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September 1976

## Human Resources, Training and Education: A Survey of Alaska Criminal Justice Agencies

Peter Smith Ring

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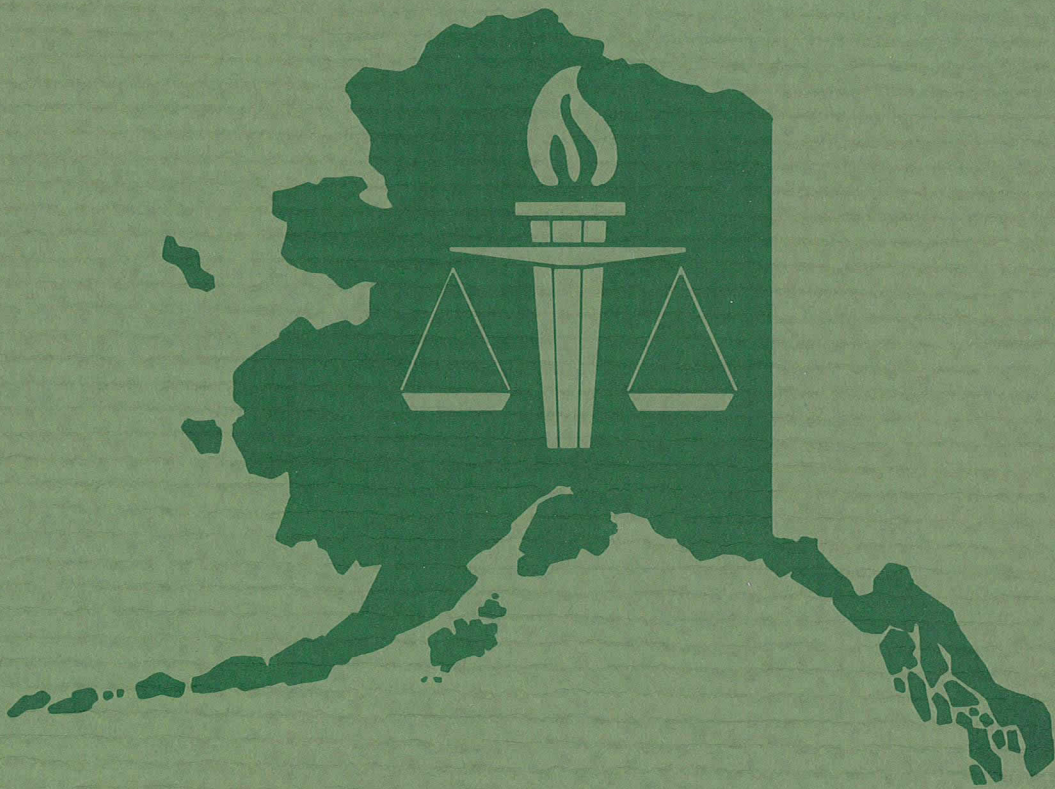
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### **Summary**

This report presents results of a survey of Alaska criminal justice agencies. The survey was designed to provide baseline data on the educational levels of criminal justice personnel and existing training programs in Alaska; and to elicit from criminal justice agencies their views on subject areas — both in higher education programs and in continuing professional development programs — which those agencies believed deserved attention. A total of 47 agencies, offices, institutions within agencies, and individuals responded to the survey, out of a total of 78 to whom surveys were sent. Respondents represented the law enforcement agencies, the Alaska Court System, the Alaska Department of Law, the Alaska Public Defender, and correctional agencies including probation/parole.

HUMAN RESOURCES, TRAINING AND  
EDUCATION: A SURVEY OF  
ALASKA CRIMINAL JUSTICE AGENCIES



**THE CRIMINAL JUSTICE CENTER**

University of Alaska, Anchorage  
Anchorage, Alaska

HUMAN RESOURCES, TRAINING AND  
EDUCATION: A SURVEY OF  
ALASKA CRIMINAL JUSTICE AGENCIES

by

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Many people were responsible for the contents of this report. Without question, the survey could not have been conducted without the assistance and cooperation of a variety of people.

To those individuals within the various agencies responding to the survey who completed the questionnaire and provided the basic data contained in the report, I extend my sincere appreciation and gratitude.

Sheila Corey spent countless hours tabulating the data from the responses. Her assistance was incalculable.

My colleagues - John Havelock, John Angell, Roger Endell and Steve Conn - were most helpful in reviewing drafts of the report and pointing out problems which I had failed to perceive.

Mary Rearden and Sue Horn are to be thanked for their efforts in transforming my henscratching into a finished product.

Although all these individuals contributed to the survey in various important and significant ways, I must accept full responsibility for the final contents of the report, including its shortcomings and limitations.

Peter Smith Ring

TABLE OF CONTENTS

Acknowledgements . . . . . i  
Table of Contents . . . . . ii  
List of Tables . . . . . iii  
Summary of Results . . . . . 1  
Introduction . . . . . 5  
Methodology . . . . . 7  
Analysis of Data . . . . . 8  
    Criminal Justice Employment . . . . . 8  
    Criminal Justice Employee Education Backgrounds . . . . . 16  
    Special Education Related Skills . . . . . 21  
    Training Programs . . . . . 26  
        Entry Level Training . . . . . 29  
        In-Service Training . . . . . 35  
        Promotion Training . . . . . 40  
        Miscellaneous Training Data. . . . . 41  
Additional Comments. . . . . 43  
Recommendations . . . . . 46  
Author's Postscript. . . . . 49  
Appendix I - Survey Instrument . . . . . A1  
Appendix II - Agencies Surveyed. . . . . All

LIST OF TABLES

<u>TABLE</u>		<u>PAGE</u>
1	Authorized Positions - Alaskan Criminal Justice Agencies . . . . .	9
2	Vacant Positions - Alaskan Criminal Justice Agencies . . . . .	.10
3	Classification of Full-Time Alaskan Criminal Justice Employees . . . . .	.11
4	Classification of Part-Time Alaskan Criminal Justice Employees . . . . .	.11
5	Professional Employee Attrition - Alaskan Criminal Justice Agencies . . . . .	.14
6	Professional Employees Hired - Alaskan Criminal Justice Agencies . . . . .	.14
7	Education Levels - Alaskan Criminal Justice Employees . . . . .	.17
8	Higher Education Incentive Programs - Alaskan Criminal Justice Agencies . . . . .	.19
9	Teaching Related Skills - Alaskan Criminal Justice Agency Employees . . . . .	.23
10	Specialized Training Programs Attended by Alaska's Criminal Justice Employees . . . . .	.24
11	Recommended Continuing Professional Development Programs . . . . .	.25
12	Training Programs for Alaska's Criminal Justice System Employees . . . . .	.27
13	Frequency of In-Service Training - Alaska Criminal Justice Agencies . . . . .	.36
14	In-Service Training Techniques - Alaskan Criminal Justice Agencies . . . . .	.37
15	In-Service Training Subject Matter - Alaskan Criminal Justice Agencies . . . . .	.38
16	Employees Trained - Alaskan Criminal Justice Agencies . . . . .	.42

## SUMMARY OF RESULTS

A total of 47 agencies, offices, institutions or individuals within agencies responded to the questionnaire, providing an overall response of 60 percent. One of the responses simply indicated that the agency in question had been eliminated when the political jurisdiction it served was disbanded due to a lack of financial resources.

In the case of two components of the system, the Department of Law and Probation/Parole, survey instruments were sent to individuals as well as to agency heads in order to elicit "individual", as opposed to "agency" responses to certain of the questions on the survey. These accounted for 20 of the questionnaires sent, and responses were received from 9 of those surveyed. The data received from these individuals, for all but two of the questions, was data which was contained in responses from the heads of their agencies. Subtracting the responses of the individuals from the total survey population to preclude double counting produced a survey size of 60 agencies or institutions. Responses were received from 40 of them, or a 66.7 percent return.

A total of 44 law enforcement agencies were surveyed with responses being received from 29 for a 65.9 percent return. Responses were received from the Division of State Troopers and the law enforcement agencies of the State's

three largest communities: Anchorage, Fairbanks and Juneau. Responses were received from local law enforcement agencies from every geographic area of the state and from virtually every type of community. Thus, the results obtained from law enforcement agencies may be viewed as generally representative of the total picture across the state.

Replies were also received from the Alaska Court System, the Department of Law and the Alaska Public Defender. The weakest response from a major system component was in the area of corrections. Replies were received from Probation/Parole services, but from only five of the state's nine correctional institutions. Since a number of major correctional institutions did not respond, the reader is cautioned that data on the Division of Corrections may not be representative of the true situation within that Division.

The lack of more representative data from corrections also diminishes the comprehensiveness of the total picture presented in this report.

These difficulties with the data notwithstanding, the following summary conclusions can be drawn from it:

As a general rule agencies do not have easily retrieved, reliable data on the education levels of their employees. The 40 respondents to the questionnaire\* indicated that they employed 2024 people as of January 1, 1976. Yet, collectively the respondents were only able to provide educational data for 720 employees, or 35.6 percent of the total employed.

Of the 720 employees for whom level of education data was provided, 272 were reported as having either

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\*One agency responded that it was out of business.



baccalaureate or advanced degrees. 200 of that number were from agencies other than law enforcement. The State's two largest police agencies - the Troopers and Anchorage Police - were unable to provide data in response to this question. While they undoubtedly have a number of employees who have earned baccalaureate degrees or beyond, analysis of the data indicates that very few of Alaska's law enforcement officers possess four year degrees.

