F I N A L R E P O R T

PHASE ONE EVALUATION OF WASHINGTON STATE'S TECHNICAL ASSISTANCE DELIVERY SYSTEM

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CHAPTER 1

INTRODUCTION

The United States Federal Government has played a variety of roles in the twentieth century with respect to its relationship with state and local governments. A rapidly accelerating trend in the federal government's role is its use of a program activity called technical assistance. Technical assistance is a process whereby technical expertise in government related matters is provided by the federal government to local and state government.

A reason for this trend in the federal government is that there is a strong awareness that simply providing money to local and state governments has not been effective. Therefore, it is thought that by providing knowledge and technical expertise as well as financial resources, there is a greater likelihood that the interventions will be successful. There is also a trend at the federal government level to reduce the amount of direct financial aid given to state and local governments because of the reduced availability of funds. It is, therefore, thought that technical assistance can supplement what was once totally a handout of financial resources and perhaps reduce the need for monetary assistance.

Since technical assistance is beginning to play an important role in federal governmental programs, it was thought that the present study, in addition to providing help to Washington, could address the larger role of technical assistance

and its effectiveness. The primary purpose of this study was to evaluate the effectiveness and quality of Washington State's criminal justice technical assistance program. It was a goal of this evaluation to discover the degree to which the technical assistance, T.A., program favorably impacted the problems where assistance was provided. In addition, the strengths and weaknesses of Washington State's program were discovered. Data was collected on over 50 variables related to the delivery and results of the T.A. program.

The primary finding of the study was that Washington State's technical assistance program had favorable impact results. However, the T.A. program was more effective with the agency's primary problems than with their secondary problems. The Washington State technical assistance program obtained favorable results on most quality variables evaluated. It was also discovered that 16 of the program quality variables had a significant relationship to program impact. These 16 variables are described along with the recommendation that they be implemented more fully in future T.A. projects.

There were some problems identified by the T.A. consultants and the agency administrators concerning the delivery of technical assistance. These problems relate to areas which can be improved through training or monitoring by the T.A. project director. An additional way to disseminate the availability of technical assistance was discovered and reported upon. The report concludes with recommendations regarding the continued operation of Washington State's technical assistance program.

Recommendations are also made regarding improved operation of all technical assistance or consulting projects beyond Washington State's criminal justice program. By utilizing a data based approach to this evaluation it was possible to discover and validate important program quality variables related to the impact of technical assistance.

CHAPTER 2

THE TECHNICAL ASSISTANCE DELIVERY SYSTEM

This section will provide information in three major areas; 1. background information regarding the history of technical assistance, 2. a definition of technical assistance, and 3. the presentation of the technical assistance delivery system utilized in Washington State's criminal justice T.A. project. The history of the term technical assistance goes back to the 1950's when the United States began an extensive foreign aid program. At that time it was thought that in addition to providing financial assistance to underdeveloped foreign countries some form of scientific and specialized technical assistance was needed. This aid was given in the form of technicians who were loaned to foreign countries to develop plumbing, electrical, highway, and other systems for the underdeveloped countries. This form of aid was called technical assistance.

In the late 1960's as legislation was developed to provide federal assistance to state and local governments in the area of crime control, the program component, technical assistance, was added. The legislation provided for state planning agencies to be developed in each of the states to administer the dispersal of funds for law enforcement and other criminal justice projects. It was further decided that an additional responsibility of the state planning agencies would be to provide technical assistance. For the past seven or eight years various state planning and regional planning agencies have provided

technical assistance on a more or less informal manner as time permitted. There were no individuals specifically identified to provide full-time technical assistance to local and state agencies. This technical assistance role was in addition to regular job duties of the state government employees.

The definition of the term technical assistance is somewhat controversial. There are at least two main ways that technical assistance can be defined. One approach is to define technical assistance as activities provided by individuals with technical or scientific expertise on a short-term basis to local or state governments. The emphasis is on small projects of a short-term length. The second definition of technical assistance includes a form of consulting which is more long-term in nature and focuses on broader issues of intervention. The more long-term form of technical assistance involves a longer ongoing relationship between the T.A. consultants and the organization.

The difference between the two major definitions of technical assistance is important because various program components emerge based upon one's definition. A strong emphasis on the planning component is necessary with the long-term intervention model. This model requires extensive planning and priority setting to determine which agencies will receive the technical assistance. The more extensive planning approach is possible because of a more enduring and long-term nature. They are generally not crisis related type problems.

