

Strategies To Implement and To Improve Jail Correctional Training Officer (CTO) Programs



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Audience for this document

*Jail funding authorities/elected officials
Jail leadership
Jail managers and first line supervisors
Field/corrections training officers
Training supervisors
Collective bargaining units
Academy training staff*

*Human resources professionals
Risk managers/insurance carriers
Fiscal officers/managers
Jail stakeholders/community
Employees*

Executive Summary

Training of newly hired correctional officers remains a critical issue, as well as a challenging one, for the field. There is no research, guidance or models focused on implementation or maintenance of on-the-job jail-based programs. These jail initiatives, often titled correctional training officer (CTO), or field training officer (FTO), or jail training officers (JTO) programs, are modified from elements from police/law enforcement field training officer (FTO) programs. Such adapted strategies are often undertaken without aligning the essential elements of the jail's program to its mission, vision and values, and without linking evaluation criteria to a valid job task analysis. This borrowing of program design is not unexpected, as many jails are part of sheriffs' offices and look to the "road patrol" resources and ideas for training newly hired jail officers.

The Center for Innovative Public Policies (CIPP) identified disparities in jail-based on-the-job employee training, with a lack of common language and

procedures. This observation resulted in development of this document intended to provide information to enable and encourage jail leaders, employees, and stakeholders to deliberate about the need for a program, and to assess and evaluate an existing program. There are elements of such programs that are fundamental to their integrity, and ultimately to assure the safety of staff, inmates, and the community. Additionally, the absence of any models and guidance on program content impacts jails' abilities to recruit, train and keep employees. Without meaningful program structure, the credibility of the documentation of a new employee's ability to perform the essential knowledge, skills, and abilities is in question. Training requires the best of employees as coaches and mentors.

The positive information from CIPP's work is:

- 57% of respondents reported that their new employee training programs are successful or very

successful in improving the retention of recruits or trainees.

- 49% of respondents reported their program improved the retention of officers who serve as trainers.
- 75% of respondents reported programs improved the ability of new recruits/trainees to perform required functions.

While this data, and the totality of information gained from the survey, is encouraging, it suggests that there is significant work to be done to improve jail-based programs. Jails vary widely in average inmate daily population, access to resources, operational philosophies, and architecture, all impacting the competences required of new employees.

This document is not intended as a

“cook-book” for jails; but rather provides the bases for thoughtful and collaborative exploration of the need for, or updating of, on-the-job new employee training programs.

A credible and deliberately designed and managed program will not solve all jail challenges, but it will provide a significant contribution to employee development, and establish the community’s commitment to professionalism.

CTO/FTO/JTO What’s in a Name?

For clarity and simplicity, the terms Correctional Training Officer Program (CTO), Jail Training Officer Program (JTO), and Field Training Officer Program (FTO) are consolidated and referred to as Correctional Training Officer (CTO) program in this document.

Generally, CTO describes an agency’s initiatives to engage in a formal, objective on-the-job training, pairing new employees with trained senior officers. The purpose of CTO programs is to complete the hiring and probationary processes, by ensuring that new employees can apply classroom learning on the job, competently perform required job duties, and provide for training remediation as necessary. CTO programs are not intended to replace classroom learning for new employees; but to supplement it.

This document also uses the generic term “correctional officer” to include deputy sheriffs, and other jail line staff charged with the care, custody and control of inmates.

Introduction and Purpose

This document identifies the elements of an effective correctional training officer (CTO) program, and highlights key decisions for jail leaders considering the implementation or revision of a CTO program. These decision points include:

- Commitment of agency leaders and funding authority.
- Fiscal resources.
- Alignment of jail operations and the CTO program.
- Content and format of the CTO program.
- Standard, objective measures of trainee performance.
- Recruitment, selection, training and supervision of CTOs. .
- Documenting and evaluating the program.

Identified here are options, resources, research-based general practices, and ideas to operate a quality CTO program. Using this information, jails can develop (or revise) CTO programs, best suited to their needs.

Although jail leaders daily face competing priorities, among the most challenging is recruiting, selecting and training new employees, along with reducing the turnover of experienced officers. While not a remedy for jail staffing issues, a well-functioning CTO

program is an important ingredient to achieving these goals.

Jails may assert they have a CTO program; but upon closer inspection, its credibility may be questionable. The term "FTO" (field training officer), and by association "CTO" (correctional training officer) imply a specific training model and associated practices. To determine whether a jail has a credible CTO program, consider, at a minimum, whether it has:

- Visible and genuine leadership commitment.
- Measurable program goals and objectives.
- Sufficient fiscal resources (translating into sufficient human resources).
- Policies/procedures/ written directives governing the program, including:
 - Standard objective performance measures, anchored to job duties and the agency's specific policies, procedures, and practices.
 - Processes to recruit, select, train, supervise, and remove CTOs.
 - **Demonstration that the program is consistently implemented among shifts, CTOs, and CTO supervisors.**

- Data-driven evidence that the program is meeting its goals and is a provable asset to the jail.

If a jail believes that a CTO program is essential to jail safety, on-site application of classroom learning, retention of new employees, then supervision and oversight of the program requires the best talent of the agency. CTOs should be

those who embody the organization's vision, mission and values.

A CTO program cannot successfully exist in an environment of outdated operational procedures, indifferent agency leadership, or unsupportive employees. An effective CTO program is a result of a well-run jail operation, and its associated directives, policies and procedures. Enthusiastic and supportive employees add to the program's success.

Benefits of a Correctional Training Officer (CTO) Program

When a new correctional officer is hired, that person is traditionally promptly enrolled in a “basic training” school or academy, to learn the competencies needed to perform the job. However, most, if not all, basic training programs inevitably leave a gap between classroom learning and the detailed knowledge, skills, and abilities necessary to perform the job.

Training [for correctional staff] is often impractical and unrealistic, and there is incongruity between how officers are trained and what they will experience on the job. (Russo, 2018)

These gaps may be due to the absence of agency specific operations taught at regional or state academies. Some agencies hire individuals who may not be enrolled in formal basic training for up to a year (or longer) due to availability of training, agency staff shortages, or fiscal issues. A CTO program can fill gaps; and should only be used to augment a credible “basic training” program. While sometimes challenging for jails with funding difficulties and hiring troubles, sound basic training, followed by a reliable CTO program is a significant way to guarantee staff and inmate safety, and further professionalism.

At their most fundamental level, CTO

programs take up where the classroom leaves off. An effective CTO program is a continuation of the selection, hiring, and training processes by evaluating how the new employee applies the knowledge and performance of the tasks required for the job. Probationary employees who do not demonstrate effective performance, (as measured by standard, job-related evaluation guidelines), can be terminated and/or remediated. This is

important to reducing agency liability for failure to train, and for assuring continued professionalism of the jail’s operations.

CTO programs are also career-enhancing for the employees selected and trained to be CTOs. Retention of jail employees is challenging for many jails, and few incentives are offered. Being chosen and trained as a CTO can provide intrinsic rewards such as, enjoyment of teaching, improved promotion potential and personal prestige; as well as extrinsic benefits such as increased compensation.

A CTO program does not operate in a vacuum, but rather is an integral part of total agency operations. A jail’s CTO program should have among its goals and objectives incorporation of these

elements:

- Role model the agency’s mission, vision and values.
- Complete the hiring and probationary processes by employing a competent corrections officer capable of working in the jail in a safe, skillful, productive, and professional manner, following agency policies, procedures and directives;
- Provide standardized training to all newly hired corrections officers in the practical application of learned information;
- Provide objective, measurable standards for rating and evaluation that clearly identify reasonable expectation of success;
- Develop leaders within the agency by selecting and training qualified employees as CTOs;
- Reduce agency liability by assuring new employees know and can demonstrate accepted correctional practices, consistent with agency procedures, in their daily work, and that this proficiency is documented (or remediated); and
- Promote overall effectiveness of the agency by enhancing an internal culture of excellence and professionalism.

Efforts lacking these objectives likely result in a program which is unstructured,

unsupervised, underfunded, and/or unguided. However, a non-existent or inadequate CTO program can undermine agency operations, demoralize new staff, and leave experienced staff to question the agency’s commitment to them and their careers. The costs of a CTO program may appear daunting in an already-strained fiscal environment. But the value of an effective CTO program must be weighed against the impact of agency reputation in the community, staff vacancies, mandatory overtime, lack of training opportunities, employee attrition, exhausted staff, and resulting potential for liability.

CTO programs must focus on generationally-relevant training, coaching and mentoring, evolving cost-effective training based on the needs of the jail, the changes in the workplace, and the result of on-going assessment of the strengths and weaknesses of agency operations.

This Checklist is included in [Appendix C](#) to help develop, or update, their CTO program.

Survey – Current Status of CTO Programs

In the Summer of 2019, the Center for Innovative Public Policies, Inc. (CIPP) undertook a web-based survey to gain an understanding of the status of correctional training officer (CTO) programs in jails. Since very little data exists about jail-based CTO programs, receiving input from the field was a logical first step. [Appendix A](#) provides the results of the survey; this section summarizes key findings.ⁱⁱ

There are more than 2,800 local jails in the United States from which 141 responses were received. The survey's methodology did not attempt to determine if there were multiple respondents from the same agency. The number of responses may further suggest that CTO programs are not widely (or formally) implemented as had been anticipated. While the authors do not make any claim of scientific rigor, the survey's data are useful for identifying practices employed by respondents, flagging deficiencies, and recognizing areas for future study.

In general, the following conclusions from the survey are the most relevant in terms of defining CTO program guidance, and suggesting "next steps" for jail leaders:

- √ There is not a unified approach or vision of CTO programs in America's

jails, in contrast to what is seen in policing/law enforcement.

- √ There are no "models" for CTO programs, unlike law enforcement with, for example, the San Jose, and PTO models. [Appendix D](#)
- √ Jails appear to be adapting law enforcement/policing models as best they are able.
- √ There is wide diversity in how CTO programs operate, length, evaluation procedures, CTO training, and required documentation.
- √ It appears that limited resources, lack of strong leadership commitment, staffing shortages, agreement on program length and content, and absence of standard evaluation guidelines limit the potential positive impact of CTO programs.
- √ The size of an agency (as indicated by average daily inmate population) is not a defining element in how CTO programs operate. In other words, it was anticipated that the smaller the organization, the less likely it is to have a CTO program, and the larger the agency, the more sophisticated the CTO program. This was not the case.
- √ Fewer than two-thirds of respondents report that they have standard evaluation guidelines to assure

objective review of new hires and assure reliability among raters.

- √ There is no agreement on program length. The length of CTO training varies from fewer than 6 hours to more than 12 weeks. The authors anticipated that the larger the agency, the longer the CTO program; this was not the case.
- √ Only half of respondents report having a job description for a CTO. This raises questions about recruitment, selection, and supervision of CTOs.
- √ Seventeen percent (17%) of respondents report no selection process for CTOs; some relying on volunteers.
- √ Thirty-four percent (34%) of respondents with an average inmate daily population of more than 1,000 do not require CTOs to complete training before they train a new employee. Overall, 71% of respondents require training before the CTO begins their duties.
- √ The greatest divergence seen in the survey is about CTOs' monetary and non-monetary compensation. While some of these findings might be governed by collective bargaining agreements, most respondents reported paying their CTOs their regular salary, to an addition of 5% to 8% of salary. Some jails provide as little as an additional \$.50/hour for a

CTO when they are training a new employee. Thirty-eight percent (38%) of respondents indicated they provide NO *non-monetary* incentives for CTOs, such as insignia, uniforms, choice of days off, and/or choice of leave days.

- √ There is no agreement on how many different CTOs evaluate a trainee during the training period.
- √ There is no agreement on whether trainees are required to demonstrate proficiency by working all shifts. As jails have unique functions on different shifts, exposing new employees to this diversity is essential, especially as they are most likely to work non-day shift posts.
- √ Fifty-seven percent (57%) of respondents believe both that the CTO program was successful or very successful in retention of recruits/trainees and that it improved retention of deputies/officers who serves as CTOs. Note, this number was slightly lower in smaller agencies, (51%).
- √ Importantly, seventy-five percent (75%) of all respondents maintained that the program was successful or very successful in improving the ability of new recruits/trainees to perform job functions. This number was, again, somewhat lower (65%) in agencies

with an average daily population under 500.

In law enforcement/policing organizations, FTO programs are customary, expected practices. In recent years, law enforcement FTO programs have moved toward assuring that changes in the field are a part of new officer indoctrination, (including adoption of community oriented policing concepts). In jails, there is, unfortunately, not the shared agreement on the basic need for such initiatives, much less a united approach to inclusion of contemporary correctional practices. The limited monetary and non-monetary compensation that respondent jails reported for CTOs may also help understand why jails report difficulty in recruiting and retaining CTOs.

The absence of a unified view of CTO programs in the jail-world may suggest there is significant room for improvements, including gaining stakeholder and employee support, and in demonstrating the tangible benefits of the program both operationally and fiscally.

CTO Program: Leadership and Policy Decisions

Agency Leadership and Funding Authority: Aligning Commitment, Mission, Vision and Values

To become, or remain, a key component of the recruitment, selection, and training processes, CTO programs require visible and genuine support of the agency's leadership and the funding authority. All policy statements that describe the program should reflect this commitment. In CIPP's 2019 survey, when jail staff were asked the *barriers or challenges* to improving their jail's CTO program; 20% pointed to the agency's leadership commitment, and 21% cited internal agency culture.

The CTO program must also align with the agency's mission, vision and values. Often, such statements focus outwardly on the impact of the jail in the community, and inwardly on the care, custody and control of inmates, but seldom include betterment of the workplace and employee advancement.

In addition to the support of agency leadership and the funding authority, obtaining and maintaining staff support is equally essential. The first most reported barrier to implementing or improving a CTO

was employee interest, at 47%. Staff must believe that the CTO program is helpful to them, enhances their safety, leads to a better functioning jail, and perhaps chips away at mandatory overtime. Employees may withhold their support, or participation, if they have not been involved in the program's development or revision, do not see it as objective and fair to all involved, and/or observe cronyism in its implementation.

Program Financing – A Cost Benefit Review

"How much will this cost me . . ." is probably the first question most funding authorities ask about a proposal for a new, or a revised, CTO program. There is no formula for computing the price tag of a CTO program. Realistically, such unknown costs can be perceived as a formidable road block.

The challenge of examining costs should not preclude an effort to develop this data, which then can be used to conduct a cost/benefit analysis of CTO programs.