An additional 34 Alaskan criminal justice agency employees were reported as having been awarded associate degrees, while another 167 were reported as having some college education.\* Once again, the absence of data from the Troopers and Anchorage Police Department indicates that these figures are grossly unreliable. Nonetheless, we conclude that a significantly large segment of Alaska's criminal justice agency employees have not received or sought the potential benefits of higher education.

The results of the survey indicate that a major reason behind the large number of employees who have not acquired a post-secondary education may be that it is not generally required as a condition of employment.

Fifteen agencies reported that they provided any incentives to their employees to pursue higher education. Of that number, 2 reported providing additional compensation as an incentive. The most frequently used incentives were tuition reimbursement (7 instances) and special work hours (6 instances). This data suggests a secondary reason why more criminal justice employees may not have acquired a post-secondary education.

A substantial majority of the agencies responding indicated that they provided entry level training to new employees. (31 of 39 agencies.)

A slight majority (22 of 39 agencies) of the responding agencies reported that they provided regular in-service training to their employees. On the average, that in-service training amounted to approximately 80 hours per employee a year for the reporting agencies.

Very little pre-promotion or post-promotion training is provided to Alaskan criminal justice practitioners. Eleven of the 39 agencies responding indicated that they provided such training for their employees.

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\*Some of these 167 individuals may have only acquired college credits as a result of credit being awarded for basic training program completion.

A slight majority (21 of 39 agencies) of the responding indicated that they provided specialized training for their employees.

Twenty-three employees of Alaska's criminal justice agencies were reported as being assigned to training responsibilities as a full-time job. Twelve of that number are employed by the Department of Public Safety.

To summarize the findings, the survey data indicates that a very small percentage of Alaskan police officers have pursued post-secondary education. If interest in higher education can be stimulated among police personnel and within police agencies, substantial numbers of students may benefit from sustained academic programs within the various branches of the University of Alaska.

Further, the data indicates that there is much room for the expansion and improvement of training programs for Alaskan criminal justice personnel. This is especially true in preparing personnel for promotion to positions of progressively greater responsibility.

## INTRODUCTION

In an environment in which people, not machines, provide public safety and justice, the quality of the human resources employed is as important, if not more so, than their quantity. And, criminal justice agencies are labor, not capital intensive.

Long term solutions to problems associated with a labor intensive environment depend upon how well employees perform their tasks. Those performance levels are largely contingent upon the degree to which the employees have been prepared to deal with their responsibilities.

As such, issues such as how well trained these human resources are or what types of training and education they do receive or should receive are of paramount importance.

In early 1974 the State, through the Governor's Commission on the Administration of Justice, undertook an analysis of the needs of Alaskan criminal justice agencies and their employees in the areas of higher education and training. That analysis, of necessity, was more concerned with fundamental issues related to these subjects than with details related to actual conditions across the system or within components of the system. Consequently, even in the course of the development of a vehicle to deal with training and education issues in the field of criminal justice, over the long haul, many major problems were left unaddressed.

In the absence of quantitative and qualitative data bearing on these issues, decision making creates a substantial risk that actions which are initiated may be ineffective or counter productive.

This survey was designed to provide the Alaska Criminal Justice Center, and Alaska's criminal justice agencies, with some baseline data on: (1) the educational levels of criminal justice personnel, (2) existing training programs; and (3) to elicit from criminal justice agencies their views on subject areas - both in higher education programs and in continuing professional development programs - which those agencies believed deserved attention.\*

Information of this type has not been readily available to educators, agency administrators or criminal justice planners in Alaska. The lack of such information has diminished the ability of all concerned to make informed judgements when confronted with issues related to training and education for criminal justice practitioners across the State.

This survey, hopefully, is but the first step in a process which will insure that in the future, policy makers faced with issues related to the training and education of criminal justice system employees will have available to them better data upon which to base their decisions.

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\*Similar efforts in connection with curriculum development are currently underway, supported by a discretionary grant from the National Institute of Law Enforcement and Criminal Justice-L.E.A.A., under the direction of Dr. John Angell, the Center's Director of Academic Programs.

## METHODOLOGY

The Center considered two approaches to the development of the baseline data just described. The first entailed on-site visits to all criminal justice agencies in the state for the purpose of capturing the data sought from the files of those agencies. Time and geography, which in Alaska translate immediately into substantial dollar amounts, effectively precluded that approach. (It was recognized that this decision was likely to result in acquisition of less than satisfactory data, a result which, as the readers of this report will soon discover, came to pass.)

In lieu of actual visits to the agencies, the decision was made to attempt to obtain the data by questionnaire. A twenty-eight question survey instrument was developed. To reduce problems of data compilation, the questionnaire was designed to utilize as many forced answer/check-off questions as possible. However, the survey instrument contained both forced answer and open ended questions. A copy of the survey instrument will be found in Appendix One at the end of this report.

The survey was sent to every state criminal justice agency, to all local law enforcement agencies, and to a number of institutions or offices within state agencies. A total of 78 agencies, offices or institutions within agencies, or individuals were surveyed. Appendix Two provides a listing of those to whom the survey instrument was sent.

## ANALYSIS OF DATA

The analysis of the survey data will generally follow the sequence of questions used in the instrument. The reader may find it useful to detach the survey instrument contained in Appendix One since the wording of each question will not be repeated in the body of this report.

### CRIMINAL JUSTICE EMPLOYMENT

The analysis of the data commences with Section II of the instrument, Questions Four through Seven, and deals with employment data. An objective of this study was to develop basic information on the number of individuals employed by the public sector\* in criminal justice related occupations. A second objective was to obtain a broad picture of the kinds of jobs they performed. In addition, the survey was designed to obtain some indication of the degree of employee turnover experienced by public sector criminal justice agencies.

The 39 agencies which responded to the survey reported that they had budget authorizations, on January 1, 1976, to employ a total of 2,140 persons. Table One, presented below, depicts the distribution of authorized positions among major

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\*The reader should recognize that a healthy segment of private sector employment is in justice related fields such as the private security or attorneys with private criminal practice. Moreover, the survey does not deal with city attorneys who may prosecute misdemeanor violations of city ordinances.

Table One

Authorized Positions - Alaskan Criminal Justice Agencies  
(As of January 1, 1976)

<u>Type of Agency</u>	<u>No. Reporting</u>	<u>Authorized Positions</u>	<u>Percent of Total</u>
Police	28	1225	57.2
Courts	1	450	21.0
Corrections	5	250	11.7
Probation/Parole	1	99	4.6
Prosecution	1	62	2.9
Defense	1	34	1.6
Other	2	20	0.9
Total	39	2140	99.9

components of the criminal justice system responding to the survey.

In the course of the analysis of the survey data a number of attempts were made to determine exactly how many persons were actually employed by Alaska's criminal justice agencies in order to determine what percent of the total employment figure was represented by our data.

Regrettably, the data was unobtainable. Despite repeated attempts to compare the data with that available from other sources\* the results did not permit the development of figures which reconciled each other. An approximate total employment figure - in a plus or minus 10 percent range - is probably about 2,400 employees.

The data on the percentage distribution of employees across the criminal justice system depicted in Table One should be viewed by the reader with caution, since it reflects

\*See generally: 1976 Annual Criminal Justice Plan, 1975 Alaska Law Enforcement Directory.

incomplete data for both police and corrections agencies. While there are no comparable 1976 figures on national averages of the distribution of criminal justice system employees, the picture in Alaska is very likely a general reflection of national patterns.

Table Two, below, presents data on vacant positions within criminal justice agencies on January 1, 1976. The overall reported vacancy rate on that date was 5.42 percent. This figure is considerably lower than anticipated. Because of Trans-Alaska Pipeline impact, a somewhat higher vacancy rate had been expected. It may be, however, that the initial effects of that impact have somewhat stabilized. On the other hand, the time of the year - winter is the low point in pipeline-related employment - used for establishing the vacancy data may have produced the relatively low figure.

The vacancy rate is fairly evenly spread among major components of the justice system. A substantial difference between the rate for police agencies and other components of the system was expected because of greater opportunities for

Table Two

Vacant Positions - Alaskan Criminal Justice Agencies  
(As of January 1, 1976)

<u>Type of Agency</u>	<u>No. Reporting</u>	<u>Vacant Positions</u>	<u>Percent Vacant</u>
Police	28	80	6.53
Courts	1	21	4.67
Corrections	5	5	2.00
Probation/Parole	1	4	4.04
Prosecution	1	3	4.84
Defense	1	0	---
Other	2	3	15.00
Total	<u>39</u>	<u>116</u>	<u>5.42</u>



alternate forms of employment, especially in pipeline security positions, for police officers, and because police officer pay rates are generally less competitive. This was not the case.

The type of work performed by employees of Alaska's criminal justice agencies was of general interest since this has some bearing on the shape academic programs should take and what the parameters of potential student bodies might look like. Tables Three and Four, below, provide data in response to Question Six.

