures, federal and state governments.

### Participatory Management

About ninety percent of staff strongly agree, or agree in part, to the principles of participatory management. Of the ninety percent only nine percent have fully implemented the policy with fifty-four percent having partial implementation. An additional eight percent have plans to do so while almost twenty-five percent have not implemented the policy at all.

The strongest area of resistance to this policy is the nearly forty percent of staff who seem not to agree to other elements of the Criminal Justice System being involved with planning for corrections. (See Table IX).

Even though staff has a high opinion of this concept, the data for implementation does not support the stated opinion. This is a discouraging indication in view of the fact that if the staff do not see the necessity of participatory management, the staff efforts to rehabilitate the offender will remain fragmentary, and consequently

TABLE VIII

RESPONSE TO PRACTICES FOR RETAINING STAFF

RESPONSE	OPINION					IMPLEMENTATION				
	STRONGLY AGREE	AGREE IN PART	NO OPINION	DISAGREE IN PART	STRONGLY DISAGREE	FULLY IMPLEMENTED	PARTIALLY IMPLEMENTED	TO BE IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
STANDARD	WEIGHT GIVEN TO EACH RESPONSE									
	4	3	2	1	0	4	3	2	1	0
14.6 No. 1	30 (91)	3 (09)	0 (00)	0 (00)	0 (00)	5 (15)	15 (45)	2 (06)	10 (30)	1 (03)
No. 2	23 (70)	10 (30)	0 (00)	0 (00)	0 (00)	9 (27)	16 (48)	1 (03)	7 (21)	0 (00)
No. 3	28 (85)	5 (15)	0 (00)	0 (00)	1 (03)	0 (00)	27 (82)	1 (03)	5 (15)	0 (00)
No. 4	33 (100)	0 (00)	0 (00)	0 (00)	0 (00)	9 (27)	20 (61)	1 (03)	3 (09)	0 (00)
No. 5	29 (88)	3 (09)	1 (03)	0 (00)	0 (00)	5 (15)	23 (70)	2 (06)	2 (06)	1 (03)
No. 6	27 (82)	6 (18)	0 (00)	0 (00)	0 (00)	4 (12)	15 (45)	1 (03)	12 (36)	0 (00)

NUMBERS IN ( ) ARE PERCENTAGES



TABLE IX

RESPONSE TO PARTICIPATORY MANAGEMENT

RESPONSE	OPINION					IMPLEMENTATION				
	STRONGLY AGREE	AGREE IN PART	NO OPINION	DISAGREE IN PART	STRONGLY DISAGREE	FULLY IMPLEMENTED	PARTIALLY IMPLEMENTED	TO BE IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
STANDARD	WEIGHT GIVEN TO EACH RESPONSE									
	4	3	2	1	0	4	3	2	1	0
14.7 No. 1	18 (55)	12 (36)	0 (00)	2 (06)	0 (00)	3 (09)	22 (67)	3 (09)	4 (12)	0 (00)
No. 2	18 (55)	12 (36)	0 (00)	3 (09)	0 (00)	2 (06)	15 (45)	5 (15)	10 (30)	0 (00)
No. 3	20 (61)	12 (36)	1 (03)	0 (00)	0 (00)	4 (12)	14 (42)	1 (03)	13 (39)	0 (00)
No. 4	21 (64)	10 (30)	1 (03)	0 (00)	0 (00)	3 (09)	21 (64)	2 (06)	6 (18)	0 (00)

NUMBERS IN ( ) ARE PERCENTAGES

somewhat wasteful and ineffective.

#### Educational and Work-Study

In general, the staff seemed to recognize the great need for educational and work-study programs with seventy-four percent strongly agreeing and nineteen percent agreeing in part. There does seem to be some disagreement with aiding inservice graduates in job advancement and reassignment and with concentration on minorities for intern programs. Less than half strongly agreed or agreed in part to this practice.

Implementation of this program is not supported by the data. Only twelve percent have fully implemented this program and only fifty-one percent have partial implementation. An additional four percent have plans to do so and twenty-seven percent have not implemented the program at all.

Even though eighty-one percent of staff feel strongly that there should be communication between educational leaders, state planning and criminal justice staff members, no state has this fully implemented. Data supports the high opinion of this program by staff, but, indicates that an outside force will have to initiate full participation. The four areas in the program that seem to be the biggest problems are dealing with agencies stated above, rewards for participation in educational programs, minority group participation and encouraging intern and work-study students to enter the correctional field. (See Table X).

TABLE X

RESPONSE TO EDUCATIONAL AND WORK-STUDY PROGRAMS

RESPONSE	OPINION					IMPLEMENTATION				
	STRONGLY AGREE	AGREE IN PART	NO OPINION	DISAGREE IN PART	STRONGLY DISAGREE	FULLY IMPLEMENTED	PARTIALLY IMPLEMENTED	TO BE IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
	WEIGHT GIVEN TO EACH RESPONSE									
STANDARD	4	3	2	1	0	4	3	2	1	0
14.9 No. 1	25 (76)	6 (18)	0 (00)	1 (03)	0 (00)	4 (12)	18 (55)	1 (03)	6 (18)	4 (12)
No. 2	27 (82)	5 (15)	1 (03)	0 (00)	0 (00)	0 (00)	18 (55)	1 (03)	13 (39)	0 (00)
No. 3	31 (94)	2 (06)	0 (00)	0 (00)	0 (00)	4 (12)	21 (64)	2 (06)	6 (18)	0 (00)
No. 4	25 (76)	8 (24)	0 (00)	0 (00)	0 (00)	5 (15)	19 (58)	1 (03)	7 (21)	0 (00)
No. 1	18 (55)	13 (39)	1 (03)	0 (00)	0 (00)	4 (12)	18 (55)	1 (03)	8 (24)	1 (03)
No. 2	29 (88)	3 (09)	0 (00)	0 (00)	0 (00)	3 (09)	14 (42)	1 (03)	14 (42)	0 (00)
14.10 No. 1	15 (45)	13 (39)	0 (00)	5 (15)	0 (00)	4 (12)	16 (48)	1 (03)	12 (36)	0 (00)
No. 2	28 (85)	4 (12)	1 (03)	0 (00)	0 (00)	12 (36)	13 (39)	1 (03)	7 (21)	0 (00)
No. 3	25 (76)	5 (15)	0 (00)	0 (00)	0 (00)	4 (12)	19 (58)	2 (06)	8 (24)	0 (00)
No. 4	29 (87)	4 (12)	0 (00)	0 (00)	0 (00)	4 (12)	17 (52)	3 (09)	9 (27)	0 (00)
No. 5	24 (73)	7 (21)	2 (06)	0 (00)	0 (00)	3 (09)	16 (48)	1 (03)	9 (27)	2 (06)
No. 6	23 (70)	9 (27)	1 (03)	0 (00)	0 (00)	2 (06)	16 (48)	1 (03)	11 (33)	2 (06)