Direct costs of a CTO program may include these elements:

- Developing, refining, and or updating a written directive governing the program.
- Conducting or updating a job task analysis as a prelude to developing performance measures.
- Developing a job description or post order for CTOs.
- Developing or refining a recruitment and selection program for CTOs.
- Training (and re-training) for CTOs; CTO salaries and fringe benefits.
- Costs of trainers (and other expenses if training is not local). Tuition for off-site programs.
- Salary/fringe benefits of the program coordinator (full-time or part-time), and related support (technology, administrative help, etc.)
- Replacement of the CTOs on shift during their training of new employees.
- Costs of the time for CTOs to perform required daily written evaluations and coaching of the new employee under their charge.
- Additional compensation, or costs of uniforms changes, insignia, etc. which the agency may choose to provide to CTOs.

Gathering this cost data, and then, for example, comparing it to overtime and attrition costs can be an eye-opening exercise. While the costs of a CTO program may appear to be significant (especially if a jail is starting from the beginning) they must be weighed against the benefits. Such an analysis may well reveal that the benefits of an effective CTO program justify its costs. Moreover, some of the benefits are intangible. What, for example, is the fiscal impact of low employee morale?

Decision-makers and agency funders often are swayed by the dollars. In that regard, respondents to CIPP's 2019 survey noted that funding and resources was the second most reported barrier (32%) to improving their agency's CTO program. The politically astute jail leader will develop a comprehensive full picture of why a new and/or enhanced CTO program adds to the jail's safety, contributes to risk management, and avoids costs associated with overtime leading to staff shortages, and litigation.

Program Outcomes

Discussing expected CTO outcomes along with program design is necessary to develop a relevant program specifically directed toward anticipated results. CTO programs represent a significant investment of resources, and as such, agencies should be able to assure that they are meeting the organization's needs. Well before implementation or revision, it must be determined how the program's success will be documented by defining measurable goals and objectives. Otherwise, the program will struggle to gain and maintain traction. This approach also helps establish the program's cost/benefit, adding credibility to the outcomes.

A review of existing CTO jail policies and procedures gathered for this document reveals a deficiency of

programs with measurable objectives. Generally, these existing written directives describe the program's operations without defining goals, and certainly not anything measurable. In the absence of measurable objectives, agencies may be vulnerable to challenges of the program's integrity and credibility, perhaps jeopardizing

fiscal support and acceptance of the program by internal as well as external stakeholders.

While agency brain-storming can help to define the goals of a CTO program, also creating a shared vision of what constitutes success, including measures as:

- The retention rate of new employees in years one to five (compared to previous years).
- Number of recruits who voluntarily resign and reasons for their resignations.

- Number of recruits dismissed and reasons for their dismissals.
- CTOs leaving the program and reasons for leaving.

Setting Measurable Program Objectives

The impact of a CTO program hinges on measuring the agency's shared vision of what the program is intended to achieve. Here are examples from several agencies:

- To train and evaluate all (100%) of new corrections employees, preparing them to assume sole responsibilities for their jail duties.
- To ensure 90% of newly hired staff complete CTO training and their probationary period.
- To annually review and update the trainee standardized evaluation guidelines to assure alignment with job duties.
- To train all newly appointed correctional training officers in preparation for their duties prior to assignment.
- To reduce the attrition rate for CTOs compared to non-CTO staff.
- To annually review the CTO program and implement recommendations within six months.

- Reduction in overtime costs.
- Reduction in use of sick leave, or abuse of sick leave and FMLA.
- Trends in remedial training hours for new employees in the program.
- Results of training program evaluations from trainees, CTOs, and jail supervisors.
- Reduction in costs associated with liability, litigation, reduced or increased insurance costs.

Program success can also be measured by the results of new employee satisfaction surveys, as well as the results of "stay" interviews (as opposed to exit

interviews) of all employees.

(Stinchcomb, 2009) (Finnegan, 2015)

"Stay interviews" are private, confidential meetings, or surveys, aimed at making employees' work lives more rewarding, safe and comfortable, and helping to maintain a career focused workplace. Waiting until an employee has resigned to gather exit interview data intended to improve the workplace is too late.

Periodically, the CTO program should be formally evaluated to assure that goals

and objectives are met, and to timely ascertain any fiscal or personnel needs. Of respondents to CIPP's 2019 survey,

only 52% reported that their jail had evaluated the effectiveness of their CTO program (with 17% indicating they

didn't know if the agency evaluated their CTO program). Given that more than one-third of respondents did not answer the question, it is possible that even fewer jails formally evaluate their CTO programs.

Jails should strive to assure that there are measurable goals, and that the CTO program demonstrates significant rewards to the jurisdiction. Assistance from local institutions of higher education might provide credible assistance for conducting periodic evaluations. While not guaranteeing the support of local funding authorities, failing to demonstrate that CTO programs achieve the goals of a safer jail and better employee retention will not add to the dialogue.

Identifying Barriers and Overcoming Them

As part of the process to develop or revise a CTO program, an honest appraisal of relevant challenges is necessary. Each jail's challenges will be unique. Without this assessment, jails will

be unable to develop credible plans to overcome any barriers. This is an opportunity for strategic planning. The

strategic planning process:

- Helps clearly identify priorities;
- Documents needs using objective data;

"Failure to train staff to work in the unique environment of the direct supervision jail will virtually assure the failure of the jail to operate as designed, and put both staff and inmates in danger. (Collins, September 2007)

- Focuses on procuring the resources necessary to accomplish these priorities;
- Identifies the specific actions to achieve goals;
- Specifies how the accomplishments will be measured and sustained;
- Articulates a shared vision and commitment with the staff and the community; and,
- Allows modifications of the plan when circumstances, (or evaluation outcomes), require change. (McCampbell S. W., 2017)

The 2019 survey identified barriers to improving CTO programs as:

- Commitment/interest of agency leadership (20%).
- Employee interest (47%).
- Funding/budget resources (32%).
- Internal agency culture (21%).

These areas certainly suggest an opportunity for strategic planning as part of developing or enhancing a CTO program.

Correctional Officer Job Task Analysis (JTA) –Essential Knowledge, Skills, and Abilities (KSAs) (See [Appendix E](#) for examples)

Agencies should assure there is a current job task analysis (JTA) of what duties line corrections officer are required to perform. This increasingly complex job must be clearly defined before the benchmarks for a CTO program (or even an employee performance appraisal system) can be developed. The basic measures of trainee performance are termed, for this document, *standard evaluation guidelines* and should be based on a credible job task analysis of the core elements of a correctional officer’s job as applied to this specific agency. It is critical that the trainee be rated on valid criteria, not only to enhance the program’s ability to produce qualified workers, but also to protect the agency against potential risks.

How the essential tasks are identified starts with a job task analysis. Each jail should conduct or update a job task analysis/review, taking into consideration the jail’s mission, vision and values, the jail’s architecture and inmate management philosophy, and future jail initiatives. The JTA will identify the essential functions of the job.

Next, the jail’s written policies are reviewed to determine what needs updating based on the JTA. If the policies/procedures are not specific, or are out-of-date, the CTO program is jeopardized. While no policy/procedure is, or should, be written in excruciating detail, the written directives should assure that staff are, in most instances, performing the required duties in the same manner. The same processes to review and define what new employees need to be able to perform also applies to: content of pre-employment training, critical elements of a promotional process; and potential topics for in-service training.



The following is an abbreviated overview of JTA that may be used to develop a valid *standard evaluation guidelines* based on job-relevant tasks:ⁱⁱⁱ

1. Determine what defines the job such as existing policies and procedures, post orders, job descriptions, state administrative regulations, state statute, court orders, etc.
2. Identify missing tasks or tasks that require updating or a better description.
3. Define the knowledge, skills, and abilities required of new employees, exactly what the

4. Specify by what other mechanisms identified tasks can best be learned (e.g. basic training academy, orientation, CTO, etc.) For example, a checklist providing information on how a correctional officer can get the information they need for how to answer inmates' questions (e.g. how to look up inmate accounts, next court dates), how to sign inmates up for family visiting, what inmate programs are available and how to sign up, and other such information that helps get their job

done without needing specific instructions (other than how to locate and use the list).

5. Develop/refine standard evaluation guidelines – what specific behaviors constitute performance ranging from unacceptable to exceptional linked to tasks and competencies.
6. Field test – ask subject matter experts (e.g. the employees) for their feedback.
7. Implement and assess.
8. Finalize; conduct a periodic review; refine.

CTO programs should not demand a higher level of performance from a new trainee than is required of its tenured employees. It does not take long for a new employee to recognize such a discrepancy. This disconnect damages the CTO program, and undermines the agency's commitment to professionalism. It cannot be, "do as I say, not as I do."

Recruit Achievement Measures

The foundations of a CTO program are the core job functions in which new employees must be proficient. These functions cannot be the opinion of the trainers, or vary from shift to shift, or change from week to week. These functions must be documented and

anchored in the job task analysis and the jail's policies and procedures.

It is also noteworthy that relevant standard objective measures for a direct supervision jail may well differ from a linear jail. Likewise, a jail's mission that includes programmatic focus and community re-entry will suggest different training needs than a jail with a more traditional focus on care, custody and control. Therefore, "cutting and pasting" a CTO program from another organization presents difficulties, potentially undermines its validity, and may reduce the internal support for such a "borrowed" program.

In developing standard evaluation measures, jails should resist the urge to include only the "easiest" measures. For example, in terms of "appearance", there will likely be agreement on what is "unacceptable": overweight, dirty shoes, wrinkled uniform, offensive body odor, etc.; as well as what is "superior": uniform neat and clean, leather shined, etc. While perhaps an important part of professionalism, it is not the most critical part of the employee's job.

In defining job tasks, detail is needed. Simply using general categories without specific definitions does not increase program utility or integrity. For example, while the ability to "manage inmates" or "to react quickly" or "display an appropriate attitude" might all be

important, unless these terms are defined in behavioral traits, they will not yield standardized benchmarks, and the ratings will lack validity. If a task is important enough to be included in the CTO program, it is important enough to be clearly defined. Involvement of staff, as subject matter experts in this process is helpful not only to identify tasks and what constitutes acceptable performance, but also to begin generating employee buy-in and support.

Prioritizing the tasks is also necessary. How a corrections officer supervises inmates cleaning floors is a daily duty; but is it more essential than how an officer communicates with inmates, or manages inmate discipline? In other words, greater evaluative weight should be placed on higher priority or high risk duties.

Developing a valid and reliable CTO trainee standard evaluation measures assessment includes the following:

- Begin by listing all duties; preferably those identified by the job task analysis. Confirm these duties with the subject matter experts -those who do the job daily.
- Organize the tasks into major headings, consolidate as appropriate, and begin to prioritize based on the

frequency and criticality of the task and the level of knowledge, skill, or ability required to perform it.

- Assure that all tasks represent the future direction of the organization, not the past. For example, if a new direct supervision jail will be constructed, look at the knowledge, skills and abilities (KSAs) needed to effectively operate it.
- Look ahead five years. For example, is an increase or decrease in inmate programming anticipated, will use of more civilian workers relieve officers of routine work?
- Examine duties on all shifts, and in all operational components of the jail.
- For each of the prioritized job duties, define what, in behaviorally-based language, constitutes the range between unacceptable and excellent/superior behaviors. While agencies may use a three-point scale, or a five-point scale, the importance of the scale is that, definitionally, it must be clear, and unambiguous.

Standard evaluation guidelines that clearly describe acceptable and unacceptable performance in behavioral terms are a key element of any CTO program.

Examples	
Appropriate Standard Evaluation Guidelines (measurable and specifically behavioral)	Inappropriate Standard Evaluation Guidelines (vague and broadly inferential)
<p>General Attitude: <u>Unacceptable</u>: Negative attitude, difficult to work with, pessimistic... Talks too freely about personal issues.... <u>Acceptable</u>: Optimistic, easy to work with; can separate their personal life from work life; motivated and shows a drive to improve.... <u>Superior</u>: Helps encourage others; utilizes off-duty time to further professional knowledge and maintains high professional standards.</p>	<p>Does the officer maintain a positive attitude? Yes or No</p>
<p>Acceptance of Feedback: <u>Unacceptable</u>: Rationalizes actions, becomes argumentative, does not accept criticism, hesitant to make changes. <u>Acceptable</u>: Accepts criticism, applies it in the learning process . . . <u>Superior</u>: Solicits feedback and makes improvements.</p>	<p>The officer is accepting of feedback/ownership of performance issues. Rating: Unsatisfactory through Outstanding.</p>
<p>Interpersonal Communication Skills: <u>Unacceptable</u>: Abrupt, belligerent, disrespectful, overbearing, introverted, uncommunicative; unapproachable . . . <u>Acceptable</u>: Courteous, respectful, empathetic, communicates professionally, listens to others . . . <u>Superior</u>: Establishes rapport, maintains objectivity, at ease in person-to-person communications, deescalates situations. . .</p>	<p>Communicate impersonally. Rating: Unsatisfactory through Outstanding.</p>

These examples are drawn from existing CTO programs reviewed for the preparation of this document. As is apparent from the “appropriate” column, the new employee receiving this feedback has specific direction. Moreover, the language can be reasonably interpreted the same way by varying individuals serving as CTOs, diminishing as much as

possible any potential personal biases. **Appendix E** provides a list of resources.

CTO Wellness and Burnout Prevention

To gain and retain commitment of employees for the CTO program requires that jails acknowledge the impact of CTO burnout. Burnout was cited by several respondents to the CIPP 2019 survey. The general topic of employee wellness and employee mental health is emerging as an important consideration in the stressful jail environment.

Jails often take for granted the dedication and hard work of veteran officers. This sometimes results in taking advantage of these officers. How often CTOs receive a new employee to train, how often a CTO has more than one

recruit in training, whether leave requests are held up or postponed because of agency training needs, and whether CTOs

If the jail considers CTOs to be critical to instilling positive culture into new employees, a recruit seeing a stressed out, overworked, underpaid, and underappreciated CTO seems highly counterproductive.

have breaks between training cycles, etc. should be topics for inclusion in written directives, as well as

in the supervision of CTOs.

If the jail considers CTOs to be critical to instilling positive culture into new employees, a recruit seeing a stressed out, overworked, underpaid, and underappreciated CTO seems highly counterproductive. The role of the CTO program supervisor is crucial, and certainly among the highest priorities are advocating for, and keeping them healthy.

This a summary of critical leadership decisions for implementing or updating at CTO program. Resources are provided in this document's appendices to assist with more in-depth exploration of these, and other decisions.

CTO Programs – Operational Decisions

The CTO's role is to assure that the new employee can apply what was learned in the classroom to the daily work in the jail measured against standard evaluation guidelines. To do this important work, operational decisions are needed. Here are the most critical of these decisions.

Length and Phases of the CTO Program

CTO programs generally consist of several (most commonly four) phases. The program's training content should be sequenced so that new recruit is systematically trained in the most basic and fundamental tasks first. As the trainee progresses through each phase, the topics become increasingly complex, with the CTO stepping back as the trainee assumes more responsibility for problem-solving and decision-making.