Table Three

Classification of Full-Time Alaskan Criminal Justice Employees  
(N=39)

<u>Type of Agency</u>	<u>No. Reporting</u>	<u>Prof.</u>	<u>Support</u>	<u>Clerical</u>	<u>Contract</u>	<u>Total</u>
Police	28	757	126	216	10	1109
Courts	1	155	17	245	20	437
Corrections	5	216	17	17	9	259
Probation/Parole	1	56	--	40	--	96
Prosecution	1	35	--	24	1	60
Defense	1	25	--	12	8	45
Other	2	9	--	3	2	14
Total	39	1253	160	557	50	2020

Table Four

Classification of Part-Time Alaskan Criminal Justice Employees  
(N=39)

<u>Type of Agency</u>	<u>No. Reporting</u>	<u>Prof.</u>	<u>Support</u>	<u>Clerical</u>	<u>Contract</u>	<u>Total</u>
Police	28	5	23	7	4	39
Courts	1	--	7	6	--	13
Corrections	5	2	--	--	12	14
Probation/Parole	1	3	--	--	--	3
Prosecution	1	5	--	--	--	5
Defense	1	--	--	--	--	--
Other	2	1	--	1	1	3
Total	39	16	30	14	17	77

A number of inconsistencies can be observed in the data contained in these two tables when they are compared with the data contained in Tables One and Two, above. For instance, combining the total employment figures in Tables Three and Four produces a figure of 2,097 employees. Yet, subtracting the number of vacant positions in Table Two from the total of authorized positions in Table One, produces a figure of 2,024.

After reviewing individual responses, a possible conclusion is that the difference is most likely explained by "contract" employees. They total 67. If they are subtracted from the 2,097 figure derived by combining full- and part-time employees, the result is an employed figure of 2,030 which is much closer to the 2,024 figure derived by subtracting vacancies from authorized positions. Overall, however, this data should be viewed with some caution.

Further, the categorization of employees into the four groups used in the survey presents some problems. The categories are somewhat subjective, especially in the differentiation of responsibilities between "support" and "clerical". It was assumed that a certain amount of difference of opinion as to which category a particular job would most closely fit would exist among the respondents.

For purposes of this study, however, the responses are satisfactory. They have provided some indication of the relative size of potential student populations with educational needs or desires which are likely to be significantly different.

The final point of inquiry in this area of the study was

designed to determine the turnover rate of professional employees employed by justice system agencies. Data on this subject was felt to be important for three reasons.

First, it would provide some indication of employment opportunities, in general terms, within criminal justice agencies. This information could be used effectively in counseling students concerned with the employment potential of the system.

Second, turnover data could provide a clearer picture of training demands and might highlight some potential problems in that area.

Third, a determination of whether or not Alaska's criminal justice agencies had, in fact, experienced unusual turnover among personnel because of pipeline impact would be useful to planners.

Tables Five and Six, below, depict professional employee attrition for the calendar years 1974 and 1975 and concomitant hiring figures for the same years.

In focusing on professional employees an assumption was made that turnover would be greater among this group than among support or clerical employees since the former group was likely to have more job mobility than the latter two. A further assumption was made that the Criminal Justice Center would, in all probability, be called upon to serve the needs of professional employees more frequently than those of the other two groups.

The data contained in Table Five would seem to suggest

that turnover of employees (17.8 percent) during the 1975\* calendar year, although substantial, may not have been as severe as commonly perceived, at least on a systemwide basis. However, if we adjust the figures by eliminating employment totals for prosecution and probation/parole functions (which did not report on attrition) then the reported rate of attrition in 1975 rises to slightly over 19 percent. A 5 percent rate of attrition is generally considered to be normal among government employees located in stable economies.

Table Five

Professional Employee Attrition - Alaskan Criminal Justice Agencies  
Jan. 1, 1974 - Dec. 31, 1975

<u>Type of Agency</u>	<u>1974</u>	<u>1975</u>
Police	223	240
Courts	N/A	81
Corrections	49	47
Probation/Parole	N/R	N/R
Prosecution	N/A	N/A
Defense	10	9
Other	--	3
Total	<u>282</u>	<u>380</u>

Table Six

Professional Employees Hired - Alaska Criminal Justice Agencies  
Jan. 1, 1974 - Dec. 31, 1975

<u>Type of Agency</u>	<u>1974</u>	<u>1975</u>
Police	264	264
Courts	N/A	81
Corrections	73	49
Probation/Parole	N/R	N/R
Prosecution	N/A	N/A
Defense	10	9
Other	3	1
Total	<u>350</u>	<u>404</u>

\*1975 is generally considered to be the year of greatest pipeline impact.

However, analysis of turnover rates on an agency-by-agency basis indicates that among police agencies turnover was extremely severe. Ten agencies experienced in excess of 100 percent turnover. Five others experienced in excess of 50 percent turnover. Two more experienced between 30 and 50 percent turnover.\*

Thus, seventeen of the twenty-eight police agencies (60.7 percent) experienced what can only be termed as extremely excessive turnover of professional personnel during calendar year 1975.\*\*

As the data in Table Six, above, indicates, agencies of the criminal justice system were able to replace employees they lost and apparently gained a number of new positions - in both years - although some portion of the number of the newly hired employees undoubtedly reflects the hiring of more than one person during a year to fill a single position.

While the ability to replace employees mitigates the impact of excessive attrition to a degree, it does not solve most of the serious problems associated with this situation.

The turnover rates experienced by a majority of the police agencies responding to the survey have undoubtedly resulted in time and money wasted on training, created an environment which significantly reduces the incentive to spend money and expend

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\*Percentage figures can be deceiving, where very small departments are involved. High turnover was not limited, however, to one or two man agencies. Both Fairbanks and Juneau experienced high turnover.

\*\*Research being conducted by my colleague John Angell, in connection with curriculum development, suggests that some of this turnover is deceptive in that personnel appear to be moving from one police agency to another within the state or leave their agencies during the summer months and return again in the fall.

time on training, and in many instances made attempts to train employees a practical impossibility. (Quite obviously, none of these adverse impacts takes into consideration the enormous impact excessive attrition has to have had on police operations and the delivery of police services.)

As is indicated in subsequent sections of this analysis, some of the effects of excessive attrition related to training apparently have occurred in a number of police agencies.

#### CRIMINAL JUSTICE EMPLOYEE EDUCATION BACKGROUNDS

This section of the analysis deals with levels of education achieved by Alaska's criminal justice agency employees, incentive plans for higher education and specialized skills related to education and training which criminal justice agency employees may have used or acquired during their employment tenure.

Data of this type is relevant to answering questions such as the number of potential B.A. students and their location, and in identifying ranges of skills already acquired by criminal justice personnel which might be used in connection with continuing professional development programs.

We were also interested in determining the extent to which Alaskan police officers were making progress towards meeting higher education related goals recommended by various national commissions studying crime and the administration of justice.

As was noted in the summary of results, data on education levels of employees is apparently very difficult to obtain in

larger agencies. Neither the State Troopers nor the Anchorage Police Department could provide complete data on the education levels of their employees.

Since a high school diploma, or its equivalent, is required for employment as a police officer, an assumption is made that the data on high school education contained in Table Seven, below, is a totally inaccurate reflection of reality. Rather than adjusting the reported data by adding to it the numbers of professional personnel employed by the Troopers or the Anchorage Police Department,\* we have simply reported the data as it was recorded by the agencies on the survey instrument.

Table Seven

Education Levels - Alaskan Criminal Justice Employees

<u>Level of Education</u>	<u>Employee Classification</u>			<u>Total</u>
	<u>Professional</u>	<u>Support</u>	<u>Clerical</u>	
High school or equivalent only	162	25	110	297
Some college only	149	5	13	167
Associate Degree only	23	8	3	34
Baccalaureate Degree	109	1	3	113
Study towards Masters	26	0	0	26
Masters Degree	25	0	0	25
Study towards Ph.D.	0	0	0	0
Ph.D. Degree	0	0	0	0
LLB/JD Degree	58	0	0	58
Total	552	39	129	720

The data contained in Table Seven, at a quick first glance, would seem to suggest that a significant proportion

\*Some professional employees might not be police officers and their jobs might not require high school diplomas, although this is not likely to be the case.

(approximately 60 percent) of Alaska's criminal justice agency employees either have college degrees or are pursuing them. It should be reiterated once again, however, that the data represents less than one-third of the total employment figures reported by those agencies. And, because most of the data reflects education levels of court, prosecution, defense and probation/parole employees who, by the very nature of their professions, are required to have higher education experiences, it presents a substantial distortion of what the real picture is likely to be.

In fact, it may be safe to conclude that a very small number of Alaska's criminal justice agencies' employees beyond those whose professions require it have obtained any higher education.

In other states this conclusion might be viewed as somewhat disturbing in light of the emphasis placed in recent years on the need for higher education by virtually every body of national prominence which has studied the police.\* In Alaska, however, this situation might have been expected.

Unlike the case in other states, Alaska's police officers simply have had fewer opportunities to pursue higher education once they become employed. The state's system of higher education is not as highly developed as are the systems of other states. Moreover, programs in criminal justice studies - which might have attracted police personnel more so than other subject

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\*See generally, "The Challenge of Crime in a Free Society", (1967), p. 110, "Police", Report of the National Advisory Commission on Criminal Justice Standards and Goals (1973), pp. 367 et. seq.



areas - were virtually nonexistent prior to 1969.

Both of these conditions, quite obviously, have changed in the last few years. However, if the experiences of other states are indicative of what might occur in Alaska, the mere fact that higher education programs of probable interest to police officers are available to them is not, of itself, likely to draw large numbers of those officers to the campus.

The attraction of large numbers of police officers to job related programs of higher education is likely to occur only if those officers are provided with incentives which will stimulate interest in those programs. As the data in Table Eight, depicted below, indicates, those incentives do not generally exist in Alaska at the moment.

Table Eight

Higher Education Incentive Programs - Alaskan Criminal Justice Agencies  
(N=39)

<u>Type of Incentive Program</u>	<u>No. of Agencies Using Program</u>
Tuition Reimbursement	7
Bonus Pay	2
Special Work Hours	6
Special Work Detail	1
Credit Towards Promotion	2
Required for Promotion	1
Leave of Absence with Pay	4
Leave of Absence without Pay	4
Other	1

NOTE: A number of agencies reported use of more than one incentive program.