NUMBERS IN ( ) ARE PERCENTAGES

## Staff Development

Staff development ranks second only to retaining staff in staff's opinion. Since staff development is an essential element in the retaining of staff, both were very close in their opinion and implementation.

Even though seventy-three percent of staff strongly agree to the need for staff development, only twenty-one percent have fully implemented this program. Fifty-five percent of the states have only partially implemented and only an additional three percent plan to do so. Eighteen percent have not implemented a program at all.

The data seems to support two major areas of disagreement in the program. Even though fifty-seven percent strongly agree that top and middle management personnel should have developed training, only nine percent have fully implemented this aspect of staff development. An additional six percent plan to do so and twenty-seven percent have not implemented this program at all. It is the author's feeling that staff development is seen as a program for employees but not for top and middle management personnel.

The second area of disagreement is that of sabbatical leaves. While sixty-six percent strongly agreed with this program only twelve percent have it fully implemented. Twenty-one percent agreed in part and twenty-seven percent have the program partially implemented. Three percent plan to do so while fifty-seven percent have not implemented the

program at all.

While three-fourths of staff feel that the financial aid offered by the Law Enforcement Assistance Administration should be utilized, only fifteen percent have taken full advantage of this assistance. An additional fifteen percent have not used it at all. (See Table XI).

Almost two-thirds of staff strongly agreed that all personnel, including top and middle management staff should be involved in staff development. The implementation of this program does not support this. Only ten percent of staff have full implementation. It is noteworthy that the respondents seem to stress the need for staff development only in case of lower ranks and the new employees.

#### Ranking Of States

In order to get a clearer picture of the response to the total standard, the responding states have been put in ranking order. This is shown as Table XII and Figure 1. Their relationship to each other as to the opinion of the standard and the degree of implementation begin to take on greater meaning.

Using the weight system discussed on page 6, it is interesting to note that ninety-four percent (thirty-one states) weighed four or above on the opinion response, which indicates most states were homogeneous in their opinion. The difference showed up in implementation. Only six percent (two states) weighed below four. In implementation,

TABLE XI

RESPONSE TO STAFF DEVELOPMENT

RESPONSE	OPINION					IMPLEMENTATION				
	STRONGLY AGREE	AGREE IN PART	NO OPINION	DISAGREE IN PART	STRONGLY DISAGREE	FULLY IMPLEMENTED	PARTIALLY IMPLEMENTED	TO BE IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
	WEIGHT GIVEN TO EACH RESPONSE									
STANDARD	4	3	2	1	0	4	3	2	1	0
14:11 No. 1	30 (91)	2 (06)	0 (00)	1 (03)	0 (00)	14 (42)	16 (48)	2 (06)	1 (03)	0 (00)
No. 2	31 (94)	1 (03)	0 (00)	1 (03)	0 (00)	10 (30)	19 (58)	1 (03)	3 (09)	0 (00)
No. 3	15 (45)	17 (52)	0 (00)	1 (03)	0 (00)	3 (09)	22 (67)	1 (03)	5 (15)	1 (03)
No. 4a	19 (58)	13 (39)	1 (03)	0 (00)	0 (00)	3 (09)	19 (58)	2 (06)	9 (27)	0 (00)
No. 4b	25 (76)	7 (21)	1 (03)	0 (00)	0 (00)	10 (30)	18 (55)	1 (03)	4 (12)	0 (00)
No. 4c	27 (82)	6 (18)	0 (00)	0 (00)	0 (00)	4 (12)	23 (70)	1 (03)	5 (15)	0 (00)
No. 5	25 (76)	7 (21)	1 (03)	0 (00)	0 (00)	5 (15)	22 (67)	1 (03)	5 (15)	0 (00)
No. 6	24 (73)	9 (27)	0 (00)	0 (00)	0 (00)	10 (30)	19 (58)	1 (03)	3 (09)	0 (00)
No. 7	22 (67)	7 (21)	2 (06)	1 (03)	1 (03)	4 (12)	9 (27)	1 (03)	19 (58)	0 (00)