The role of the CTO transforms as training in each phase progresses:

- Initially the CTO performs the majority of the tasks in order to model the

correct performance to the trainee while teaching basic skills.

- The CTO then begins to coach the trainee in performing tasks while modeling new skills as needed.
- Finally, the CTO turns all job tasks over to the trainee with the expectation that the new employee will reason through proper performance with minimal assistance. The CTO takes control only when required for safety considerations; to prevent a grievous error by the trainee; or to avoid professional embarrassment.

Training phases are developed on the basis of the list of knowledge, skills, and abilities identified in the job task analysis,

Jails should consider assigning trainees to every shift during the program allowing them to experience all aspects of jail operations, activities, and problems. Realistically, most new employees will not be assigned to day shift, so their familiarity with other shift duties is important.

(as translated into the job description) along with staff input. Borrowing ideas from other jails is

helpful, but does not replace the jail's own assessment of what is critical in their environment. Depending on the jail's shift schedule (for example 8, 10 or 12 hour shifts), the length of each phase can be adjusted to assure that the required information is transmitted, and that

sufficient examples of performance by the trainee are viewed and evaluated by the CTO.

Assigning a trainee to multiple CTOs (at least three CTOs is most common) will allow several experienced staff to observe, train, and evaluate that trainee. The assignment to different CTOs will expose the trainee to a variety of training styles and personal approaches to the job. It will also reduce the possibility of bias and personality conflicts that could interfere with effective training.

Jails should consider assigning trainees to every shift, allowing them to experience all phases of jail operations, activities, and problems. Realistically, most new employees will not be assigned to day shift, so their familiarity with other shift duties is important.

More specifically, the four phases of CTO program are generally as follows:

Phase One: The introduction consisting of an orientation period during which time the trainee is taught and evaluated on certain basic skills, including such topics as emergency response, computer literacy/management information systems, identification of housing units and support areas, scheduling of inmate related activities, food service, etc. Familiarization with written directives, policies and procedures is generally incorporated into this phase, with focus on the application of classroom

should be designated as the trainee's training. The CTO assigned to Phase One is generally the primary training officer. At this point, the CTO's function as a role model is particularly important. A great deal of the recruit's perspective of the agency (and whether continued employment there is merited), will hinge on his/her attitude on what is projected (verbally and non-verbally) by the CTO, along with other observations during this initial phase.

Phase Two: Recruits become familiar with their new role and begin applying themselves to mastering the necessary skills. This phase is characterized by advanced training and polishing the skills learned in Phase One. Practicing interpersonal communications while working with inmates and peers can be highlighted. This phase may also include assisting with head counts, logging required data, application of inmate rules and regulations, observation of disciplinary hearings, inmate movement, medication administration, and other higher-level tasks than expected earlier.

Phase Three: This phase of formal training provides an opportunity for the CTO to review those tasks previously accomplished and assure that the trainee is prepared for Phase Four. During Phase Three, the trainee will be expected to handle most, if not all, of the tasks required of a correctional officer working

on a post, with little or no assistance.

Phase Four: The final evaluation phase. An important aspect of this phase in many jails is the trainee’s return to his or her initial CTO for final evaluation. This is done so that the CTO who originally observed the trainee will be able to evaluate the employee’s competencies. It is predominantly an evaluation only phase, and generally consists of one week of observed activities by the primary CTO.

environment, the CTO program should be same as for those with no prior experience. The jail cannot afford to “assume” that more experienced individuals are prepared for to the job and standards in this jail requires.

Written Directives and Forms

Jails must have written directives, policies, procedures and forms to provide

Overview - Suggested Phased Training

Phase 1	Phase 2	Phase 3	Phase 4
CTO A (Primary CTO)	CTO B	CTO C	CTO A
Orientation (No evaluations)	Daily evaluations	Daily evaluations	Daily evaluations
Day shift (example)	Evening shift (example)	Night shift (example)	Day shift (example)
Weekly progress reports	Weekly progress reports	Weekly progress reports	Weekly progress reports
End of phase reports	End of phase report	End of phase report	End of phase report
Remediation (if required)	Remediation (if required)	Remediation (if required)	Complete documentation recommendation for assignment to post; remedial training; recommendation for termination

Above is an example of how an agency may develop or adapt a phased approach. How phases are structured relates directly to available CTOs, and the ability to manage trainees on each shift. The agency can make decisions about how the program is implemented or revised based on resources and outcomes.

For employees who previously worked in another correctional or criminal justice

the foundation of the CTO program. Below is a list of forms some agencies use. Examples are included in the Resource **Appendix E:**

- Application for CTO.
- CTO program critique (for CTO).
- CTO program critique (for trainee).
- Daily progress report/daily observation reports.
- Weekly progress report (based on phases).
- End of phase report.



- Monthly progress report (based on phases).
- Orientation check-off (for CTO and recruit).
 - Sign-off on program rules, regulations, expectations (for recruit).
 - Issuance of written guidance/manual.
- Recommendation for remedial training.
- Documentation of remedial training conducted/completed.
- Trainee’s critique of the CTO.
- Summary of each phase of training.
- Final Recommendations
- Final Report.

To avoid “reinventing the wheel” jails can adapt forms developed by other agencies, as long as they support and are consistent with the agency’s CTO governing documents.

Additionally, the contents of the CTO manual, guidance specifically designed for CTOs, will be based on many of the decisions by the jail’s leadership, including the program’s length, the standard evaluation guidelines, and how the program is documented. The elements of the CTO manual may include, but are not limited to:

- Program purpose, philosophy, goals.
- Measurable objectives.
- Definitions.
- Ethics for the CTO.
- Instructions to trainees.
- Standard evaluation guidelines (details) and evaluation process.
- General procedures, program structure and format (phases), including assignment of CTOs, shifts, etc.

- Required reporting and agency-required forms such as daily observation reports, weekly observation reports, monthly reports, end of phase reports, remedial training documentation, and final recommendations.
- Remedial training opportunities and guidelines.
- Evaluation format of the CTO program by the trainee.
- Recommendations by CTOs for CTO program improvement.
- Supervision of CTOs by the CTO supervisor; evaluation formats.

The recruitment, selection, training and supervision requirements for CTOs can be included in this manual, or included in another of the agency’s written directives. Also, the role, responsibilities and duties of the CTO supervisor should be addressed.

Appendix E provides examples of CTO and law enforcement field training programs. The authors did not evaluate any of the examples, but provide these as starting points.

Trainee Performance and Feedback

The structure of the program should ensure that there is time in every training day for feedback, support and recommendations from the CTO to the trainee. Most often, agencies ask CTOs and trainees to at the end of each shift devote at least 30 minutes. This ensures that recruits receive immediate supportive assessment from the CTO, which hopefully enables them to learn more quickly.

This end-of-shift review also requires that CTOs recall and document performance in specific situations. Daily observation reports ensure that negative performance trends are more quickly identified and remedied. Additionally, the CTO may also be required to complete weekly reports and an end of phase report. These evaluations describe the trainee's strengths, weaknesses, potential for improvement, deviations from training requirements along with the CTO's efforts to manage each of these occurrences. The CTO supervisor should promptly review and respond to all reports.

Number of CTOs Needed

In determining how many CTOs a jail needs, considerations should include:

- Anticipated number of new entry-level employees who will be hired over the next 3 to 5 years.
- Current number of CTOs.
- Program length.
- Number of trainees assigned, by policy, to a CTO during the training period.
- Number of times a CTO was not available for a recruit and the reasons.
- Whether the CTO must work a post in addition to supervising a trainee.
- Whether the trainee will be assigned to different CTOs during program phases, and for how long.
- Whether the trainee will work different shifts.
- The rate at which CTOs leave the agency, decline to participate, or are removed from these responsibilities.
- Shift relief factors for staff most frequently selected as CTOs to predict their availability during a year.^{iv}

- Budget considerations.
- When training (and re-training) is required and available.
- Whether a CTO is given a "break" between training cycles.

Only in unusual circumstances should a new trainee be paired with a person not trained as a CTO. Recognizing that such circumstances will occur, a jail's program guidance should address how the trainee is managed during that shift to avoid straying from the principles of the program, providing inadequate training, or requiring untrained staff to complete forms, provide comments, or otherwise counsel the trainee. In the best of circumstances, a CTO should be available for each new trainee as they soon as leave the basic training phase of their employment.

Considering the availability of CTOs in the budget discussion, along with the measures of program success might also be useful.

Creating or Updating Job Descriptions and Post Orders for CTOs and CTO Supervisors

To properly recruit, train, supervise and retain CTOs, an agency should define the desired knowledge, skills, and abilities (KSAs) for the position.^v Yet, only about half (52%) of the respondents to CIPP's 2019 survey reported that they had a job description or a post order specifically for the CTO.

The job description should drive the selection process, content of CTO training, describe supervisory expectations, and, if necessary, address conditions for removal from the program. It can also include such selection criteria as desired work experience, performance ratings, supervisory recommendations, or other job-relevant qualifications.

KSAs for the position, might the following:

- Specific years of service working in the jail environment.
- Volunteering to assist in training.
- Experience or certification as a trainer. Completion of other relevant training.
- Communication, coaching, and counseling skills.
- Agency or community commendations.
- Knowledge of agency policies, procedures, written directives.
- No history of counseling and/or disciplinary actions.
- Willingness to serve as a CTO.
- Supervisory recommendations.
- Above average performance appraisals.

The agency may choose to include other factors, but the goal is to be transparent about what is expected, provide the framework for equitable selection of CTOs, and establishing procedures for their evaluation and supervision.

CTO Recruitment and Selection

CTOs are critical to ensuring the

program's credibility, effectiveness, and productivity. The most qualified CTOs function as a: teacher/trainer, coach, role model, mentor, leader,, and evaluator.

Employees, who are potential CTOs, observe the process and arrive at their own conclusions about its fairness, absence of perceived cronyism, and whether those selected are seen as competent and respected peers.

Respondents to CIPP's 2019 survey indicated that the biggest challenge to their agency's CTO recruitment is employee interest (47% seeing this as the largest impediment). How the agency recruits CTOs, passively or actively, influences potential applicants. Is the recruitment method simply posting the vacancy and waiting for applicants; or is there aggressive outreach by agency leadership and supervisors? At the end of the day, the performance and credibility of a new or revised CTO program will be its own reward in terms of attracting new CTOs.

Agencies who are experiencing difficulties recruiting qualified employees to become CTOs need a plan to gain the interest of staff. As part of its strategy, the agency might start with critical self-assessment of the current program, perhaps using the elements of this document as a place to begin discussion. Asking staff what they know about the program, why there is little interest and seeking to understand as well as

overcome any barriers demonstrates leadership's commitment to CTO program improvement. Are compensation or formal recognition elements of staff support?

The reputation and perceptions (negative or positive) among employees about the current CTO program are potential obstacles. The preferences of the newer generation of workers to a better work life balance can be a hurdle to their interest in devoting more of themselves to the organization by becoming CTOs. If the agency requires mandatory overtime, or is critically understaffed, the reticence of staff to take on more work, especially if it appears there is little hope of imminent change in the jail's work environment, is understandable.

Selection materials should be specific as to expectations, time required to be trained to be a CTO, time required to supervise trainees, compensation or incentives, and any other agency-specific requirements. The CIPP 2019 survey identified that jails use a combination of strategies to select CTOs:

- 51% require an application.
- 48% include an oral interview.
- 43% review performance appraisals of applicants.
- 36% use a committee to select the CTO.
- 19% authorize agency heads to select the CTO.
- 72% review supervisor recommendations of applicants.
- 7% use a written test.

The agency's CTO selection process must be transparent and linked to specific job duties described in the job description or post order. Employees who are potential CTOs observe the selection process and arrive at their own conclusions about its fairness, and the absence of perceived cronyism. Credibility will also depend on whether those selected are viewed as competent and respected peers.

Training of CTOs

Agency policy must prescribe the training required for newly selected CTOs, consistent with any state mandates. An important agency consideration is whether CTOs are required to complete training before assuming their duties. To enhance the integrity and effectiveness of the program, requiring training for CTOs prior to their assignment to a trainee is the most appropriate and generally accepted practice.

In the CIPP 2019 survey of jails, 71% of respondents reported that CTOs must complete training before assuming their duties. In terms of how CTOs are trained, the survey found that these strategies are used:

- 71% require formal classroom training.
- 44% provide on the job training.
- 13% use a self-study program.
- 15% use web-based learning.

Eight percent (8%) of respondents indicated they provide no formal training to their CTOs; a majority of these have an average daily population under 500 inmates. Several jails noted that their CTOs

meet with leadership or CTO supervisors for their orientation and training.

The length and content of CTO training may be governed by state mandates. Often these state-level mandates focus on law enforcement rather than jail-based programs. But in the absence of specific direction, jails can make an informed decision by referencing the state level standards for law enforcement field training officers.

Of the respondents to CIPP's 2019 survey, the reported training hours provided to CTOs were:

# of Agencies	Hrs. of Training
6	Fewer than 8
8	8
8	16
16	24
1	32
42	40
7	More than 40

There is no relationship between the average inmate daily population of the respondents reporting different training hours.

The ability of a jail's CTOs to provide consistent ratings for observed trainee behavior is the foundation for success, credibility and integrity of the program. As such, a critical consideration in training new CTOs is to assure that their ratings, using the jail's standard evaluation guidelines, are calibrated – that is, that CTOs' critiques and reviews of a trainee's performance are generally consistent, given the same set of observations and facts.

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training new CTOs is to assure that their ratings, using the jail's standard evaluation guidelines, are calibrated – that is, that CTOs' critiques and reviews of a trainee's performance are generally consistent, given the same set of observations and facts.

CTOs require training, not only in the fundamentals by the organization's standard recruit evaluation guidelines, but also how to be an exceptional coach for new employees. Topics should include more than just how to complete the paperwork, and include listening skills, critical thinking, mentoring and coaching, problem-solving, and interpersonal communications.

While sending new CTOs to training is important (and mandatory in some states), such classroom training alone is insufficient, unless the training is locally sponsored. What is important is training specific to the elements of the jail's CTO program, including the standard evaluation guidelines, specific

expectations, problem-solving techniques, and level of anticipated supervision for the CTO. Generic training that includes principles of CTO programs and skills is helpful only if the new CTO also is trained in their jail's expectations and program detail

Training is a sizeable fiscal and staff investment, and as such, training programs should be assessed critically before investing resources. There are many training programs offered around the country, by states, by regional and local training entities, and by vendors. The authors make no assessment of the quality of these programs. While the majority of these programs are focused on law enforcement, the content most likely has general value to jail-based programs.

