

final report

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REPORT

COMPREHENSIVE PLANNING
FOR CORRECTIONS IN MISSOURI

NCJRS

JUN 30 1978

ACQUISITIONS

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THE PROFESSIONAL INSTITUTE OF
THE AMERICAN MANAGEMENT ASSOCIATIONS
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REPORT

COMPREHENSIVE PLANNING
FOR CORRECTIONS IN MISSOURI

TABLE OF CONTENTS

<u>Description</u>	<u>Page</u>
Project Staff and Advisors	1
Project Director's Introduction	2
Planning Director's Narrative	9
The Mission Statement	13
Jefferson City Planning Group	15
Kansas City Planning Group	16
St. Louis Planning Group	17
Environmental Analysis	18
Functional Analysis	20
Weaknesses	22
Strengths	26
Critical Issues	29
Key Result Areas	31
Key Objectives	34
Strategies and Action Plans	36
Adult Corrections	38
Juvenile Justice	40
Project Evaluation: Planning Director	74
Project Evaluation: Director of Organization Development	77
Appendix	
Evaluation Questionnaire	

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COMPREHENSIVE PLANNING FOR CORRECTIONS

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INTRODUCTION TO COMPREHENSIVE PLANNING FOR
MISSOURI CORRECTIONS

INTRODUCTION

Comprehensive Planning for Missouri Corrections was funded through a grant by the National Institute of Corrections under Grant No. 72-ED-99-009 and the supervision of Mr. Craig Dobson. The period scheduled to be the duration was July 1, 1974 through June 30, 1975, and was subsequently extended to March 31, 1976.

The underlying philosophy behind the grant was the attempt to convene the various segments of the Justice Sector impacting Corrections within the State of Missouri in order to develop comprehensive, interlocking and complementary plans, objectives, strategies and actions which will in the final result benefit the management of the Corrections process within the State. This project had the strong cooperation and backing of Dr. George Camp, Deputy Director, Missouri Department of Social Services, who was instrumental in initial planning for Corrections in Missouri through the Team Planning Process of the American Management Associations while Director of Corrections.

The Missouri Council on Criminal Justice was the overseeing local agency for the grant. Mr. Patrick D. Rackers of Missouri Council on Criminal Justice acted as the liaison between the contractor and National Institute of Corrections as well as acting as registrar and meeting site coordinator up to the end of June 1975.

The objectives of this Comprehensive Planning Program were as follows:

- a. Provide the tools necessary for continued effective planning,
- b. A working plan with objectives and strategies for their achievement
- c. A system of control that assures continuing vitality of the planning process
- d. A base upon which additional management techniques such as leadership development and standards of performance may be structured
- e. Team involvement in and commitment to the achievement of organizational objectives

The evaluation of this process is found in the latter portion of this report and will isolate perceptions of those who were present on the extent to which these objectives were achieved. Certainly, in evaluating a process which combines the joint participation of institutions and agencies which have no common authority figure, cooperative strategies and plans must be left to the professional dedication and goodwill of those who are directly involved. All of the institutions and agencies represented on the program from the Justice Sector in general impact on the performance of correctional services in the State of Missouri. No central authority regulates these various institutions and agencies. The control of implementation as well as accountability for commitment were not present except on individual agency levels. One of the basic concepts of management is that a manager cannot be held responsible for the results of a process which he or she does not control or influence. The Justice process is one in which a number of agencies and institutions are involved individually but no single authority is clearly accountable for the conduct of the process throughout the State.

PERCEPTIONS OF THE POSSIBLE

The report that you are about to read encapsulates the perceptions of the possible within the Justice System of Missouri. In the actual development of the material from Mission Statement to Action Plans, the work of the Central Group was reviewed and evaluated by teams of agency and institution people in both St. Louis and Kansas City. As a result, the perceptions of reality of the Central Group were given airing before others within the Justice field representing urban organizations with basically urban problems. However, despite varying environments from which the participants came, there was great unanimity in terms of the mission, strengths, weaknesses and environmental assumptions on the part of all individuals. Therefore, the perception of Missouri Justice's future challenges met generally with common agreement and understanding.

TURNING POSSIBILITIES INTO PROBABILITIES

As mentioned above, the perceptions of the possible of the various groups involved in the Missouri Comprehensive Planning Process produced unanimity in terms of where improvement of the Justice System might be possible. At the point that possibilities must turn into probabilities, the groups were less optimistic. Past history within the Missouri Justice System would indicate that the kinds of data required to determine whether or not results are specifically being achieved, do not meet the needs of the System. A data gap developed at the point at which Key Result Areas were being discussed which caused individual members to return to their various agencies to gather data which presently exists in fragments, to determine the measurement systems and criteria to measure the

performance of elements within the Justice System. Many of these data elements were found missing and therefore objective measuring was debilitated by a cloudy view of past and present performance.

IMPRECISION OF MEASUREMENT

Recidivism and rehabilitation are two prime areas against which the general public perceives the success or failure of the Corrections System. At the present time, neither of these two areas are being adequately defined or measured on a national or state level. The criteria against which one measures recidivism are still being debated among Correctional scholars and practitioners throughout the world. Rehabilitation by its very definition would indicate that to rehabilitate, the subject must have been habilitated at some time in the past. There is no agreement on whether rehabilitation or habilitation is possible based upon present measurement systems. The analogy of a doctor guaranteeing to a patient that he will never become ill again is similar to a Correctional System guaranteeing to the citizenry that individual inmates once released will never commit crimes again. Therefore, the nature of Corrections has shifted from the less measurable areas of rehabilitation to the more easily quantified criteria of providing for the safety of the inmate and the accused from harming themselves or society in general during the portion of the time that they spend during incarceration.

NO CONSTITUENCY FOR CORRECTIONS

Obtaining the necessary funds to operate a Correctional System has become a congenital point of frustration for Corrections

administrators in Missouri as well as in the rest of the nation. This is especially intense in Missouri where the State investment per inmate is in the lower 10% of the States. As a result, hiring and retaining better people has been, and continues to be, a major problem area for the Correctional sector in Missouri. Those involved in Corrections who are experiencing overcrowding as a result of longer sentences and more people pouring into the System are being tested as professionals as never before and, therefore ask to be compensated commensurately with the new tasks facing them. Training and development of professional Correctional administrators remains a continual challenge to the State of Missouri in upgrading the quality of institutional supervision given to inmates on a state, county and local basis.

THE PRIMARY IMPERATIVE--JOBS

The objective of job placement and retention for released offenders shall continue to be a primary challenge for Missouri Corrections as well as Corrections organizations nationwide. The very low investment per inmate within Missouri will continue to affect the State crime rate in the coming years as most of those being convicted will have had some previous contact with the Correctional System prior to incarceration. The ability of the State of Missouri to re-direct potential criminals or repeat offenders to alternatives other than crime will spell the difference between the need to increase its investment into more permanent facilities to warehouse people as opposed to highly professional Corrections personnel whose skills can ultimately reduce the total number of individuals within state, county and local institutions.

LEGISLATIVE RESPONSIBILITIES

All facets of the public sector are now vying for a larger piece of the "tax pie" which is increasing at a lesser rate than the demands upon it. The primary service a government must provide its people with is security in their homes, streets and businesses. At the point that this responsibility is jeopardized, all other services provided by government fall into question. Offenders don't vote and the public attitudes direct themselves to punishment. It is the legislator who must take the courageous and partially unpopular position of protecting the public not only through the highly visible police but the somewhat invisible Correctional System as well.

THE CORRECTIONS INVESTMENT

Despite hardening attitudes of the public toward offenders, the State of Missouri is in the bottom 20% of what all States spend within the Correctional sector. Based upon 1972-73 statistics compiled by the Law Enforcement Assistance Administration, most States spend about 22½% of the total Justice dollar on Corrections and related services while spending approximately 57½% on police protection. Within Missouri this investment does not correspond to national averages. The Correctional investment within Missouri is approximately 18% of the Justice dollar and police protection 63%. This indicates that in 1973 somewhat over \$10 million was spent in the police sector of the Justice system which would have been invested in the Correctional system had Missouri apportioned its Justice dollar in the same ratio as the average of the other States.

Of the 18-State area comprising the Midwest and Southwest, Missouri tied for dead last in ratio of investment in Corrections of the major States. This is confounded by the fact that for overall Justice systems, Missouri spends over the national average.

CORRECTIONS: THE LUMP UNDER THE RUG

Because the Justice System represents a continuum, a ripple effect takes place when any one segment of the sector becomes more productive than others. To be more specific, the heavy investment in police protection and courts will normally increase the number of cases being tried as well as the number of accused being convicted. Hardening attitudes toward crime have additionally motivated longer sentences. With its heavier than average funding of police and courts, the problem of conviction was reduced but like stepping on the "lump under the rug," the lump will appear somewhere else. That somewhere else in Missouri is the Corrections portion of the Justice Sector. It would appear to the Project Director that the "rug" which represents the Justice System in Missouri might be examined underneath for weaknesses in the integrity of its weave as well as the design of the System woven into the fabric. The nature of Corrections and its role in society is one which cannot be swept under the rug without seeing that very visible lump on a continuing basis. Like national defense, individual security must remain a primary imperative for legislation, and Corrections in Missouri should certainly be that segment of the security system to which legislators must now address their attention.

John O. Alexander

PLANNING DIRECTOR'S NARRATIVE

Although the stated objective in undertaking this project was to develop a comprehensive plan for Corrections, there were two equally important implied objectives: to develop not only a plan but an ongoing system for planning; and to improve the management effectiveness of the key managerial and administrative personnel within the system. Against these objectives there were some solid results and also some failures.

To begin with, the process of developing the long range plan very quickly highlighted some of the intrinsic deficiencies within the system that make effective long range planning difficult: The organization itself does not have a single decision-making point. Therefore, any issues involving different conflicting interests within the system (for example, juvenile vs. adult, corrections vs. pardons & paroles, etc.) cannot be resolved by a single decision. This creates a variety of corollary problems: lack of integrated planning, lack of uniform data-gathering and reporting, lack of communications, etc. (See "Weaknesses-Corrections").

In view of the above, it became quite evident that needed changes in the system could not simply be mandated. Before changes could be made it was essential to examine the system as a whole and attempt to identify those areas on which agreement could be achieved and a commitment to action made.

One of the positive results of the long range plan was its use as a sorting-out medium to identify those areas of commonality of interest. This was done first of all by identifying all the Key

Result Areas in Corrections and condensing these into a number of common and manageable goals. For example, approximately 45 objectives were established early in the process. It was recognized however, that not all objectives were practical and not all were felt to be equally important... Therefore, out of these objectives, nine were ultimately identified as being key objectives.

For each of these objectives approximately three to five strategies were developed. But again, it was recognized that the system could not make a meaningful commitment to the implementation of 30 to 50 strategies. Strategies were then sorted out to approximately five on which agreement could be reached and action taken.