The shorter form of technical assistance intervention

cannot utilize an extensive planning component. If a one or two year plan is based upon the existing crisis problems, the problems will no longer exist or be the same when assistance finally arrives. The technical assistance is provided for problems which are immediate and critical in nature. An example would be providing assistance to a sheriff's department whose jail services have a lawsuit pending. In this case the T.A. could alleviate some of the problems which are in contention in the lawsuit. The T.A. can also be provided for small projects where an extensive planning effort regarding the project would be more costly than the service which was originally needed.

The two different definitions of technical assistance also affect the major activities which are produced during the contact. The long-term T.A. model involves outside experts. But those outside experts try to involve the agency staff to a significant degree in the project. This effort of involving in-house agency staff is based upon the principle that large changes in an organization cannot take place unless the organization's key people have been involved in the development of those changes. On the other hand the shorter T.A. model minimizes the involvement of in-house agency staff who have regular duties to perform. In this model, the outside consultant tries to do as much of the technical and leg work aspects of the assistance as possible.

There is some confusion concerning the above definitions of technical assistance. In some instances there is an attempt

to try to force long-term planning approaches on the shorter T.A. model. Both types of technical assistance are being funded by the Law Enforcement Assistance Administration of the U.S. Department of Justice. This present study is concerned with a specially funded technical assistance project in Washington State's criminal justice state planning agency. It was discovered that this project utilizes the short-term model of technical assistance. Therefore, the following definition was developed.

Technical Assistance Definition

Definition of Washington State's Technical Assistance Approach - a short-term process utilized for small and specific problems where individuals with technical or scientific expertise assist local and state criminal justice agencies.

The above definition handles the major activities which have been provided under Washington State's project.

As was mentioned earlier, in the criminal justice field most technical assistance provided by state planning agencies is done on an informal basis. The project which was evaluated in this study was of a special nature. Resources were provided by LEAA to more formally and directly support technical assistance activities. Prior to the availability of these funds, Washington State had utilized a more formalized approach for technical assistance. One of the state planners had, among his other duties, the responsibility to coordinate and monitor

all technical assistance activities provided by the agency.

This study evaluates those activities which were provided during the period from September, 1977, through June, 1978. The technical assistance delivery system utilized by Washington State's Law and Justice Planning Division was coordinated by a project director with extensive criminal justice planning experience. This director was the only permanent staff allocated in this particular T.A. project. The time he gave to the project was in addition to his regular duties. There was no clerical or other full-time assistance allocated to the project. The majority of the other resources were applied on a part-time as needed basis, based upon the needs of the individual technical assistance request.

A flow chart of the technical assistance delivery system utilized by Washington State's state planning agency is presented in Figure 1. The delivery system begins with the link-up of potential recipients with the project. This usually involves a phone contact to the T.A. project director in the state planning agency office. The initial phone contact is usually an exploration by the potential recipient agency regarding their particular problem. The project director utilizes this contact and subsequent follow-up contacts to assist the agency in identifying their problems as specifically as possible. Regional planning staff who are located across the State of Washington also provide assistance in helping initiate T.A. requests. Both the project director and the regional planner assist the potential recipient in formulating a written

