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A REVIEW OF THE
 POSITIVE FUTURES INC.
 CRIMINAL JUSTICE PROJECT

FINAL REPORT

NCJRS

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ACQUISITIONS

RAMSEUR ASSOCIATES INC.

INTERNATIONAL CONSULTANTS IN SOCIAL WELFARE - PLANNING, PROGRAM DEVELOPMENT,
MANAGEMENT AND EVALUATIONS

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CHAPTER I

INTRODUCTION

This report sets forth the findings and recommendations of a study conducted for Positive Futures Inc. by Ramseur Associates Inc. entitled "A Review of the PFI Criminal Justice Project". This study was conducted from September 1, 1978 to December 31, 1978.

I. Background of the study

Within the field of educational planning it is widely recognized that the design and shepherding of new degree programs and other curricula innovations in institutions of higher learning are perhaps the two most difficult and time consuming activities imaginable. This widely recognized phenomenon is linked very closely to the everchanging demands that are placed on educational institutions. These demands continually dictate the need for a vigorous effort to "keep pace" and to predict societal trends and needs with respect to the educational sphere. Though it is recognized that these burdens, the burdens of change and innovation rest heavily on all institutions of higher learning, they more menacingly deplete the thin resource base of the traditional Black college.

Positive Futures Inc., a consortium of ten (10) predominantly Black colleges and universities initiated a project with nine (9) of its member institutions in 1975. That project was designed and intended to assist Black colleges in their efforts to overcome some of the known barriers to successful curricula innovation. More specifically, the effort was the PFI Criminal Justice Project.

The PFI Criminal Justice Project was initiated from two levels of interlocking concerns. One level related to the criminal justice system,

its growth and position in the professional community, while the other interlocking level related more specifically to the position and developmental needs of Blacks and other minorities, vis-a-vis, the criminal justice system.

From the standpoint of professional development, as late as 1958, only about fifty (50) post-secondary institutions were offering criminal justice related degrees. There was a slow but steady increase in this number through the early 1960's. However, from the late 1960's through 1977, criminal justice degree programs have developed at a rate that is unparalleled in the history of U. S. higher education.

As a matter of fact, the 1975 Annual Directory of Police Sciences Programs of the International Association of Chiefs of Police lists some 1245 criminal justice related degree programs. Estimates by the Law Enforcement Assistance Administration (LEAA) run as high as 3000 criminal justice related programs. Of these programs, less than twenty (20) were found by Positive Futures, Inc. to be housed in traditionally Black colleges and universities.

Though the growth in criminal justice related educational programs has been substantial, there are suggestions that as a field of study, there is not a clearly defined body of knowledge, goals and perspectives. This rather serious lack of definition is partly responsible for some compromises in program quality.

As an example, the National Advisory Commission on Criminal Justice Standards and Goals (NAC) recently suggested that a number of factors operate to inhibit development, implementation, and evaluation of effective criminal justice educational programs, namely, the inadequate:

- identification of roles and tasks of criminal justice personnel;

- identification evaluation of the achievement of objectives established for identified roles and tasks;
- understanding of the knowledge and skill required for successful performance of these roles and tasks;
- relationship of education curricula to knowledge and skill required;
- sharing of effective education curricula, training programs, and education and training research among institutions and agencies; and
- incorporation of contemporary learning techniques, including the ability of students to move at different paces in accordance with their capabilities.

With regard to the development and implementation of criminal justice degree programs, there are three widely discussed curricula models:

- A. Professional: This model focuses on the development of internalized standards of behavior, the creation of an awareness and understanding of alternative methods to achieve goals, the development of a foundation of expertise in a subject area, and the study of human behavior and interpersonal relationships.
- B. Training: This model focuses on mastery of and functioning within particular, well defined roles, the development of mechanical skills and the development of non-discretionary performance of maneuvers.
- C. Social Science: This model tends to focus on the teaching of general subject matter. It is not at all directed at specific preparation for work, but is generally considered background study. It emphasizes a study of socio-political institutions on which the criminal justice system is based.

The initial planning activities of Positive Futures, Inc. suggest that criminal justice programs serving significant minority student bodies must strike a healthy balance between the purely academic and the applied approaches to education. This represents the organization's recognition that the ultimate goal of these programs should be threefold: 1) to increase the body of knowledge; 2) to expand minds; and 3) to improve the administration of justice. In order to accomplish this, PFI envisions a

constructive balance and interchange between academicians and practitioners - this balance and interchange being based on mutual trust and support.

Issues related to curriculum development, organizational location or administrative identity, and faculty qualifications and recruitments are of particular importance at majority Black institutions. A recent Howard University survey of criminal justice education in traditionally Black colleges supports PFI's contentions that the most challenging issues confronting these institutions are:

- Funding uncertainty
- Inadequate student financial assistance
- Uneven and often difficult faculty recruitment, and
- Traditional institutional resistance to change.