One of the major results of the long range plan was the recognition that even with the complexity of the system, planning could be used as a way of sorting out all options to find those on which a common commitment to action could be made. Secondly, in the process of developing the plan it became evident that if common courses of action were to be undertaken it was essential that necessary data be made available to those involved in planning in order to determine problem areas in the system and to determine whether or not progress was being made in resolving those problems. One of the comments made in the session, for example, was that realistic objectives could not be established because of the unavailability of data to measure those objectives. This problem was highlighted in the "Key Result Areas" section of the plan.

Another positive result stemming from the development of the long range plan was the recognition of the need for a better data-gathering/distribution system and the decision to assign more

responsibility to the planning area of Corrections for implementing the system.

Regarding the other two goals of the process, i.e., a system for planning, and an enhancement of management skills, little progress was made.

For planning to be a viable management tool it must be an ongoing process. In a dynamic, changing environment planning must be flexible and responsive to change. The process in many respects is more important than the plan itself. Any one-shot effort at planning is ineffectual. It has value in providing a forum and a mutual exchange of ideas, but is not effective as a means of optimizing the performance of a large organization on a continuing basis.

Results in this area were negligible for two major reasons: budgets, and the inability or unwillingness to commit time and effort to ongoing planning.

As far as individual management effectiveness was concerned, significant results were not achieved. The major reason stems from role perception. The majority of the individuals involved perceived their roles in functional rather than managerial terms; for example - Corrections specialists; authorities on juvenile behavior; psychologist, etc. Yet the key to effective management is to broaden this perception and to additionally define roles in terms of management of resources and getting work done through other people. Some were receptive to this management approach but many were not.

On balance, the positive results outweighed the negative. Out of the process of condensing objectives and strategies some common areas were identified and a commitment made to implement key

strategies on a task-force basis. Also work has begun on developing a better data base for Corrections.

It would be our hope that over time means would be found to incorporate planning into the system as an ongoing tool to maximize the effectiveness of the system, and that more of the key people would recognize their roles in managerial as well as functional terms for the good of the total system.

L. J. Roghmans

THE MISSION STATEMENT

A Mission Statement outlines in brief terms the purpose of the organization and its major strategic thrust. Although the Mission of the Missouri Department of Corrections (MDC) is mandated by the state, within this mandate there is latitude for interpretation. For planning purposes it was essential to develop a consensus within the group as to the relative importance of different aspects of the Mission and as to what should be encompassed.

In the course of the AMA process, three Mission Statements were developed. Jefferson City group focused first on providing needed services to offenders and secondly, on safeguarding individual rights and public safety. The St. Louis group focused first on public safety, secondly on individual rights and third, on providing needed services to both the accused and the offender. The Kansas City group had the broadest mission which stressed, first of all, safeguarding of rights, secondly safeguarding the safety of all people, public and offender, and thirdly separating dangerous offenders from society and providing service and assistance to those who seek to rehabilitate themselves for re-integration into society. They also introduced as a part of the Mission a statement as to their responsibility to cooperate with other agencies of the CJS and the community to prevent and reduce crime.

The latter point, in regard to crime prevention, proved to be a critical issue in that a consensus was not achieved as to whether this was properly speaking a part of MDC mandate.

In setting up the Kansas City and St. Louis groups, it was originally thought that they would critique the plan established by the Jefferson City group and make recommendations as to how the

THE MISSION STATEMENT (Continued)

various elements, such as Mission, might be changed.

In practice, it did not materialize. No real attempt was made to amalgamate the suggestions of Kansas City and St. Louis, mostly because of time limitations. Although the two Mission Statements suggested as a substitute for the Jefferson City statement threw a different perspective on the Mission of MDC, the issue was not completely argued out and the group ultimately accepted the Jefferson City Mission.

PLANNING GROUP
JEFFERSON CITY
MISSOURI CORRECTIONS
MISSION STATEMENT

"The Mission of the Corrections Component of the Missouri Justice System is to provide needed services to offenders, thereby safeguarding individual's rights and public safety."

Herbert Allen
Executive Director
Region II-Council on Criminal
Justice
Springfield

Max Brand
Director
Missouri Division of Youth
Services
Jefferson City

George Camp
Deputy Director
Missouri Department of Social
Services
Jefferson City

James N. Foley
Prosecut. Attorney-Macon County
Macon

Sheriff Joe Hart
Jasper County Sheriff's Office
Carthage

Edward Haynes
Director
Missouri Division of Corrections
Jefferson City

Sheriff C. Keithley
Taney County Courthouse
Forsyth

Hon. Byron Kinder
Circuit Judge
Division 2, 19th Judicial Circuit
Jefferson City

Gene Morgan
Missouri Department of Corrections
Jefferson City

Patrick D. Rackers
Program Chief-Corrections
Missouri Council on Criminal
Justice
Jefferson City

W. R. Vermillion
Chairman
Missouri Board of Probation &
Parole
Jefferson City

PLANNING GROUP
KANSAS CITY
MISSOURI CORRECTIONS
MISSION STATEMENT

"The Mission of the Corrections Component of the Missouri Justice System is to safeguard the rights and safety of all the people by evaluating those offenders placed in our custody, separating from the community those that are a danger and to providing services and assistance to those who seek to rehabilitate themselves so they can be reintegrated into the community. Further we recognize the importance of communication and cooperation with other agencies of the Criminal Justice System and community to prevent and reduce crime."

Dean Askeland *
Assistant Director
Jackson County Juvenile Court
Services
Kansas City

Robert Belland
Project Director
Youth Service Bureau
Kansas City

James Bergfalk *
Director
Jackson County Department of
Corrections
Kansas City

Michael Bestor
Director of Manpower
Jackson County Courthouse
Independence

John Cavanaugh
Dismas House of Kansas City
Kansas City

James Holman
Regional Administrator
State Office Building
Kansas City

Major Ira Jenkins
City Police Department
Kansas City

John Knaus
Executive Director
M.C.C.J.
Kansas City

Ralph L. Martin
Prosecuting Attorney
Jackson County Courthouse
Kansas City

Judge Timothy O'Leary
Jackson County Courthouse
Kansas City

James Reefer *
Director
Kansas City Department of
Community Services
Kansas City

John R. Varvaro
Division of the Services
Kansas City

* Member of Central Group

PLANNING GROUP

ST. LOUIS

MISSOURI CORRECTIONS

MISSION STATEMENT

"The Mission of the Corrections Component of the Missouri Justice System is to promote public safety and protect individual rights by providing needed services to the accused and the offenders."

Vincent A. Banks
Director
Community Treatment Center
Missouri Department of Corrections
St. Louis

James Damos
Chief
University City Police Department
St. Louis

Rudy J. Dyer
Director
City Courts Probation & Parole
St. Louis

Ronald Hardgrove
District Supervisor
Pre-Trial Release Program
St. Louis

Vearl Harris
Regional Administrator
State Board of Probation and
Parole
St. Louis

William J. Hennessey, Jr. *
Commissioner
St. Louis County Department of
Welfare
Clayton

Thomas Mangogna *
Missouri Halfway House Assn.
c/o Magdale Foundation
St. Louis

Charles Mann
Director
St. Louis Bureau for Men
St. Louis

Mrs. James McClellan
Director
Women's Crusade Against Crime
St. Louis

Ms. Betty Patton
Deputy Chief
St. Louis Juvenile Court
St. Louis

Dr. William Pearson
St. Louis Board of Education
St. Louis

Leo G. Plante
St. Louis County Jail
Clayton

Floyd Richards
Executive Director
Region V - MCCJ
St. Louis

Harry Toder
Dismas House
St. Louis

Edward F. Tripp *
Director
St. Louis City Dept. of Welfare
St. Louis

Herman Wood *
Director
St. Louis Company Dept. of
Probation & Parole Services
Clayton

* Member of Central Group

ENVIRONMENTAL ANALYSIS

The purpose of the environmental analysis was to identify the environmental factors which cannot be directly controlled but have a potential positive or negative impact on the organization. This was a nucleus effort and it was hoped that over time some centralized point in the system would be responsible for maintaining and updating this data for distribution to the people involved in planning. From the point of view of the AMA project, it was essential that the group agree on the major environmental assumptions used in planning. Although the exercise provided an interesting forum for discussion, it was not refined to the point of being a working tool for the organization. With more responsibility assigned to the Jefferson City planner for developing planning data, it is hoped that some future refinements will be made.

ENVIRONMENTAL ANALYSIS

FACTOR	ASSUMPTION
1. Inflation	Revenue will not increase proportionately at the local level with a decreasing share in 1976, and cost of staff will increase.
2. Tax Base Unemployment Total Personal Income Per Capita Income Tax Rate	High unemployment will continue for at least 2-3 years and with an estimated 19 month lag. Will continue to affect crime rate even after employment increases.
3. Crime Rate Type Age and Sex	17%/year increase in crime, adult and juvenile crime rates move in tandem with the juvenile rate approximately 1/2 of adult rate. More crime with more women and more juveniles. Trend data forecasts should be developed covering crime, arrests, corrections, ROR commitments, etc.
4. Social Attitudes	Harder attitudes toward crime.
5. Population Age configuration & shifts Geographic Shift Growth	Age shift to 25 and over reducing crime and fairly stable migration patterns.
6. Standards and Goals	Within two to five years, a statewide program will be in effect.
7. Role of Judiciary	More judges, speedier process, increased load on the system including pardons and paroles. Diminution due to elimination of status offenders in juvenile area and lack of sufficient judges.
8. Legislation	Significant modifications to criminal code. Expansion of juvenile system. - Mandatory sentences with established mini/max range - Elimination of parole - Elimination of juvenile status offenders - Mandatory death penalty
9. Federal Funding	Continuation of bloc grants, no increase in overall dollar funding, but 25-30% increase in juvenile and 20-25% in courts.
10. Technology Processing Institutional Design Treatment/Education EDP	- EDP-Info gathering system within 2 years - More standardization of institutional design with greater recognition of prisoner rights. Smaller & closer to population centers. - More transfer of processing technology, freeing manpower for more productive needs.
11. Availability of Private Funds	Shrinking

FUNCTIONAL ANALYSIS

The functional analysis was designed to determine the major functional breakdowns of the MDC, the historical and projected work volume in each of these areas and the percent of resources allocated to each. The breakdowns were generally accepted as being valid, and some data was developed. However, the validity of the data base was questioned since there were some reporting inconsistencies.

It was generally felt, however, that the exercise did provide a better perspective as to how the resources in the system were being allocated and did provide a workable structure for developing weaknesses and strengths and provided a framework which was helpful in thinking through the objectives of the systems and major strategic recommendations.

It was also hoped that this data would be projected out 5 years to provide a base on which to determine future workloading requirements. However, this was not done for reasons of time and data problems.