WASHINGTON STATE TECHNICAL
ASSISTANCE DELIVERY SYSTEM

Figure 1

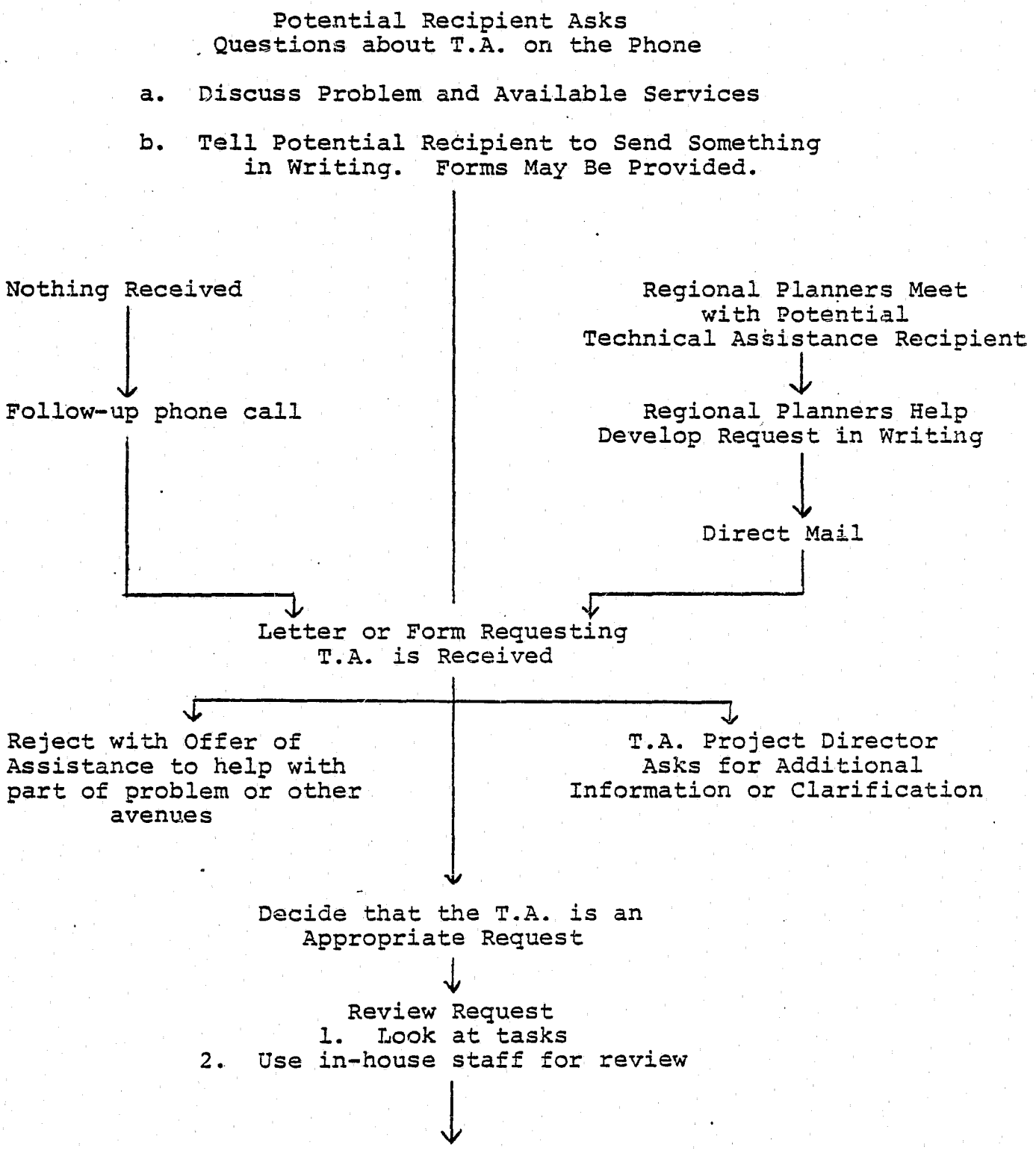
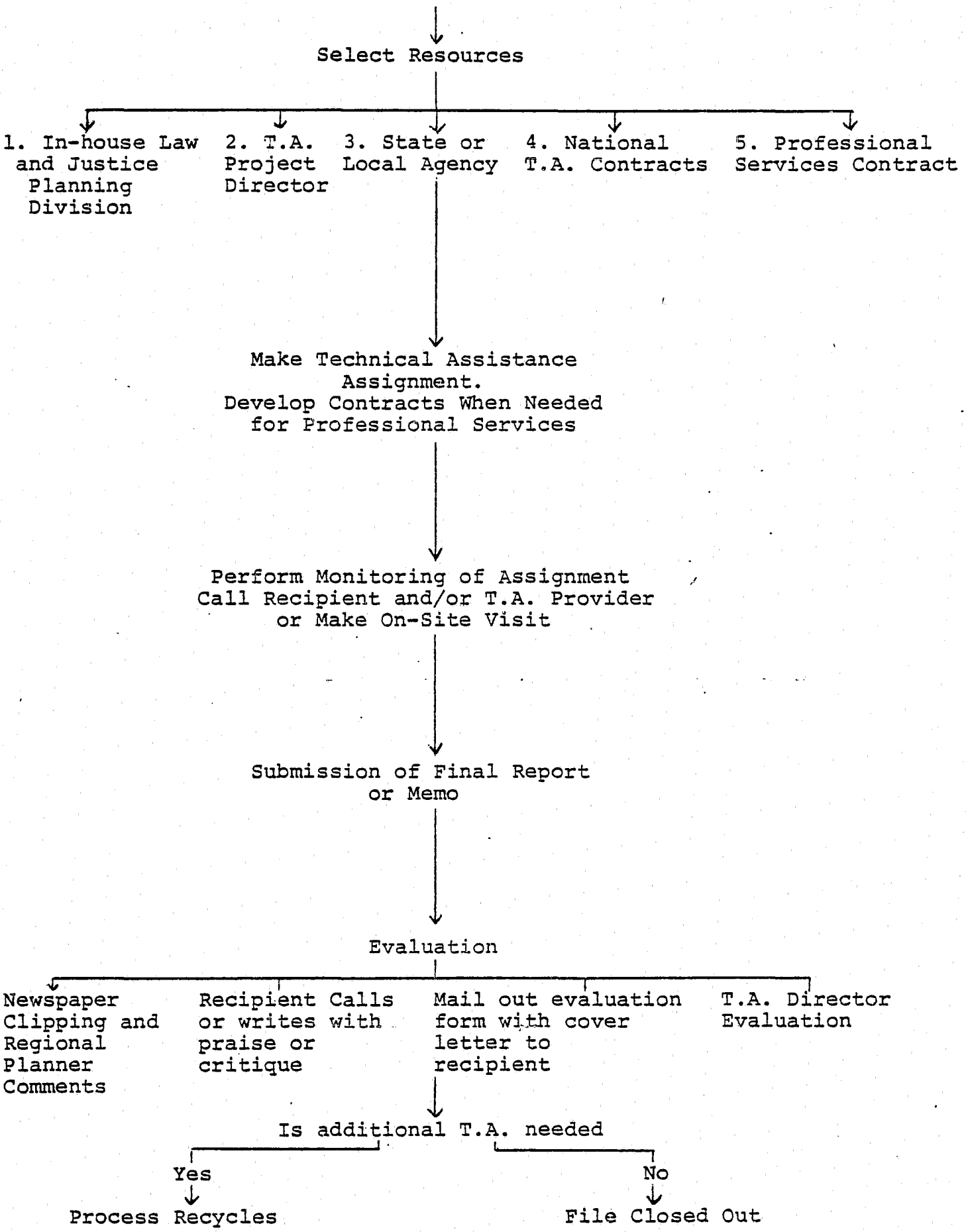