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Ten of the fifteen agencies which reported that they provided incentives were police agencies, including the two agencies which reported providing "bonus" pay for participation in

or completion of higher education programs. One of those two agencies provided a 4 percent increase over base pay upon successful completion of sixty credits and an 8 percent increment for completion of 120 credits. The other provided a 2 percent pay increase for officers with thirty or more credits who were enrolled on a continuing basis in a degree program and a 4 percent increase if the officer received an A.A. degree, or higher. These ten agencies reported employment of 256 professional personnel in response to Question Six. Thus, approximately one-third of the reported professional personnel in police agencies have incentive programs available to them.

Those familiar with the issue of educational requirements for police officers are aware that it is most controversial. Strong arguments exist in support of positions taken by proponents and opponents of educational requirements. It is not the purpose of this report to address the controversy. However, the issue of whether or not college education should be required as a condition of employment for police officers - or other criminal justice personnel - is separable from the issue of whether or not college education is beneficial to improved job performance. On this issue, most of those who have analyzed the problem seem to agree that college education is helpful.

To conclude the analysis of levels of education of Alaska's criminal justice employees, we note, on the basis of reported data, that there is a potentially large student body which might be attracted to programs of higher education. Whether or not

they will be attracted will depend upon how well the University of Alaska does in developing and selling programs of higher education which serve their needs and whether the criminal justice agencies of the state, particularly the larger agencies which may be better positioned to support such incentives, will provide incentives or remove disincentives or impediments to their employees to attend such programs.

With regard to the latter, it is noted that in addition to those agencies which already provide incentives, only four more of the 39 agencies which responded to the survey indicated in response to Question 26 that they would now consider providing release time or other incentives to their employees to enroll in newly created B.A. programs. One agency indicated it might provide such incentives. Sixteen said they would not and four did not respond.

#### SPECIAL EDUCATION RELATED SKILLS

As was previously noted, one of the original objectives proposed for the Center was the development of a program of continuing professional development for personnel of Alaska's criminal justice system. Implicit in the articulation of this goal was the recognition that some employees would have already achieved their educational goals, regardless of the level of those goals.

Nonetheless, it was assumed that these employees -- as well as those still pursuing educational goals -- would, from time to time, have need for specialized, career related training pro-

grams. Creation of the Center, in part, was a recognition of the fact that these needs were only being met by the costly and somewhat inefficient process of sending Alaskans "outside". The result of this action was that only a small number of employees, relative to the need, benefitted by these programs.

Data was collected on the types of programs offered "outside" which attracted Alaskans. Three potential benefits were perceived from the availability of this data.

First, it would be useful to determine which types of programs offered "outside" that had attracted Alaskans might be offered within the state.

Second, benefits might be derived from the ability to identify personnel within the state who would be qualified to supplement resources currently employed in presenting continuing professional development programs within the state.

Third, it might be useful to be able to determine if there were individuals within Alaska's criminal justice agencies who might be potential adjunct faculty members for the University's higher education programs.

Table Nine, depicted below, provides data in response to Question 13. Analysis of the data suggests that there are significant resources potentially available to the criminal justice system which may be used in connection with training and education programs. In fact, only seven of the 39 agencies which responded to the survey apparently did not have any employees who fit into any of the four categories set forth in Question 13.

Table Nine

Teaching Related Skills - Alaskan Criminal Justice Agency Employees

<u>Type of Skill</u>	<u>No. of Employees</u>	<u>No. of Agencies</u>
Recruit Training Instruction	109	27
Specialized Training Instruction	53	22
High School Teaching	16	10
College Teaching	11	7
Unable to Obtain In- formation	—	5

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While the survey made no attempt to determine the qualitative nature of this data, the results suggest that at the very least a substantial majority of Alaskan criminal justice agencies currently employ at least one individual who may have the skills required to effectively impart knowledge to others. It probably follows that this is a resource which has not been fully utilized. Further follow-up on this question will be undertaken to develop a more comprehensive file on individuals and skills. This information will, in turn, be used in connection with programs of education and continuing professional development.

Table Ten, below, presents data developed from responses to Question 14.

Analysis of the data on an agency-by-agency basis indicates that within the severe limitations of time and money and the availability of relevant programs, Alaska's criminal justice agencies have made a determined effort to provide opportunities for advanced or specialized training for their employees. This indicates that properly conceived and relevant pro-

grams of continuing professional development will be supported by those agencies and attended by their personnel.

Table Ten

Specialized Training Programs Attended by  
Alaska's Criminal Justice Employees

<u>Type of Program</u>	<u>No. Employees Attending</u>
F.B.I. National Academy	22
Northwestern U. Traffic Institute	11
Southern Police Institute	4
Institute of Court Management	5
National College of Crim. Defense	7
Lawyers and Public Defenders	
National Legal Aid and Defender	4
Assoc. Program	
Drug Related Programs	17
Rape Related Programs	10
F.B.I. Sponsored Seminars	13
Public Safety Academy Sponsored Programs	27
Other Programs	271
Total	<u>291</u>

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In Question 23 of the survey, agencies were asked to indicate five subjects which they would like to see addressed in 1976 by the Center's continuing professional development program. Table Eleven, below, provides a synopsis of the information contained in those answers, which were received from 28 of the 39 agencies responding to the survey.

Analysis of the responses to Question 23 indicates that Alaska's criminal justice agencies perceive a wide range of needs in the area of continued professional development programs for their employees. In addition to the subjects set forth in Table Eleven, another twenty-one topics were mentioned once in response to the question, resulting in a total

Table Eleven

Recommended Continuing Professional Development Programs

<u>Subject Matter Recommended</u>	<u>Frequency of Recommendation</u>
Management	13
Supervisory Training	9
Investigation	7
Community Relations	6
Criminal & Substantive Laws	6
English	5
Crime & Alcohol	5
Juvenile Procedure	5
Native Alaskans	5
Narcotics & Dangerous Drugs	5
Criminal Procedure	5
Courtroom Procedures	4
Family Disturbances	4
Correctional Practices	3
Judicial System	3
Interviews	2
Personality Theory	2
Research	2
Counseling	2
Police Patrol	2

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of forty-one different\* subjects being recommended.

In reviewing the nature of the responses we have concluded that most deal with subject matter which could be addressed by personnel currently available within the State of Alaska.

If these responses are truly reflective of the desires (or needs) of Alaska's criminal justice agencies, then they indicate that unnecessary reliance may have been placed on specialized training resources outside the state in meeting the needs of Alaska's criminal justice practitioners.

It is apparent that the information provided in response

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\*The open-ended nature of the responses required us to guess at probable meaning of words in grouping the responses. We have tried nonetheless to develop mutually exclusive categories.

to Question 23 affirms the judgments of those who have argued that there has been a traditional underestimation of the ability of the State and its criminal justice agencies, using existing resources, to provide specialized training to more criminal justice practitioners than reliance upon outside resources permitted.

Further, analysis of the substance of the subject matter listed in the majority of the responses suggests that programs dealing with those subjects can be delivered to groups which are made up of representatives of a number of the component agencies of the criminal justice system, thus facilitating the potential for closer communication and cooperation among the various components of the system and their employees.

In concluding this section of the analysis, there is no intent to suggest that agencies of the system need, in the future, look only to in-state resources for specialized training. Obviously, there are training programs available on the "outside" which - for the foreseeable future - will better serve the needs of Alaskans than alternatives which might be developed within the state. The Institute for Court Management and the F.B.I.'s National Academy are two prime examples of programs which should continue to be made available to the employees of Alaska's criminal justice system.

#### TRAINING PROGRAMS

This section of the analysis deals with the extent to which the employees of Alaska's criminal justice agencies



are provided with training by these agencies. The analysis deals with responses to Questions 15 through 21, inclusive, in the survey instrument. It follows the format of the survey instrument by dealing with training in three categories: (1) entry level, (2) in-service, and (3) promotion related training.

Baseline data on training programs is useful for a number of reasons, some of which are relevant to the statewide goals and objectives, some of which should be of general interest to the agencies themselves.

This information will be useful in avoiding duplication of effort in the development of training programs beyond entry level efforts, such as those at the in-service level, and in developing a better picture on the nature and extent of the training of Alaska's criminal justice employees.

Table Twelve, depicted below, provides a general overview of the types of training currently provided by agencies of Alaska's criminal justice system to their employees, as indicated in their responses to Question 15 of the survey.

Table Twelve

Training Programs for Alaska's  
Criminal Justice System Employees  
(N=39)

<u>Type of Program</u>	<u>No. of Agencies Providing Program</u>	<u>No. Employees Authorized for these Agencies</u>
Entry Level Training	32	2078
Regular In-Service Training	22	1284
Promotion Training	11	1013
Specialized Training	21	1975

Note: 63 percent of the number of authorized employees counted in promotion training were from one agency-the State Troopers.

As is clear from the data presented in Table Twelve, entry level training is generally provided to new employees by a majority of the agencies responding to the survey. All of the major components of the system provide such training and slightly over 75 percent (22 of 28) of the police agencies responding indicated that they provide such training. In the case of the responses from police agencies, it is not clear how to interpret the data in light of Police Standards Council requirements that all new police officers be provided with a minimum of 200 hours of instruction within 12 months of employment. It may well be that some of the police agencies which responded negatively to this question interpreted the word "provide" to mean that they, themselves, actually did the training, when in fact the training was done at the Public Safety Academy. One agency so responded and we added them to the group providing entry level training.