MISSOURI CORRECTIONS COMPONENT
 DISTRIBUTION OF RESOURCES BY MAJOR FUNCTION
 FISCAL YEAR 1973/1974

FUNCTIONAL ANALYSIS

1. Pretrial (or Adjudication)	Expenditures	%	Personnel	%
a. Preventive or Diversionary Services	\$2,163,429	4%	55	1%
b. Residential/Institutional Services	3,840,963	8%	614	17%
c. Non-Residential Services	<u>4,816,050</u>	<u>10%</u>	<u>107</u>	<u>3%</u>
	<u>10,820,442</u>	<u>22%</u>	<u>777</u>	<u>21%</u>
 2. Posttrial (or) Adjudication				
a. Residential/Institutional Services	\$28,176,417	58%	1983	55%
b. Non-Residential Services	<u>9,685,000</u>	<u>20%</u>	<u>863</u>	<u>24%</u>
	<u>37,861,417</u>	<u>78%</u>	<u>2846</u>	<u>79%</u>
 Total Pretrial and Posttrial	 \$48,681,859	 100%	 3623	 100%

WEAKNESSES

From a planning point of view it was essential to inventory the weaknesses which inhibit the achievement of the major objectives of the system. Subsequently, when objectives and strategies were developed, this inventory would be reviewed to determine if the plan had eliminated or minimized the stated weaknesses. If not, then specific strategies to eliminate a problem could be developed for each functional class and then a consolidated list covering total MDC was developed.

The Jefferson City list was first developed and then reviewed with the Kansas City and St. Louis groups. For report purposes the separate lists have been merged. In general, there was a high level of agreement as to where the weaknesses in the system were. From a planning point of view, the high priority weaknesses were the lack of planning, lack of a sound data and data reporting systems and poor communications. These served to reinforce the urgent need for planning in the organization, since the planning effort focused heavily on developing an adequate data base and involved all of the MDC components in planning.

WEAKNESSES

CORRECTIONS OVERALL

1. Need for greater integrated planning.
2. Lack of uniform data-gathering and reporting system.
3. Lack of communications between components of the system.
4. Lack of public understanding and diversity of public attitudes toward correction.
5. Lack of communications with other criminal justice system agencies.
6. Multiple autonomous political units of government.
7. Lack of unified effort to obtain a broad political base.
8. Conflicting philosophical viewpoint in all areas of the Justice System. Juvenile and/or adult.
9. Lack of visible constituency.
10. Need for improved salary structure, programs for selection and training to achieve professional status.
11. Ignorance as to the cause of crime and lack of valid means for changing behavior.
12. Lack of sufficient funds to research data to aid in improving or changing human behavior.
13. Limited academic programs designed to meet the needs of those interested in corrections.
14. Lack of adequate staff and facilities to perform required services.

WEAKNESSES

1-A PREVENTIVE /DIVERSIONARY

Preventive

Need for a clear-cut mandate as to what the role of Corrections should be in the area of prevention.

Diversion

1. Lack of public support, understanding and sympathy
2. Lack of local funds
3. Lack of clear legal basis
4. Prosecution and judicial hesitancy
5. Reluctance to reallocate correctional resources
6. Lack of Youth Services Bureau; limiting role of court
7. Inadequate information and evaluative tools to determine eligibility for program
8. "Diversion" should be better defined.

1-B PRETRIAL RESIDENTIAL/INSTITUTIONAL SERVICES

1. Inadequate funding (resulting from public apathy and legislative indifference)
2. Insufficient and underqualified staff (due to inadequate inducements to hire, train and retain staff). Improved.
3. Crowded conditions fostering inadequate safeguards and loss of basic human rights, due to:
 - a. No control over interrelated elements of the Criminal Justice System
 - b. Ineffective, inefficient and discriminatory processes
 - c. Inadequate screening processes
 - d. Inadequate facilities
4. Limited resources for alternatives to custody pending trial
5. Inadequate community residential space to meet offender needs
6. Lack of speedy trial

1-C PRETRIAL NON-RESIDENTIAL

1. Lack of acceptance of Release on Recognizance
 - a. Courts (uneven application)
 - b. Public
2. Lack of program while on Release on Recognizance
3. Inappropriate bonding
4. Lack of speedy trial

2-A POST-TRIAL RESIDENTIAL/INSTITUTIONAL SERVICES

1. Facilities
 - a. Non-urban locations (state)
 - b. Poor physical conditions: too large, unsafe, old, expensive to maintain, poor layout, lack of program area, lack of flexibility (antiquated jails)
2. Personnel
 - a. High turnover (30%)
 - b. Shortages of personnel
 - c. Lack of training
 - d. Non-competitive wages
3. Operations
 - a. Funding authorities' conception of Corrections Department requirements conflict with the philosophy of professional corrections staff, resulting in poor funding priorities
 - b. Inadequate funding to provide for basic offender needs including medical, dental, physical, etc.
4. Programs
 - a. Lack of planning and coordination resulting in fragmented services
 - b. Lack of mandated and funded statewide standards
 - c. Resource utilization and allocation lacks continuity
 - d. Specialized treatment services lacking

2-B POST-TRIAL NON-RESIDENTIAL

1. Insufficient staff to maintain supervision
2. Need for an improved accountability
3. Lack of inter-agency cooperation and coordination, state, county, and city
4. Legal requirements to take individuals better served by other agencies
5. Fragmentation of juvenile probation services
6. Lack of uniformity in juvenile detention/release policies and practices
7. Judicial does not recognize local expertise as an available resource

STRENGTHS

Theoretically this inventory is developed to identify organizational strengths which have the potential for fuller utilization. In practice, however, it serves primarily as an offset to weaknesses and as a reminder to the organization that there is some potential for future optimism. As with weaknesses, this proved not to be a controversial area.

STRENGTHS

CORRECTIONS SYSTEM OVERALL

1. Increased involvement of minorities at all levels of the criminal justice system.

1-A PREVENTION/DIVERSION

Prevention

1. A recognition by the correctional system that it has a responsibility in area of prevention.
2. There are technical resources within the system to implement prevention programs.

Diversion

1. There has been so much negative press on failure of system- the public may be ready to support new concepts.
2. Limited available studies indicate success potential at minimum cost to public.
3. Successful diversionary programs do not label, restrict rights, or stigmatize involved individuals.
4. Diversionary programs free court dockets to expedite due process.

1-B PRE-TRIAL RESIDENTIAL/INSTITUTIONAL SERVICES

1. More judicial response to individual needs, facility inadequacies and discriminatory practices.
2. Special interest and pressure groups are advocating for and politically supporting facility modification, staff development, program improvement.
3. Communities are becoming more tolerant of non-institutional alternatives to detention, thereby opening more options for humane treatment and increased societal re-integration.
4. Increased use of ROR and supervision in lieu of lock-up, and diversion of individuals with non-criminal problems reduces pressure on facilities.
5. Technological advances improving facilities and programs.

STRENGTHS

1-C PRE-TRIAL NON-RESIDENTIAL

1. Statutory base for ROR
2. Precedent for release rather than holding juveniles which reduces pressure and costs
3. National Movement:
 - a. Advisory commission on standards and goals
 - b. National clearing house
 - c. Priority on funding

2-A POST-TRIAL RESIDENTIAL/INSTITUTIONAL SERVICES

1. Increase in public awareness of current problems
2. Participatory management emphasis (state and local)
3. Recent (3 to 5 years) additional funding at all levels
4. New program development at all levels
5. Significantly more volunteers
6. Offenders are more aware of their rights and therefore are demanding, outspoken, etc. (MAY BE GREATEST STRENGTH)
7. More of unified effort throughout system
8. More community based emphasis at all levels
9. Higher quality staff and improved training

2-B NON-RESIDENTIAL POST-TRIAL

1. Uniform professional approach
2. Use of community resources
3. Quality and dedication of staff
4. Greater community involvement and awareness of process
5. Provides integration into offender's indigenous area - where problems originally occurred
6. Lower cost per offender and greater cost benefit
7. Greater variety of program alternatives permitting meeting more of individual needs of offenders

CRITICAL ISSUES

In order to better deal with the possibility of a hidden agenda in planning, it was felt that it would be helpful to identify those major issues on which a consensus in the system could not be voluntarily achieved. Although the areas identified were, by nature, controversial, there was little controversy among the group in deciding on this list.

Little was done with these issues since, by definition, no agreement would be reached on any strategy for resolution. However, the list did play an important role in weeding out areas where a common interest did not exist. In view of its organizational structure, planning could not be mandated. Any planning action taken in the system had to be a voluntary commitment. Objectives and strategies in the area of critical issues therefore could be weeded out early.

CRITICAL ISSUES
(By Priority)

1. a. Not all people will commit time and resources to dialogue and exchange of data with other elements of the system and do not identify with the system as a whole.
- b. Need for dialogue between judiciary and administrative branches of Corrections.
2. Resource sharing in areas of program and housing
3. Statewide Diversion and Release on Recognizance
4. Statewide Unified Juvenile System
5. Statewide - Community residential program on a unified coordinated basis
6. Juvenile vs. Adult Processing
7. Role of Prevention
8. Sentencing
9. Effectiveness of Rehabilitation
10. Attitudes toward offenders
11. Criteria and procedure for parole

KEY RESULT AREAS

Key Result Areas were in many ways one of the most important exercises undertaken. It asks the question as to what areas of correction are most critical to long-range success and then asks the question as to how they should be measured.

In the first meeting with the Jefferson City group in St. Louis a full day was given to the development of Key Performance Areas and their measurement. No recommendations for change were made by either the St. Louis or Kansas City groups. In general, the quality of this breakdown was excellent and provided a sound base for subsequent objective setting.

Two major problems surfaced in this area. First as mentioned in weaknesses, little data was available to indicate the overall effectiveness of the corrections system in the major performance areas. Second, the data, although critical, was difficult if not impossible to develop on a voluntary basis. In each of three subsequent meetings that were held, participants came in with no data.

Using the Key Result Areas as a springboard to objective setting, the Jefferson City group paralleled each key performance indicator with an objective; essentially setting a desired performance norm for each of approximately 40 key performance areas.

At this point the data problem again surfaced since the performance norms (objectives) established could not be quantified.

Another problem then arose which was the impossibility of dealing with much less making a commitment to the achievement of over 40 objectives.