CTO training should include:

- [Imbalance of Power - Professional Standards of Conduct](#) CTOs should embody the ethical and professional standards of their agency. They have tremendous influence over whether a new employee keeps their job. In situations of a power *imbalance* such as this, the agency needs to establish, articulate, and enforce explicit professional standards of conduct, for both CTOs and new employees. These guidelines should address, among other issues:

- The nature of the professional relationship between in the CTO, and the trainee.
- Inappropriate language, gestures, and actions (e.g., racist, sexist, homophobic, xenophobic, etc.).
- When touching or hugging, for example, are, or are not, appropriate.
- Boundaries for permitted (and not permitted) off-duty interactions.
- Confidentiality of information about the trainee.

Jails need to aggressively assure there is an internal agency culture that is as unbiased as possible, focusing on objective training behaviors, and addressing prejudice, sexual misconduct, and bias in the workplace.

- [Generational Relevance](#) It is no secret that there is a generation gap in today's work environment. These four generations are: Baby Boomers (born 1943 – 1964), Generation X (born 1965 -1980), Millennials (born 1981-1993) and Generation Z (born 1994 – 2012).

While Boomers are slowly retiring, this does not mean that the remaining generations share the same values, beliefs, learning styles, organizational demands, goals, and expectations.

The specific areas of a CTO program that need attention to be generationally relevant include:

- Scoring and evaluation.
- Providing feedback.
- Supplying innovation.
- Critiquing performance.
- Using trainees' strengths to enhance learning.
- Assuring CTOs are properly trained, especially in interpersonal communications.
- Acknowledge personal achievements. (Fischer, Undated)

While ignoring generational relevancy imperils the CTO program, this narrative is intended to alert jails of the need for generationally relevant content, delivery, and coaching styles. **Appendix E** provides resources on this topic.

- Implicit Bias Jail workplaces need to acknowledge implicit bias in the workplace. Implicit bias is the “unconscious and often subtle associations we make between groups of people and stereotypes about these groups. This phenomenon is distinct from ‘explicit bias,’ the overt prejudice that most people associate with racism, sexism and other forms of bigotry”. (U. S. Department of Justice, 2016) The Resources section of this document provide additional information to aid jails in examining implicit bias in their training programs.
- Adverse Impact of Training An important reason, among others, to maintain accurate data about

CTO programs is to assure there is no adverse impact of the program on protected classes. “Use of tests and other selection procedures can . . . violate the federal anti-discrimination laws if they disproportionately exclude people in a particular group by race, sex, or another covered basis, unless the employer can justify the test or procedure under the law.” (Equal Opportunity Employment Commission, 2010) Jails “assume” that Human Resources is keeping such data; don’t assume, collect and analyze the data.

In addition to requiring new CTO training, the agency should also consider when refresher training is required. As the need for new CTO skills is identified (such as working with the newest generation of employees) the CTO supervisor should assure that training is updated. Findings from periodic (annual) review of the CTO program should also inform additional training needs.

Supervision of the CTO Program

Just as a job description or post order clarifies the requirements and duties of a CTO, the same should be considered for the individual responsible for administrative supervision of the program. While administration of the CTO program may fall into “other duties as assigned”, it

is too important to be just left to that ambiguous universe. Accountability for this important program, one in which significant resources are invested, should be guided by clear agency generated expectations. This position may be full-or-part-time, depending on the size of the jail and the number of new employees who need to be trained. The location of the CTO supervisor in the chain-of-command can be wherever best suits the organization, if the position has access to decision-makers who can help improve the program and address emerging issues.

Among the responsibilities of this position are:

- Maintenance of the written directives (and forms) governing the program.
- Supervision of CTOs on a regularly scheduled basis, (based on the duties in the CTO job description).
- Evaluation of CTOs based on required performance.
- Counseling of CTOs, when necessary, as well as documentation of performance, and recommendations for removal from the program when justified.
- Maintenance of trainees' records. Review of daily reports to assure compliance with agency requirements.
- Assuring there are enough trained CTOs, assisting with recruitment, selection, and scheduling of training.
- Participation in the periodic formal review of the CTO program. Assistance with implementing any recommended changes.
- Problem-solving with trainees and their CTO, as needed.

- Coordination with the agency's human resources functions regarding new employee recruitment, and selection and outcomes of the CTO program (e.g. successes and failures).
- Collaboration with facility and shift supervisors regarding availability of CTOs on all shifts, and related problem-solving.
- Coordination with any regional or state agency overseeing the jail's training.

As this list indicates, the CTO supervisor has key responsibilities for effective operation and coordination of the program. Consistent, well-managed program management can produce positive outcomes in terms of both jail safety and retention of qualified employees.

Additionally, agency policy should clearly identify the circumstances under which CTOs can be removed from their responsibilities. Such removal can be for cause, when a CTO fails to perform required work duties, violates ethical standards, or fails to follow direction of the CTO supervisor. Other times, removal is voluntary, as when a CTO's personal priorities change, they receive a promotion, or they are no longer interested in being a CTO. As some agencies link pay to CTO duties, the policy should be clear about how and when compensation is amended.

Recruit Training and Remediation

How recruit training remediation occurs is driven by the agency's policies. Any phase of field training may be extended to allow the trainee sufficient time to master required tasks and skills. The decision to extend time in the CTO program, or in a specific phase, should be made by CTO supervisor after consulting with whoever is required by policy (e.g. the CTOs, human resources, training director). Objective and thorough documentation prepared by the CTOs is necessary to justify any training extension. A key factor involved in deciding to extend training is whether the deficiency is viewed as something that can be corrected. In that case, the extension provides an opportunity for any diagnosed and documented deficiencies to be addressed, and the required KSAs satisfactorily demonstrated based on the jail's standard evaluation guidelines.

Extension procedures can be managed several ways. The trainee may continue to be assigned to the same CTO unless there is a specific reason to be assigned a different CTO. In any event, the extension should be tailored to fit the needs of the trainee. It should be the CTO's responsibility to see that the

If individuals are terminated from the CTO program, it is critical that feedback be provided to those who are recruiting, screening, hiring, and conducting basic training to enhance the systems to prevent, to the extent possible, future negative outcomes.

extension is viewed in a positive perspective, as a strategy that will help to achieve to the trainee's success.

Recruit Termination from Employment

The CTO program is a step in the hiring process, designed to produce competent corrections officers. The required level of competence is not always reached. Some trainees can perform many, but not all the tasks required, while still others are simply unable to deal with the requirements of the job or the jail's environment. Whatever the reason(s), some trainees will not be able to meet the performance standards required by the agency.

Before a decision to terminate a probationary employee is made, some very specific questions should be addressed, such as:

- What are the documented deficiencies of the trainee?
- What is causing these deficiencies (e.g. skill, knowledge, ability, interest, motivation)?
- What has the CTO and the jail done to overcome these deficiencies?
 - How much and what remediation has been completed?
 - Have there been improvements in trainee performance after remediation?
- What is the likelihood that the trainee will improve with additional remediation?

- Has all required documentation been completed?

When the answers to these questions have been reviewed by the CTO supervisor, and those appropriate in the chain-of-command, and the decision is to terminate. If individuals are terminated from the CTO program, it is essential that feedback be provided to those who are recruiting, screening, hiring and overseeing basic training to adjust their operations to prevent future terminations.

Successfully Completing the Program

When all CTO phases have concluded, and there is documentation that the new employee possesses the requisite knowledge, skills, and abilities,

the trainee can then be advanced in their probationary status. The CTO supervisor assures that all documentation is completed, there is consistency in ratings, and that there is no additional training needed.

A program should also formally request feedback from the new employee about their experience in the program, including how well basic training prepared them for it. This is also the time to ask CTOs about how the process worked for them, and address any outstanding issues. The CTO supervisor may additionally wish to “check-in” with shift supervisors to get their opinion how these newest employees are working out, along with recommendations for improving the CTO program.

This is a summary of critical operational decisions for implementing or updating at CTO program. Resources are provided in this document’s appendices to assist with more in-depth exploration of these, and other decisions.

What's Next

Gaining and Maintaining External and Internal Support

The CTO program, like any other jail change initiatives, may be derailed if internal and external support is lacking, or taken for granted, if there is an absence of genuine leadership prioritization, if the program “goes rogue” (failing to follow directives), if perceptions of bias or favoritism are not addressed, or if the program does not demonstrate return on investment.

Identifying external stakeholders (e.g. funding authorities, community leaders, advocacy groups, criminal justice partners, elected officials) and learning how they perceive the jail might offer options to develop or increase support for enhanced training. Jails need resources to improve training. Funding requires community education, demonstrating benefits to the jail and the community, and highlighting positive outcomes. Telling the story, with data, is a large part of this initiative. FTO programs in law enforcement have become high priorities for jurisdictional leaders and the community as high visibility events have occurred; but the same is not true for jails. This means more work for jails to gain the external support needed.

Respondents to the CIPP survey gave their CTO programs high marks in providing new employees with required job knowledge. However, they also noted that there is mixed support among employees for CTO programs. The reasons for such ambivalence are worth exploring. Employee support directly influences who is interested in becoming a CTO, as well as their feelings about tangible benefits of the program to them. If such ambivalence develops into outright negativity, there may even be subtle attempts to sabotage the program, so feelings of dissatisfaction, for whatever reasons, should not linger unaddressed.

One of the primary responsibilities of jail leadership is to assess the internal culture, address any negative aspects as well as celebrate the positives. Improving internal jail culture is not an isolated one-time project, but an ongoing everyday obligation, to be shared by the jail’s command staff, as well as formal and informal leaders.

Often influential in terms of employee support is the positive or negative impact of the jail’s internal culture. Internal culture encompasses the values, assumptions and beliefs that people in an organization hold, all of which influence

the way they think and behave within that environment (Flaherty-Zonis, Building Culture Strategically: A Team Approach for Corrections, 2007) . A CTO program that is: anchored in written directives and operational practices; perceived as fair and equitable; that improves the workplace; and is viewed by employees as working to assure their best interests may well encourage staff to embrace the program, integrating it into the organization's culture.

The internal culture either supports change and innovation, or it works to defeat any new ideas. It can welcome and support employees, or fuel destructive practices and gossip. Negative culture, without effective leadership intervention, will continue a downward spiral. Left unattended, or with just good intentions and hope that things will change, allows the default culture to run the jail. (McC Campbell S. W., Core Competencies and Jail Leadership: Positive Organizational Culture, 2018) The default culture(s) are those that emerge to fill the vacuum created when there is not sufficient attention to internal culture (Flaherty-Zonis, 2007).

Homework – Updating Agency Operations and Written Directives

Information, data and processes used to implement or update a CTO program are likely to suggest the need for other

changes. For example, it may become apparent that it is necessary to:

- Update entry-level job descriptions based on task analysis.
- Update recruitment and promotional materials.
- Develop or adjust recruitment plans and targets.
- Update the focus of pre-employment screening.
- Update pre-service training.
- Modify performance appraisals criteria.
- Update promotional processes.
- Prepare/update a leadership development program (McC Campbell S. W., Jump Start Your Jail's Leadership Development Program: Application of the Jail Core Competencies, March 2019).

When examining these processes, jails should consider, at a minimum what data informs the various steps in recruitment, background investigations, selection, and probationary decisions, and overall generational relevance.

The organization may also wish to consider a modified CTO program for newly promoted sergeants and lieutenants (and other mid-managers). How jails prepare newly designed supervisors impacts the entire agency. Preparing supervisors in a classroom suggests that on-the-job validation of this learning from seasoned and respected peer might further contribute to personal and agency success.

Action Planning to Develop or Revise A CTO Program

Jail leadership should not feel overwhelmed by the scope of work needed to develop or revise a CTO program. When the jail is ready to implement or revise a CTO program, formalizing the process is critical to getting it done. This can be accomplished in a variety of ways, including empowering a committee, or task force of stakeholders, and assuring communication and inclusion as the process moves forward. The key is that the leadership makes clear the priority of the work, provides visible support, allocates appropriate resources, and assures the work stays on track.

Starting with a collaborative effort to define the desired outcomes in measurable terms helps guide this work. If the vision of how the new, or revised, program will improve operations and recruitment/retention is not defined, planning will be muddled and frustrating for those involved.

There are many formats for action planning to develop or revise the program. Use the best format for the jail, if these elements are included, at a minimum:

- The measurable objectives.
- Steps in the process.

- Timelines for completion, or interim completion of the steps in the process.
- Who (by name) is responsible.
- Identification of the stakeholders.
- The output (e.g. reports, forms, training).
- Measures of success – how the jail knows it works.

Action plans are living, breathing documents, which should be periodically amended and updated. Assuring there is regular agency-wide communication enhances transparency and provides the opportunities for input.

To update or revise a CTO program, the jail may wish to examine the current program, based on the objective goals, and any analysis of how the program is functioning. This process can be aided by conducting a root cause analysis (RCA). While RCAs are used after a critical incident, they can also be used to examine operations before an incident, or to clearly identify any existing operational issue (McCampbell S. W., 2019)

Research Needs – Jail CTO Programs

As noted in the introduction, there appears to be an absence of research, validations, or reviews of jail-based CTO programs. For example:

1. The authors were unable to identify any evaluations of the effectiveness of a jail-based CTO program; or any

evidence of an agency's assessment of program validity, that is, do the assessment measures reflect the work expected of new employees and the objective rating of that work.

2. There is a need to develop jail-specific models for CTO programs, considering the size of agencies, fiscal and human resources, the jail's operational philosophy, and the architecture of the physical plant.
3. In the absence of such validated insights and valid models, it becomes more difficult to gain the support of stakeholders and funders. Most jails are operating CTO programs on a shoe-string in terms of funding, staffing, and foundational grounding in policy and standardized processes. This is a disservice to all involved, potentially demoralizes employees, undermines recruitment and retention efforts, and impacts the overall safety of the jail.

As many researchers know, jails provide an excellent laboratory to work on developing research-based and employee focused initiatives. Perhaps jails need to reach out and meet the academic community.

Conclusions

This document provides a road map for jails considering implementing or revising an existing a CTO program. Throughout the process, agency personnel, funders, and stakeholder involvement is essential to success.

CTO programs keep jails safer, focus on operational innovation, improve fiscal management, enhance risk management, and contribute to staff morale and retention. These programs contribute to individual and organizational excellence. CTO programs are essential to assuring that trained individuals work in our nation's jails.

Nationally, CTO programs do not share any unified vision, as exists in law enforcement. There are no "models" for jails. Many CTO programs are "cut and pasted" from law enforcement, not focused and centered on the specific needs of an individual jail. They are not anchored in the job tasks needed of jail workers.

The compensation and recognition of CTOs requires leadership consideration. The supervision of CTO programs, training of CTOs, data collection, analysis, and corrective actions also require attention. Programs need to address implicit bias and avoid adverse impact, strive to be generationally relevant, assure that there is attention to the imbalance of power, and valuing of CTOs to prevent burn-out.

Some jails report that staff shortages impact their ability to operate CTO programs. This is, sadly, a self-defeating spiral. Failing to adequately train new employees can contribute to mediocre operations, invites negative internal culture, increases danger to inmates and staff, and helps undermine retention.