The responses to parts (b) and (d) of Question 15 indicate that a slight majority of the agencies responding provide in-service and specialized training for their employees. These responses are consistent with those contained in answers to Question 14\* and indicate that efforts are being made by Alaska's criminal justice agencies to keep their employees abreast of developments in their fields. By the same token, however, the responses suggest that there is room for improvement - across the system - in this critical area.

The responses to part (c) of Question 15, as revealed in

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\*See Table Ten, supra, p. 24.

Table Twelve, above, demonstrate quite clearly that too few of the employees of Alaska's criminal justice system are provided with any formal training designed to help them deal with the additional responsibility and authority which they undoubtedly assume upon their promotion. The data confirms a popular belief frequently expressed to the staff of the Center that such training did not exist to any large degree in Alaska. Analysis of the data on an agency-by-agency response indicates that the lack of such training exists among all components of the system.

This finding, in our view, is consistent with the responses to Question 23\*\* in which continuing professional development programs accenting management and supervision received the most frequent attention among the many varied subjects recommended to the Center by the respondents.

Taken together, these two pieces of information suggest that while Alaska's criminal justice agencies currently are not able to provide enough promotion-related training for their employees, they nonetheless recognize its value and are seeking ways by which they may provide it to their employees.

#### ENTRY LEVEL TRAINING

Question 16 of the survey was developed to provide basic information on issues related to entry level training. It was also designed to provide a picture of the extent to which entry level training in Alaska actually occurred. Lastly, it

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\*\*See Table Eleven, supra, p. 25.

was designed to provide information useful in the development of other training programs, such as when entry level training was normally held which would be useful data for planners in the scheduling of training programs.

We have already described the degree to which entry level training is provided by the responding agencies.\* Twenty-one of the 32 agencies which provide entry level training reported that they provided it to all new employees, regardless of their employment status.\*\*

These inconsistencies in the data make it difficult to interpret the meaning of the responses to Questions 16(a) and 16(b) with any certainty. Nonetheless, the data does seem to support the conclusion that a majority of the responding agencies do provide entry level training to all their new employees. However, a significant number of police agencies (9 of 22) only provide entry level training to newly hired police officers.

Having established who is provided with entry level training, it may be useful to make an analysis of who actually does the training. Questions 16(c)-(e) were designed to provide answers to this question. However, analysis of the responses identified a definitional weakness in the wording of those questions which has clouded the responses. It was assumed that

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\*See Table Twelve, supra., p. 27.

\*\*Unfortunately, some of the respondents apparently did not perceive the distinction which existed between Questions 16(a) and 16(b), for six agencies answered "yes" to both questions. Still another agency which indicated that it provided entry level training in response to Question 15(a), did not respond to Question 16(a) or 16(b). Yet another agency which responded "no" to Question 15(a), responded "yes" to Question 16(b).

the questions were phrased in such a way as to make answers mutually exclusive. Hindsight makes it clear that they were not properly phrased.

What was learned from the responses is that a majority of the police agencies use both their own personnel and the Public Safety Academy for delivery of entry level training, a conclusion that is not surprising. A determination of how many of those agencies relied exclusively on the Public Safety Academy would have been useful.

No agency indicated that they contracted with non-governmental agencies for entry level training, in response to Question 16(e). It was assumed that this was likely to be the case, but the question was designed to identify possible resources within the state on which agencies relied for training which were not widely recognized as having training resources from which Alaska criminal justice agencies could draw. We do not conclude from this survey that such resources do not exist, but only that the agencies which responded apparently do not use this type of resource.

Question 16(f) was designed to provide an answer to the important issue of when new employees were trained. Twenty-eight agencies provided some affirmative answer to this question. Four indicated that they always provided entry level training prior to the actual start of work. Eleven indicated that they never did so, while thirteen indicated that they did so whenever possible.

These responses indicate that despite the enormous constraints which high turnover and small manpower levels place

on pre-work training, most of Alaska's agencies make an effort to train their people before they commence work.

However, it might be useful to determine the answer to this question in a more precise fashion, perhaps by sampling personnel files and correlating employment dates with start and finish dates for training.

The frequency with which entry level training occurred was sought in Question 16(g). It was assumed, in the case of police agencies, that the small size of most departments would generally mean that they would not be able to consolidate the training of new employees at one time. Theories on turnover suggested that training, when it occurred, would be fairly irregular.

The responses to Question 16(g) seem to confirm these judgments. Only three (3) agencies (all police) indicated that they provided entry level training only once a year. Another four (again, all police) reported that they provided entry level training twice a year. Thirteen agencies indicated that they provided entry level training more than twice a year, but on an irregular basis, while six reported that they offered this training more than twice a year on a regular basis. Three agencies reported that they offered the training as needed.

It may be concluded that the irregularity of entry level training for police is, in large measure, the result of heavy reliance upon the Public Safety Academy for that training. It is undoubtedly the rare instance when an agency experi-

ences the confluence of a new hire with the start of a Municipal Police Training session at the Public Safety Academy.

Analysis of the data indicates that if the size of police agencies continues to expand, as they apparently have in recent years, and if turnover of personnel remains high, then it may be necessary to explore alternative modes of delivery of entry level training to police officers. This statement, of course, assumes the existence of a consensus that it is desirable that police officers be trained for their duties prior to the time they assume them.

Question 16(h) was designed to provide information as to when training of new employees most frequently occurred so that the Center might take this factor into account in the scheduling of its various programs. Unfortunately, only 14 of the 39 agencies which responded to the survey provided answers to this question. Consequently, one should be hesitant to draw any conclusions from it.

For those agencies which did respond, the months of May (5), September (5) and October (7) were the most frequently mentioned. The only consistent finding in this data is that police agencies rarely provide training during the summer months (June-August) when their workloads and vacation schedules are traditionally heaviest.

The intent in asking for data in response to Question 16(i) was to get a broad picture of the emphasis agencies placed on providing their new employees not only with background on their own agency, but also with some view of how that agency fit within the criminal justice system as a

whole. Analysis of responses to this question might help to determine if some of the problems related to the lack of communication and coordination within the system (the non-system syndrome) might be accounted for by a lack of training on the nature of the system.

It was believed that the wording of Question 16(i) was clear and precise. Apparently this was not an accurate assessment.

The responses to this question were apparently totally inconsistent. This inconsistency may have resulted from a failure to understand what information was being asked for, or it may reflect inconsistencies within and among the agencies. Whatever the case may be, a decision was made that reporting the data would require more cautionary notes than actual data and thus lead to excessive confusion of the issue.

Finally, as noted in the summary of results, only ten agencies reported that they had personnel assigned to training on a full-time basis. Given the small size of most of Alaska's criminal justice agencies, this result was not unexpected. The ten responding agencies employed a total of 23 individuals in full-time training positions. However, as previously noted, over half (12) of that total were employed by the Department of Public Safety.

To summarize the findings on entry level training, the data suggests that most new criminal justice employees in Alaska receive such training regardless of their job status, although in the case of police agencies the emphasis generally



is on the training of new police officers. This training is apparently provided both by personnel of the employing agency and by personnel from other governmental agencies, especially in the case of police departments. Efforts are made to provide the training prior to the actual start of work, although this evidently happens less frequently than the agencies would desire.

The training itself apparently occurs more than once a year but on an irregular basis. Spring and early fall seem to be favored time periods for the start of training.

Unfortunately, on the basis of survey results, no conclusions can be drawn about the content of the training.\*

#### IN-SERVICE TRAINING

The survey addressed a number of questions related to in-service training in an effort to provide the Center with data which would be useful in the planning of its programs of continued professional development.

Table Thirteen, depicted below, provides a picture of the responses to Question 17(a), which dealt with the regularity of in-service training.

As the data indicates, a majority of the agencies responding to the question reported that they provided in-service training to their employees on an irregular basis. Of the six agencies which reported that they provided daily in-

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\*Only two agencies forwarded materials related to entry-level training in response to Question 16(j).

Table Thirteen

Frequency of In-Service Training-  
Alaska Criminal Justice Agencies

<u>Interval</u>	<u>No. of Agencies Using Interval</u>
Daily	6
Weekly	4
Monthly	3
Irregularly	18
No response	8
	<u>Total</u> <u>39</u>

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service training, five were police agencies.

Fourteen of the agencies reported that they provided in-service training on the basis of a pre-planned schedule of subject matter. Two indicated that they followed this course of action sometimes. Thirteen agencies reported that they did not use pre-planned schedules of subject matter, while ten agencies did not answer this question.

Of the fourteen agencies which used pre-planned schedules of subject matter, five indicated that the schedule was drawn up on a weekly basis, three reported use of a monthly schedule, two relied on quarterly scheduling, one on a semi-annual schedule and two used annual schedules. The fourteenth agency reported using a schedule as needed.

The data indicates that interested parties may be able to get advance information on the subject matter of in-service training from a number of agencies. Insofar as the Center is concerned, this may be helpful in avoiding a certain amount of duplication of effort.

Further, a closer analysis of individual responses per-

mits a conclusion that any agency in the state could engage in similar pre-planning. Size of the agency did not appear to be a factor in terms of those agencies which responded affirmatively to Question 17(c).

Twenty agencies provided data in response to Question 17(b) on the average annualized number of hours of in-service training provided to each employee. The number of hours so provided ranged from a low of 5 to a high of 320. Overall, for the twenty agencies reporting data in response to this question, the number of hours averaged out to just about 80 per employee per year. It is interesting to note that of the twenty agencies which were able to respond to this question, thirteen were among the fourteen agencies which reported that they used pre-planned subject matter schedules in connection with their in-service training programs.