NUMBERS IN ( ) ARE PERCENTAGES

TABLE XII  
RANKING OF STATES

STATE	AVERAGE WEIGHTS OF FAVORABLE OPINIONS	AVERAGE WEIGHTS OF FAVORABLE IMPLEMENTATIONS	RANK IN OPINION	RANK IN IMPLEMENTATION
ALASKA	3.79	3.47	5	1
PENNSYLVANIA	3.75	3.44	7	2
IOWA	3.85	3.37	4	3
KENTUCKY	3.69	3.15	11	4
MAINE	3.87	3.15	3	5
FLORIDA	3.71	3.15	9	6
UTAH	3.47	3.15	19	7
HAWAII	3.71	3.12	10	8
WISCONSIN	3.62	3.1	15	9
SOUTH DAKOTA	3.31	3.01	29	10
GEORGIA	3.72	2.93	8	11
OREGON	3.4	2.93	24	12
VERMONT	3.46	2.84	22	13
ILLINOIS	3.68	2.81	13	14
MONTANA	3.12	2.75	31	15
MISSOURI	3.46	2.71	21	16
MINNESOTA	3.65	2.69	14	17
TEXAS	2.90	2.63	32	18
KANSAS	3.46	2.54	23	19
ARKANSAS	3.35	2.51	25	20
MARYLAND	3.62	2.38	16	21
INDIANA	3.57	2.37	17	22
MICHIGAN	3.32	2.37	26	23
NEW MEXICO	3.47	2.31	20	24
ARIZONA	3.54	2.22	18	25
NEW HAMPSHIRE	3.31	2.22	28	26
OKLAHOMA	3.26	2.21	30	27
NORTH DAKOTA	3.68	2.16	12	28
OHIO	3.9	2.15	2	29
IDAHO	3.91	2.	1	30
WYOMING	3.32	1.9	27	31
DELAWARE	3.76	1.81	6	32
NEVADA	2.3	1.79	33	33

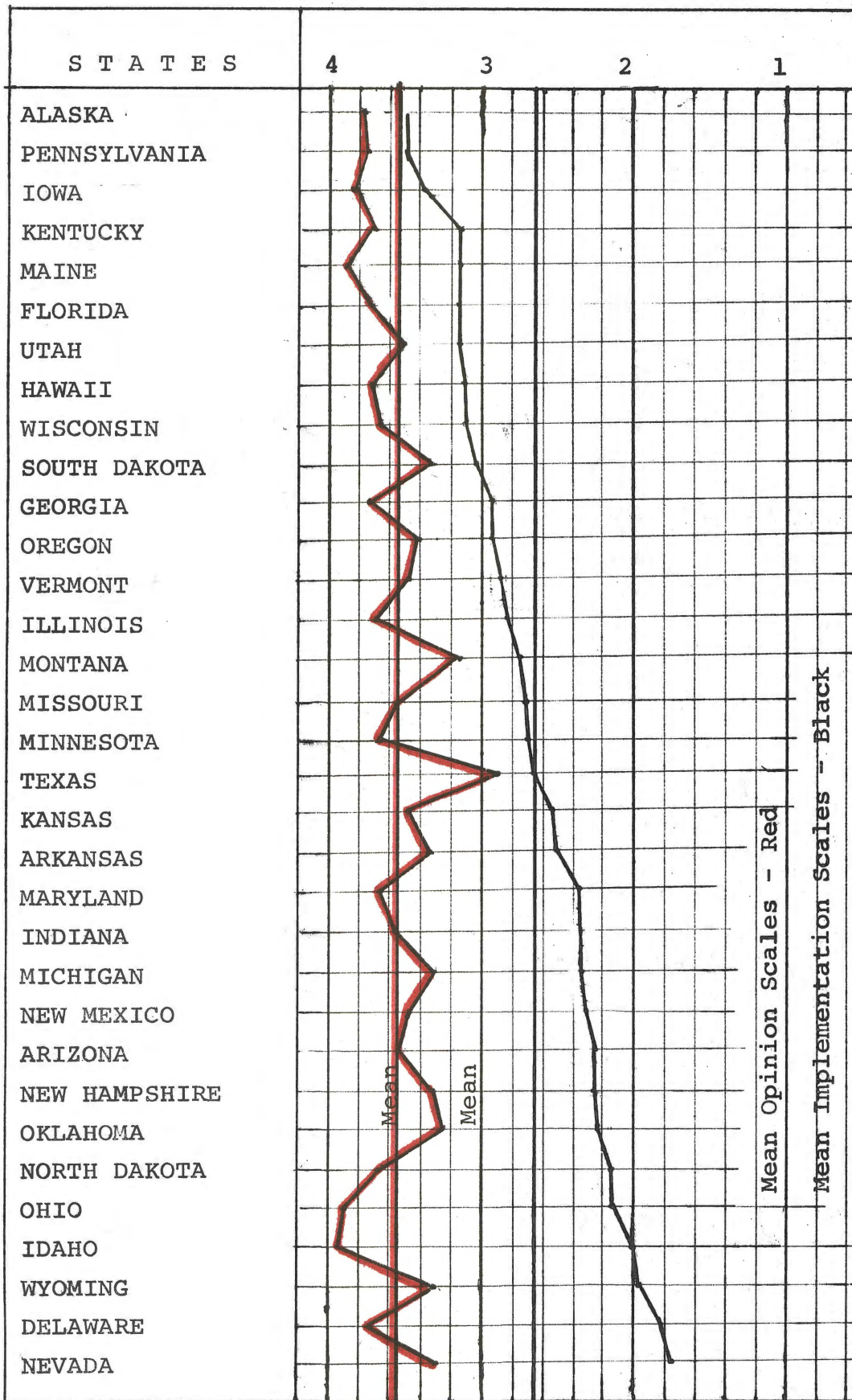


Figure 1. State's Ranking in Regard to Manpower Standards



only thirty-six percent (twelve states) weighed four or above. Fifty-eight percent (nineteen states) weighed in the three weight areas and six percent (two states) below the three weight. It becomes even more interesting to note that one state that ranked highest in opinion, ranked lowest in the degree of implementation. All of the responses to degree of implementation for this state was in the "to be implemented" category.