KEY RESULT AREAS

KEY AREA

MEASURE - *KEY INDICATOR

1. PROGRAM EFFECTIVENESS

a. Community Protection

1. Number of escapes
2. Recidivism
3. Cases referred for prosecution while under jurisdiction
4. Offenses committed while under jurisdiction

b. Growth of Offender

1. Absence of conduct violations
2. Educational/vocational advancement
3. Job placement/retention
4. Percentage of goals achieved

c. Basic Individual Rights

1. Percentage of court actions dismissed
2. Citizen/group complaints and protests
3. Periodic staff surveys

d. Offender Morale

1. Number of institutional disturbances
2. Number of formal complaints and number of offenders filing writs and other types of litigation
3. Staff ratios by type of employment
4. Percentage of offenders participating in remedial programs
5. Incentives and rewards

2. COMMUNITY SUPPORT

1. Tabulation of news coverage-positive/negative
2. Public involvement:
 - a. Number of volunteers
 - b. Number of organizations involved and extent of involvement
 - c. Hours given
3. Number of hours involved in obtaining public support
4. Public questionnaires
5. Financial contributions
6. Funding trends:
 - a. Real dollars
 - b. Percentage of total budget
7. Favorable vs. unfavorable legislation as perceived by the agency
8. Reports by investigating groups

* Require more indicators in non-institutional area.

KEY AREA

MEASURE - *KEY INDICATOR

3. JUDICIAL/LEGAL ATTITUDES
AND SUPPORT

1. Use of various rehabilitative alternatives:
 - a. Analyze prosecutor recommendation patterns
 - b. Analyze sentencing patterns
 - c. Analyze use of pre-trial diversion, probation, work-release, and revocation
2. Average length of pre-trial delay
3. Favorable/unfavorable public statements as perceived by the agency

4. FINANCIAL SUPPORT

1. Percentage of change over previous year (including inflation)
2. Number of new sources of revenue (public and private)
3. Percentage of budget requests actually funded
4. Degree of agreement between requested priorities and mandated priorities
5. Percentage change of revenue available allocated to corrections per unit of government

5. STAFF

a. Effectiveness

1. Percentage of pre-established objectives achieved
2. Training
3. Percentage of promotion from within the agency
4. Backlog of applications for new positions
5. Level of financial support on personnel budget items

b. Morale

1. Rate of turnover
2. Percentage of increase or decrease in absenteeism or excessive use of leave
3. Number of pending applications by staff for promotion
4. Percentage seeking outside related training or education
5. Staff attitudinal surveys
6. Number of pending applications for outside jobs
7. Trend toward immunization

* Require more indicators in non-institutional area.

KEY OBJECTIVES

The Jefferson City group then extracted 9 key objectives which they felt could reasonably be dealt with. These objectives were then structured in order of priority.

As an interesting sidelight, all of this work, excluding the Kansas City and St. Louis reviews, was accomplished in the first 5 days of the planning process. The series of meetings subsequently held were non-productive since no data was developed which permitted the quantification of the objectives and key result areas. Finally, it was agreed that the two review groups - Kansas City and St. Louis, should be established as a means of expanding participation and insuring a fuller quorum at the meetings.

As with the other planning elements mentioned above, the Kansas City and St. Louis groups reviewed the 9 key objectives established by the Jefferson City group. This review resulted in the addition of two additional key objectives and a restructuring of their priority order.

KEY OBJECTIVES

OBJECTIVE #1 - Coordination - Shall Be Improved within The Correction's Components and with Other Components of the Justice System

- a. Missouri Justice Association
- b. Implementation of Comprehensive Correction's Planning including Development of On-going System

OBJECTIVE #2 - Upgrade Institutional System throughout the State

- Jails
- Community
- Juvenile
- Adult
- Establishment Classification System and Procedures on Offenders

OBJECTIVE #3 - More Effective and Consistent Use of Statewide Pre-Trial and Diversion Programs Consistent with Public Safety

OBJECTIVE #4 - Improve Staff Effectiveness

OBJECTIVE #5 - Expansion, Support and More Effective Utilization of Non-Institutional Corrections Programs Consistent with Public Safety

OBJECTIVE #6 - Offender Job Placement/Retention; Educational/Vocational Advancement

OBJECTIVE #7 - Accelerate Judicative Process

- Reduce Pre-Trial Delay to a Maximum of 90 Days on a Felony and 30 Days on a Misdemeanor
- Minimize Time from Disposition to Imposition of Sentence

OBJECTIVE #8 - Number of Volunteers, Organization and Hours Shall Be Increased Each Year/Community Support

OBJECTIVE #9 - Assure that Each Individual is Treated Fairly and Equitably

OBJECTIVE #10 - The Number of Cases Referred or Potentially Referred for Prosecution while under Jurisdiction Should Decrease in Institutional/Residential and Diversionary/Non-Residential Areas

OBJECTIVE #11 - The Above Objectives as Related Only to Juvenile

STRATEGIES AND ACTION PLANS

For each of the first 10 objectives, strategies for achieving the objective were developed by the combined Jefferson City, Kansas City, and St. Louis groups. As with objectives, a number of strategies were considered. Since it would be impossible to implement all possible strategies, a small number of key strategies were isolated for each objective - e.g., in the case of the objective dealing with improving coordination, 7 strategies were identified, e.g., establishing a Missouri Justice Association; establishing a representative committee restructuring MAPPs, use of existing planning groups, etc. From this, one strategy was identified in the last session to which some group members could make a commitment to implementation. This was the creation of a Missouri Justice Association. A detailed action plan for implementing this strategy had been developed in this area prior to this meeting (See Action Plan #1 - typed on standard form). This was put aside. A new action plan was developed with the focus on establishing a task force which would then conduct a feasibility study and lay out an approach. See page on Objective #1.

This proved to be one of the major strategies and action plans that the group committed itself to implementing after the last AMA session.

This process was duplicated for all of the other objectives. But again, it was recognized that the group would probably not be able to make a meaningful commitment of time to the achievement of approximately 22 additional strategies designed to achieve the other 9 objectives even though in most cases an action plan for implementation was developed.

STRATEGIES AND ACTION PLANS (Continued)

From these 22 strategies and associated action plans, a few more were identified to which the group would make a commitment to achievement. These included:

Objective #2 - Strategy #1 dealing with standards

Objective #3 - Strategy #1 dealing with developing
resources for use in diversion

Objective #4 on staff effectiveness

Objective #5 on expansion of community treatment centers

Objective #6 on job placement

Objective #8 on use of volunteers

In parting, it was recognized by the participants that even the above areas might be an excessive commitment to make on a strictly voluntary basis.

At the close of the session, December 9, it was hoped that a future meeting could be established to determine what progress might be made in the above areas, but financial arrangements could not be made.

In conclusion, particularly in regard to the above section on strategies and action plans, many of the participants in the group felt that the unique value of the AMA approach was its emphasis on taking planning from abstraction to action commitment. It is unfortunate that more time could not have been found to invest in this uniquely critical and important area.

ADULT CORRECTIONS

OBJECTIVES, STRATEGIES AND ACTION STEPS

Objective #1 - Coordination - Shall Be Improved
within the Department's Components and with
other Components of the Justice System

Strategy #1: Establish a Missouri Justice Association

NARRATIVE

Description of Problem:

Whereas the needs of corrections in Missouri are as manifold as the separate agencies who work with these needs, and whereas it is recognized that these components are lacking in a unified effort to provide and perform these services, the Comprehensive Planning Committee for Corrections has suggested an organization entitled the Missouri Justice Association.

The call has arisen many times before for a coordinated and integrated system in corrections due to the rising incidence in crime and the conflicts due to the overlapping of programs, systems and services of corrections in Missouri. The need for the integration of efforts is self-evident to correctional administrators, courts, police and the public at large. The lack of integration in provision and performance of services, produces a divisive and at times dysfunctional system, if indeed, we can view our efforts as somewhat systematized.

There has been in the past numerous plans for comprehensive and coordinated systems of corrections in Missouri.

While progress has been evident, the need exists for a base to implement corrections planning for the benefit of all components of the system. The Missouri Justice Association would therefore be functioning in an advocacy role, seeking legislation to accomplish specified objectives resulting from corrections' planning efforts.

Objective #1 - Coordination - Shall Be Improved
within the Corrections' Components and with
other Components of the Justice System

Objectives:

To organize a Missouri Justice Association through the action steps suggested by the Statewide Comprehensive Corrections Planning Group to accomplish the mission and the eleven major objectives isolated by the group.

The Missouri Justice Association would act as a clearinghouse for all components of corrections in Missouri, as well as act in an advocatory role, seeking legislation to accomplish the above objectives.

Specific objectives of the Missouri Justice Association would be drawn from the commonalities in purpose and goals as set forth by the member groups, individuals and affiliate groups which would comprise the association.

Evaluation Design and Methodology:

The evaluation of the Missouri Justice Association will be based on the success it has providing services to its members, and accomplishing the objectives previously set forth. To aid in design and to refine the methods employed by the Missouri Justice Association, we propose a Missouri Institute of Corrections.

Objective #1 - Coordination - Shall Be Improved
within the Corrections' Components and with
other Components of the Justice System

POTENTIAL SOURCES OF REVENUE TO SUPPORT THE
MISSOURI JUSTICE ASSOCIATION

1. Project Annual Income

Membership

A. Agency	3,200
B. Individual	
1. Professional 2,500 @ \$15	37,500
2. Associate (private citizens) 500 @ \$10	5,000
3. Students 500 @ \$5	2,500
C. Affiliate Associations @ \$200	<u>1,000</u>
	49,000

2. Endowment from foundations, other organizations, and individuals

250,000 built over 12 month period producing income to \$17,500	<u>17,500</u>
	66,500
500,000 built over 5 year period producing	<u>34,000</u>
	84,000

3. Grants from:

American Justice Institute

American Bar Association

American Correctional Association

National Council on Crime and Delinquency

Foundations

Potential

50,000 up
134,000

Items 1 and 2 would provide a base income to guarantee continuation
of the Association. Grants would provide financial assistance for
short term (one to two year) projects.

Objective #1 - Coordination

Action Steps to Accomplish:

- 1) Appoint task force.
- 2) Appoint Advisory Committee to guide task force.
- 3) Survey and catalog goals, objective activities, and organization structure of target and related associations.
- 4) Define MJA scope - purpose.
- 5) Analyze potential MJA organizational environment.
- 6) Develop financial support plan for submission to Acting Board.
- 7) Prepare draft proposal for organization of MJA and present to Advisory Committee for review and comment.
- 8) Submit proposal to key decision makers of potential constituent groups for reaction.
- 9) Revision of MJA proposal in light of input from potential constituent groups and submit to key decision makers of potential constituent group for preliminary commitment.
- 10) Establish Acting Board of MJA from key decision makers of present organizations.
- 11) Approval of financial support plan.
- 12) Select acting Chief Executive officer for MJA.
- 13) Dissolve action plan task force and advisory committee.
- 14) Develop program plan proposal and submit to board.
- 15) Develop plan to obtain adequate membership.
- 16) Approve plans for implementation. (check point)
- 17) Implement membership and financial plan. (obtain legal status)
- 18) Election of Board and officers of MJA.

Objective #1 - Coordination

19) Implementation of program plan.

20) Evaluation of financial and membership plan and submit to Acting Board.

21) Approve evaluation of financial and membership plans.