In spite of barriers and impediments, both assumed and real, Positive Futures, Inc. and its member institutions initiated their criminal justice project with the understanding that minority involvement in criminal justice education, whether as students, faculty, or administrators, is critical. This becomes increasingly clearer in that minorities have been determined to be underrepresented in the ranks of criminal justice practitioners, educators, and administrators.

With Positive Futures, Inc. serving as the administrative, and coordinating agent, the Law Enforcement Assistance Administration (LEAA) provided funding for a two tiered project. The two major components of the project were;

- 1) project planning and,
- 2) project implementation

The nine PFI institutions participating in these planning activities included the following:

Bishop College, Dallas, TX
Grambling State University, Grambling, LA
Fayetteville State University, Fayetteville, NC
Talladega College, Talladega, AL
Miles College, Birmingham, AL
Mississippi Valley State University, Itta Bena, MS
Shaw University, Raleigh, NC
Shaw College at Detroit, Detroit, MI
Texas Southern University, Houston, TX

With the exception of Miles College, the institutions taking part in the planning aspect of the criminal justice project also took part in the second phase, project implementation. The implementation phase of the project covers a two year period ending with the termination of LEAA funding on December 31, 1978.

2. Purpose of this report

This report includes the Contractor's findings, recommendations, and conclusions regarding the focus of several broad questions and issues. Namely;

- To what degree can the general characteristics of the criminal justice student population be isolated and identified.
- What are the preceptions of persons involved in the criminal justice program with regards to;
 - program organization
 - program management, and
 - program impact
- What are the advantages and or disadvantages in the PFI consortium approach to developing and implementing curricula innovations at predominately Black colleges and universities.

The material presented in this report is intended to provide some insights into the overall strengths and weaknesses of the PFI administered and coordinated criminal justice project. Particular attention however, is focused on the management and structure of the project as well as the all important institutional relationships. It is general consensus of the funding agency (LEAA), PFI and the participating institutions that ability of these schools to develop and maintain a helping relationship beyond the life of

the federal grant will to a significant degree determine the long term viability of each individual criminal justice program.

This report should be considered exploratory in nature, in that it should serve as a foundation for subsequent adjustments and/or modifications in the methods employed in centralized educational planning activities.

3. Contents and scope of this report

The balance of this report contains four (4) chapters which are listed and discussed on the following pages.

Chapter II - Objectives and Methodology, this chapter describes the overall objectives, the analytical framework, and the work plan employed in the conduct of this study. Key methodological steps included the development of the study design, the selection of program participants for interviewing purposes, the collection of program information, and the analysis of the data collected.

Chapter III - Criminal Justice Program, this chapter examines the conceptual basis for the project, it's organization and management and denotes the characteristics of participants, as well as their preceptions regarding project organization, management and impact.

Chapter IV - Profile of Participating Institutions, this chapter will describe the commonalities and differences in all of the institutions participating in the criminal justice program.

Chapter V - Conclusions and Recommendations, this chapter will present the Contractor's conclusions and, where appropriate, the recommendations related to overall project management and organization as well as issues upon which PFI and its member institutions may focus in their efforts to both stabilize and expand this project activity.

It is both recognized and understood that a significant number of services are made available to member institutions by PFI central staff. This study in no way attempted to review and/or assess the full range of these services and programs. Such would have required significantly expanded and more detailed assessment procedures. This study, focusing primarily on the criminal justice project has a somewhat limited, but a more clearly defined perspective. Consequently, this report should not be read or interpreted from such a broad perspective. More importantly, the recommendations of the study should not be applied within a total organizational context without the appropriate adjustments for services and programs that were not included in this effort.

CHAPTER II

OBJECTIVES AND METHODOLOGY

This chapter presents the overall study objectives and the methodologies employed.

1. Study objectives

The general objective of this study was to complete a review and assessment of the organization and management of the PFI administrated and coordinated criminal justice project. Within this framework the three specific project issues related very directly to:

- Participant characteristics
- Perceptions of project participants
- Advantages/disadvantages of the consortium approach to education planning and curricula innovation.

The Contractor used these three basic issues as the principal source of direction in developing the methodological approach and work plan for the study. For each basic issue the key objectives, areas of inquiry and necessary data sources were identified. Details concerning the development of this approach are discussed below.

2. Methodology

2.1 Review of organization and management

Ramseur Associates Inc. undertook a three-step approach in reviewing the organization and management of the PFI administered and coordinated criminal justice project. These steps included the following:

- Step 1: an examination of the purpose of the organization
- Step 2: a review of the operational structure of PFI
- Step 3: an analysis of the findings.