The state with the highest degree of implementation was Alaska with Pennsylvania ranking a close second. Both of these states ranked in the top seven states in their opinion. It is interesting that these two states represent probably one of the smallest and one of the largest correctional systems. Also, Pennsylvania State was a pioneer in the penitentiary system known as Pennsylvania Penitentiary system based on penitence and self reform. In fact, the Quakers designed the prison system as an instrument of social reform in the community.<sup>1</sup>

The mean average for all thirty-three states responding in the area of opinion was 3.51 with the mean average in the area of degree of implementation being 2.64. There is almost a twenty percent lag between opinion and implementation.

The degree of implementation also points out three

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<sup>1</sup>David Rothman, The Discovery of the Asylum (Little, Brown & Company, Boston, 1971), pp. 107, 108.

very interesting facts. One, there are a few states who are working in new and innovative areas, putting the best thinking on corrections into practice. This totaled seven states, or twenty-one percent. The majority of states seemed a little slower to change, preferring to stay with the way we have always done it. It is this writer's feelings that until something new or different has been proven, most states will not take the chance of implementing an unproven program or policy. This majority totaled twenty-one states, or sixty-four percent. Just as there were a few states that were in the forefront of innovative corrections there are a few who lag behind. They totaled five, or fifteen percent.

#### Geographic Patterns

In order to discern the geographic patterns in the matter of manpower standards, the author categorized the states above and below the mean. The opinion scores had a mean of 3.51, and a standard deviation of .33. The implementation scores had a mean of 2.64, and a standard deviation of .48. Using these statistics the states were mapped. (See Figures 2 and 3). Seventeen states did not respond to the survey.

With the responding states (33) the geographic pattern emerged that more states in the north reflected both higher opinion and greater implementation of the national standards in correctional manpower.

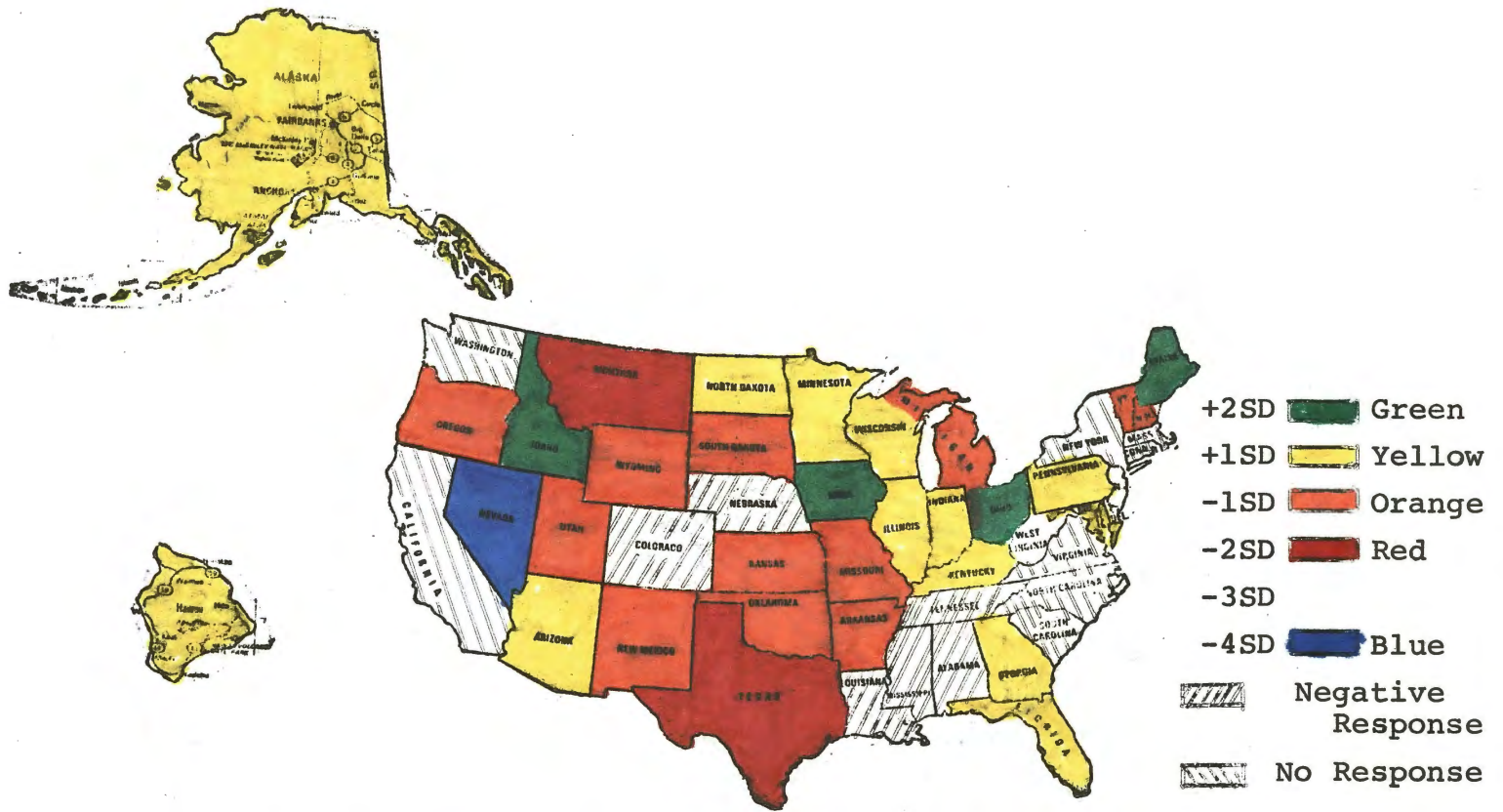


Figure 2. Geographical Patterns of States as to Opinion, Above and Below the Mean