22) Evaluation of program plan effectiveness and submit to board and officers. (check point)

Objective #2 - Upgrade Institutional System
Throughout the State
Jails
Community
Juvenile
Adult

Strategy #1: Establish Minimum Standards

Programs:

1. State Committee
 - a. Personnel
 - b. Classification
 - c. Records and Statistics
 - d. Segregation (Sex & Crime)
 - e. Public Relations
 - f. Programs
 - g. Recreation
 - h. Discipline
 - i. Plant
 - j. Reception
 - k. Support
 - l. Medical
2. Definitive Legislation - Type I, II, III & IV
3. Timetable - 3 years
To Be Operational
4. Establishment of State Inspection and Enforcement Team
 - I. Police Holdovers
 - II. County, City & Municipal Jails & Corrections
 - III. State Operated Institutions
 - IV. Community Treatment Centers

Action Steps to Accomplish:

- 1) Appointment of a Standards and Goals Committee consisting of all authorities having responsibility for the application of the custody rule.
- 2) Draft model legislation defining various type institution.
- 3) Draft model legislation establishing a 3-year timetable for all types to come into minimum standards.
- 4) Establish State system of inspection and enforcement unit.

Objective #2 - Upgrade Institutional System

Strategy #2: Contractual Sharing

Programs:

1. Establish Registration System & Clearing House
2. Establish Legislation

Action Steps to Accomplish:

- 1) Draft legislation requiring all residential facilities to register with a central clearing house. (Main purpose: quick access to a certified resource.)
- 2) Draft legislation for the State to subsidize the local authority using contractual service.

Objective #3 - More Effective & Consistent
Use of Statewide Pre-Trial & Diversion
Programs Consistent with Public Safety

Strategy #1: Develop Resources for Use in Diverting
Pre-Trial Individuals, Juvenile and
Adult

Action Steps to Accomplish:

1) Disseminate results of a pre-trial survey conducted by State Supreme Court Administrator to each Magistrate & Circuit Judge in the state--contact State Supreme Court Chief Justice to plan a conference on pre-trial programs to include discussion of Bond Commission.

2) Approach the State Bar Association & State Prosecuting Attorney Association from standpoint of support (possibly manpower and/or financial assistance) in implementing pre-trial diversion.

3) Missouri Division of Youth Services prepare in cooperation with Juvenile Courts a comprehensive plan for release/diversion of juvenile referrals.

4) Missouri Division of Probation & Parole seek funding to establish pre-trial/diversion programs in 6-8 counties (based on population & results of the above survey) where such programs do not exist.

Strategy #2: Publicize Diversionary Options and
their Effectiveness

Action Steps to Accomplish:

1) Write pamphlets describing: (a) Pre-Trial Release and (b) Diversionary programs for distribution on a statewide basis.

2) Tape 2 public service announcements describing pre-trial programs for release to radio & TV stations statewide.

Objective #3 - More Effective & Consistent
Use of Statewide Pre-Trial & Diversion
Programs Consistent with Public Safety

3) MJOA will assess existing diversionary programs throughout the State in the juvenile area and will publicize those programs found to be effective. Dissemination of information will be through statewide news media in addition to such corrections publications as:

"The Commitment," "MJOA New" and "MCCJ News."

Objective #4 - Improve Staff Effectiveness

NARRATIVE

The Missouri Statewide Comprehensive Corrections Planning Group has identified the improvement of staff effectiveness as one of the major goals for Missouri's Corrections system. Strategies which have been identified to achieve this goal include:

- A. The establishment of a State Training Center;
- B. The establishment of minimum standards for the selection and training of personnel;
- C. The development of a corrections career path program; and
- D. The development of an employee performance appraisal and evaluation system.

The fact that the Missouri Corrections system is an aggregate of various jurisdictions precludes the development of statewide career path and/or employee appraisal and evaluation programs. Programs such as these would be most appropriately developed and implemented on a jurisdiction basis.

The creation of a State Training Center and the establishment of minimum standards for the recruitment and selection of Corrections personnel can be accomplished on a statewide basis. It is felt that with a commitment from and cooperation on the part of the members of the Comprehensive Statewide Corrections Planning Group that a mechanism can be developed to provide training and selection standards and the means of meeting such standards.

The mechanism proposed here is the establishment of a Missouri Institute of Corrections which would, as a not-for-profit group, reporting to a board of directors (possibly the Board of the proposed Missouri Justice Association) and affiliated with a major college or university. The Institute would provide the following services:

Objective #4 - Improve Staff Effectiveness

- A. In-service training programs. Such programs would be developed by the staff to meet the needs of Corrections agencies throughout the State. Such programs would be developed for on-site presentation.
- B. Curriculum Development. Curriculum development would be developed for the training of Corrections professionals throughout the State. Again, such programs would be structured for on-site presentation.
- C. Technical assistance would be provided through resources available through an affiliate university, the staff of the institution and a pool of professionals available through the Missouri Justice Association. Expertise would be available to all jurisdictions on an as need basis. Technical assistance would include program development, management development, research, and evaluation.
- D. The Institute would also, based on identified needs, sponsor symposiums geared towards the implementation of new approaches and/or the investigation of major issues in Corrections.
- E. The Institute, in cooperation with the Missouri Justice Association, would provide a mechanism for periodic publication of new and innovative studies, case histories, etc., which may be of value to Corrections professionals. This would be in the form of a journal.

Objective #4 - Improve Staff Effectiveness

There is a real need to develop a focal point for the development and implementation of programs to train and further the professionalism of the Corrections system in Missouri. The Missouri Institute of Corrections would address both juvenile and adult concerns. The attached action steps outline a series of tasks which, if successfully completed, would result in the establishment of the Missouri Institute of Corrections. The action steps include estimated costs and potential funding resources.

The Missouri Institute of Corrections would be the first of its kind in America in that it would not be under the control of any one agency, public or private, but would be under the joint control of all Corrections agencies in the State.

With the support and commitment of the Statewide Comprehensive Corrections Planning Group, it is felt that the successful implementation of this strategy can be achieved.

Objective #4 - Improve Staff Effectiveness

MISSOURI INSTITUTE OF CORRECTIONS

Partial list of potential funding sources:

1. Foundations
 - A. Endowments
 - B. Project Grants
2. LEAA grants
3. The National Institute of Corrections
4. The Missouri Justice Association
5. National Institute of Mental Health
6. The U.S. Office of Education
7. U.S. Department of Labor
8. The National Council on Crime and Delinquency
9. The American Bar Association
10. Missouri Association for Social Welfare
11. The American Justice Association
12. State agencies
13. Units of general local government in Missouri

Objective #1 - Improve Staff Effectiveness

PROJECTED MAXIMUM BUDGET

MISSOURI INSTITUTE OF CORRECTIONS

PERSONNEL:

Executive Director
Director of Professional Development
Director of Management Development
Director of Research & Statistics
Clerical (5)

Total personnel including fringes: \$125,000

OPERATING EXPENSES:

Office 1,200 sq. ft. \$5	6,000
Telephone @ \$200 p/m	2,400
Printing supplies	1,000
Office supplies @ \$200 p/m	2,400
Publication and memberships	2,000
	<u>13,800</u>

TRAVEL:

For 4 staff at \$300 p/m each 14,400

CONSULTANTS:

Part-time assistance 20,000

173,200

Objective #4 - Improve Staff Effectiveness

Strategies #1: Create State Training Center

#2: Establish Minimum Standards for
Selection and Training

Action Steps to Accomplish:

- 1) Appoint task force for a Missouri Institute of Corrections.
- 2) Appoint Advisory Committee to guide task force.
- 3) Define MIC scope - purpose, organizational structure and programs.
- 4) Develop financial support plan for submission to acting Board.
- 5) Submit proposal to key decision makers of potential sponsoring institutions for reaction. (colleges and universities)
- 6) Appoint acting Board.
- 7) Approval of financial support plan.
- 8) Select acting Chief Executive officer for MIC.
- 9) Dissolve action plan task force and advisory committee.
- 10) Implement financial plan. (obtain legal status - appoint Board).
- 11) Evaluation of financial plan effectiveness and submit to Board.
- 12) Implementation of program plan.
- 13) Evaluation of program plan effectiveness and submit to Board.
(check point)
- 14) Approve evaluation of financial and program plans.

Objective #5 - Expansion...of Community
Treatment Centers & Probation & Parole

Strategies #1: Establish committee representing the three major metropolitan areas to contact administrators of Area Treatment Centers, regarding establishment of minimum standards.

#2: Develop procedure for enforcement with provision for licensing of halfway houses as a possible alternative for enforcement.

Action Steps to Accomplish:

To be determined.

Objective #6 - Offender Job Placement/Retention;
Educational/Vocational Advancement

Strategies:

- 1) Education
 - a. Assess systems present capability to provide training responsive to individual offender needs; including industry, unions, etc.
 - b. Contracts and/or agreements with educational agencies.
- 2) Job Placement
 - a. Expand pre-release and halfway house program.
 - b. Increase funding for: Job Placement Services
 - c. Clearing House
 - Increase effectiveness of Employment Security
 - Coordinate with local Business Associations
- 3) Support legislation to eliminate barriers to ex-offenders.
- 4) Promote value of ex-offender as an employee.

Action Steps to Accomplish

To be determined.

Objective #7 - Accelerate Judicative Process

Strategy #1: Expedite Judicial Process

Strategy #2: Document and Publicize Nature of Problem

Action Steps to Accomplish:

1) The State Planning Agency (MCCJ) does a statewide survey to determine length of time from arrest to disposition for adults entering the criminal justice "system." The survey will determine length of time in each stage of the adjudicative process and pinpoint areas and reasons for excessive delay.

2) On completion of above survey, on the basis of existing recommended standards, and with input from various components of the justice systems, MCCJ will develop and publicize a recommended standard for time period from arrest through each stage of the process through final disposition (Federal Standards in process of implementation call for 90 days from arrest to trial).

Objective #8 - More Effective Use of
Volunteers and Volunteer Organizations

Strategies:

- 1) Increase involvement of volunteers in legislation.
- 2) Feedback from present programs in Lt. Governor's office and/or MASW on use of volunteers in Criminal Justice Area.
- 3) Increase use of volunteers in implementation of above plan.
- 4) Encourage staff development and management support in use of volunteers.
- 5) Develop job descriptions for volunteers.
- 6) Exploration of existing volunteer guidelines for use in Missouri

Action Steps to Accomplish:

To be determined.