In order to describe the constraints and the environment within which the organization (PFI) must function, the Contractor examined and reviewed the following:

- the legal framework of the organization
- the stated purposes and goals of the organization
- official policy statements governing organizational structure and the internal operations of PFI

This review was conducted by examining relevant internal reports and reporting procedures related to overall management and operations. This review was also supplemented by interviews with both PFI management and project personnel. The individuals interviewed provided assistance in clarifying or supplementing the reports and other written materials maintained by the organization. The completion of this step helped to provide the foundation for understanding the organization as well as the design and intent of the PFI initiated criminal justice project.

In order to complete this review and assessment the Contractor focused not only on the overall structure of the organization but also upon the separate units and how they interact to carry out the necessary project activities and tasks. In this regard the Contractor reviewed the following areas;

- organizational structure
- lines of authority and accountability
- locus of responsibility for administratively assigned functions
- communication patterns (formal and informal)
- financial management

Each of these areas was reviewed to the extent that they affect operation of the criminal justice project. In-depth analysis of such things as PFI's

accounting, bookkeeping and personnel practices were extraneous to the overall study. Consequently, such was not undertaken.

2.2 Overview of the study work plan

In conducting this four month study, Ramseur Associates Inc. followed a five (5) phase work plan. Each phase required the completion of several interrelated and complementary tasks. The major tasks and the length of time required by each are shown in Exhibit II-1 on the following page.

Phase I need not be discussed at length in this report. The activities conducted in this phase are those which must be performed in order to establish a sound foundation for the project as a whole. It is important, however, to list the records and materials which were acquired and reviewed during this phase of the study. They include:

- PFI reporting requirements
- LEAA reporting requirements
- Monthly reports from the criminal justice projects
- Quarterly reports from the criminal justice projects
- Enrollment materials from each participating institution
- Course requirements and degree offerings from participating institutions

In Phase II, the Contractor completed a series of questionnaires or survey instruments which were used in conducting the personal interviews mandated by this undertaking. The project participants that were identified for interviewing were as follows:

- LEAA project monitor
- Executive Director PFI
- Project Director PFI
- Key Development Manager

EXHIBIT II-1

WORK PLAN: "A REVIEW AND ASSESSMENT OF THE
PFI CRIMINAL JUSTICE PROJECT

Time/Task Schedule	Sept.	Oct.	Nov.	Dec.
I. Assemble and Review Program Records and Documentation	•			
A. PFI Reporting Requirements				
B. LEAA Reporting Requirements				
C. Institutional Monthly Reports				
D. Institutional Quarterly Reports				
II. Complete Data Collection	•	•		
A. Review interview guides and analysis plan				
B. Assemble and assess interview data				
III. Conduct Site Visits			•	
IV. Integrate Data			•	
V. Prepare Draft			•	
VI. Complete Final Report				•

- Project Director (institution)
- Faculty/Staff
- Students

Following is a brief description of the duties and responsibilities for the above persons:

LEAA Project Monitor: Has oversight responsibility for the funding agency (LEAA)

Executive Director, PFI: Maintains accountability to LEAA for the administration and overall management of the project. Responsible for establishing criteria for and the hiring of PFI Criminal Justice central and program staff. Provides the liaison between the policy-making functions of the Board and the implementation functions of the staff.

Criminal Justice Project Director, PFI: Maintains responsibility for the day to day operations and management of the project. Negotiates and establishes benchmarks and time lines for the completion of specific activities at each participating institution. Provides assistance to institutions in the interpretation of LEAA structure, policy, and guidelines.

Key Development Manager: Each participating institution has one such person. This individual is responsible for the direct supervision of the Criminal Justice Project Director at his/her institution. Moreover, this individual has responsibility for the overall supervision, management, and institutional coordination of the criminal justice project.

Project Manager (Institution): This individual (one at each institution) is the full-time director of each criminal justice project. This person is responsible for coordinating all activities at his/her institution, providing liaison with PFI Central and activating the local advisory team.

Faculty/Staff: These individuals will work under the direct supervision of the project director (institution) and will generally assume classroom teaching responsibilities.

Students: Those persons officially enrolled in the criminal justice program. They (students) may fit into any combination of the following categories:

Pre-service
In-service
Full-time
Part-time
Criminal Justice Major
Criminal Justice Minor

The second component of Phase II involved the selection of an appropriate sample of individuals from each respondent groups. In order to gather a wide array of opinions regarding the criminal justice projects from this rather diverse group of participants, a very liberal approach to sample selection was used. In a study such as this, the validity of the data is not necessarily related to the size of the sample population alone. Consequently, the ability to gather information from individuals at all levels of involvement and influence tends to enrich and enhance the quality of the data. The study sample then, was made up of a significant percentage of all levels of project participants. Exhibit II-2 on the following page lists the total populations in each respondent group and the samples that were randomly selected for interviewing.

In some instances the criminal justice personnel employed by the institutions were required to serve in more than one capacity. As an example, there are some Key Development Managers or Project Directors who are also serving in faculty positions. Consequently, the totals appearing in the exhibit may represent dual and triple counting. However, the counts are unduplicated for each independent respondent grouping.