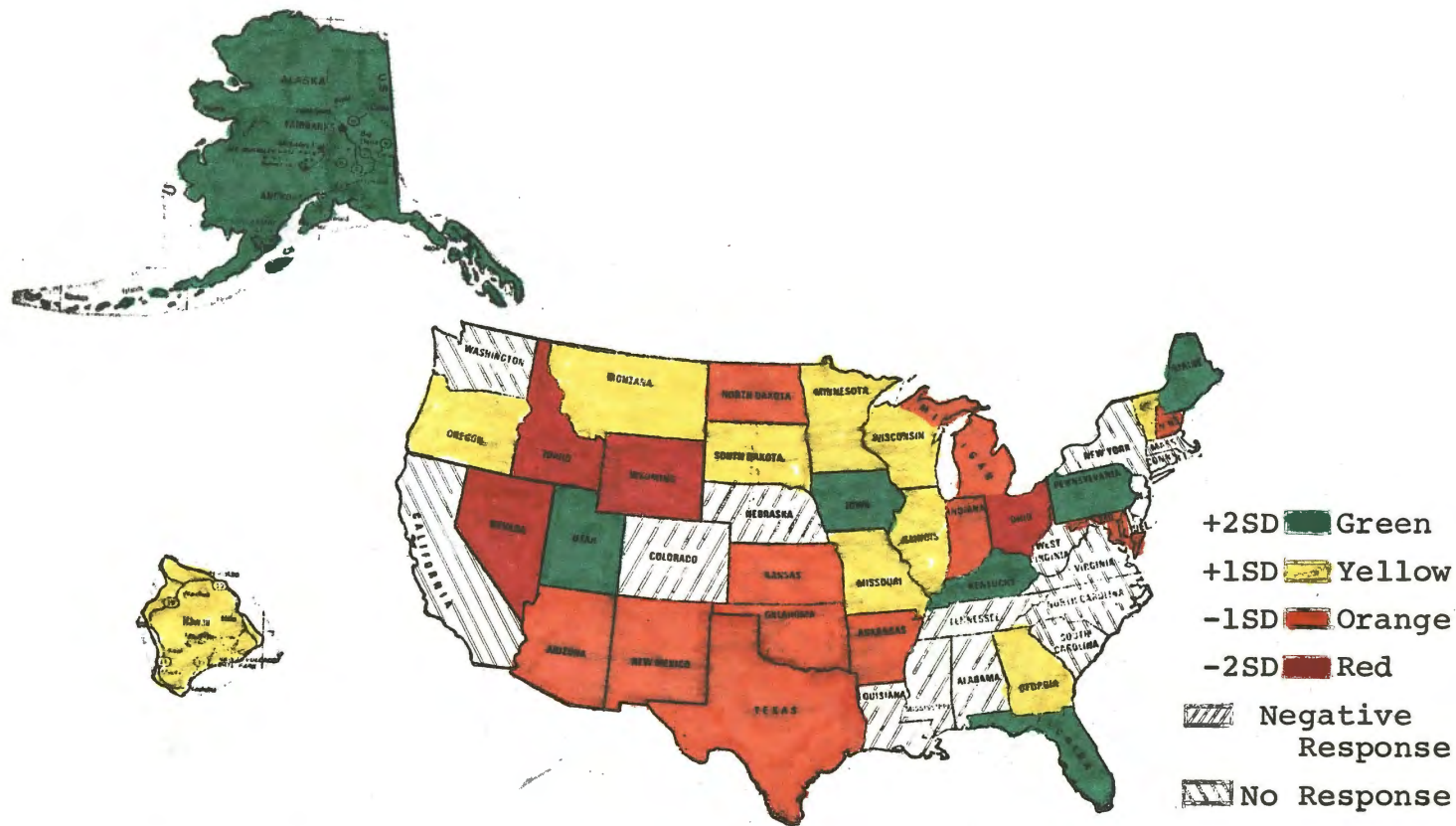


Figure 3. Geographical Patterns of States as to Implementation, Above and Below the Mean

## CHAPTER IV

### SUMMARY AND DISCUSSION

There is clear evidence that the American correctional staff wants to shed off its military format. The officials are no longer enchanted with military ranks and there is a movement toward civilianizing the ranks. This may mean much less emphasis on military type regimentation in future corrections and may hopefully pave a way for non-militaristic attitudes in staff-inmate relationships. Another healthy trend is de-emphasizing the physical requirements like height, weight, age and sex. Most encouraging is the willingness of the system to accept ex-offenders who can prove very effective change agents in the people-changing-process. Bringing in more women workers and employees at all age-levels will add to the talent-pool of the correctional staff. The staff is clearly smarting under the political interference, because all states favored elimination of political patronage and twenty-three states have taken steps to do away with recruitment on political basis. This is a vital step in making corrections a professional career. Again, almost all states want to recruit from minority groups, but there is some resistance in

giving them special considerations for entry in the system. There is a considerable lag in their intent and practice in the matter of recruiting women, minorities and ex-offenders. Similarly, very little is being done to recruit volunteers in the system, although the staff seem to welcome the participation of volunteers and recognize the need to avail of their services.

Quite expectedly, all correctional systems want to improve the working conditions for the retention of staff, but seem to lack the necessary facilities -- the budget, the legislative approval and active support of the administration. The correctional systems have to be more aggressive to secure the facilities needed for staff improvement. Again, these systems recognize the need for further education, training, internship, work-study, study-leave but do not seem to make active pursuits in these areas. They seem to depend on outside agencies to come in and arrange these activities for them. Within the system itself, the upper echelons do favor the training for their subordinates but they do not seem to want it for themselves. Even when the financial assistance for staff training comes from the Federal Government, the upper ranking officials do not seem very eager to utilize it. There appears to be a certain amount of ambivalence about further training. There also seems to be some concern about the other members of the Criminal Justice System having input into correctional planning.

Ranking of states presents a broad geographical pattern: Generally, the northern states are more progressive than the southern states both in their opinion and implementation of national manpower standards. The north-eastern states seem to rest above the mean scores, and the south-midwest states lie below the mean scores. The map clearly illustrates this.