Jail leadership, funders, stakeholders and employees are urged to use the information in this document to help identify a way forward to improve operations.

Appendix A: Review of Survey Results Survey – Current Status of Jail CTO Programs August 2019

In June and July 2019, CIPP undertook a web-based survey to gain an understanding of the current status of correctional training officer (CTO) programs in jails. The authors could locate very little substantive information and data about jail-based CTO programs, and believed asking the field was a first step toward producing information and guidance helpful to those stakeholders.

The survey was developed, then field-tested by jail professionals, edited on the basis of field-test comments and placed on-line on for 30 days. Notification of the availability of the on-line survey was placed on the “list serves” of the National Jail Leadership Command Academy, Texas Jail Association, and the American Jail Association’s bi-weekly *Alert*. These “list serves” reach thousands of jail professionals. The survey was closed on July 26, 2019.

There are approximately 2,800 local jails in the United States according to the Bureau of Justice Statistics. This survey received 141 responses. Concerning to the authors was the small response, as several thousand people had information about, and access to the survey. This perhaps suggests that CTO programs are not widely implemented, or not “formally” available (e.g. grounded in written directives and having validated standard evaluation guidelines) as generally believed.

The survey’s methodology did not attempt to determine if there were multiple respondents from the same agency. Nor do the authors make any claim of scientific rigor for survey methodology. However, results can be used to identify issues of shared concern, current practices by respondents, needs of the field, and areas for future study.

In the law enforcement/policing profession, FTO programs are considered customary, expected practices. While not all of these law enforcement FTO programs are identical, they nevertheless exist in most agencies. In recent years, law enforcement FTO programs have moved toward assuring that changes in the field, including adoption of community oriented policing concepts and attention to issues involving implicit bias, are incorporated into their FTO programs. In jails, there is not the shared focus on having programs which specified requirements.

Q 1 – Overview of Size of Respondents’ Agencies

Agency Size – the respondents to the survey, by size of jail (average daily inmate population) are as follows, compared to their percentage of all jails throughout the country:

ADP/Size of Jail ^{vi}	# of Jails	# of Respondents	Percent of Respondents	% of Jails Nationally
99 or fewer	1488	34	24.11	52.7%
100- 249	677	19	13.48	24%
250-499	305	29	20.57	10.8%
500 - 999	205	18	12.77	7.2%
More than 1000	151	41	29.08	5.4%
	2826	141	100	

Q 2 – Does your jail have a Correctional Training Officer (CTO)/Field Training (FTO) program?

Of the 141 respondents, 87% reported they have a CTO or FTO program. Of those responding negatively, all have an average inmate daily populations of under 250.

Q 3 – If your jail does NOT have a CTO/FTO program, how is training provided to new recruits? Check as many as apply.

Of the 14 respondents from smaller jails, 1 used only pre-service classroom training, 7 used on-the-job training, 6 used a combination of classroom and OJT, and 1 reported using on-line classes.

Q4 – If your jail does NOT have a CTO/FTO program, in your opinion, why not? Check as many as apply.

The smaller jails noted these reasons for the absence of a CTO program:

- 50% - lack of staffing
- 43% - lack of knowledge about CTO/FTO programs
- 43% - too small a facility
- 21% - lack of financial resources, or lack of interest by agency employees, or lack of interest by agency leadership.^{vii}

Q 6– If your agency has a CTO/FTO program, please identify the components of the program. Check as many as apply.

Of the 103 who responded, the following were identified:

- 89% - documentation of each day of training noting the trainee’s performance.
- 87% - measurable job-related criteria to assess the trainee’s performance.
- 85% - person/post responsible to oversee/supervise the CTO/FTO program; and remedial training for underperforming trainees.
- 82% - evaluation of the CTO/FTO.
- 79% - policy, procedure and/or manual governing the CTO/FTO program; and training for all CTOs/FTOs prior to assuming their duties.
- 67% - selection process for CTO/FTO.
- 64% - standardized evaluation guidelines assuring reliability of ratings among CTO/FTOs.
- 16% - separate or identifiable budget for the CTO/FTO program.

The size of the jail as measured by average inmate daily population did not result in appreciable differences in responses.

Q 7 – The length of your agency’s CTO/FTO program is (not including any trainee remediation).

Of the 103 who responded, the following program lengths were reported:

- 3% - less than one week
- 2% - one week
- 9% - two weeks
- 9% - three weeks
- 11% - four weeks
- 6% - five weeks
- 12% - six weeks
- 5% - seven weeks
- 18% - eight weeks
- 19% - longer than eight weeks

Some respondents indicated training length is based on the performance of the trainee.

Interestingly, the size of the respondent’s agency did not align with the CTO program length, as might have been anticipated. For example, of the 20 respondents indicating their program was longer than eight weeks, 80% (16) had an average inmate daily population of 500 or fewer. Of the respondents with an average inmate daily population of 500 or more, 53% reported CTO programs of four weeks or less.

Q 8 - Is there a job description or post order specifically for the position of CTO/FTO?

Approximately half (52%) of respondents indicated there is a job description or post order; 43%, said no, and 5% did not know. Seventy percent of respondents indicating they had no job description or post order have average daily inmate populations of less than 500.

Q 9 - The selection process for CTOs/FTOs includes (check as many as apply):

The selection process for CTOs varies:

- 17% of respondents who reported no formal selection process, most of these respondents (78%) have average daily inmate populations of under 500.
- (72%) rely on supervisory recommendations.
- 30% rely on volunteers, most of which represent agencies with average inmate daily populations of under 500.

Q 10 – Are CTOs/FTOs required to complete formal training PRIOR to assuming their duties?

Seventy-one percent (71%) of respondents indicate training must be completed before the CTO assumes their duties.

Thirty-four percent (34%) of the agencies NOT requiring training be completed before training recruits have average daily populations of more than 1,000.

Thirty-one percent (31%) of the smallest agencies in terms of average inmate daily population (fewer than 100) did not require training be completed before assuming duties.

**Q 11 – How are CTOs/FTOs trained? Please check as many as apply; and
Q 12 – What is the length of training for CTOs/FTOs?**

Respondents identified a combination of strategies to train CTOs:

- 71% required formal classroom training.
- 44% provide on the job training.
- 13% use a self-study program.
- 15% use web-based learning.

Eight percent (8%) of respondents indicated they provide no formal training to their CTOs; most of these have an inmate daily average population under 500. Several noted that their CTOs meet with leadership or CTO supervisors for their orientation and training.

While the length and content of CTO training may be governed by state mandates, this was not identified in the survey. In fact, state-level mandates often focus on law enforcement rather than jail-based programs. Reported training hours provided to CTOs were:

- 6 - fewer than 8 hours of training
- 8 - 8 hours
- 8 - 16 hours
- 16 - 24 hours
- 1 - 32 hours
- 42 - 40 hours
- 7 - more than 40 hours

There is no pattern in terms of the size of the agencies among those responding to this question, which may reflect state standards.

Q 13 - Are CTOs/FTOs paid an additional salary while they have a recruit in training? and

Q 14 – What other incentives, than salary, are provided to CTOs/FTOs? Please check as many as apply.

In general, more than half of respondents (58%) report they provide additional salary or other financial compensation to their CTOs provided in several ways, with few commonalities. In summary, responding agencies offer:

- Hourly salary supplements ranging from \$.50/hour to \$6.00/hour (18).
- Overtime or compensatory time ranging, 1 to 2 hours (12).
- Daily or shift supplements ranging from \$4/day, to \$60/day or 5% of salary (9).
- Increases from \$50/month to 8% of salary (15).
- One agency reported that there was a one-step pay increase.

It is probably inaccurate to suggest, based on this information, that 40% do not provide compensation; but rather it was not reported.

Viewing the size of jails, 64% of those not providing any non-salary incentives have average inmate daily populations is under 500.

Those with other than fiscal incentives (62%) reported:

- Choice of days off (3%).
- Choice of shift (4%).
- Compensatory time (5%).
- Promotional consideration (29%).
- Special insignia or uniform (47%).

Q 15 – How often are trainees evaluated by the CTO/FTO?

Respondents indicate that daily evaluations are conducted (78%).

Q 16 – During the CTO/FTO training period, usually what is [are] the number of trainees assigned to each CTO/FTO?

Predominately, 86% reported that one trainee is usually assigned to a CTO. There was no significant difference in this response based on size of the jail.

Q 17 – During field training, the trainee is assigned:

Regarding the CTOs supervising recruits:

- Respondents reported 43% of trainees are assigned to one CTO/FTO
- Respondents reported 50% of trainees are rotated among several CTOs/FTOs.

Several respondents noted that the assignments are based on availability of CTOs.

Q 18 – As part of the CTO/FTO program, is the trainee assigned to all shifts?

Sixty-one percent (61%) of the respondents noted that the trainees work all shifts. The split among jails reporting that trainees do NOT work all shifts (38%) is almost equally divided by size of smaller and larger agency.

Q 19 – If a trainee fails any part of the CTO/FTO program, is there an opportunity for training remediation: that is, the trainee is offered additional training? and Q 20 – Has your agency terminated the employment of a probationary trainee based on the trainee’s performance in the CTO/FTO program?

- Ninety-eight percent (98%) of respondents indicated remedial training is offered.
- Sixty-seven percent (67%) of respondents reported that trainees had been terminated based on their performance in the CTO/FTO program. The split among jails reporting that trainees were not terminated (28%) is almost equally divided by size of agency.

Q 21 – Has your agency validated the criteria used to assess the trainee? By validation, the criteria are demonstrated as job-related?

Eighty-two percent (82%) of respondents agreed that their program had been validated. The split among jails reporting that their criteria has been validated is almost equally divided by size of agency. A small group of respondents, (6%), reported they didn’t know if their criteria had been validated.

Q 22 – Has your agency’s CTO/FTO program been challenged through arbitration, legal action and/or litigation?

Most respondents (73%) answered no; with 25% indicating they did not know.

Q 23 – Has your agency evaluated the effectiveness of your agency’s CTO/FTO program?

Of the respondents who were aware of an evaluation, 62% indicated the program had been evaluated. Larger agencies were more apt to have conducted an evaluation (60%).

Q 24 – This question asked opinions as to whether the CTO/FTO program improved retention of recruits/trainees? Improved retention of deputies/officers who serve as CTOs/FTOs? Improved the ability of new recruits/trainees to perform required job functions?

Of those offering an opinion:

- 57% believed both that the CTO/FTO program was successful or very successful in retention of recruits/trainees and improved retention of deputies/officers who serve as CTOs/FTOs; and
- 75% believed that the program was successful or very successful in improving the ability of new recruits/trainees to perform job functions.

The opinions expressed by those working in agencies with smaller average daily inmate populations (fewer than 500) were not quite as optimistic, with 51% viewing the program as successful or very successful in retaining new employees and CTOs/FTOs; and 65% believing it improved new employees’ ability to perform required job functions.

Q 25 - If your CTO/FTO program is not, in your opinion, optimal, what are the challenges/barriers to improving it? Check as many as apply.

Twenty-nine percent (29%) reported that their program was operating well (split almost in half by responses from larger and smaller agencies). Of those indicating a challenge, these were cited:

- Commitment/interest of agency leadership (20%).
- Employee interest (47%).
- Funding/budget resources (32%).
- Internal agency culture (21%).

Additional challenges identified the program selection, training, and supervision of CTOs. Some specific issues included:

- Trainers are teaching things "how they do it" and not according to the agency's training manual; need more consistency and not have CTOs "go rogue".
- Unqualified CTOs due to jail leadership's refusal to accept input from supervisors concerning poor CTO performance.
- The length of the program as this agency's allotted time (2 weeks) is not sufficient to evaluate a new hire.
- Turnover and leadership.
- Need to rotate recruits among CTOs and shifts.
- CTO burnout.

Appendix B – Knowledge, Skills and Abilities Examples

These are examples of the knowledge, skills and abilities (KSAs) in which a new correctional employee needs to be proficient. These are in no priority, identified in CTO programs reviewed for the development of this document.

Knowledge ("know"): A body of information needed to perform one's job—e.g., administrative practices, accounting principles, correctional law.

- Knowledge/policies/procedures/relevant statutes/post orders
- Operations:
 - Booking/release (may be part of another orientation/CTO progress for assigned officers)
 - Classification/re-classification (may be part of another orientation/CTO progress for assigned officers)
 - Initial housing/pre-classification
 - Administrative segregation
 - Disciplinary housing
 - Protective custody
 - Disturbance/hostage/bomb threats/weather/escape
 - Contraband/control of/identification of/disposal of
 - Daily operations
 - Commissary
 - Head counts
 - Housing unit schedules (all shifts)
 - Inmate discipline
 - Inmate grievance process
 - Inmate hygiene
 - Inmate movement/court movement/program movement
 - Inmate request process
 - Inmate sick call/Medical administration/alcohol/drug detox
 - Jail equipment
 - Key control
 - Laundry/linen exchange
 - Mail/legal mail
 - Meal service
 - Programs/volunteers
 - Sanitation procedures/maintenance
 - Searches/cell/facility/strip/pat
 - Security procedures
 - Visiting procedures
 - Emergencies
 - Bomb threats
 - Disturbances/equipment/procedures
 - Fire/evacuation of inmates/use of equipment
 - Hazardous materials
 - Inmate altercations
 - CPR/First Aid/Narcan
 - Weather threats
 - General appearance of the employee
 - Inmate supervision/direct supervision principles/inmate behavior management

- Specialized housing units (e.g. administrative segregation, disciplinary segregation, protective custody)
- Management of female inmates
- Management of Inmate workers/on unit/in facility
- Management of juvenile inmates
- Mental health/suicide observation/prevention/cut down tools
- PREA/inmate sexual safety
 - Rules for staff, volunteers, contractors, inmates
- Special needs inmates
 - American with Disabilities Act (ADA)/limited English proficiency (LEP), deaf/heard of hearing/visually impaired/low intellectual functioning
- Use of Force/restraint techniques/handcuffing/reporting
- Use of information system/input/use of such systems
- Work release/home arrest

Skill ("do"): A function acquired over time, with practice, until expertise is developed. Often involves the application of knowledge; e.g., report-writing, hostage negotiation, motor vehicle operation.

- Interpersonal communications/with CTO/with peers/with supervisors/with inmates/verbal and non-verbal communication
 - Control of conflict
 - Interview skills
- Officer safety/inmate safety
- Report writing/completion of forms/clarity/grammar/content
- Use of radio/telephone procedures
- Vehicle operations (if needed)
- Weapons handling/retention

Ability ("innate"): Inherent talent or aptitude—a person's "genetic tools"; e.g., IQ, empathy, patience.