During Phase III of the study the Contractor conducted site visits to two of the participating schools (Bishop College and Grambling State University). The primary purpose of these visits was to;

- observe the programs in operation at another point in time
- clarify and or correct any misleading information or impressions gathered on the initial data gathering visits

EXHIBIT II-2

POPULATION AND SAMPLE SIZE

		KDM	PD	F	S	
	Bishop	Total	1	1	2	80
	Bishop	Sample	1	1	1	14
	Fayetteville	Total	1	1	4	176
	Fayetteville	Sample	1	1	2	15
	Grambling	Total	1	1	4	177
	Grambling	Sample	1	1	1	20
	Mississippi Valley	Total	1	1	4	200
	Mississippi Valley	Sample	1	1	1	10
	Shaw College	Total	1	1	2	25
	Shaw College	Sample	1	1	2	12
	Shaw University	Total	1	1	5	66
	Shaw University	Sample	1	1	2	20
	Talladega	Total	1	1	4	37
	Talladega	Sample	1	1	2	13
	Texas Southern	Total	1	1	3	90
	Texas Southern	Sample	1	1	2	18

Key:

KDM=Key Dev. Mgr.

PD=Project Dir.

F=Faculty

S=Student

Analysis of the above chart reveals that within the total project there are 8 Key Development Managers, 8 Project Directors, 28 Faculty and 851 Students.

- review preliminary findings with the various project directors and faculty.

Site visits to this random sample of participating institutions (2 of 8 or 25%) it was anticipated, would produce data that would be generalizable across all projects. Moreover, the limitation of time and cost constraints prohibited visitation to a larger sample.

Phase IV involved the complex task of integrating data gathered from all sources during the course of this study. The review, assessment and analysis of these data provided the knowledge and insights required for writing the three core chapters of this report (Chapters III, IV and V).

Phase V and VI involved the actual drafting, reviewing and submission of this report.

CHAPTER III

CRIMINAL JUSTICE PROGRAM

This Chapter of the report includes a discussion of the key elements of the overall criminal justice project. Included in this discussion will be a presentation of the characteristics of project participants and their preceptions of the project. Information used in the preparation of this chapter was largely drawn from interviews with students, Project Directors, Key Development Managers, Faculty, PFI personnel, and LEAA personnel.

The original funding of the Positive Futures, Inc. Criminal Justice project had as its intent to test whether increase cooperation, coordination, and communication would facilitate the effective development of a mutually supportive network of service delivery among the participating institutions. The intent of the consortium approach was to capitalize on the economy of size, to facilitate the maximum transfer of technology between participating institutions, to provide a basis for comparison testing between institutions of similar profiles, and to draw upon a common resource base. The central role of PFI was seen as facilitating cooperation and coordination and supervisory management to assist in the transition from program development to program implementation.

Following the 1975 reorganization of LEAA, the thrust of the PFI effort shifted significantly. The revised project objective was as follows:

- Each of the nine (9) participating colleges and universities will have a crime related bachelor's degree program approved internally and externally so as to be ready to accept students beginning in the fall of 1977.

Moreover, the adjusted project objective indicated that each criminal justice program was to fully meet the accreditation standards of the Academy of Criminal Justice Sciences (ACJS).

At the time of our review, all of the PFI institutions, with the lone exception of Fayetteville State, had fully approved bachelor degree criminal justice programs.

1. Characteristics of project participants

At the time interviews were conducted there was a total of 895 persons involved directly in the criminal justice project. This number of course included only students and direct project personnel, such as faculty and other persons affiliated with the institutions. Of this number the distribution was as follows;

EXHIBIT III-1

PARTICIPANT POPULATION

Category	No.
Key Development Manager	8
Program Director	8
Faculty/Staff	28
Students	851
Total	895

1.1 Age, Sex, Race

Six (6) of the eight (8) Key Development Managers responded to our questionnaire. The age range of this group of respondents showed a spread from as young as 28 years to 59 years. However, of the respondents the average age was 33.9 years. In this group of respondents there were five (5) Blacks and one (1) White. All Key Development Managers were male.

Of the nine (9) faculty members interviewed all were male, eight (8) were Black with one (1) Asian. The average age for faculty respondents was 30.5 years.

The following exhibit displays the sex and race distribution of the student population.

EXHIBIT III-2

DISTRIBUTION OF STUDENTS BY SEX AND RACE

Male	Female	Black	White	No Response	Total
57	54	104	5	2	111

The students responding to our questionnaire represented 13 percent of the total population of 851.

With respect to the distribution of students by age, a significant percent. (88%) of those enrolled in the criminal justice project were clustered around the 18 to 29 years age range. The following exhibit displays the total spectrum of student age ranges.