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APPENDIX A

MANPOWER FOR CORRECTIONS SURVEY

MANPOWER FOR CORRECTIONS

SURVEY

Directions:

Each standard, and parts there of, should be rated on a scale of 1 to 5. One meaning strongly agree; 2 agree in part; 3 no opinion; 4 disagree in part, and 5 strongly disagree. Please circle the number that best describes your response.

Each implementation of each standard, and parts there of, should be rated on a scale of 1 to 5. One meaning fully implemented; 2 partially implemented; 3 not implemented; 4 to be implemented; and 5 not applicable. Please circle the number that describes your response.

NOTE: The validity of this study would be greatly enhanced by a written explanation of standard, or parts there of, you disagree with. Please use the back of the survey questionnaire for this purpose.

## Standard 14.1 Recruitment of Correctional Staff

Correctional agencies should begin immediately to develop personnel policies and practices that will improve the image of corrections and facilitate the fair and effective selection of the best persons for correctional positions.

To improve the image of corrections, agencies should:

1. Discontinue the use of uniforms.
2. Replace all military titles with names appropriate to the correctional task.
3. Discontinue the use of badges and, except where absolutely necessary, the carrying of weapons.
4. Abolish such military terms as company, mess hall, drill, inspection, and gig list.
5. Abandon regimented behavior in all facilities, both for personnel and for inmates.

OPINION					IMPLEMENTATION				
STRONGLY AGREE	AGREE IN PART	NO OPINION	DISAGREE IN PART	STRONGLY DISAGREE	FULLY IMPLEMENTED	PARTIALLY IMPLEMENTED	NOT IMPLEMENTED	TO BE IMPLEMENTED	NOT APPLICABLE
1	2	3	4	5	1	2	3	4	5
1	2	3	4	5	1	2	3	4	5
1	2	3	4	5	1	2	3	4	5
1	2	3	4	5	1	2	3	4	5
1	2	3	4	5	1	2	3	4	5

**In the recruitment of personnel, agencies should:**  
**1. Eliminate all political patronage for staff selection.**

1 2 3 4 5 1 2 3 4 5

**2. Eliminate such personnel practices as:**

1 2 3 4 5 1 2 3 4 5

**a. Unreasonable age or sex restrictions.**

1 2 3 4 5 1 2 3 4 5

**b. Unreasonable physical restrictions (e.g., height, weight).**

1 2 3 4 5 1 2 3 4 5

**c. Barriers to hiring physically handicapped.**

1 2 3 4 5 1 2 3 4 5

**d. Questionable personality tests.**

1 2 3 4 5 1 2 3 4 5

**e. Legal or administrative barriers to hiring ex-offenders.**

1 2 3 4 5 1 2 3 4 5

**f. Unnecessarily long requirements for experience in correctional work.**

1 2 3 4 5 1 2 3 4 5

**g. Residency requirements.**

**3. Actively recruit from minority groups, women, young persons, and prospective indigenous workers, and see that employment announcements reach these groups and the general public.**

1 2 3 4 5 1 2 3 4 5

**4. Make a task analysis of each correctional position (to be updated periodically) to determine those tasks, skills, and qualities needed. Testing based solely on these relevant features should be designed to assure that proper qualifications are considered for each position.**

1 2 3 4 5 1 2 3 4 5

**5. Use an open system of selection in which any testing device used is related to a specific job and is a practical test of a person's ability to perform that job.**

1 2 3 4 5 1 2 3 4 5

## Standard 14.2

### Recruitment from Minority Groups

Correctional agencies should take immediate, affirmative action to recruit and employ minority group individuals (black, Chicano, American Indian, Puerto Rican, and others) for all positions.

**1. All job qualifications and hiring policies should be reexamined with the assistance of equal employment specialists from outside the hiring agency. All assumptions (implicit and explicit) in qualifications and policies should be reviewed for demonstrated relationship to successful job performance. Particular attention should be devoted to the meaning and relevance of such criteria as age, educational background, specified experience requirements, physical characteristics, prior criminal record or "good moral character" specifications, and "sensitive job" designations. All arbitrary obstacles to employment should be eliminated.**

OPINION

IMPLEMENTATION

SA AIP NO DIP SD FI PI NI TBI NA

1 2 3 4 5 1 2 3 4 5

2. If examinations are deemed necessary, outside assistance should be enlisted to insure that all tests, written and oral, are related significantly to the work to be performed and are not culturally biased.

1 2 3 4 5 1 2 3 4 5

3. Training programs, more intensive and comprehensive than standard programs, should be designed to replace educational and previous experience requirements. Training programs should be concerned also with improving relationships among culturally diverse staff and clients.

1 2 3 4 5 1 2 3 4 5

4. Recruitment should involve a community relations effort in areas where the general population does not reflect the ethnic and cultural diversity of the correctional population. Agencies should develop suitable housing, transportation, education, and other arrangements for minority staff, where these factors are such as to discourage their recruitment.

1 2 3 4 5 1 2 3 4 5

## Standard 14.3

### Employment of Women

Correctional agencies immediately should develop policies and implement practices to recruit and hire more women for all types of positions in corrections, to include the following:

1. Change in correctional agency policy to eliminate discrimination against women for correctional work.

2. Provision for lateral entry to allow immediate placement of women in administrative positions.

3. Development of better criteria for selection of staff for correctional work, removing unreasonable obstacles to employment of women.

4. Assumption by the personnel system of aggressive leadership in giving women a full role in corrections.

OPINION IMPLEMENTATION

SA	AIP	NO	DIP	SD	FI	PI	NI	TBI	NA
1	2	3	4	5	1	2	3	4	5

1 2 3 4 5 1 2 3 4 5

1 2 3 4 5 1 2 3 4 5

1 2 3 4 5 1 2 3 4 5

## Standard 14.4

### Employment of Ex-Offenders

Correctional agencies should take immediate and affirmative action to recruit and employ capable and qualified ex-offenders in correctional roles.