- Attitude toward the work required/acceptance of feedback/inquisitiveness
- Decision-making/problem-solving/ability to apply classroom learning to practical application
- Performance in non-stress conditions/in stress conditions
- Professionalism/language/demeanor toward peers, inmates, volunteers, contractors, and/or the public
- Self-initiative work

Appendix C

Checklist – Developing or Updating an CTO Program

These suggested steps are not necessarily consecutive. In other words, the steps may be applied in any order, and concurrently.

✓	Action Steps	Summary of Content
	Gain commitment of agency leadership and funding authority.	<ul style="list-style-type: none"> • Link CTO program to agency mission, vision, values; provide tangible evidence of support of agency leadership and funding authority. • Assess internal agency support for the CTO program; address findings of this assessment. • Establish a coalition to guide the implementation or revision process.
	Periodically review/update the jail's operational practices, policies and procedures.	<ul style="list-style-type: none"> • Assure policies and procedures for jail operations are current, specific, provide guidance for training, supervision, and accountability. • Address disparities of policy application on shifts and all operational components.
	Define CTO program goals outcomes – determine how success will be measured. Define data collection instruments. Define the chain-of-command and reporting structure.	<ul style="list-style-type: none"> • Develop/update quantitative goals and objectives. • Identify data that will permit measurements. • Define who will collect data, how it is reported and analyzed, and how often. • Consider the strategic planning process as a means to develop or update the program.
	Conduct job-task analysis; Identify/update competencies/tasks necessary for new employees.	<ul style="list-style-type: none"> • Identify specific tasks; develop/update • Behaviorally-anchored standardized evaluation guidelines.
	Prepare/update CTO program written directives; policies/procedures; forms, including performance measures.	<ul style="list-style-type: none"> • Establish or revise the CTO program, identify objectives, organizational placement, chain of command and supervision; and program evaluation; • Determine compensation for CTOs and/or identify other incentives for CTOs; • Define training hours/topics for CTOs; • Identify the periodic review of the program. • Describe program components: recruitment, selection, training, supervision, removal of CTOs; forms; phases; use of multiple CTOs; assignment to shifts during training; remediation; trainee termination; professional standards of conduct, generational relevance, implicit bias, and adverse impact.
	Prepare/update budget for the CTO program; determine compensation for CTOs and CTO supervisor(s).	<ul style="list-style-type: none"> • Review direct and in indirect program costs. • Establish rules for pay or other compensation. • Align with collective bargaining agreements.
	Prepare/revise post order/job description for CTOs.	<ul style="list-style-type: none"> • Specify duties, selection, removal, reporting obligations, chain-of-command, and compensation.
	Prepare/revise post order/job description for CTO program supervisor.	<ul style="list-style-type: none"> • Specify duties, selection, removal, reporting obligations, chain-of-command, and compensation. • Define performance standards for CTO supervisor.
	Develop/update CTO recruitment materials; define selection process.	<ul style="list-style-type: none"> • Align recruitment, selection materials to job descriptions and duties; • Solicit input from employees (CTOs and non-CTOs);

✓	Action Steps	Summary of Content
	Develop/update processes to receive CTO program feedback from probationary employees, line staff, CTOs and supervisors.	<ul style="list-style-type: none"> • Use the feedback to improve the program. • Develop an action plan.
	Update the agency's new employee recruitment plans and hiring processes based on outcomes of the CTO program.	<ul style="list-style-type: none"> • Use data to determine if the hiring process results in employees whose skills align with the CTO program. • Link the information gathered in the job task analysis to improve recruiting, including materials, website and other means shown to be successful recruitment strategies. • Assess effectiveness of screening of new employees. Review screening criteria, and background investigation procedures and timeliness.^{viii}
	Review and update the agency's pre-service training based on updated standard evaluation guidelines and results of periodic review of the CTO program.	<ul style="list-style-type: none"> • Evaluate effectiveness of pre-service training. • Determine if training produces qualified candidates to enter the CTO program. • Analyze probationary failures.
	Update agency job descriptions based on updated standard evaluation guidelines and results of periodic review of the CTO program	<ul style="list-style-type: none"> • Use the subject matter expertise (jail staff) to update all job descriptions.
	Revise the agency's employee performance appraisal process based on updated standard evaluation guidelines and results of periodic review of the CTO program	<ul style="list-style-type: none"> • Use Job task analysis and behavioral benchmarks for new employees to update/improve performance appraisals for all employees.
	Periodically evaluate the program. Create action plans to address deficiencies or needed changes.	<ul style="list-style-type: none"> • Assign responsibilities for periodic reviews; determine due dates; identify intended outcomes.^{ix} • Determine if the program has returned the appropriate investment for the jail; link to the measurable objectives established. • Determine if written directives governing the CTO program need updating, including updating of performance measures. • Assure there is no adverse impact of the program.
	Regularly keep employees and stakeholders updated on the outcomes of CTO program.	<ul style="list-style-type: none"> • Assure communication about the CTO program is shared, including outcomes of evaluations and proposed changes.

Appendix D Overview of Field Training Programs in Law Enforcement – What Jails Can Learn

The information in this Appendix is presented as a brief historical perspective on the development of field training officer programs. This background information may be helpful as jails consider implementation, or revision of programs.

Field training officer (FTO) programs are imbedded in most police/law enforcement agencies in the United States. More than fifty years ago, the President's Commission on Law Enforcement and the Administration of Justice, identified significant deficiencies in police organizations and recommended improvements in police training, salaries, and education. Moreover, the Commission recommended that police officer training be combined with supervised field training, and that ". . . the recruit should be systematically observed and rated." (President's Commission on Law Enforcement and the Administration of Justice, 1967). Federal funding was provided to help implement many reform efforts, and the first glimmers of better pre-service and on-the-job training emerged.

From a jail/corrections perspective, the National Institute of Corrections was established in 1971 following the major disturbance at Attica Prison in New York State.^x [Focused on training, NIC produced FTO video conferences in 2003 and 2004. NIC addressed FTO programs in a 2015 publication by noting that FTO programs ". . . should be developed for the core tasks/topics . . ." based on job analysis. \(Guyer, 2016\).](#)

In 1973, the National Advisory Commission on Criminal Justice Standards and Goals, [Report on Corrections](#), found that ". . . the severe personnel shortage that still exists in the field is due in part to corrections' poor public image and in part to the reluctance of some correctional

administrators to recruit actively the talented, creative, sensitive, and educated persons needed to meet the challenges of the changing correctional structure." The Commission also recommended a ". . . career strategy . . ." for the profession.

Not much appears to have changed in 50 years, as the Commission noted then ". . . staff development has a very low priority as indicated by lack of commitment of training dollars, training staff, and staff time in most correctional agencies." (National Advisory Commission on Criminal Justice Standards and Goals, 1973) In its work to develop standards, the Commission recommended a wide range of options to improve salaries, lateral entry, and professional education, but didn't include any references to CTO-type programs. Those familiar with the Commission on Accreditation for Corrections' standards will find their foundation in the 1973 report.

The Commission on Accreditation for Law Enforcement Agencies (CALEA) standards include field training as expected practices. The San Jose model was used as the foundation for the CALEA standards. (Konrath, 2018) In contrast, accreditation standards for jails, promulgated by the Commission on Accreditation for Corrections, do not include references to on-the-job or CTO-type programs.

Examining state mandated jail training standards in the eighteen (18) states with jail inspection programs demonstrates the absence of any consensus on what, if any, minimum training standards are required for new corrections employees.^{xi} One state includes the use of "experienced officers" to train new employees (Alabama) and one state includes on-the-job training in their standards for civilian and sworn staff, but doesn't define the

term (Virginia). Maryland requires an FTO program in law enforcement agencies and provides specifics of what must be included in policies and procedures. Some jails in Maryland are operated by County government, therefore, not falling under the state-mandate for FTO programs.

There is no survey the authors could locate regarding what state-mandated FTO programs, other than Maryland, which might include jails specifically.

Now, fast forward to policing in the headlines in the mid-2010s, and publication of The President's Task Force on 21st Century Policing (May 2015) examining how to ". . . promote effective reduction while building public trust." The report includes six "pillars" to improve outcomes, including, training and education for police, and one recommendation, 5.13 regarding development and implementation of Field Training Officer programs. (President's Task Force on 21st Century Policing, 2015).

What these ground-breaking reports (1967, 1973, and 2015) have in common is that they do not address in any detail the training needs of jails, prisons, or community corrections. The Challenge of Crime in A Free Society (1967) devoted a scant 24 pages of a 308-page report to "Corrections." Recommendations focused on, in summary, improving parole services, urging treatment in community-based programs, upgrading to inmate vocational training programs, instituting correctional industries, establishing for inmates graduated release and furlough programs. Although The Challenge of Crime in A Free Society acknowledged that corrections ". . . is the part of the criminal justice system that the public sees least of and knows least about" (page 159) there are not the sweeping recommendations for higher education for corrections employees or higher pay, as in the section of the report addressing police personnel.

Not intended to be a short-history of this topic, what may be concluded is that since the late 1960s emphasis has been placed on law enforcement training, FTO programs, and appropriate salaries for police officers. No such recognition or analyses of needs has been identified at the Federal (or other level), which could serve as a springboard to improve jail staffing and jail training.

Thus, jails are left to try to make the case with their communities and funding authorities for increasing salaries, achieving pay parity with their criminal justice system partners, improving training, and implementing or revising programs such as CTO. Funding levels dedicated to educating and training the correctional workforce lag behind those for other comparable fields, most notably law enforcement (Russo, 2018). There have been widely uneven results nationally for jails, with forward progress made in states where there are requirements for comparative training for jails and law enforcement, including CTO/FTO programs. (National Institute of Corrections, 2017)

Origins of CTO Programs

From the authors' review of jail-based CTO programs, it appears that jails have borrowed elements from police/law enforcement field training officer (FTO) programs. This is not unexpected as many jails are part of sheriffs' offices, and look to the "road patrol" resources and ideas to improve training for newly hired jail officers. Absent any other models, applying police FTO programs to corrections is an acceptable approach *if jails modify the standard measures of performance and design the program to be responsive to JAIL operations.*

Even as law enforcement agencies adopted established models to implement their FTO programs, the essential elements were not always adopted in every police department, making programs unique to that department, but

not necessarily consistent with the accepted practice. (Konrath, 2015) In some cases, jails may have adapted police models, without sufficient attention to the foundational work needed to produce a credible, defensible, job-relevant program.

Just as community policing has re-defined traditional patrol officer competencies, the same can be said for jails. As jails evolve from custody and control models to direct supervision, to treatment, programming, and inmate re-entry preparation – the core competencies of new employees must change as well.

San Jose Model Field Training Officer Program

The San Jose Police Department began its field training program in 1972 after a fatal traffic accident involving a new police recruit. The accident revealed serious flaws in the evaluation process of San Jose's probationary officers. What grew out of this unfortunate incident became a new officer training model now used by many of the nation's law enforcement agencies.

Essentially, the San Jose model provides a systematic approach for training and evaluating post-academy police trainees to assist them in successfully performing the functions and duties of a patrol officer. Based on an extensive job task analysis, standardized evaluation guidelines were developed and applied. The resulting FTO model offers trainees the opportunity to maximize the transfer of academic classroom learning to actual real life in-the-field performance, under the guidance, direction and feedback of a role model officer (FTO).

Police Training Officer (PTO) Program (Reno Model)

The PTO program was developed in 2001 through collaboration among the U. S. Department of Justice Office of Community Oriented Policing Services (COPS), the Police Executive Research Forum (PERF), and the Reno, Nevada Police Department. The PTO Program was designed to be a community oriented, problem-based alternative to the traditional FTO Model. The PTO program incorporates adult learning styles, community oriented policing and problem-based learning philosophies, and contemporary evaluation techniques. It addresses traditional policing activities, but in the context of specific neighborhood policing problems. It should be noted that further modification of the PTO Program resulted in an updated program, known as the Reno Model.

To develop or update a CTO program, jails should consider the foundation and structure of existing models under. While not bound by any current model, jails can and should explore options that achieve the goals can be legally defensible, are grounded in standard evaluation guidelines, use trained CTOs, and contain measurable outcomes. Simply "cutting and pasting" another agency's CTO or FTO program is not an acceptable approach. Since each agency is unique, it is essential to identify what general elements of existing programs might be directly relevant to a particular jail, as well as what specific job tasks, agency policies, and officer competencies need to be emphasized and measured in a manner compatible with that particular jail's environment. Although much can be learned from the efforts other police and correctional agencies, one size does not fit all.

Appendix E
CTO Annotated Bibliography/Resources
Note: the web links accessed as of January 21, 2010)

Books/Articles

Collins, William C., *Jails and the Constitution An Overview*, Second Edition, U. S. Dept. of Justice, National Institute of Corrections, September 2007,
<https://s3.amazonaws.com/static.nicic.gov/Library/022570.pdf>

An overview of considerations regarding jails and requirements based in Constitutional conditions of confinement and related case law.

Finnegan, Richard P. *The Stay Interview: A Manager's Guide to Keeping the Best and Brightest*, New York, American Management Association, 2015.

An overview of the purpose of "stay" interviews to improve the workplace.

Fischer, Margaret A., Ph.D., J.D. *Best Practices Guide, Field Training for Today's Recruits*, International Association of Chiefs of Police, Smaller Police Departments Technical Assistance Program, U. S. Dept. of Justice, Bureau of Justice Assistance, undated,
<https://www.theiacp.org/sites/default/files/2018-08/BP-FieldTrainingforTodaysRecruits.pdf>

This report addresses the challenges of melding a field training program responsive to the newest generations in the workplace. Discussion of scoring and evaluation, provision of feedback, innovation, critiquing performance, need to focus on positive achievements, training for FTOs in the characteristics of the new generations, assuring the program is effective (retention of officers, officers needing performance improvement plans, probationary success rates), use of adult learning theory, blending

numerical evaluations with achievements, and implementing a mentorship program.

Gurnell, Betty and Renee Bergeron, *ITIP Toolkit: A Guide for Working with Curriculum Developers*, U. S. Dept. of Justice, National Institute of Corrections, March 2011, updated January 2018,
<https://s3.amazonaws.com/static.nicic.gov/Public/024773-ITIP-12-12-2018.pdf>

Provides an overview of how Instructional Theory into Practice (ITIP) can be used to create, analyze, and evaluate training curriculum.

Guyer, Matthew, *Training from A to E: Analysis to Evaluation White Paper*, U. S. Dept. of Justice, National Institute of Corrections, October 2016
<https://s3.amazonaws.com/static.nicic.gov/Library/032740.pdf>

The white paper examines the importance of analysis and evaluation in corrections training, the "ADDIE" model – analyze, design, develop, implement and evaluate. The information discusses how to determine the needs of new employees, including conducting a job analysis.