EXHIBIT III-3

AGE RANGE	18-29	23-29	30-39	40-49	50+
No.	64	28	15	3	1
%	58%	25%	14%	2%	.09%

The clustering of student ages in the 18-22/23-29 ranges may be indicative of two rather complementing project ingredients. There appears to be a rather large group of young, "new college" students with an expressed interest in criminal justice as a profession. On the other hand however, the rather significant number of students in their mid and upper twenties (23-29) tends to indicate either older than usual students seeking a second career or persons already employed in some facet of criminal justice. This second grouping would appear to be seeking an academic base. The motivation for doing so would of course vary with the institution and local conditions and requirements.

1.2 Education and training

To a considerable degree the level of training and education of both faculty and program administrators will dictate the quality of instruction and consequently the level of impact that the project will have on the students.

All of the Key Development Managers and Faculty possessed undergraduate degrees. Most had acquired their masters degrees while some held multiple advanced degrees. Exhibit III-4 graphically illustrates the number of undergraduate and advance degrees held by Key Development Managers and Faculty.

EXHIBIT III-4

Respondent Group	Undergraduate	Masters	Dr.	Law
Key Development Managers	6	8	4	1
Faculty	9	9	2	2

With regards to special training and certifications the following two questions were asked:

"Do you hold any special certificates or licenses?"

"Have you received any special training in criminal justice or a related area?"

There was an indication that the majority of the individuals interviewed had a considerable amount of training that would assist them in either teaching or managing the criminal justice project. Though there was not present at any institution a great deal of depth with regard to specific academic training in criminal justice the wide evidence of training in other complementary areas appear very helpful. More specifically a total of 66% of the Key Development Managers and 56% of the faculty indicated that they held

special certificates or licenses. The Exhibit below lists the areas in which these persons held their certificates or special licenses.

Psychology

Law

Criminal Law

Military Science

Teaching

College Administration

Similarly, 66% of the Key Development Managers and 77% of the faculty indicated that they possessed some form of special training in criminal justice. It is evident through close review that the areas indicated are not typically recognized as specific criminal justice training, however, it is evident that these areas lend significantly to the operation of the project. Following is a listing of the specific areas;

Comparative Criminal Justice Systems

Corrections

Public Administration

Police Science

Substance Abuse

Criminal Investigation

1.3 Academic major (students)

A slight majority of students interviewed (56 or 50.4%) indicated that they were declared criminal justice majors. Eighteen percent indicated that they were minors while an even larger percentage (29.9%) were enrolled in the criminal justice sequence but were neither majors or minors.

(see Exhibit III-5).

EXHIBIT III-5

DECLARATION OF MAJOR COURSE OF STUDY

	Declared Criminal Justice:		
	Major	Minor	Neither
No.	56	21	33
%	50.4%	18.9%	29.7%

Interviews with students did not reflect a distinction between "in-service" and "pre-service" students. However, subsequent discussions with project directors and a review of enrollment records and other project records indicated that in some of the participating institutions the "in-service" student made up the majority component of the criminal justice enrollment. Moreover, the rather large percentage of juniors and seniors (see Exhibit III-6) may be a further indication of the impact of "in-service" students on the total criminal justice project.

EXHIBIT III-6

	What is your official classification?				
	Freshman	Soph.	Junior	Sr.	Other
No.	10	21	35	39	6
%	9	18.9	31.5	35.1	

This impression is supported by the following two conditions:

- 1) several of the participating institutions had special programs in place before the start-up of the PFI criminal justice project.
- 2) the start-up of the PFI project allowed in-service students to transfer to the regular degree granting criminal justice program.

2. Project Planning and Development Activities

As a general rule, the degree and scope of planning and development activities will significantly influence the outcome of any program or project. These activities however tend to be somewhat more critical in the implementation and continuity of new, educational program efforts. The tentative nature of such activities reflects the typical educational environment. One which openly requires the approval and support of a series of intervening variables.

The PFI administered and coordinated project began from a base of conception which suggested that a concentrated focusing of attention could produce a viable network of academic and/or degree offerings at Black colleges to persons wishing to pursue a career in criminal justice. The original planning grant from LEAA did much to assist PFI in operationalizing this conception.

In retrospect it has become clear that the original planning efforts upon which the present project is based had several distinct limitations. To a considerable degree these limitations and constraints are having a negative impact on the present posture of each criminal justice project participating in the PFI effort. More specifically, it appears as if;

- 1) the period of the planning did not allow ample time for the full and complete consideration of all possible variables in the establishment of criminal justice degree programs at the participating institutions.

To some extent, the private schools in the PFI network would have fewer known external factors with which to contend in the process of intro-

ducing a new degree offering. State supported schools however may have a clearer understanding and appreciation of the degree certification process. Without sufficient time to consider and explore these variables there could not have followed a set of workable implementation plans..