1. Policies and practices restricting the hiring of ex-offenders should be reviewed and, where found unreasonable, eliminated or changed.

2. Agencies not only should open their doors to the recruitment of ex-offenders but also should actively seek qualified applicants.

3. Training programs should be developed to prepare ex-offenders to work in various correctional positions, and career development should be extended to them so they can advance in the system.

OPINION IMPLEMENTATION

SA	AIP	NO	DIP	SD	FI	PI	NI	TBI	NA
1	2	3	4	5	1	2	3	4	5
1	2	3	4	5	1	2	3	4	5

## Standard 14.5

### Employment of Volunteers

Correctional agencies immediately should begin to recruit and use volunteers from all ranks of life as a valuable additional resource in correctional programs and operations, as follows:

1. Volunteers should be recruited from the ranks of minority groups, the poor, inner-city residents, ex-offenders who can serve as success models, and professionals who can bring special expertise to the field.

2. Training should be provided volunteers to give them an understanding of the needs and lifestyles common among offenders and to acquaint them with the objectives and problems of corrections.

3. A paid volunteer coordinator should be provided for efficient program operation.

OPINION IMPLEMENTATION

SA	AIP	NO	DIP	SD	FI	PI	NI	TBI	NA
1	2	3	4	5	1	2	3	4	5
1	2	3	4	5	1	2	3	4	5

4. Administrators should plan for and bring about full participation of volunteers in their programs; volunteers should be included in organizational development efforts.

5. Insurance plans should be available to protect the volunteer from any mishaps experienced during participation in the program.

6. Monetary rewards and honorary recognition should be given to volunteers making exceptional contribution to an agency.

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1 2 3 4 5 1 2 3 4 5

## Standard 14.6

### Personnel Practices for Retaining Staff

Correctional agencies should immediately reexamine and revise personnel practices to create a favorable organizational climate and eliminate legitimate causes of employee dissatisfaction in order to retain capable staff. Policies should be developed that would provide:

1. Salaries for all personnel that are competitive with other parts of the criminal justice system as well as with comparable occupation groups of the private sector of the local economy. An annual cost-of-living adjustment should be mandatory.

2. Opportunities for staff advancement within the system. The system also should be opened to provide opportunities for lateral entry and promotional mobility within jurisdictions and across jurisdictional lines.

3. Elimination of excessive and unnecessary paperwork and chains of command that are too rigidly structured and bureaucratic in function, with the objective of facilitating communication and decisionmaking so as to encourage innovation and initiative.

4. Appropriate recognition for jobs well done.

5. Workload distribution and schedules based on flexible staffing arrangements. Size of the workload should be only one determinant. Also to be included should be such others as nature of cases, team assignments, and the needs of offenders and the community.

OPINION

IMPLEMENTATION

SA	AIP	NO	DIP	SD	FI	PI	NI	TBI	NA
1	2	3	4	5	1	2	3	4	5

1 2 3 4 5 1 2 3 4 5

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6. A criminal justice career pension system to include investment in an annuity and equity system for each correctional worker. The system should permit movement within elements of the criminal justice system and from one corrections agency to another without loss of benefits.

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## Standard 14.7

OPINION

IMPLEMENTATION

### Participatory Management

Correctional agencies should adopt immediately a program of participatory management in which everyone involved—managers, staff, and offenders—shares in identifying problems, finding mutually agreeable solutions, setting goals and objectives, defining new roles for participants, and evaluating effectiveness of these processes.

This program should include the following:

1. Training and development sessions to prepare managers, staff, and offenders for their new roles in organizational development.

2. An ongoing evaluation process to determine progress toward participatory management and role changes of managers, staff, and offenders.

3. A procedure for the participation of other elements of the criminal justice system in long-range planning for the correctional system.

4. A change of manpower utilization from traditional roles to those in keeping with new management and correctional concepts.

	AIP	NO	DIP	SD	FI	PI	NI	TBI	NA
1	2	3	4	5	1	2	3	4	5
1	2	3	4	5	1	2	3	4	5
1	2	3	4	5	1	2	3	4	5



## Standard 14.8

### Redistribution of Correctional Manpower Resources to Community-Based Programs

Correctional and other agencies, in implementing the recommendations of Chapters 7 and 11 for reducing the use of major institutions and increasing the use of community resources for correctional purposes, should undertake immediate cooperative studies to determine proper redistribution of manpower from institutional to community-based programs. This plan should include the following:

1. Development of a statewide correctional manpower profile including appropriate data on each worker.

2. Proposals for retraining staff relocated by institutional closures.

3. A process of updating information on program effectiveness and needed role changes for correctional staff working in community-based programs.

4. Methods for formal, official corrections to cooperate effectively with informal and private correctional efforts found increasingly in the community. Both should develop collaboratively rather than competitively.

OPINION

IMPLEMENTATION

SA	AIP	NO	DIP	SD	FI	PI	NI	TBI	NA
1	2	3	4	5	1	2	3	4	5
1	2	3	4	5	1	2	3	4	5
1	2	3	4	5	1	2	3	4	5
1	2	3	4	5	1	2	3	4	5

## Standard 14.9

### Coordinated State Plan for Criminal Justice Education

Each State should establish by 1975 a State plan for coordinating criminal justice education to assure a sound academic continuum from an associate of arts through graduate studies in criminal justice, to allocate education resources to sections of the State with defined needs, and to work toward proper placement of persons completing these programs.

OPINION

IMPLEMENTATION

SA	AIP	NO	DIP	SD	FI	PI	NI	TBI	NA
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1. Where a State higher education coordinating agency exists, it should be utilized to formulate and implement the plan.