Objective #9 - Assure that Each Individual is
Treated Fairly and Equitably (within the system)
Probationer/Inmate/Parolee - Personnel

Strategy #1: Increase Emphasis on Individualized
Approach to Treatment Needs

Action Steps to Accomplish

Establishment of an Office of Intake to review on a daily basis each new admission (Jail-Detention Facility) and to effect release of improperly detained persons. (USE OF EXISTING STAFF WITH RE-DEFINITION OF JOB TASKS)

a. Daily Review

- 1) Adherence to Constitutional Rights
- 2) Warrant application
- 3) Appointment of Counsel
- 4) Setting of Bail/Release
- 5) Social/Medical Needs
- 6) Referral to Social/Medical/Legal Facilities
- 7) Judicial Rights

Enforcement authority: Judge-Superintendent
Division of Court Services
Welfare Directors

Evaluation of at quarterly intervals

Time Frame - Development of job - 3 months

Trial period in facilities - 9 months

Objective #10 - Decrease in the Number of
Cases Referred or Potentially Referred
for Prosecution while under Jurisdiction
in Institutional/Residential and Diversionary/
Non-Residential Areas

Strategies: None Determined

Action Steps to Accomplish: None Determined

JUVENILE JUSTICE

OBJECTIVES, STRATEGIES AND ACTION STEPS

JUVENILE

Objective #1 - Coordination - Shall be Improved
within the Correction's Components and with
other Components of the Justice System

Strategy #1: Establish a Missouri Justice Association.

Action Steps to Accomplish:

- 1) The Charter to establish the Association shall contain provisions to insure adequate representation from all areas that impact the Justice System including juvenile and adult. Both public and private groups should be represented. The Chairman of the Juvenile Sub-Committee should be a member of the group which is given responsibility for development of the Charter or the establishment of the Missouri Justice Association.
- 2) The Missouri Juvenile Officers Association will give publicity to the need for a Missouri Justice Association and will determine the juvenile agencies or organizations to be considered for membership in, or affiliation with MJA. MJOA will make a list of such organizations available to the appropriate group.
- 3) MJOA will bring the juvenile agencies or organizations together to explore the feasibility of membership or participation in MJA.

Strategy #2: Establish a System and Procedure for Planning.

Action Steps to Accomplish:

- 1) An approach will be developed to coordinate the efforts of juvenile serving agencies and organizations throughout the State. The goal of such coordination will be to improve juvenile services through a system of comprehensive planning and the development of a State plan. The approach will be developed under the leadership of Max Brand with the assistance of Ron Larkin and Ken Hensick.

Objective #1 - Coordination - Shall be Improved
within the Correction's Components and with
other Components of the Justice System

2) The Missouri Division of Youth Services will provide the leadership to coordinate the collection and analysis of data on juvenile delinquency as specified in S.B. 170, Section 7, paragraph 6.

3) The planning group established will determine what additional data is needed and how it will be obtained.

JUVENILE

Objective #2 - Upgrade Institutional System throughout the State

Strategy #1: Establish Minimum Standards for All Institutions and Obtain Funding.

Action Steps to Accomplish:

1) The Division of Youth Services, consistent with S.B. 170, will take a leadership role in developing suggested minimum standards in such areas as: residential treatment institutions, community group homes, day treatment centers, detention facilities and halfway houses. The development of such standards shall be done in conjunction with other state agencies (i.e., DMH, DFS and Division of Health).

2) The Missouri Justice Association will introduce and promote legislation for implementation of the above standards. Such legislation should be prepared by October, 1977.

Strategy #2: Promote Contractual Sharing of Residential Facilities

Action Steps to Accomplish:

1) Each Court Administrator will be responsible for seeking funds (local, state, federal), individually or cooperatively with other jurisdictions, to provide residential services to youth in their local communities.

2) Technical assistance will be provided, upon request, by MCCJ, DYS and MJOA in order to accomplish the above objective.

JUVENILE

Objective #3 - More Effective and Consistent Use of
Statewide Pre-Trial and Diversion Programs
Consistent with Public Safety

Strategy #1: Develop Resources for Use in Diverting
Pre-Trial Individuals, Juvenile and Adult.

Action Steps to Accomplish:

- 1) Each Court Administrator will identify existing resources in the community that can be used for pre-trial diversion along with the need for additional resources.
- 2) Court Administrators will, directly or indirectly, seek additional LEAA funds for the development of diversionary resources consistent with Statewide planning.
- 3) MCCJ and the Juvenile Delinquency Task Force will give high priority in funding the programs designed to divert offenders from the system.

Strategy #2: Publicize Diversionary Options and
their Effectiveness

Action Steps to Accomplish:

- 1) MJOA will assess existing diversionary programs throughout the State in the juvenile area and will publicize those programs found to be effective. Dissemination of information will be through State-wide news media in addition to such corrections publications as: "The Commitment," "MJOA News" and "MCCJ News."

JUVENILE

Objective #4 - Improve Staff Effectiveness

Strategies:

A Juvenile Justice Training Academy should be established for the training of all juvenile justice agency personnel. The Academy should not be a physical facility but rather a small cadre of professionals who would be responsible for developing training curricula, arranging and providing training programs, conducting training assessment studies, and other skill improvement efforts. Strong consideration should be given to developing a university or college affiliation for the Academy.

An advisory board should be established to plan, coordinate, and supervise the activities of the Academy. The board should be representative of the agencies comprising the juvenile justice system.

Responsibility: Missouri Council on Criminal Justice
Task Force on Juvenile Justice

A grant has been awarded to the University of Missouri for the purpose of establishing a training advisory board which is charged with undertaking a feasibility study of the Academy concept and the most appropriate way of implementing it should the concept prove feasible.

JUVENILE

Objective #5 - Expansion, Support, More Effective
Utilization of Non-Institutional Programs
Consistent with Public Safety

Strategy #1: Establish Minimum Standards for all Agencies
and Obtain Funding for Implementation

Action Steps to Accomplish:

1) The Missouri Juvenile Officers Association will develop minimum standards of probation services, including staff employment, qualifications, minimum orientation and ongoing inservice training expectations, a catalog of standards, compensation and benefits and case management expectations, including the appropriate use of community based services as has been priority outlined in Objective #2.

2) Each judicial circuit shall, consistent with public safety, assume responsibility for seeking funding (local, state and federal) to support the local development of non-institutional programs.

3) The Missouri Council on Criminal Justice and its Juvenile Delinquency Task Force shall place high priority upon the implementation of the Juvenile Delinquency Act of 1974. This would include placing high funding priority on those proposals which remove status offenders from correctional facilities. Preferential consideration should be given to multi-jurisdictional proposals.

4) The Division of Youth Services shall place high priority upon seeking funds, state and federal, aimed at the development of local programs which consistent with public safety, promote treatment of juvenile offenders in their home communities.

Objective #5 - Expansion, Support, More
Effective Utilization of Non-Institutional
Programs Consistent with Public Safety

Page 2

Strategy #2: Promote Sharing of Responsibility
through Cooperative Agreements

Action Steps to Accomplish:

1) The Division of Youth Services shall assume a lead responsibility in coordinating efforts with MJOA, MCCJ and/or its JD Task Force in developing a study and a plan which pinpoints potential key areas where multi-jurisdictional working agreements can occur.

Strategy #3: Develop Broad Based Community Support
and Involvement

Action Steps to Accomplish:

1) Each agency juvenile and adult which proposes to establish a community program shall, prior to the establishment of such a program, inform and advise the affected community and its designated representatives of the services to be provided, the client population to be served, the benefits expected therefrom, and shall solicit support and suggestions.

JUVENILE

Objective #6 - Offender Job Placement/Retention; Educational/Vocational Advancement

Strategies:

1) The Division of Youth Services will devise a questionnaire to be sent to each judicial circuit to determine the extent of employment needs for juvenile offenders. Results of such a survey should be publicized throughout the State

2) Division of Youth Services will seek the assistance of the National Alliance of Businessmen in doing a survey to determine the types of jobs available to young people throughout the State. Such a survey should be completed and publicized

3) Following the completion of the above, Division of Youth Services in cooperation with the National Alliance of Businessmen will set up workshops throughout the State, for youth serving agencies, to discuss more effective ways of seeking employment for young people. One of the factors to be considered at such a workshop would be how to implement the development of one organization, in each area, to coordinate employment for young people.

Action Steps to Accomplish:

To be determined.

JUVENILE

Objective #7 - Accelerate Judicative Process

Strategy #1: Expedite Judicial Process (Pre-Trial Conference, Exchange of Discovery)

Strategy #2: Document and Publicize Nature of the Problem

Action Steps to Accomplish:

1) MJOA will do a statewide survey to determine the length of time from arrest to trial for juveniles in the State. The survey will also determine major reasons for excessive delay. Such a survey will be completed and publicized.

2) Following completion of the above survey, MJOA will establish and publicize a recommended standard concerning the time period from arrest to trial for juveniles.

3) MJOA will work with the local circuits in seeking legislation to obtain additional Commissioners or Judges necessary to comply with the recommended standard.

JUVENILE

Objective #8 - Number of Volunteers, Organizations and Hours Shall Be Increased Each Year/Community Support

Narrative

Guidelines and standards for the recruitment, training, utilization and supervision of volunteers should be developed. Technical assistance and training resources should be made available to agencies interested in developing volunteer programs.

The Missouri Council on Criminal Justice's Task Force on Juvenile Justice should appoint a committee to immediately begin drafting guidelines and standards for the utilization of volunteers in the juvenile justice system. Guidelines and standards should define appropriate techniques to be used in the recruitment and selection of volunteers, tasks and activities both to which volunteers should and should not be assigned, and training and supervision standards. The standards and guidelines, upon their completion, should be distributed to all agencies in the juvenile justice system. Technical assistance should be provided to agencies interested in initiating or upgrading volunteer programs.

Strategies and Action Steps to Accomplish:

To be determined.

JUVENILE JUSTICE OBJECTIVES

Objective #9 - Assure that Each Individual is Treated Fairly and Equitably

Strategies:

1. Increase emphasis on individualized approach to treatment needs.
2. Greater incentives for early discharge or release.
3. Uniform standards for enforcement of laws and regulations.

Narrative

1. In order to insure due process guarantees for juveniles, the passage of legislation which will provide funds for public defenders to represent both juveniles and misdemeanants is critical.

Responsibility: Concerted effort should be made by juvenile serving organizations, i.e., MJOA, D.Y.S., etc., to represent this critical need to members of the legislature during the current session. Organizational Newsletters should be used to promote general interest and knowledge about this issue. Timetable: Immediately.

2. Individualized treatment approaches are critical to the effective rehabilitation of juvenile offenders.
 - a. The Division of Youth Services should develop a classification system to be utilized by Division personnel in conjunction with Court personnel to determine the treatment needs of youth who are committed to the Division. Additional treatment alternatives need to be developed by D.Y.S. personnel.

Responsibility: Division of Youth Services.