- 2) The broad concept as developed by PFI in it's initial stages of negotiation with LEAA may have been too extensive given the following; a) the level of readiness and understanding of each member school, b) the level of LEAA commitment to and understanding of the total PFI concept - providing indepth assistance to it's member institutions in educational planning and program development, c) a recognition of the "doable". Records and discussions do not fully reflect whether the scope of the grant was so broad and disfused due to LEAA influence or to PFI's overall approach.
- 3) The length of the period of project implementation reflected a continuation of somewhat "fuzzy" recognition of the full range of possible variables. Consequently the developmental activities at the participating institutions is less than even. While some schools are still operating in a "planning" posture others are near or have completed all of the necessary requirements for offering full criminal justice degrees, with all of the appropriate rights and responsibilities.

3. Project Organization

Project organization dictates to a considerable extent, both the method and impact of project activities. In order to describe project organization the Contractor reviewed internal PFI project documentation (original funding proposal and project progress reports). As well, Key Development Managers, Project Directors, and Faculty members were interviewed.

3.1 PFI Organizational Structure

The following chart of management structure, taken from PFI documents reveals two significant factors; a) significant avenues have been established for high level, influential institutional participation in all PFI operations and activities. The presidents of participating institutions or their designees have direct individual access to PFI leadership as well as indirect access through their participation on the PFI Board of Directors, b) the structure tends to support the special needs and requirements of internally operated projects and programs.

3.2 Project Organization at the Institutional Level

Key Development Managers, Project Directors and faculty members were interviewed with regards to their understanding of project organization. Information was solicited with regards to the situation at each individual institution.

All respondents overwhelmingly agreed that within their respective institutions the lines of responsibility for the criminal justice program were clear and well defined.

Key Development Managers and Project Directors were asked to respond further to the issue of organizational structure. Following, in Exhibit III-7 are the question and the responses.

Organizational Chart
for PFI Criminal Justice
Education Program

PFI
Board (10)

President
(1)

Admin.
Assistant (1)

Executive
Vice President (1)

Project
Director (1)

Secretary (1)

National Tech-
nical Advisory
Team (9)

• Program
Assistant (1)
• Interns (2)

Key
Development
Managers (8)

Local
Advisory
Team

Institutional
Program
Directors (9)

Admin.
Assistant (9)

Criminal
Justice
Faculty (28)

EXHIBIT III-7

<u>Questions on Organizational Change</u>	
a) Has the organization structure changed since it's inception?	
YES - 50%	
NO - 50%	
b) Did the changes expand the responsibilities of the criminal justice program?	
YES - 50%	
NO - 50%	
c) Did these changes result in additional funding?	
YES - 0%	
NO - 100%	

Respondents were united in their assessment that changes in the organizational structure were beneficial with regards to;

- establishing more efficient cost control and management
- establishing a more efficient system of staff development
- establishing a more efficient system for soliciting support for the project.

3.3 Student Internship Program

Continuing with the question of project organization, Key Development Managers, Project Directors and Faculty indicated that their institutions did indeed have student internship activities as an important component of the criminal justice project. It is significant to note however, that the faculty members responding to our questionnaire were less certain of this fact. Thirty-three percent (33%) of the faculty respondents indicated that they thought that there was no student internship program in operation in conjunction to the criminal justice project. They also suggested that

the reason for the lack of same was due to the newness of the project; and felt that with time such a vital component would be added.

A rather large percentage of students (77.4% or 86) advised that they were not engaged nor have they completed an internship in criminal justice.

3.4 Project Advisory Boards

The presence of and access to an advisory board to some degree may provide an important "other" component to an operating project.

As a general rule all respondents indicated the existence of an advisory board. The size of these boards ranged from as few as 4 to as many as 14 members. There was further concensus in that Boards were generally made-up of university representatives, members of the clergy, businessmen and representatives from law enforcement.

Though Board meetings were considered to be open the frequency of such meetings tended not to be known.

4. Project Management

For all intents and purposes the management of the criminal justice project has a very direct relationship to both the original planning activities and the overall project organization.

The Contractor posed a series of questions to all project participants. Questions which would provide some insight into several of the critical management issues. These issues relate generally to project impact, the existence of external project relationships, the level of PFI assistance to the projects and the likelihood of project continuation after the expiration of the LEAA funding support.

4.1 Students' perceptions

Students were asked a series of questions around the existence and management of the criminal justice internship program, and the general

methods of student recruitment. What follows is a consolidation of the student responses.

As was stated earlier, students did not necessarily recognize the existence of or the operation of an internship program operating in conjunction to the criminal justice project. However, a significant number (68 or 58.5%) of the students suggested that there should be an on-going internship component to the existing project. Such should, according to the respondents, provide students with "on line" experience in criminal justice. It was generally believed that this would be helpful in assisting students who are not of the in-service type, make more rational and intelligent career decisions.