Henrichson, Christian and Joshua Rinaldi, *Cost-Benefit Analysis and Justice Policy Toolkit*, December 2014, Vera Institute of Justice
https://storage.googleapis.com/vera-web-assets/downloads/Publications/cost-benefit-analysis-and-justice-policy-toolkit/legacy_downloads/cba-justice-policy-toolkit.pdf

This toolkit provides a conceptual and practical format for agencies to use to conduct cost-benefit analysis as part of



policy considerations in criminal justice agencies. A six-step process is identified for conducting a cost-benefit analysis: identify the investment's potential impacts, quantify the investment's impacts, determine marginal costs, calculate costs, benefits, and net present value, test the assumptions, and report the results. The toolkit also addressed using cost-benefit analysis to "inform policy and practice."

Jackson, Adam, Evaluation of New Officer Training, Correctional Institution Inspection Committee (CIIC), Ohio Department of Rehabilitation and Corrections (DRC), October 29, 2012, 33 pages.
<https://info.nicic.gov/virt/sites/info.nicic.gov/files/Evaluation%20of%20New%20Officer%20Training.pdf>

This report provides an overview of the Ohio DRC pre-service training for the state prison's correctional officers, with an analysis of its curriculum and evaluation components; as well as providing information about 16 other state and federal corrections agencies. Includes recommendations for DRC.

Joint Commission on Correctional Manpower and Training, *A Time to Act. Final Report*, 1969,
<https://files.eric.ed.gov/fulltext/ED036622.pdf>

Completed in 1969 this report identifies resources "to increase the effectiveness of correctional employees." The work includes surveys of institutions and staff input. The report noted "Staff training programs were found to be practically non-existent". An interesting historical perspective to assess what has changed and what has not changed in 50 years. Pages 76 – 80 summarize the Commission's final recommendations.

Kaminsky, G. F., *The Field Training and Evaluation Program: A Class Text*, Boulder, Colorado Police Department, 1987.

Kaminsky was regarded as a seminal thinker about FTO programs. This document outlines the program in Boulder, Colorado, based on the San Jose Model.

Konrath, Lisa A., "FTO or PTO? The San Jose Model (SJM): Correcting Misconceptions", 2018, *Toes in the Water*, Tucson, Arizona <https://ksa-fto.com/site/wp-content/themes/initial/pdf/FTO%20or%20PTO%20Article.pdf>

This review of the San Jose and the Police Training Officer models for field training; the recent impetus to examine "traditional" models; and comparative analysis of these two models.

McCampbell, Michael S., *Field Training for Police Officers: The State of the Art*, 1987, U. S. Dept. of Justice, National Institute of Justice, 61 pages.
<https://www.ncjrs.gov/pdffiles1/nij/105574.pdf>

Provides an overview of law enforcement agencies and their use of FTO programs.

National Advisory Commission on Criminal Justice Standards and Goals, *Report on Corrections*, 1973, U. S. Dept. of Justice Law Enforcement Assistance Administration
<https://www.ncjrs.gov/pdffiles1/Digitization/10865NCJRS.pdf>

National standards developed between 1971-1973 addressing the findings of the President's Commission on Law Enforcement and the Administration of Justice and the environment and state-of-the art in Federal, state and local corrections at that time.



Police Executive Research Forum, A Problem-Based Learning Manual for Training and Evaluating Police Trainees, PTO Manual, U. S. Dept. of Justice, Community Oriented Policing Services, 2001, https://www.policeforum.org/assets/docs/Free_Online_Documents/FTO/pto%20manual.pdf

Police Executive Research Forum, A Problem-Based Learning Manual for Training and Evaluating Police Trainees, Trainee Manual, U. S. Dept. of Justice, Community Oriented Policing Services, 2001, https://perf.memberclicks.net/assets/docs/Free_Online_Documents/FTO/trainee%20manual.pdf

Police Executive Research Forum, A Problem-Based Learning Manual for Training and Evaluating Police Trainees, Trainee Standard, U. S. Dept. of Justice, Community Oriented Policing Services, 2001, https://perf.memberclicks.net/assets/docs/Free_Online_Documents/FTO/training%20standard.pdf

These three documents provide information on a new model for field training “. . . to identify the key areas required in a contemporary training program.” This model, Police Training Officer (PTO), is linked to teaching principles of problem-based learning, and focused on the elements of community oriented policing.

President’s Commission on Law Enforcement and Administration of Justice, *The Challenge of Crime in a Free Society*, February 1967 <https://www.ncjrs.gov/pdffiles1/nij/42.pdf>

This report includes ground-breaking analysis of the justice system, following civil unrest throughout the United States. Recommendations in this report addressed increased educational needs/mandates for police

officer among a myriad of findings. Many of these recommendations were facilitated by Federal funding, mostly spent on law enforcement. Provides an historical perspective on justice reform.

President’s Task Force on 21st Century Policing, U. S. Dept. of Justice, Office of Community Oriented Policing Services, 2015, https://cops.usdoj.gov/pdf/taskforce/Task_Force_FinalReport.pdf

This work followed law enforcement and citizen interactions to create and strengthen community policing and trust among these stakeholders. There are recommendations on a wide variety of issues, including training and education.

Roman, John, Cost-Benefit Analysis of Criminal Justice Reforms, U. S. Dept. of Justice, National Institute of Justice, NIJ Journal, Issue No. 272, September 2013, page 31, <https://www.ncjrs.gov/pdffiles1/nij/241929.pdf>

This monograph addresses how policy makers can ascertain if the investment of additional resources is worth the added costs. While this article addresses adult drug courts, the concepts can be used in more diverse policy deliberations.

Russo, Joe, Dolan Woods, George B. Drake and Brian A. Jackson, “Building a High-Quality Correctional Workforce: Identifying Challenges and Needs”, 38 pages, 2018, RAND Corporation for the U. S. Dept. of Justice, National Institute of Justice.

A report with key findings regarding the challenges and opportunities related to building and maintaining a high-quality correctional workforce. Key findings include: a shift in orientation to human-services rather



that punishment and surveillance, standards are needed to improve professionalism, assess the impact of inadequate training funding, set minimum standards for training curricula, control workloads that continue to staff turnover, promote best practices, decision-making authority to line staff, develop future leaders, and provide better supervisory training.

https://www.rand.org/pubs/research_reports/RR2386.html

Tedlie, William, P. Jr., Field Training Models used by Sheriff's Departments in the State of Wisconsin, A Research Paper Submitted in Partial Fulfillment of the Requirements for the Master of Science Degree in Training and Development, The Graduate School, University of Wisconsin-Stout, 47 pages, May 2011.

Paper examines 22 law enforcement field training programs used throughout the state to determine if there is a formal model being used, to determine how the programs of the various agencies compare to other agencies to improve the programs using quantitative data.

<http://www2.uwstout.edu/content/lib/thesis/2011/2011tedlieuw.pdf>

Walker, James R., Ph.D., Law Enforcement Field Training Models: Is it Time for a Change?, Campus Law Enforcement Journal, Vol: 35, Issue 5, September 2005
[http://www.justiceacademy.org/iShare/Library-Campus/Law%20Enforcement%20Field%20Training%20Models%20\(1\).pdf](http://www.justiceacademy.org/iShare/Library-Campus/Law%20Enforcement%20Field%20Training%20Models%20(1).pdf)

Understanding the Impact of Implicit Bias in Training

U. S. Dept. of Justice – FAQs on Implicit Bias -
<https://www.justice.gov/opa/file/871121/download>

[Produced by the U. S. Department of Justice, these FAQs provide succinct definitions related to implicit bias and the importance to training. The FAQs also provide information regarding the Dept. of Justice's training resources. Although the FAQs are intended for law enforcement agencies, the information is relevant to jails.](#)

U. S. Dept. of Justice, Bureau of Justice Assistance, Community Oriented Policing Services, "Resource Guide for Enhancing Community Relationships and Protecting Privacy and Constitutional Rights, November 2014,

<https://www.bja.gov/Publications/CommRelGuide.pdf>

[From the Office of Community Oriented Policing Services, this guide provides information about resources for improving trust and mutual respect among law enforcement and the communities they serve. The resources include information on implicit bias.](#)

Fridell, Lorie, "This Is Not Your Grandparents' Prejudice: The Implications of the Modern Science of Bias for Police Training, Translational Criminology; George Mason University, Fall 2013, pg. 10, <http://cebcp.org/wp-content/TCmagazine/TC5-Fall2013>

Written by one of the leaders in the research about implicit bias, this article discusses the emerging scientific information about unconscious bias and the importance of law enforcement agencies to be aware of it. The article addresses the need to address implicit bias in pre-service and in-service training, training for first line supervisors, mid-level managers and command-level personnel, and trainers. A bibliography also identifies additional resources.



Mitchell, Renee J., and Lois James, Ph.D., *Addressing the Elephant in the Room: The Need to Evaluate Implicit Bias Training Effectiveness for Improving Fairness in Police Officer Decision-Making*, International Association of Chiefs of Police
<https://www.policechiefmagazine.org/addressing-the-elephant-in-the-room/>

Article explores how the lack of impartial, objective information on the impact of implicit bias training leaves officers, their supervisors and the public unprepared and how to overcome bias.

Maryfield, Bailey, M.S., *Implicit Racial Bias*, Justice Research and Statistics Association, December 2018,
<http://www.jrsa.org/pubs/factsheets/jrsa-factsheet-implicit-racial-bias.pdf>

[This 10-page summary defines implicit racial bias as distinguished from racism and discrimination, and tracks the evolution of the associated issues. Recommendations are included regarding agency responses to begin to reform agency policies. A bibliography also identifies additional resources.](#)

Generations in the Workplace

Alsop, Ron (2008), *The Trophy Kids Grow Up: How the Millennial Generation Is Shaking Up the Workplace*, Jossey-Bass, San Francisco, California

Flippin, Candace Steele, *Generation Z in the Workplace, Helping the Newest Generation in the Workforce Build Successful Working Relationships and Career Paths*, Business and Economics, 2017.

Frey, William H., *The Millennial Generation: A Demographic Bridge to America's Diverse Future*, January 2018,



Center for Innovative Public Policies, Inc.

Brookings Institution,
<https://www.brookings.edu/research/millennials/>

Gresham, James, "Rise of the Millennial Officer: Multigenerational Learning and Field Training Programs", A Leadership White Paper Submitted in Partial Fulfillment Required for Graduation from the Leadership Command College, Bill Blackwood Law Enforcement Management Institute of Texas, Sam Houston State University, May 2016

McC Campbell, Susan W. and Paula N. Rubin, *Effectively Managing a Multi-Generational Workforce in Corrections: A Training Curriculum*, National Institute of Corrections, March 2004.

Miller, Jon D., *The Generation X Report: Active, Balanced and Happy: These Young Americans are not bowling alone*, University of Michigan, Institute for Social Research for the International Center for the Advancement of Scientific Literacy, 2011. <https://news.umich.edu/the-generation-x-report-u-m-survey-paints-a-surprisingly-positive-portrait/>

Stillman, David and Jonah Stillman, *Gen Z @ Work: How the Next Generation is Transforming the Workplace*, Harper Collins, 2017.

Stinchcomb, Jeanne, B, Susan W. McC Campbell, Leslie Leip (2009) *The Future is Now: Recruiting, Retaining and Developing the 21st Century Jail Workforce*, Center for Innovative Public Policies, Inc. for the U. S. Dept. of Justice, Office of Justice Programs, Bureau of Justice Assistance.
<http://www.cipp.org/uploads/3/7/5/7/37578255/developingthe21stcenturyjailworkforce05302011.pdf>

Stinchcomb, Jeanne B., and Susan W. McC Campbell, *Resource Guide for Newly Appointed Warden*, Second Edition, April 2014, U. S. Department of Justice, National Institute of Corrections (pending

publication).
<http://www.cipp.org/uploads/3/7/5/7/37578255/nicresourceguide2017.pdf>

Tulgan, Bruce (2009), *Not Everyone Gets a Trophy: How to Manage Generation Y*, Jossey-Bass, San Francisco, California

Twenge, J. M. (2006). *Generation me: Why today's young Americans are more confident, assertive, entitled – and more miserable than ever before*. New York: Free Press.

Twenge, Jeanne M., *iGen Why Today's Super-Connected Kids Are Growing Up Less Rebellious, More Tolerant, Less Happy – and Completely Unprepared for Adulthood*, Atria Books, 2017.

Viechnicki, Peter, *Understanding Millennials in the Government: Debunking Myths About Our Youngest Public Servants*, Deloitte, 2015
<https://dupress.deloitte.com/dup-us-en/industry/public-sector/millennials-in-government-federal-workforce.html>

Agency Policies and Research

Alaska Police Standards Council, Field Training Manual, 51 pages, June 2006.

Provides information about the state's law enforcement FTO recommendations.
<https://dps.alaska.gov/getmedia/98dd0f0d-fa4b-4123-afa6-2655fb8b4922/Field-Training-Manual.pdf>

Enumerates unacceptable, acceptable and superior benchmarks for 36 work requirements; some forms provided.

Alaska Dept. of Corrections policy 401.03 Field Training Officer Program, 2 pages, 10/4/2013

Establishes guidelines for a Field Training Officer (FTO) Program within the Alaska Dept. of Corrections. Note:



Alaska is a consolidated system, with DOC operating any local jails.
<http://www.correct.state.ak.us/pnp/pdf/401.01.pdf> and
<http://doc.alaska.gov/pnp/pdf/401.03.pdf> No specific benchmarks set in the policy. FTO Manual not on-line.

Broomfield (Colorado) Police Department, Detention Training Program 5.7.2, 5 pages.

Provides the policy direction for the program for newly hired detention officers. Includes the bi-weekly summary report, critical task list, trainee Daily Observation Report (DOR) signature page, Daily Observation Report, End of Phase Performance Summary, Training Officer's Final Recommendation, Field Training Program Critique, Standardized Evaluation Guidelines. For information contact Shawn Laughlin, Broomfield Police Department slaughlin@broomfield.org

Cook County (IL) Sheriff's Office, Posting Announcement, Field Training Officer, 2015
http://www.cookcountysheriff.org/pdf/employment/internal/DOC_FieldTrainingOfficer_CCDOC-2015-006_061715.pdf

A sample of a job posting for an FTO.

Georgia Department of Juvenile Justice, Field Training Office Program (Policy # 4.3), 2/28/18

Provides a general FTO policy overview to be used for newly hired juvenile correctional officers, high intensity supervision officers, and juvenile probation/parole specialist. Specifics of the programs are the responsibility of the Office of Training.
http://www.djj.state.ga.us/Policies/DJJ_Policies/Chapter04/DJJ4.3FieldTrainingOfficerProgram.pdf

Idaho Peace Officer Standards and Training, Jail Training Officer Manual for Recruit Detention Officers (undated), 33 pages.