Table Fourteen, below, presents the results of responses to Question 17(e), which dealt with techniques used in connection with in-service training.

Table Fourteen

In-Service Training Techniques-  
Alaskan Criminal Justice Agencies

<u>Technique</u>	<u>No. Agencies Reporting Use</u>
Lectures	24
Films	20
Roll Playing	5
Video Tape	12
Outside Personnel	18
Visits	4
Programmed Learning Texts	7

Analysis of the data reported in Table Fourteen indicates that Alaska's criminal justice agencies employ a wide range of techniques for imparting information to their employees in connection with in-service training. Only four agencies reported reliance on one technique. On the average, the reporting agencies indicated the use of a combination of slightly over three of the techniques in their in-service training programs, with the combination of lectures, films and video-tapes being reported most frequently.

Table Fifteen, depicted below, provides a picture on the subject matter of in-service training as reported by the responding agencies. In developing the list of subject matter which called for responses, an attempt was made to deal with topics which past experiences indicated were dealt with most frequently on the "outside" or which seemed to be essential to a coordinated system. In retrospect, it might have been useful to have provided the opportunity to the agencies to

Table Fifteen

In-Service Training Subject Matter-  
Alaskan Criminal Justice Agencies  
(N=30)

<u>Subject Matter</u>	<u>No. Agencies Addressing Subject Matter</u>
Agency Policy Changes	29
Agency Procedures Changes	27
Legislation Changes	21
Case Law Changes	17
New Techniques in Job Performance	22
New Equipment Used in Job	17
New Policy in Another Agency	15
New Procedure in Another Agency	16

respond to an "other" category to determine if some subjects which were not considered as critical as those listed were frequently dealt with by a number of agencies\*

Be that as it may, the data suggests that in-service training in Alaska covers a consistently broad spectrum of subject matter. Perhaps more importantly, the data presents convincing evidence that subjects which are probably best dealt with on an individual agency basis in accordance with the needs of the agency are being addressed in that fashion.

In response to Questions 17(f), (7) and (8), the Division of State Troopers, as had been expected, was the agency most frequently mentioned (17 instances in total) while the court system and the Department of Law were distant seconds (6 instances each).

To summarize findings in the area of in-service training, the data reported indicates that while in-service training of a regular nature is provided in fewer instances than entry level training, those agencies which do provide it do so in a fairly regularized and comprehensive fashion using a variety of delivery techniques while covering a wide range of topics.

Before turning to an analysis of data on promotion-related training, the reader may recall that at the conclusion of the analysis of employment data it was suggested that heavy turnover of personnel was likely to have a serious impact on training.

Of the ten agencies which reported turnover in excess of

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\*On the other hand, where we did provide for "other" responses in the survey, they were generally ignored.

100 percent in 1975, two indicated that they did not provide regular entry level training for their employees and seven reported providing no regular in-service training. These findings are hardly surprising.

#### PROMOTION TRAINING

As a result of discussions with various criminal justice system personnel, it was estimated that only a handful of agencies regularly provided their employees with training related to promotion. Past experiences with criminal justice agencies outside Alaska suggested that such training occurs with some frequency in a growing number of jurisdictions.

Question 18 of the survey was designed to develop a more accurate picture of the situation as it exists in Alaska. The results confirm general impressions about promotion related training in Alaska. Only 11 of 39 agencies responding to the survey reported providing promotion-related training. Eight of the 11 reported providing the training either before or after promotion, two indicated that they provided it after promotion, and one reported providing it prior to promotion.

The number of agencies which indicated that they provide promotion-related training is so small that one may conclude that responses to other parts of Question 18 are virtually meaningless for any useful purposes. While those findings will be reported briefly, no conclusions are drawn from them.

In response to Question 18(b), six agencies reported providing their own training exclusively while one used its own resources and those of other agencies. The remaining four relied on resources of other agencies.

A combination of classroom work and on-the-job training was the most frequently reported vehicle for training (3 instances). Principles of management was the most frequently reported subject matter (7 instances). Training is provided when required by the majority (10 of 11) of those agencies which offer promotion training.

#### MISCELLANEOUS TRAINING DATA

This concluding section of the analysis of the survey deals with a number of items which bear on both training and employment data.

Table Sixteen, below, presents data in response to Question 19 of the survey. The data suggests a steady increase in the numbers of employees who have been provided training in all three categories. That increase may reflect greater emphasis on the importance of training, or it may simply reflect an increase in the number of people requiring training as a result of turnover and/or newly authorized positions.

In response to Question 20, twenty-five agencies provided answers. Among them, they reported that a total of 119 professional employees for whom they provided entry level training had left the agency within 12 months of being hired. Four

Table Sixteen

Employees Trained - Alaskan Criminal Justice Agencies  
(1973 - 1975)  
(N=19)

<u>Type of Training</u>	<u>Number Trained by Year</u>		
	<u>1973</u>	<u>1974</u>	<u>1975</u>
Entry Level	114	335	337
In-Service	445	568	611
Promotion	33	44	61
Totals	592	947	1009

agencies reported that all the professionals they hired and trained had left within 12 months of employment.

Sixteen agencies, thirteen of which were police, responding to Question 21 reported that they employed a total of 67 professional employees (38 of whom were police officers) who had not received required entry level training at the time they responded to the survey.

Each of these three questions provides further support for the prior conclusion that excessively high turnover - especially among police agencies - may discourage the training of Alaska's criminal justice personnel.

Responses to Question 22 indicate that the vast majority of new personnel for the state's criminal justice agencies, regardless of their employment status, are drawn from local communities. This suggests that pre-service students attending the education programs of the University of Alaska will find employment opportunities within the state's criminal justice agencies.

Not surprisingly, Anchorage and Juneau, respectively,



were cited as the most convenient locations for sites for continuing professional development programs by those agencies which responded to Question 24. Sixteen agencies (of 36 which responded) indicated Anchorage as their first choice, while nine others listed it as their number two choice.

Finally, a review of the responses to Question 27 indicates that almost all of the subject matter of a B.A. program which the responding agencies would like to see given emphasis is, in fact, accounted for in the University's degree programs, either at the Associate or the Baccalaureate degree levels.

#### ADDITIONAL COMMENTS

The final question of the survey was designed to provide respondents with the opportunity to expand upon any of their previous answers or to offer any other thoughts or advice which they believed to be pertinent to the subject matter of the survey. Only a few of the respondents availed themselves of that opportunity. All were representatives of law enforcement agencies.

In the main, the comments made in response to Question 28 support the general conclusions reached in the analysis of the data developed by the survey. For the most part the comments related to difficulties associated with training police personnel in Alaska's unique environment. Because there were so few comments, most of which were very brief, they are reported here collectively. In this manner, they will not be confused with judgments of the author, as they

might have been had they been incorporated at appropriate places in the main body of the report, either in the text or in footnotes.\*

COMMENT: "This department is small and in a stage of productive development. We are very interested in any extension courses that are available which could aid the growth and education of persons involved with this department."

COMMENT: "I think continuing education and professional development programs are fantastic, however they seem to benefit only larger metropolitan police agencies."

"Speaking for this agency only, I simply don't have the money or manpower to have my employees participate in such activities."

COMMENT: "With more training we can do a better job."

COMMENT: "Due to mileage and no excess manpower, satellite courses are a must if our personnel are to acquire any units towards a degree. A full degree program would be ideal. With police Standards being established and education standards being set for hiring and advancement, it is hard for officers in outlying communities to fairly compete for positions."

COMMENT: "Your programs may be quite effective in the cities, but there is a need in the small towns and villages for correspondence courses, training movies and film strips at reasonable costs."

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\*Anonymity of response has been preserved as a matter of courtesy to the respondents.

COMMENT: "Our department has a high rate of turnover in employees as reflected in answers to #7. ...The main cause for the large turnover is the low pay scale.

"Promotional training is not applicable with this rate of turnover.

"We cannot send men away for long periods of time to attend training with a \*\*\*\* man force. The training is very important, but we cannot be shorthanded for long periods of time. The Police Academy is the only exception to the rule."

COMMENT: "I would like to express a wish that some course consideration be given to areas without police protection, for citizen-oriented prevention and/or correctional services that could be locally operated within existing fiscal limits."

The final comment, above, raises a point which is not normally considered in the course of planning either education or continuing professional development programs. Too frequently, these programs are designed to account for the needs of the practitioners of the criminal justice system and ignore the needs of the consumers of the system.

Quite clearly, the latter have legitimate needs. These needs have recently been recognized by the Governor's Commission on the Administration of Justice and they have taken steps to commence the process of citizen education in the area of criminal justice.

## RECOMMENDATIONS

1. One of the objectives of the survey was to develop accurate and comprehensive data on the number of individuals employed by the criminal justice system in Alaska. In this regard the survey was only moderately successful. Similar efforts by other members of the Staff of the Criminal Justice Center have proved to be only slightly more successful.

We recommend that a census of all criminal justice employees be undertaken under conditions which will assure that the results represent a current and accurate picture of public sector criminal justice employment. This effort should be designed in such a fashion that yearly up-dating is easily achieved. Consideration should also be given to developing similar data on private sector employment in justice related fields such as security guards.

2. A second objective of the study was to develop accurate and comprehensive data on the levels of education which have been achieved by Alaska's criminal justice system employees. Once again, the study was only partially successful in developing such data.