On the issue of recruitment, students generally acknowledged that they were recruited to the criminal justice project by someone connected to the program. This was usually an instructor or other project personnel. The personal recruitment efforts were more evident than any organized and well orchestrated institutional or project activity. Though there were no apparent dissatisfactions to this method, there were indications that a more organized effort would be of considerable benefit to the project and the institution. A majority (87%) of the students did indicate that they would recommend the criminal justice degree project to their friends and to others.

The students showed wide spread satisfaction with the criminal justice project in its present form, they suggested however, that the project could possibly be improved by;

- hiring more and better prepared instructors
- providing better facilities and classrooms
- offering more courses

- recruiting a broader cross-section of students
- providing more and better library facilities
- providing students with more;
 - field experiences
 - guest exposure to professionals in the field
- making the criminal justice program a full four-year offering

4.2 Project Impact

Key Development Managers, Project Directors, and Faculty members were asked a series of questions regarding the effect of the criminal justice project on the institution, the criminal justice community in their state or city, and the students enrolled in the project. Following is a graphic presentation of their responses.

EXHIBIT III-8

PROJECT IMPACT

WHAT EFFECT HAS THE CRIMINAL JUSTICE PROJECT HAD ON:				
a) <u>Your institution?</u>				
<u>KDM</u>	<u>PD</u>	<u>F/S</u>		
	10%	11%		little effect
85%	68%	77%		moderate effect
15%	22%	12%		great effect
-	-	-		don't know
b) <u>Criminal Justice community in your city or state?</u>				
<u>KDM</u>	<u>PD</u>	<u>F/S</u>		
33%	28%	21%		little effect
22%	39%	23%		moderate effect
45%	33%	33%		great effect
-	-	23%		don't know
c) <u>Students</u>				
<u>KDM</u>	<u>PD</u>	<u>F/S</u>		
54%	100%	-		little effect
10%	-	11%		moderate effect
9%	-	88%		great effect
26%	-	-		don't know

Though the preceding Exhibit illustrates a clustering of opinion around the effect that the project has on the institutions, there is less agreement on it's effect on the criminal justice community within their respective states or cities. Importantly, there appears to be some uniform distribution of responses dependent upon the level of project involvement. As an example, Key Development Managers are more likely to agree upon the rather universal elements of the project. That is the recognition of the project by the university community. At the other end of the continuum, faculty members were more likely to give higher marks to their impressions of the effect of the project of the students. In instances where the project director or key development does not also function as a classroom instructor, there may be an unproductive distance from the point of student engagement.

CHAPTER IV

PROFILE OF PARTICIPATING INSTITUTIONS

The PFI institutions that are participating in the criminal justice project represent a fairly accurate picture of the make-up of the traditional Black college. This group represents a mixture of the small private school (Bishop College) to the moderate sized state supported school (Texas Southern University). There is a vague similarity in the types of degrees that are awarded by these institutions. Further, there is a great similarity in the subject areas in which these degrees are awarded. Beyond these two similarities the gaps between the schools widens significantly. The following Exhibit graphically presents the types of degrees awarded by the participating institutions.

EXHIBIT IV-1

DEGREES AWARDED

INSTITUTION	DEGREE					
	AA	BA	BS	MA	Phd	Law
Bishop College	X	X	X			
Grambling State Univ.	X	X		X		
Fayetteville State Univ.	X	X	X			
Talladega		X	X			
Miles College		X	X			
Shaw University		X	X			
Shaw College	X	X				
Texas Southern Univ.	X	X	X	X	X	X

Examination of the preceding Exhibit reveals that only two of the participating schools award the Masters Degree while only one awards the Ph.D. degree.

The point of obvious commonality rests in the fact that all of the participating institutions award the Bachelor's Degree. The subject areas

are as varied as there are schools. Due to the position of these schools in the educational community in general and the Black community in particular, this degree of variety may be one of the stronger points of attraction for these institutions.

The size of student enrollments coupled with the types and number of degree offerings combine to provide a reflection of the magnitude of institutional budgets. Needless to say however, one of the difficulties at all of the institutions is the unavailability of sufficient financial resources with which to adequately support new and existing programs. Moreover, the larger institutions tended to have a wide offering of academic and technical degrees. Consequently the institutions more often than not would have a somewhat larger resource base from which to draw upon for auxiliary assistance to the criminal justice program.

EXHIBIT IV-2

STUDENT ENROLLMENT

INSTITUTION	NO. STUDENTS
Bishop College	1,375
Grambling	3,639
Fayetteville	2,125
Talladega	704
Miles	1,146
Shaw University	1,267
Shaw College	805
Texas Southern Univ.	8,556
Winston-Salem State	2,304

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

This chapter sets forth the conclusions and recommendations of Ramseur Associates Inc. They are presented here for consideration by Positive Futures, Inc. These conclusions and recommendations are based upon a review and analysis of the study findings as well as the cumulative staff knowledge of educational planning and program implementation.