Objective #9 - Assure that Each Individual is
Treated Fairly and Equitably

- b. Juvenile Court personnel need to be trained and to develop improved skills in differential diagnosis and treatment of juvenile offenders in local communities. Differential probation approaches need to be taught to juvenile officers in individual circuits. Training programs should be developed for implementation at the state and local level. Short-range objectives can be achieved through the utilization of MJOA resources for training in state training seminars and through grants to regional groups. This is an ongoing need but can be partially completed,

Long-range goals should include the coordination of training of Juvenile Justice personnel from several agencies, Court, D.Y.S., Police, etc. A state plan for training should be developed. Responsibility: Missouri Council on Criminal Justice with related agencies.

JUVENILE

Objective #10 - The Number of Cases Referred or Potentially Referred for Prosecution while Under Jurisdiction should Decrease in Institutional/Residential and Diversionary/Non-Institutional Programs

Strategy #1: Individual Agencies and Their Sub-Sections shall Use a Systematic Means to Planning and Management

Action Steps to Accomplish:

- 1) Collect base line data which reflects current information as to the extent and degree of the problem at present.
- 2) Report and make available to staff and local media the nature, extent and suspected reasons for the current state of affairs, including projected improvements which are anticipated.
- 3) Develop within each program unit, using key staff involved, specific objectives aimed at the reduction of violations which occur while within agency's jurisdiction -- i.e., (push planning through the use of an MBO type effort to pinpoint areas where deficiencies exist, improvements are desired, and responsibility and accountability must be fixed).

PLANNING DIRECTOR'S EVALUATION

Some positive results were achieved by the AMA process. That more was not accomplished was partially a result of the nature of the organization -- three levels of government coupled with many areas of conflicting interests. However, it was also a result of how effectively the participants and the AMA functioned.

During the first week of the process held in November 1974, a major portion of the plan was completed -- from "Mission" through the sort-out of nine "Key Objectives." Some excitement was generated over the prospect of effecting change in the system and momentum was established for completion of the project. A schedule was then set for the next five-day session. This session was cancelled and from that time on, up until June 1975, a number of one-day sessions were held which accomplished very little except to establish the fact that data to be developed was not available. During this time, excitement and momentum diminished. The reasons for the repeated cancellations can only be surmised. Most probably they were symptomatic of an unwillingness on the part of some of the key figures to give the necessary time to the project. In some cases this was due to conflicting priorities and in others their cynicism regarding the program.

In June, the project appeared to be revitalized and two new groups were established -- St. Louis and Kansas City. A series of meetings were then scheduled which were plagued by a lack of attendance. Meetings that were held were invariably characterized by some key figures arriving at their own convenience -- usually from 1½ to three hours after the starting time scheduled. In one session, for example, a meeting scheduled for 9:00 a.m. was not

begun until after lunch. In the meantime, other key figures, including a judge, were compelled to sit idly for three hours awaiting other arrivals. This casual disregard and lack of consideration for those who arrived on time served to frustrate those who had made a real commitment to the program and probably disenchanting some who became involved later.

It was suggested that the problem would be resolved by starting meetings after 10:00 a.m. This was a valid suggestion but its effect on those who characteristically arrived hours late is doubtful. Although there may have been good reason for the above, this behavior undoubtedly had a negative impact on the attitudes of the group.

The attendance problem ultimately resulted in the dissolution of the three-group concept. The last two meetings, as a way of ensuring attendance, included Jefferson City, St. Louis and Kansas City.

The majority of the people involved in this project felt that it had the potential to generate meaningful results. Unfortunately, the attitudes of some of the key figures undoubtedly had a negative effect on the results achieved.

On the part of AMA a greater effort should have been made to schedule meetings more effectively during the first 6 months of the project. Time should have been allocated for on-site technical assistance on an ongoing basis. This may have made it possible to maintain the momentum of the group and may have contributed to the development and coordination of some of the essential planning data.

Under the best of circumstances it was a difficult project. In addition to attendance and meeting problems, it was quite evident that some individuals would not sacrifice time from their own areas

to contribute to the total system and not all interests were consistently represented. This is somewhat understandable due to the absence of a reward system for inter-agency cooperation.

In the absence of a single-decision-making point, AMA chose a systems approach to planning which is vitally dependent on the full coordination and commitment of all the key people involved. Fortunately, most of the participants supported the process and because of them the program was reasonably successful. With greater commitment more could have been accomplished.

It would be our hope that over time means would be found to incorporate planning into the system as an ongoing tool to maximize the effectiveness of the system and that more of the key people would recognize their roles in managerial as well as functional terms for the good of the total system.

Leo J. Roghmans

PROGRAM EVALUATION: DIRECTOR OF ORGANIZATION DEVELOPMENT

I. INTRODUCTION

An evaluation of the comprehensive planning program for Missouri Corrections was conducted by sending an evaluation questionnaire (see appendix) to 38 participants after the conclusion of the program. Of the 38 questionnaires mailed 22 were returned which constitutes an overall response rate of 58%. For the three groups involved in the program the response rates were: (a) Jefferson City - 41%; (b) St. Louis - 72%; and (c) Kansas City - 70%.

The evaluation questionnaire contained 20 questions covering the following categories: (a) meetings attended; (b) program objectives; (c) satisfaction with participation; (d) changes in behavior as a result of the program; (e) desire to continue planning; (f) commitment to program; (g) program credibility; (h) evaluation of project director; (i) evaluation of planning director; (j) profile of ideal planning director; (k) involvement in other planning activities and (l) comparative evaluation with other planning programs. The results of the evaluations of each category are presented below.

II. Results

a. Meeting Attendance

A total of 12 meetings was held over the duration of the comprehensive planning program. Of these, 3 were held in Jefferson City, 4 in St. Louis, 3 in Kansas City, and 2 in Columbia. The percentage of those responding to the evaluation questionnaire attending these meetings ranged from a

low of 18% at the July 1975 meeting in St. Louis to a high of 77% attending the December 1975 meeting in St. Louis (the final meeting of the program). The average attendance for all 12 meetings was 36% of the group responding to the evaluation questionnaire. We conclude from this information that meeting attendance was irregular and spotty probably due to competing demands for time of the participants. An average attendance of 36% (of those responding to the questionnaire) suggests that it would be rather difficult to implement any form of comprehensive planning system.

b. Program Objectives

The participants were asked how well they understood the objectives of the program and to what extent the program achieved its objectives.

In terms of understanding the program objectives, 95% said they understood them very well (55%) or fairly well (40%). As to achievement of objectives, 68% said they were achieved fairly well, but 32% said they were not well achieved. Nobody said that program objectives were very well achieved.

c. Satisfaction with Participation

The participants were asked to indicate their satisfaction with the amount of participation they were able to have in the program. Seventy-three percent were either very satisfied (32%) or somewhat (41%) and 18% were not very satisfied. From these responses we conclude that participants were basically satisfied with their degree of participation in the program.

d. Changes in Behavior Resulting from Program

The participants were asked about any changes in organizational or personal management behavior which resulted from the program. The three categories of change included in the question were (1) organizational management process; (2) personal management skills; (3) personal management priorities.

In terms of organizational management process, 23% see no change attributable to the program and an additional 58% range up to moderate change. Only 14% see more than moderate change. As for changes in personal management skills, 5% see no change, 72% range up to moderate change and 23% see more than moderate change. Finally, in terms of changes in personal management priorities, 14% see no change, 63% see up to moderate change, and 23% see more than moderate change. From these data, it seems that the program has produced a moderate amount of change as seen by the participants and that they see slightly more personal change than organizational change.

e. Desire to Continue Planning

In terms of their desire to continue comprehensive planning in the future, 59% have a great (23%) or good deal of desire (36%), 27% have not much desire and 14% have no desire. Thus, slightly more than half the respondents have some desire to continue planning in the future.

f. Commitment to Program

This category was concerned with commitment to the program of the participants and their superiors. In terms of participant commitment 14% felt there was strong commitment, 63% moderate commitment and 23% weak commitment. In terms of support for the program by superiors, in 46% there was strong support, 41% moderate support and 18% weak support. On the basis of these data it appears that the program had good support from both the participants and their superiors.

g. Program Credibility

The participants were asked about the credibility of the program from the point of view of their subordinates. No one thought there was strong credibility, 64% said moderate credibility and 18% said weak credibility. Eighteen percent did not answer the question.

h. Evaluation of Project Director

The participants were asked to evaluate the project director on four factors: communications and coordination; scheduling and follow-up; physical meeting facility arrangements; and personal credibility. Nine point scales ranging from poor to excellent were used to rate each factor. The average ratings were:

	<u>Average Rating</u>
Communications and Coordination	7.04
Scheduling and Follow-Up	6.54
Physical Meeting Facility Arrangements	7.59
Personal Credibility	7.74

These ratings indicate that the participants feel the project director was doing a very good job in the four categories outlined above.

i. Evaluation of Planning Director

The participants evaluated the planning director on five factors: communication skill, knowledge of professional planning, personal credibility, commitment to project and sensitivity to participant group. The same nine point scale described above was used for the evaluation of each factor.

The average ratings were as follows:

	<u>Average Rating</u>
Communication Skill	6.90
Knowledge of Professional Planning	6.54
Personal Credibility	7.09
Sensitivity to Participant Group	6.49
Commitment to Project	6.90

These ratings indicate that these participants felt the planning director was doing a good job in terms of the five factors evaluated.

j. Profile of an Ideal Planning Director

In this category the participants were asked to describe an ideal planning director by assigning weights to the importance of expertise in five areas: planning process, group dynamics, justice system, corrections, and state system. The average percentage weights are shown below:

<u>Expertise</u>	<u>Average Percentage Weight</u>
Planning Process	34.5%
Group Dynamics	20.5%
Justice System	17.4%
Corrections	17.4%
State System	11.0%

The profile of the ideal planning director indicates that the participants give the greatest weighting (55%) to planning expertise and the remainder to knowledge of the justice/corrections system.

k. Involvement of Participants in Other Planning Activities

The participants were asked to check off the other planning activities in which they have been involved. The results were as follows:

<u>MAPPS</u>	50%
<u>MCCJ</u>	
State	45%
Regional	64%
State Regional	18%
Agency	55%
Other	18%

l. Comparative Evaluations with Other Planning Programs

The participants were asked to compare the effectiveness of the AMA planning program with others in which they have been involved. They were asked to compare both the planning process and the plan produced by the process.

In terms of the planning process, 64% said the AMA program was more effective than others and 22% said it was less effective. As for the plan produced by the process, 32% said it was more effective than others, 32% said it was less effective than others and 32% did not answer the question.

III. Discussion

In looking at the evaluation of the comprehensive planning program from an overall point of view, it seems that there are several general comments which are pertinent.

First, the degree of attendance at the various planning meetings averaged only 36% of those answering the evaluation questionnaire. This low degree of attendance would have a definite tendency to limit any implementation of the plans developed during the program because such implementation typically requires the interaction and support of people who had had a common experience during the development of the plans. If this ingredient is missing it has a definite negative effect on implementation. In addition, the diversity of the group in terms of their organizational affiliation would also make implementation very difficult. We would recommend that any future programs of this type should include some form of required attendance in order to insure the possibility that implementation of plans could take place.