We recommend that agencies of the criminal justice system give serious consideration to reviewing their personnel files systems. On the basis of results provided in connection with the survey, we suspect that many agencies are either not capturing valuable personnel data on their employees, or are capturing and storing the data in a manner which makes it

virtually useless to the agencies in all but limited circumstances, such as promotion reviews. We hypothesize that had we asked the agencies to provide data on the numbers of employees with second language skills, those with specialized licenses, or a number of other skills which are germane to various criminal justice system functions, that they would have been unable to provide such data.

3. Our analysis of the data provided by the responding agencies on personnel turnover confirms the suspicion that police agencies have, in fact, experienced excessively high turnover of personnel during the past few years. There are clear indications that this factor has diminished incentives to train personnel, at least beyond the entry level.

If this condition persists over the next few years it may have serious consequences for the system in the long run. Consequently, we recommend that some effort be undertaken to develop new modes of delivery for the training of police personnel which minimize the impact that training has on the operations of smaller police agencies in Alaska.

4. The data produced by the survey confirmed commonly held beliefs with respect to promotion related training in Alaska. Few employees of Alaska's criminal justice system receive such training.

It may well be that in years past Alaska's population size and the nature of its social problems were such that employees of agencies of the criminal justice system could assume positions of greater responsibility within those

agencies solely on the basis of experiential learning on the job.

Conditions have changed in Alaska, dramatically so. These changes, and others yet to be felt, are likely to continue for years to come. It is our belief that these changes will require a more formalized mode of preparation of criminal justice employees for positions of greater responsibility within their respective agencies.

Consequently, we recommend an immediate study of needs for promotion related training programs be initiated in Alaska, for all components of the system. More particularly, we recommend that the Police Standards Council begin the process of developing standards for intermediate supervisory and executive level positions within Alaska's police agencies.

5. There are indications that a certain amount of job mobility between police agencies exists within Alaska. We recommend that this phenomenon be explored more fully. If this is the case, then it may be useful to consider the question of whether or not the State should assume a larger role in training such as paying for (or providing) entry level and in-service training on the theory that such training may ultimately benefit not only the community which initially employed the individual who received the training but also residents in other communities to which the individual thereafter moves.

#### AUTHOR'S POSTSCRIPT

At the time that planning for this survey was initiated, the Criminal Justice Center was still not fully staffed. This fact placed certain limits on the scope of this survey and on the methodologies which could be employed in gathering data.

Since that time the Center has added additional staff. These new staff members were employed to fill positions (Assistant Director for Academic Programs and Assistant Director for Continuing Professional Development) which bear directly on the nature of this report.

In the intervening period between planning for this survey, development of the survey instrument, actual implementation of the project, and tabulation of the results (a period which encompassed approximately eight months) my colleagues - John Angell and Roger Endell - have initiated studies related to their respective positions which supplement and clarify the results contained herein.

John Angell is currently at work on the development of a revised curriculum for the Justice B.A. program of the University. In the course of that study he has relied - to an extent - on the findings contained in this report. More importantly, however, he has been able to benefit from some of the weaknesses in data identified as a result of this study and has taken steps to develop better data in those areas.

Roger Endell, in conjunction with the planning of the program of continuing professional development, has also be-

nefited by the results of this study. He, too, was troubled by the weaknesses in data which were identified in the course of the survey. He has been able to remedy many of them in the course of on-site visits with criminal justice practitioners on the Kenai peninsula, in the Palmer area and in Fairbanks. He plans similar visits to other areas of the state. In addition to those visits, he has also conducted an analysis of expenditures authorized by the Governor's Commission on the Administration of Justice in support of specialized training.

Thus, the reader of this report should be aware that a substantial amount of additional information on the subjects with which it has dealt is now available. No effort was made to incorporate results obtained by my colleagues into the body of this report. I felt that it was important to report only what I found, and to let those findings stand alone so that weaknesses in data could be clearly identified.

The reader who is interested in the findings of my colleagues should contact them directly. They will be pleased to discuss what they have found in relation to the findings of this survey.



APPENDIX I  
SURVEY INSTRUMENT

Please Print or Type

I. IDENTIFICATION

1. Name of your jurisdiction: \_\_\_\_\_

Address: \_\_\_\_\_

\_\_\_\_\_  
(City/Borough) (State) (Zip Code)

2. Your name: \_\_\_\_\_

Title: \_\_\_\_\_

Name of your agency: \_\_\_\_\_

3. Population Figures (latest estimate) covering total number of people living in your jurisdiction. \_\_\_\_\_

II. NUMBER OF EMPLOYEES

4. What is the TOTAL number of authorized positions in your department or agency, as of January 1, 1976? (Include all personnel, full-time, part-time, professional, support, clerical, etc.)

Total Number: \_\_\_\_\_

5. How many of these TOTAL authorized positions are currently VACANT?

Number of positions Vacant: \_\_\_\_\_

6. How many employees are presently working within your agency or department in each of the following categories? (Please give the exact number for each category if possible.)

Note: Professional employees means sworn officers, attorneys, corrections officers, judges, counsellors, researchers, etc.

Support employees generally means computer operators, communications aids, maintenance personnel, etc.

Clerical employees generally means typists, clerks, secretaries, bookkeepers, etc.

Contract employees generally means individuals hired by contract, supported by local, state, Federal or private funds which are not contained in your agency's budget.

	<u>Professional</u>	<u>Support</u>	<u>Clerical</u>	<u>Contract</u>
Full-time	_____	_____	_____	_____
Part-time	_____	_____	_____	_____

7. Since January 1, 1974, how many PROFESSIONAL employees have: (a) left your agency or department, and (b) how many PROFESSIONAL employees have been hired?

1/1/74-12/31/74                      1/1/75-12/31/75

(a) Number who left                      \_\_\_\_\_

(b) Number who were hired:                      \_\_\_\_\_

III EDUCATIONAL LEVELS

8. If your personnel records so indicate, please provide the number of your employees with the following levels of EDUCATIONAL achievement.

Note: Some employees may have more than one degree, e.g., a LLB and a M.P.A. In such cases count only the highest.

	Professional	Support	Clerical	Incomplete or Not Available
A. High School or equivalent only	_____	_____	_____	_____
B. Some College only	_____	_____	_____	_____
C. Associate degree only	_____	_____	_____	_____
D. Baccalaureate Degree	_____	_____	_____	_____
E. Study towards Masters Degree	_____	_____	_____	_____
F. Masters Degree	_____	_____	_____	_____
G. Study towards PhD	_____	_____	_____	_____
H. PhD	_____	_____	_____	_____
I. LLB/JD Degree	_____	_____	_____	_____

9. Does your agency REQUIRE higher education as a condition to employment?

yes \_\_\_\_\_ no \_\_\_\_\_

10. Does your agency or department provide any INCENTIVE to your employees to pursue higher education?

yes \_\_\_\_\_ no \_\_\_\_\_

11. If the answer to question 10 is yes, please check the appropriate box(es) which describe the nature of the incentive.

- A. Tuition reimbursement \_\_\_\_\_
- B. Bonus Pay \_\_\_\_\_
- C. Special work hours \_\_\_\_\_
- D. Special work detail \_\_\_\_\_
- E. Credit towards promotion \_\_\_\_\_
- F. Required for promotion \_\_\_\_\_
- G. Leave of absence with pay \_\_\_\_\_
- H. Leave of absence without pay \_\_\_\_\_
- I. Other \_\_\_\_\_

12. If your agency provides bonus pay for higher education, please describe the system and extent of the BONUS PAY.

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IV SPECIAL EDUCATION RELATED SKILLS

13. How many of your present employees have ever performed any of the following functions?

- A. Recruit Training Instruction \_\_\_\_\_
- B. Specialized Training Instruction \_\_\_\_\_
- C. High School Teaching \_\_\_\_\_
- D. College Teaching \_\_\_\_\_
- E. Unable to obtain information \_\_\_\_\_

14. How many of your present employees have ever attended any SPECIALIZED TRAINING program such as those listed below. (The programs listed are only examples. In the space provided, please list the programs, seminars, workshops, etc. and the number who attended.)