For purposes of presentation and discussion, the recommendations are organized in three categories. These categories are:

- ◆ General observations
- ◆ Recommendations for project modification
- ◆ Recommendations for future research and development

1. General observations

1.1 General

The PFI participating institutions represent an almost unbelievable assortment of schools, conditions and levels of commitment or understanding. We are of the opinion that a more sensitive, well managed, or effective project effort could not have been undertaken. Given the complexity of the variables, known and unknown, and the very limited fiscal resources coupled with a near restrictive time frame for both project planning and implementation the effort of the institutions under the direction of PFI have managed a commendable level of achievement.

We are further of the opinion that the initial level of financial support for the project was not totally adequate to operationalize project objectives. The other side of the continuum, with which we find that PFI's approach may have contributed to the difficulties lies in the fact that the original project concept appeared to be overly value and somewhat

ambitious. Moreover, there may not have been the level of institutional commitment to see the project over some of the traditional start-up difficulties.

2. Recommendations for Project Modifications

On balance, it is concluded that the PFI administered and coordinated criminal justice project is organized and managed in a manner that supports service delivery and cost effectiveness. However, project operation may be enhanced by specific recommendations included in this chapter.

2.1 Internal Project Management

It was noted through our review of project documents and reports and through interviews that several critical management activities have occurred under PFI guidance.

Advisory Teams

Through PFI effort, two levels of advisory bodies have been organized:

A. The National Technical Advisory Team (NTAT) - composed of experts in the field of criminal justice (academicians and practitioners). This group provided guidance necessary to develop a viable program. The NTAT assisted the project through:

- The design of the criminal justice education program
- The examination and critique of the work plan
- The review of curricula materials
- Editing of program development handbook
- Recruitment of faculty, lecturers, etc.
- Conduct of regular site visits to participating institutions.

B. Local Advisory Teams (LAT) - The Local Advisory Teams are organized and in place at each participating institution. These are local, regional, or state persons who are active in criminal justice, community affairs, business or elected office. As a group, they provide a local flavor to on-going recommendations for project operation.

2.2 Core Curriculum

Through project efforts, a core curriculum was developed for modification and implementation by the participating institutions. The course of study consisted of the following common core series of six three-hour course offerings:

- Introduction to Law Enforcement
- Introduction to the Criminal Justice System
- Introduction to Corrections
- Introduction to Criminology
- Criminal Court Procedures
- Criminal and Legal Aspects of Law Enforcement and Corrections.

The core courses are designed to be supplemented by electives which cover a range of subjects.

2.3 Project Reports

PFI collected on a monthly as well as quarterly basis, information from participating institutions. This information reflected changes in student population, and performance on all project goals and established objectives.

2.4 Expanded Student Internship Program

An obvious area where project performance was very uneven was in that of student internship programs. It is our opinion that a better structured and administered internship program would do much to provide practical exposure to viable experiences in the criminal justice arena.

2.5 Expanded Staff

Another obvious project deficit related to inadequate staff to handle, classroom instruction, internship management, and overall project management functions.

2.6 Increase in Facilities

Either an increase or an improvement in the availability of the criminal justice program to gain access to needed space and materials is required if the program is to survive with any degree of success.

2.7 Expansion of External Relationships

As a general rule the various projects do not enjoy extensive relationships with external, criminal justice organizations and associations. Participating schools should begin now to devote some attention to this area. This would include developing relationships with professional, educational, and criminal justice trade associations. Such would expand the field of project contacts and give students access to a side of the profession with which they now have minimal contact.

2.8 Staff Training and Development

Additional attention should now be placed on the training and development of current faculty, staff and project administrators.

2.9 Faculty/Staff Recruitment

The availability of Blacks with terminal degrees in criminal justice and the competition for well trained faculty is extremely keen. None the

less, the PFI institutions will have to become considerably more competitive with respect to salary offerings and various other easements.

2.10 Student Recruitment

That schools have been able thus far to recruit and attract students is probably a function of either the newness of the program or the presence of in-service police officers who may well have enrolled for purposes related more directly to the requirements of their jobs. As an example; one police department requires that all officers attain a minimum of 24 college credits in order to gain employment (for new recruits) or that those already on the force do so in order to retain their jobs. Consequently, it is believed that the development and implementation of well conceived and supported student recruitment programs are essential to the continuity and vitality of the programs.

3. Recommendations for Future Research and Development

One element that tends to affect most if not all of the criminal justice system is the recruiting of the Black officer. Another element of course relates to both the retention and advancement of Blacks and other minorities already in the system. Future research and development should occur around these two rather universal elements. One, an effort might be launched to research the attitudes and opinions of Blacks and other minorities with respect to the police and policing or criminal justice as a viable career option.

Research and development would see the completion of a comprehensive comparative recruitment survey with the development of viable options for both recruitment and retention.