In terms of participant understanding of the program and satisfaction with the degree of participation it appears that these areas were in pretty good shape. Further corroboration of this is the fact that a majority of the participants wish to

continue planning in the future and the commitment to the program of both participants and superiors was satisfactory. The credibility of the program in the view of subordinates was also satisfactory.

Another areas of interest is the degree of change as a result of the program that participants report. In this area the participants generally see how to moderate changes in organizational management process but somewhat more change in their own personal management skills and priorities. This is encouraging as it would hardly be possible for much organizational change to take place so soon after the completion of the program. The fact that there is some degree of personal change suggests the possibility of more organizational change later although this will depend largely on the ability of individuals to sustain the changes they have made. We know from experience that this is very difficult without some form of structural follow-up which we would strong recommend.

The evaluations of the program staff were good and the profile of the ideal planning director placed more emphasis on planning skills than content knowledge which in our experience is appropriate.

In general, these evaluations don't contain any particular surprises. If we were to make any broad recommendations about future programs of this type they would be (1) find a way to insure better attendance at the program; (2) be careful not to make the group so diverse that they would be precluded from working effectively together after the program and (3) build into the program some structured form of follow-up so that the plans have a reasonable chance of implementation. It should be remembered that plans that are not implemented are of very little

value to any organization.

T. C. Parker

APPENDIX

AMERICAN MANAGEMENT ASSOCIATIONS
THE AMERICAN MANAGEMENT ASSOCIATIONS BUILDING, 135 WEST 50TH STREET, NEW YORK, N. Y. 10020 • (212) 585-8100

This survey is a part of the evaluation of the AMA Comprehensive Corrections Planning Project conducted with personnel from the various correctional agencies in the state of Missouri. Please answer all questions as best you can and mail your completed survey form to AMA in the enclosed return envelope. The results of this survey will be analyzed for inclusion in the final project report. The questionnaire is intended to be anonymous but you may sign your name if you wish. Thank you for your cooperation.

Treadway C. Parker

Treadway C. Parker, Ph.D.
Director
Organization Development Services

February, 1976

TCP 0176

STATE OF MISSOURI
 COMPREHENSIVE PLANNING FOR CORRECTIONS
 PROGRAM SURVEY

1. How well do you feel you understood the objectives of the planning program?

_____ very well _____ fairly well _____ not well _____ not at all

2. To what extent do you feel that the program achieved its objectives?

_____ very well _____ fairly well _____ not well _____ not at all

3. Please check the scheduled meetings you were able to attend.

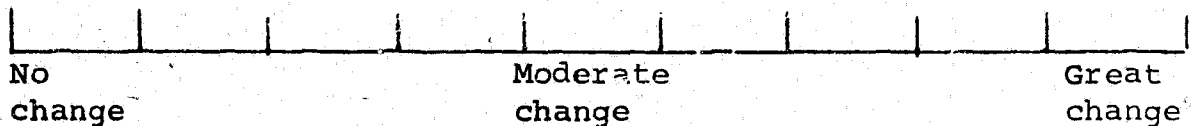
<u>Date</u>	<u>Location</u>	<u>Check if attended</u>
Oct. 6-11, 1974	St. Louis	_____
Jan. 2-3, 1975	Jefferson City	_____
Feb. 6-7, 1975	Jefferson City	_____
Apr. 10-11, 1975	Jefferson City	_____
June 25-27, 1975	Columbia	_____
July 30-31, 1975	St. Louis	_____
Aug. 7-8, 1975	Kansas City	_____
Sept. 9-10, 1975	Kansas City	_____
Sept. 11-12, 1975	St. Louis	_____
Oct. 29-30, 1975	Columbia	_____
Nov. 12-13, 1975	Kansas City	_____
Dec. 8-9, 1975	St. Louis	_____

4. How satisfied are you with the amount of participation you were able to have in the program?

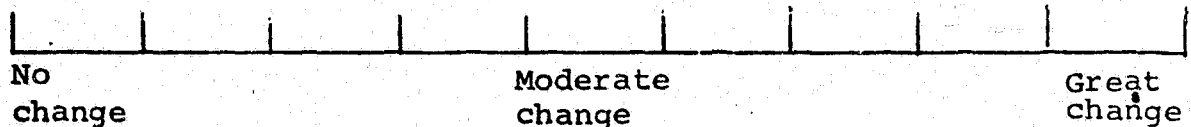
_____ very satisfied _____ not very satisfied
 _____ somewhat satisfied _____ not satisfied at all

5. Please indicate below the extent of changes in organizational or personal management behavior which resulted from the program.

a. Organizational management process (please check scale)



b. Personal management skills (please check scale)



c. Personal management priorities (please check scale)

No change				Moderate change				Great change

6. What degree of desire do you have to continue comprehensive planning in the future?

- great desire not much desire
 good deal of desire no desire

7. What would facilitate the continuance of comprehensive planning?

8. What would hinder the continuance of comprehensive planning?

9. Do you think anything concrete has been achieved by the program?

- a great deal not very much
 a moderate amount nothing

10. If something concrete has been achieved will it be helpful in getting things done in the future?

- very helpful not very helpful
 somewhat helpful not at all helpful

11. What degree of commitment did the rest of the group have to the program?

- strong commitment weak commitment
 moderate commitment no commitment

12. Was the program supported by your superiors in your organization?

- strongly supported weakly supported
 moderately supported not supported

c. Personal Credibility

Poor									Excellent

d. Sense of Commitment to Project

Poor									Excellent

e. Sensitivity to Participant Group

Poor									Excellent

Additional comments: _____

16. Please allocate percentages below to describe the characteristics of an ideal planning director as you see it (must total to 100%).

<u>Characteristic</u>	<u>Percentage</u>
Expertise in Planning Process	_____ %
Expertise in Group Dynamics	_____ %
Expertise in Justice System	_____ %
Expertise in Corrections	_____ %
Expertise in State System	_____ %
Total	100%

17. Are you now or have you been involved in other state, regional or functional planning efforts? (Please check list below and indicate your degree of involvement.)

<u>Planning Group</u>	<u>Check if involved</u>	<u>Check Degree of Involvement</u>	
		<u>Intermittent</u>	<u>Continuous</u>
MAPPS	_____	_____	_____
MCCJ	_____	_____	_____
State	_____	_____	_____
Regional	_____	_____	_____
State Regional	_____	_____	_____
Agency	_____	_____	_____
Other	_____	_____	_____

18. How does the effectiveness of the AMA planning program compare with others you are or have been involved in?

a. Planning Process

_____ Much more effective _____ Less effective
_____ More effective _____ Much less effective

b. Plan produced by the process

_____ Much more effective _____ Less effective
_____ More effective _____ Much less effective

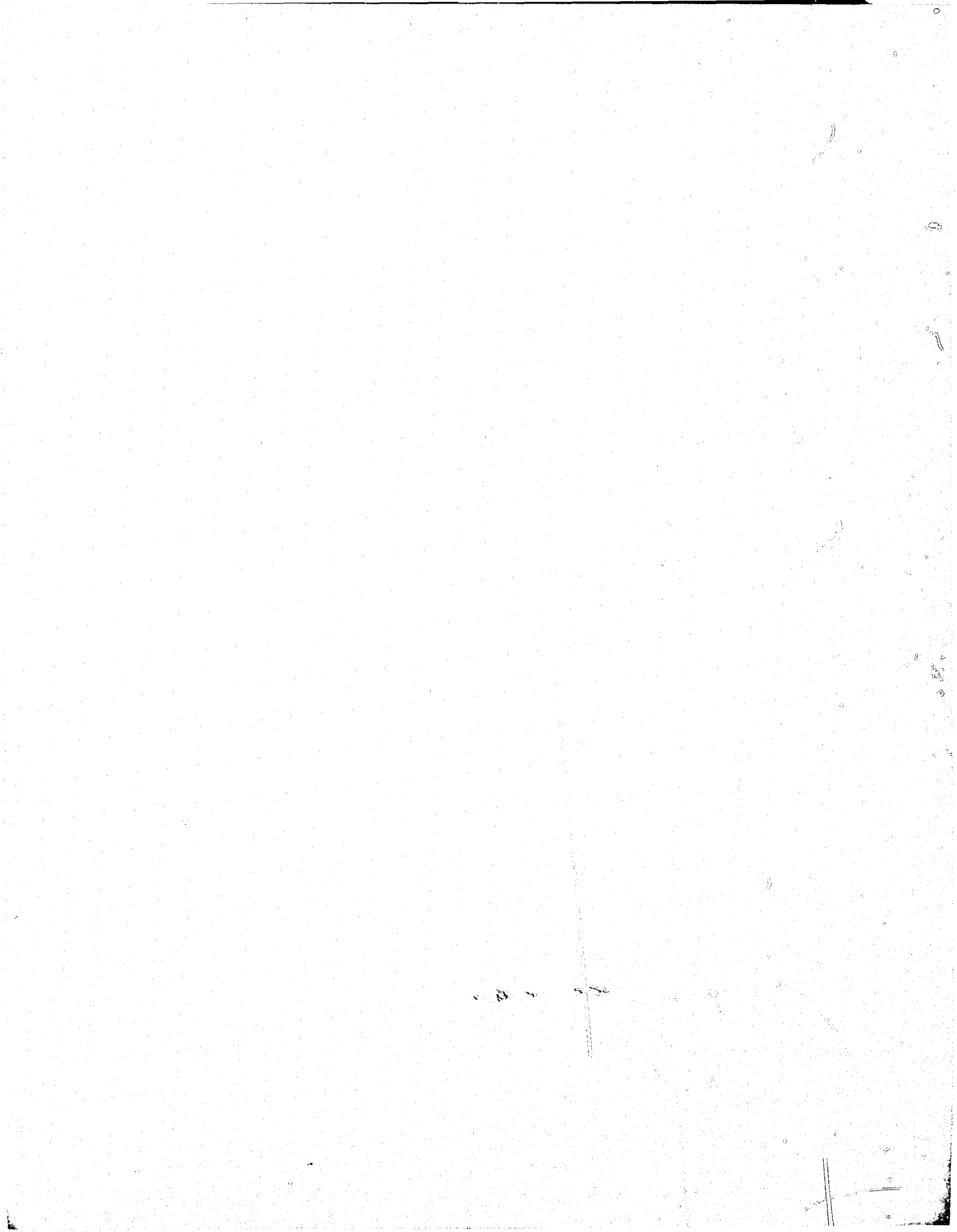
19. Please describe below the major benefits of the planning program to you personally and to the Missouri Correctional System.

a. Personal Benefits

b. Missouri Correctional System

20. Please give us any additional comments you may have below.

THANK YOU VERY MUCH FOR YOUR COOPERATION



END