Provides jail training procedures for detention recruits, including: what is detention training, purpose of detention training, important factors in the JTO program, responsibility of the jail commander, responsibility of the jail training officer, description of the jail training forms and their use, disposition of completed forms. Includes officer jail training officer instructional guide/checklist, but not standardized benchmarks for performance.

<https://pdfslide.net/documents/jail-training-officer-manual.html>

Maryland Police and Correctional Training Commission, Field Training and Evaluation Program Guide Sample – Policy and Procedure, 51 pages,

Sample policy and procedure guidelines to implement the State of Maryland's requirement that each law enforcement employee shall complete a field training program before certification by the Commission (statute

https://mdle.net/pdf/FTO_Policy-5-27-16.pdf)The statute includes corrections officers at a correctional facility in the definition of law enforcement officer. The guide includes a sample policy but does not include benchmarks but includes "instructional points" for the agency. https://mdle.net/pdf/FTO_policy-4-12-16.pdf

Minnesota Department of Corrections, Directive 103.411 (7/19/16), Field Training Officer Program.

Establishes procedure for implementation of a field training (FTO) program applicable to all Minnesota Department of Corrections

facilities.

<http://www.doc.state.mn.us/DocPolicy2/Document/103.411.htm>

Attachments to the directive including: daily observation report, progress report, FTO Module Performance Checklist, Instructor/Mentor/FTO program application, and FTO observation feedback not available via the Internet as they are classified as private or confidential.

Montana Department of Corrections, Probation and Parole Division, Operational Procedures PPD 1.4.101, Field Training and Evaluation Program (FTEP), 4 pages, 9/14/17

A policy overview of the entry-level 8-week training to newly hired probation and parole officers.

<https://cor.mt.gov/Portals/104/ProbationParole/PPDOperationalProcedures/PPD%201.4.101%20Field%20Training%20and%20Evaluation%20Program%20%28FTEP%29.pdf> Forms not available on-line.

New Hampshire Department of Corrections Policy and Procedure Directive, 4.05 Field Training for Correctional Officers, 37 pages, 6/24/16.

Provide the guidelines for the Department's Corrections Field Training Officer (FTO) Program. Forms included are: application for FTO, FTO Weekly Evaluation Form, Special Observation Form, Probationary Office Facility Observation Form, Office in Training Book Index, and FTO Module Performance Checklist by required functions. No specific performance benchmarks are included.

<https://www.nh.gov/nhdoc/policies/documents/4-05.pdf>

State of Vermont Agency of Human Services Department of Corrections, 106.06 Academy Field Training (FTO) Program, June 30, 2008, 12 pages.



Establishes the standards and defines the responsibilities of the Field Training and Evaluation Program, using standardized performance checklists and daily observation reports. Similar to New Hampshire's forms, there are not specific behavior benchmarks for the trainee assessments.

<http://www.doc.state.vt.us/about/policies/rpd/human-resources-development-personnel-101-200/106-110-staff-training-and-education/106-06-academy-field-training-officer-fto/view?searchterm=FTO>

Texas Commission on Law Enforcement Officer Standards and Education, County Corrections Officer Job Task Analysis Report, August 1999
http://www.tcole.texas.gov/sites/default/files/FormsAppsPubs/county_corrections_job_analysis_1999.pdf

Provides the results of a state-wide job task analysis of Texas County Corrections Officers to be used to revalidate state licensing standards and training standards for entry-level county corrections officers.

Winnebago (Wi.) County Sheriff's Office Corrections Officer Training Manual, 24 pages, 2010.

Provides the goals, introduction, description/overview, training program objectives, correctional training officer program goals, standard evaluation guidelines, evaluation process, and a glossary. For the ten areas rated, program provides the "not acceptable", "acceptable", and "exceeds standards" requirements. The ten areas are: jail facility equipment/computer operation, orientation skills (physical locations in the jail), written communication, cognitive ability – recognize, analyze and prioritize activities and situations in the jail, procedures – ability to

perform duties, telecommunications skill, prisoner management – apply principles of prisoner management, knowledge of post orders, enforcement of inmate rules and regulations, and interpersonal communications skills.

<http://www.leotrainer.com/ftocorrectio ns.pdf>

Wisconsin Department of Justice, Training and Standards Bureau, Law Enforcement Standards Board, Jail Officer Basic Training 160-Hour Curriculum Competencies and Learning Objectives, Effective May 1, 2016
<https://swtc.edu/uploadedpdfs/public-safety/law-enforcement/160-Jail-Academy-Learning-Objectives.pdf>

This document identifies the key concepts and underlying requirements for county jail operations in Wisconsin. The detail may be useful in considering which of these elements may be incorporated into CTO programs.

York County (South Carolina) Field Training Program 500.09, 22 pages, June 8, 2016.

Provides the FTO program to train new Detention Officers and evaluate their ability to perform the duties of the job. Daily observation report provided. Twenty-two (22) areas are evaluated and include unacceptable, acceptable and superior descriptions.

Law Enforcement/Police Field Training Officer (FTO) Programs

This information is provided as examples of written directives in law enforcement agencies. The authors have made no assessment or evaluation of these materials has been made, and these documents are provided as information. [Accessed as of January 21, 2020]

Baltimore, (Md.) Field Training Evaluation Program, Policy 212, 1 July 2016
https://www.baltimorepolice.org/sites/default/files/Policies/212_Field_Training_Evaluation_Program.pdf



Boulder (Colorado), The Field Training and Evaluation Program, A Class Text, G. F. Kaminsky, 1987

California POST, Entry-Level Uniformed Patrol Officer Job Analysis, Task Analysis, 1998, The Commission on Peace Officer Standards and Training, State of California, April 1999
https://post.ca.gov/Portals/0/post_docs/publications/Entry-Level_Uniformed_Patrol_Officer.pdf

California POST, FTP Field Training Program Guide Transition to Becoming an Effective Patrol Officer, Volume 1, Overview and Appendices, 2014
https://post.ca.gov/portals/0/post_docs/publications/field-training-program/FTP/FTP-Vol1.pdf

Michigan Statewide Job Task Analysis of Entry-Level Law Enforcement Officers, Final Report, Michigan Commission on Law Enforcement Standards, 2018
https://www.michigan.gov/documents/mcoles/JTA_Full_Statewide_Report_640396_7.pdf

City of Minneapolis (Mn.), Minneapolis Police Field Training Officer Handbook, 2019
<http://www.justiceacademy.org/iShare/Library-Manuals/MinneapolisPD.pdf>

Montgomery County (Md), Field Training and Evaluation Program FC No.: 343, October 21, 2014,
https://www.montgomerycountymd.gov/POL/Resources/Files/PDF/Directives/300/FC_343_Field%20Training%20and%20Evaluation%20Program.pdf

Pitts, Steven, Ronald W. Glensor, and Kenneth J. Peak, "The Police Training Office (PTO) Program: A Contemporary Approach to Postacademy Recruit Training", Police Chief, 2007
<https://www.policechiefmagazine.org/the-police-training-officer-pto-program-a-contemporary-approach-to-postacademy->



[recruit-training/?ref=15433f6b12337bcbb666aa29dea679b6](http://www.providenceri.com/sites/default/files/ppd-directives/2014%20Field%20Training%20and%20Evaluation%20Program.pdf)

Providence (R.I.) Police Department, Field Training and Evaluation Manual, September 18, 2014
<http://www.providenceri.com/sites/default/files/ppd-directives/2014%20Field%20Training%20and%20Evaluation%20Program.pdf>

Reno (Nv.) Police Department, The Reno Model, Police Training Officer Program, Basic Manual, undated,
http://renopd.com/Content/PDFS/PTO_2_0_Manual.pdf

The Hoover Group,
<http://ptoprogram.com/wp/news-events-and-articles/> (compilation of articles about law enforcement/police FTO programs)

Jail Training Standards Compilation

National Institute of Corrections, State Jail Standards, compiled in 2017,
<https://nicic.gov/state-jail-standards>

Summarizes NIC's list of states which have jail training standards:
Arkansas, California, Florida, Illinois, Kentucky, Louisiana, Maine, Maryland, Minnesota, Missouri, Nebraska, Nevada, New York, North Dakota, Ohio, Oregon, South Carolina, Virginia.

NOTE: Since this list was compiled in 2017, Arkansas developed jail training standards
<https://codes.findlaw.com/al/title-14-criminal-correctional-and-detention-facilities/#!tid=NEBB92900BABC11DB8E46AD894CF6FAAB>

Examples Job Descriptions/Job Task Analysis

Clackamas County, Oregon -
<https://www.clackamas.us/des/jail-deputy>

Federal Bureau of Prisons –
<https://www.bop.gov/jobs/positions/index.jsp?p=Correctional%20Officer>

Ingraham County, Michigan -
<http://pe.ingham.org/JOBOPPORTUNITIES/CorrectionsOfficer.aspx>

Pinellas County, Florida -
https://www.pcsoweb.com/Data/Sites/1/media/jobdescription/newactive2015/detention-deputy_0519.pdf

Placer County, California
<https://www.jobapscloud.com/Placer/sup/bulpreview.asp?R1=2019&R2=16330&R3=01>

Santa Barbara, California
<https://www.sbsheriff.org/custody-deputy/>

Vermont -
<https://doc.vermont.gov/involvement/careers-in-corrections/job-specifications/correctional-officer-ii>

Virginia Job Task Analysis – Law Enforcement 2018
https://www.dcjs.virginia.gov/sites/dcjs.virginia.gov/files/jta_report.pdf

Websites/Training

Note: the authors have not reviewed, nor do they endorse any of the training programs or vendors noted below. The information is provided to assist the field.

Applied Police Training and Certification, <http://www.aptractraining.com> offers fee-based training, advertised on its website: field training officer for corrections (40 hours), field training officer refresher

course (24 hours), and field training officer master training teaching the FTO course (40 hours).

Florida Department of Law Enforcement, FTO for Corrections, FDLE Course 1100

Minnesota Sheriffs' Association, Field Training Officer Development for Corrections, 16 hours,
<https://netforum.avectra.com/eWeb/DynamicPage.aspx?Site=MSA&WebCode=JailATRaining>

Missouri Sheriffs' Association, Field Training Officer (FTO) Course, 28 hours,
<https://www.mosheriffs.com/events/field-training-officer-fto-course-4/>

National Institute of Corrections, Building New Employee Success with an Effective Field Training Officer (FTO) Program Videoconference held August 20, 2003. A copy of the CD of the program can be obtained by contact the National Institute of Corrections (www.nicic.gov)
<https://nicic.gov/building-new-employee-success-effective-field-training-officer-fto-program-videoconference-held>

National Association of Field Training Officers, <https://nafto.org> offers fee-based training, advertised on its website: basic FTO school (24 hours), corrections officer refresher school (9 hours), Advanced FTO school (18 hours), and managing the FTO unit (18 hours).

Texas Commission on Law Enforcement, Field Training Officer Course, September 2010,
<https://www.tcole.texas.gov/content/field-training-officer-course>



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Endnotes

- ⁱ To calculate the cost of employee attrition, see Stinchcomb/McCampbell/Leip, *The Future is Now: Recruiting, Retaining, and Developing the 21st Century Jail Workforce*, [http://www.cipp.org/uploads/3/7/5/7/37578255/rca_cipp_4_25_2019\[5270\]_1.pdf](http://www.cipp.org/uploads/3/7/5/7/37578255/rca_cipp_4_25_2019[5270]_1.pdf) quoting Diane Arthur "Calculating the Costs of Turnover", page 61.
- ⁱ Information regarding a staffing analysis, including calculation of a shift relief factor is found at: <http://correction.org/wp-content/uploads/2014/05/Final-Draft-3rd-Edition-Jail-Staffing-Analysis-Feb-2012.pdf>
- ⁱⁱ The survey was developed, field-tested by jail professionals, edited based on field-test comments and placed on-line on for 30 days. Notification of the availability of the on-line survey was accomplished on the "list serves" of the National Jail Leadership Command Academy, Texas Jail Association, and the American Jail Association's bi-weekly Alert. These "list serves" reached thousands of jail personnel. The survey was closed on July 26, 2019.
- ⁱⁱⁱ See also DACUM (Developing A Curriculum), The Ohio State University, Center for Education and Training for Employment, which describes a process to assist with defining competencies and tasks of jobs. <https://cete.osu.edu/programs/dacum-international-training-center>
- ^{iv} Information regarding a staffing analysis, including calculation of a shift relief factor is found at: <http://correction.org/wp-content/uploads/2014/05/Final-Draft-3rd-Edition-Jail-Staffing-Analysis-Feb-2012.pdf>
- ^v *Knowledge* ("know"): A body of information needed to perform one's job—e.g., administrative practices, accounting principles, correctional law. *Skill* ("do"): A function acquired over time, with practice, until expertise is developed. Often involves the application of knowledge; e.g., report-writing, hostage negotiation, motor vehicle operation. *Ability* ("innate"): Inherent talent or aptitude—a person's "genetic tools"; e.g., IQ, empathy, patience.
- ^{vi} <https://www.bjs.gov/content/pub/pdf/ji17.pdf>, Table 8, page 8.
- ^{vii} Question 5 confirmed that the agency did not have a CTO/FTO program and directed these respondents out of the survey.



viii For more information about improving the jail's relationship with Human Resources, go to: http://www.cipp.org/uploads/3/7/5/7/37578255/18_human_resources.pdf

ix See also: *Root Cause Analysis to Improve Jail Safety: Getting Past Blame*, McCampbell/Earley, CIPP, 2019,

[http://www.cipp.org/uploads/3/7/5/7/37578255/rca_cipp_4_25_2019\[5270\]_1.pdf](http://www.cipp.org/uploads/3/7/5/7/37578255/rca_cipp_4_25_2019[5270]_1.pdf)

x According to NIC's website, "In September 1971, a major riot at New York's Attica prison focused national attention on corrections and the practice of imprisonment in the United States. In response to public concern and recognizing the problems in corrections facilities and programs at the State and local levels, Attorney General John N. Mitchell convened a National Conference on Corrections in Williamsburg, Virginia, in December 1971.

Chief Justice Warren E. Burger, in his keynote address before the 450 conference participants, expressed support for the establishment of a national training academy for corrections. The training academy would:

- Encourage the development of a body of corrections knowledge, coordinate research, and formulate policy recommendations.
- Provide professional training of the highest quality for corrections employees and executives.
- Provide a forum for the exchange of advanced ideas in corrections.
- Bring about long-delayed improvements in the professionalism of the corrections field.

The National Institute of Corrections was created in 1974. It first received funding in 1977 as a line item in the Federal Bureau of Prisons budget." www.nicic.gov

xi Alabama, Arkansas, Florida, Illinois, Kentucky, Louisiana, Maine, Maryland, Minnesota, Missouri, Nebraska, Nevada, New York, North Dakota, Ohio, Oregon, South Carolina, Virginia.