Number Attended

- A. F.B.I. National Academy \_\_\_\_\_
- B. Northwestern University  
Traffic Institute \_\_\_\_\_



(c) Entry level training is provided by personnel assigned to your agency; yes \_\_\_\_\_ no \_\_\_\_\_

(d) Entry level training is provided by personnel assigned to another governmental agency; yes \_\_\_\_\_ no \_\_\_\_\_

Name of Agency: \_\_\_\_\_

(e) Entry level training is provided by contract with a nongovernmental agency; yes \_\_\_\_\_ no \_\_\_\_\_

Name of Agency; \_\_\_\_\_

(f) Entry level training is provided prior to actual start of work for which the individual was hired:

- 1. Always yes \_\_\_\_\_ no \_\_\_\_\_
- 2. Whenever possible yes \_\_\_\_\_ no \_\_\_\_\_
- 3. Never yes \_\_\_\_\_ no \_\_\_\_\_

(g) Entry level training is provided by or for your agency:

- 1. Only once each year yes \_\_\_\_\_ no \_\_\_\_\_
- 2. Twice each year yes \_\_\_\_\_ no \_\_\_\_\_
- 3. More than twice but on an irregular basis yes \_\_\_\_\_ no \_\_\_\_\_
- 4. More than twice, but on a regular basis yes \_\_\_\_\_ no \_\_\_\_\_

(h) Circle the month(s) when entry level training is most frequently offered for your new employees:

January February March April May June  
July August September October November December

(i) Provide the appropriate number of hours your entry level program devotes to the following subject matter areas:

- 1. Orientation to your agency \_\_\_\_\_
- 2. Orientation to the criminal justice system as a whole \_\_\_\_\_
- 3. Other subject matter \_\_\_\_\_

(Total of 1,2,3, should equal total number of hours devoted to entry level training)

- (j) If possible, please attach an outline of your entry level training program which describes content and hours devoted to each major subject area.
- (k) How many people in your agency are assigned to training as a full time job?  
Number: \_\_\_\_\_

17. If your agency provides regular IN-SERVICE TRAINING to your employees check the appropriate boxes which follow:

- (a) In-service training is provided:
  - 1. daily \_\_\_\_\_
  - 2. weekly \_\_\_\_\_
  - 3. monthly \_\_\_\_\_
  - 4. irregularly \_\_\_\_\_
- (b) How many hours per individual are devoted to in-service training on the average on an annual basis:  
Number of hours: \_\_\_\_\_
- (c) In-service training addresses a pre-planned schedule of subject matter:  
yes \_\_\_\_\_ no \_\_\_\_\_
- (d) If 17-C is answered YES, the schedule followed is drawn up:
  - 1. weekly \_\_\_\_\_
  - 2. monthly \_\_\_\_\_
  - 3. quarterly \_\_\_\_\_
  - 4. semi-annual \_\_\_\_\_
  - 5. annual \_\_\_\_\_
- (e) The following techniques are frequently used in connection with in-service training. Check those which your agency uses:
  - 1. lectures \_\_\_\_\_
  - 2. films \_\_\_\_\_
  - 3. roll playing \_\_\_\_\_
  - 4. video tape \_\_\_\_\_
  - 5. outside personnel \_\_\_\_\_
  - 6. visits to other criminal justice agency operations \_\_\_\_\_
  - 7. programmed learning texts \_\_\_\_\_

(f) The following subject matter areas are frequently covered during in-service training. Check those which your agency has dealt with in the past 12 months.

- 1. changes in agency policy \_\_\_\_\_
- 2. changes in agency procedures \_\_\_\_\_
- 3. changes in legislation \_\_\_\_\_
- 4. changes in case law \_\_\_\_\_
- 5. new techniques in job performance \_\_\_\_\_
- 6. new equipment used in job performance \_\_\_\_\_
- 7. new policy in another agency with which your's works \_\_\_\_\_
- 8. new procedures in another agency with which your's works \_\_\_\_\_

(If 7 or 8 are checked, designate agency involved:)

7 \_\_\_\_\_

8 \_\_\_\_\_

18. If your agency provides PROMOTION training to your employees check the appropriate boxes which follow:

(a) Promotion training is provided:

- 1. prior to promotion \_\_\_\_\_
- 2. after promotion \_\_\_\_\_

(b) Promotion training is provided by:

- 1. your agency \_\_\_\_\_
- 2. another agency \_\_\_\_\_  
(If 2, that agency is \_\_\_\_\_)
- 3. combination of 1 & 2 \_\_\_\_\_

(c) Promotion training includes:

- 1. only classroom work \_\_\_\_\_
- 2. only on-the-job work \_\_\_\_\_
- 3. combination of 1 & 2 \_\_\_\_\_
- 4. programmed texts \_\_\_\_\_
- 5. combination of 1,2, & 4 \_\_\_\_\_
- 6. combination of 1 & 4 \_\_\_\_\_
- 7. combination of 2 & 4 \_\_\_\_\_

(d) Promotion training includes:

- |  | No. of hours<br>Included |
|--|--------------------------|
| 1. principles of supervision _____             | _____                    |
| 2. principles of management _____              | _____                    |
| 3. criminal justice system relationships _____ | _____                    |
| 4. Other _____                                 | _____                    |



(e) If possible, please attach an outline of your promotion training program(s) which describes content and hours devoted to each major subject area.

(f) Promotion training is provided:

- 1. only once a year \_\_\_\_\_
- 2. more than once \_\_\_\_\_
- 3. when required \_\_\_\_\_

(g) Circle the month(s) when promotion training most frequently occurs in your agency:

January February March April May June

July August September October November December

19. Indicate the number of employees your agency has provided training for in each of the following areas:

	1973	1974	1975
(a) Entry level	_____	_____	_____
(b) In-Service	_____	_____	_____
(c) Promotion	_____	_____	_____

(Note: provided means either by your agency or by another agency, governmental or otherwise.)

20. How many professional level employees who left your agency within 12 months of being employed, since January 1, 1974, were provided entry level training by your agency.

Number of employees: \_\_\_\_\_

21. How many professional level employees currently employed by your agency have not yet received required entry level training?

Number of employees: \_\_\_\_\_

22. Check the box below which most accurately describes the location of the labor pool from which you draw your new employees:

Answer in approximate percentage.

	Professional	Support	Clerical
(a) local community	_____	_____	_____
(b) other Alaskan communities	_____	_____	_____
(c) "Outside"	_____	_____	_____

23. List five subjects in order of priority which you would like to see the Criminal Justice Center address in its Continuing Professional Development programs and Seminars during 1976:

- A. \_\_\_\_\_
- B. \_\_\_\_\_
- C. \_\_\_\_\_
- D. \_\_\_\_\_
- E. \_\_\_\_\_

24. Which of the following locations would be most convenient as sites for continuing professional development programs for your personnel. List them in order of priority.

- A. Fairbanks \_\_\_\_\_
- B. Nome \_\_\_\_\_
- C. Anchorage \_\_\_\_\_
- D. Bethel \_\_\_\_\_
- E. Juneau \_\_\_\_\_
- F. Kenai \_\_\_\_\_
- G. Ketchikan \_\_\_\_\_

25. For each of the locations chosen in question 24 above, provide an estimate of the number of individuals, and the length of time (in days), you could release at one time for a continuing professional development or other training program.

	<u>Location</u>	<u>People</u>	<u>Days</u>
A.	_____	_____	_____
B.	_____	_____	_____
C.	_____	_____	_____
D.	_____	_____	_____
E.	_____	_____	_____
F.	_____	_____	_____
G.	_____	_____	_____

26. Since the University of Alaska now offers a BA with a major in Justice on its Anchorage and Fairbanks campus, would your agency consider providing release time or other incentives to your employees to enroll in such a degree program.

yes \_\_\_\_\_ no \_\_\_\_\_

27. What areas of study would you like to see emphasized in the B.A. program?

A. \_\_\_\_\_

B. \_\_\_\_\_

C. \_\_\_\_\_

D. \_\_\_\_\_

E. \_\_\_\_\_

28. Additional Comments, explanations, etc.

APPENDIX II

AGENCIES SURVEYED

(Note: \* indicates agency responded to survey)

Anchorage Police Department	*
Fairbanks Police Department	*
Juneau Police Department	*
Ketchikan Police Department	
Kodiak Police Department	*
Nome Police Department	*
Cordova Police Department	*
Petersburg Police Department	*
Whittier Police Department	*
Sitka Police Department	*
Seward Police Department	*
Soldotna Police Department	*
Kenai Police Department	*
Homer Police Department	*
Palmer Police Department	*
Valdez Police Department	
Dillingham Police Department	*
Hoonah Police Department	
Pelican Police Department	
Fort Yukon Police Department	*
Kotzebue Police Department	
Haines Police Department	

Metlakatla Police Department		
Ambler Police Department		
Unalaska Police Department	*	
Anderson Police Department	*	
Craig Police Department	*	
King Cove Police Department		
Nenana Police Department		
Yakutat Police Department		
Wrangell Police Department	*	
Skagway Police Department	*	
Bethel Police Department	*	
North Pole Police Department		
Barrow Police Department	*	
Galena Police Department		
Tenakee Springs Police Department		
Delta Junction Police Department	*	(1)
Seldovia Police Department	*	
Emmonak City Police Department	*	
Kotlik Police Department	*	
Anchorage International Airport Police	*	
Mekoryuk Police Department		
Alaska Police Standards Council		
Alaska Court System	*	
Criminal Justice Planning Agency	*	
Office of Child Advocacy	*	
Alaska State Troopers	*	
Juneau Correctional Center	*	

Ketchikan Correctional Center	*	
Anchorage Correctional Center		
Anchorage Correctional Center-Annex		
Eagle River Correctional Center	*	
Palmer Correctional Center		
Fairbanks Correctional Center		
Nome Correctional Center	*	
McLaughlin Youth Center	*	
Department of Law	*	
Alaska Public Defender Agency	*	
District Attorney First Judicial District	*	(2)
District Attorney Second Judicial District		
District Attorney Third Judicial District		
District Attorney Fourth Judicial District		
District Attorney Kenai - Kodiak		
Regional Administrator Juneau Probation/Parole Office		
Ketchikan Probation/Parole Office		
Haines Probation/Parole Office		
Petersburg Probation/Parole Office	*	(2)
Sitka Probation/Parole Office	*	(2)
Mat-Su Valley Probation/Parole Office	*	(2)
Regional Administrator Anchorage Probation/Parole Office	*	(2)
Kenai Probation/Parole Office	*	(2)

Kodiak Probation/Parole Office

Regional Administrator  
Fairbanks Probation/Parole Office

Barrow Probation/Parole Office \* (2)

Nome Probation/Parole Office

Bethel Probation/Parole Office

Director \*  
Probation/Parole Services

NOTES:

1. Response to effect that Department no longer existed.
2. Data from response not used in reported results because it was also provided by Agency or Office Head.