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2. Educational leaders, State planners, and criminal justice staff members should meet to chart current and future statewide distribution and location of academic programs, based on proven needs and resources.

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3. Award of Law Enforcement Education Program funds should be based on a sound educational plan.

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4. Preservice graduates of criminal justice education programs should be assisted in finding proper employment.

Each unified State correctional system should ensure that proper incentives are provided for participation in higher education programs.

1. Inservice graduates of criminal justice education programs should be aided in proper job advancement or reassignment.

2. Rewards (either increased salary or new work assignments) should be provided to encourage inservice staff to pursue these educational opportunities.

## Standard 14.10

### Intern and Work-Study Programs

OPINION

IMPLEMENTATION

Correctional agencies should immediately begin to plan, support, and implement internship and work-study programs to attract students to corrections as a career and improve the relationship between educational institutions and the field of practice.

These programs should include the following:

1. Recruitment efforts concentrating on minority groups, women, and socially concerned students.

2. Careful linking between the academic component, work assignments, and practical experiences for the students.

3. Collaborative planning for program objectives and execution agreeable to university faculty, student interns, and agency staff.

4. Evaluation of each program.

5. Realistic pay for students.

6. Followup with participating students to encourage entrance into correctional work.

SA AIP NO DIP SD FI PI NI TBI NA

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APPENDIX B

COVER LETTER FOR SURVEY

# pact

PROFESSIONAL AGENCY FOR CORRECTIONAL TRAINING

WARREN RAWLES  
Director

GEORGE MILLARD  
Co-ordinator of  
Psychological Services

ARTHUR BRISON  
Minority Group Specialist

PATTY VAUGHT  
Special Services  
Co-ordinator

MARVIN PROVO  
Educational  
Administrator

HAROLD WILCOX  
Educational  
Specialist

Mr. John Smith, Director  
Department of Corrections  
3400 North Eastern  
Oklahoma City, Oklahoma 73111

Dear Mr. Smith:

Personnel management is an essential function in the operations of every organization. The proper selection and training of employees are basic phases of the personnel program. In the correctional setting, the goal is development of a staff capable of making the field of public service effective, efficient, and economical. If the personnel program is to be successful, there are minimum standards which must be followed, standards for proper selection, training and assignment of personnel.

For twenty years the American Corrections Association has been at work in the development and revision of criteria and standards for the correctional field. Their work has been culminated by the National Advisory Commission on Criminal Justice Standards and Goals. The Professional Agency for Correctional Training in conjunction with Oklahoma State University has instituted a study of the Personnel Management procedures and policies of Correctional Departments in our fifty states. The standards we will use are those listed as Standards 14.1 through 14.11 in the National Advisory Commission on Criminal Justice Standards and Goals for Corrections.


I would like to take this opportunity to ask your cooperation in making this survey. I have enclosed a copy of the Survey

with Standards 14.1 through 14.11 listed and the appropriate responses indicated. At your pleasure, would you, or your designee, respond to these Standards? If you have already responded to the Standards and Goals for Corrections, a copy of your response will suffice for the Survey.

Our goal is to measure the results given by each state against the Standards and Goals as set forth in the National Advisory Commission on Criminal Justice Standards and Goals on Corrections and to draft a report on the reasons given for not complying to given standards. Results of the study will be made available to you upon your request.

Thank you for your cooperation in this matter.

Sincerely,

  
Harold Wilcox

HWW/lkw

Enclosures

APPENDIX C

FOLLOW-UP LETTER

# **pact** PROFESSIONAL AGENCY FOR CORRECTIONAL TRAINING

WARREN RAWLES  
Director

GEORGE MILLARD  
Co-ordinator of  
Psychological Services

ARTHUR BRISON  
Minority Group Specialist

PATTY VAUGHT  
Special Services  
Co-ordinator

MARVIN PROVO  
Educational  
Administrator

HAROLD WILCOX  
Educational  
Specialist

Mr. John Smith, Director  
Department of Corrections  
3400 North Eastern  
Oklahoma City, Oklahoma 73111

Dear Mr. Smith:

Several weeks ago I mailed to your office a survey concerning the National Advisory Commission on Criminal Justice Standards and Goals. The survey specifically dealt with Standard 14, Manpower for Corrections.

I realize that the holiday season is a very busy time and a most inopportune time to deal with a survey. With this in mind I have enclosed another copy of the survey and would request your cooperation in making this survey. If you, or your designee, would respond to this survey, it would be appreciated very much.

Thank you for your cooperation concerning this matter.

Sincerely,



Harold Wilcox

HWW/lkw

Enclosure



VITA<sup>2</sup>

Harold Wayne Wilcox

Candidate for the Degree of  
Master of Science

Thesis: ADOPTION OF NATIONAL MANPOWER STANDARDS FOR  
CORRECTIONS IN THE UNITED STATES: A SURVEY

Major Field: Corrections

Biographical:

Personal Data: Born in Irvine, Kentucky, December 27,  
1933, the son of Mr. and Mrs. C. J. Wilcox.

Education: Graduated from DuPont Manual High School,  
Louisville, Kentucky, in May, 1951; received  
Bachelor of Arts degree in Music from Georgetown  
College, Georgetown, Kentucky in 1959; enrolled  
at University of Virginia in 1969; completed  
requirements at Oklahoma State University for the  
Master of Science degree in July, 1975.

Professional Experience: Minister of Music, 1959-  
1969; Home Missionary, Southern Baptist Home  
Mission Board, 1969-1972; Associate Director,  
Oklahoma Volunteers in Corrections, 1972-1973;  
Administrative Assistant, Professional Agency  
for Correctional Training, 1973; Adjunct Profes-  
sor, South Oklahoma City Junior College, 1974-  
1975.