Figure 1 Continued



request for technical assistance.

The written request is made either through a letter or by utilizing a form developed by the Law and Justice Planning Department. At this point the technical assistance request is logged onto a master ledger which is utilized by the project director to monitor the status of all technical assistance requests. The fate of a project request has three possible alternatives. First, the request may be accepted and action begun on its implementation; second, there may be a back and forth interaction between the project director and the recipient agency for further clarification. The third potential option is for the technical assistance request to be rejected. To the agencies whose requests are rejected, because they do not qualify for assistance, some form of help is offered. This help may be in the form of recommendations for alternate methods to obtain the help that they were requesting through the T.A. program.

At that point when a technical assistance request is determined to be appropriate, immediate action is taken to determine which delivery system option is most appropriate. The five major delivery system options are identified at the top of the second page of Figure 1. The option which is explored first is one which utilizes staff from the state planning agency. This option is always examined first because it allows for the most immediate delivery of assistance at no additional direct financial cost to the state planning agency project. The first option as well as the other options are examined by the project

director with the help of other in-house staff in the Law and Justice Planning Division.

A second option for the delivery of the technical assistance is whether or not the project director has the necessary expertise to assist in the project. A third option is considered if the project is not able to utilize either of the first two alternatives. This option utilizes a full-time employee from a state or local criminal justice agency in Washington State. Whether or not the local or state agency staff member provides the assistance on agency time or on his own time determines if there will be some financial renumeration made to the employee for his or her consulting.

The Federal Government, through LEAA, has several national technical assistance contracts. These contracts are for various forms of specific assistance. An example is the courts' technical assistance project which is provided through American University in Washington, D.C. If the T.A. request cannot be met by either of the first three options, the appropriate national T.A. contractor is contacted. The final option for technical assistance delivery is to utilize funds provided in the project to hire professional consultants. This last option is reserved for those instances when the technical assistance could not be provided in a less costly fashion by one of the preceding alternatives. Professionals with various types of expertise have been identified and are utilized on a cost basis for the individual T.A. contact. An example of a professional contractor which was utilized in this report is an engineering

firm who provided assistance regarding a communications problem.

After the particular resource is selected, the technical assistance assignment is made. There is usually some form of written documentation by the project director regarding the specific problem and agency contact person. For those instances when a private contractor is to be utilized, an extensive process is required to develop a personal services contract. The project director monitors the performance of the technical assistance as it is being provided. The monitoring function can take the form of telephone calls or on-site visits to the agency receiving the technical assistance. All forms of technical assistance provided by the Law and Justice Planning Department utilize the submission of a final report or memorandum to document completion of the technical assistance.

An informal evaluation process is utilized to monitor the effectiveness of the project. This evaluation can take the form of newspaper clippings or comments from the regional planner concerning the T.A. project. The recipient may call or write either with favorable comments or with critical remarks. In some instances an evaluation form is mailed out to the recipient. However, this process has mixed success because of the busy nature of most of the agency administrators who receive the evaluation form. The final form the evaluation may take is comments or conclusions made by the T.A. project director.

Before the project is concluded, the question is asked whether or not the particular request needs additional technical assistance. If additional T.A. is needed the entire delivery

system process is repeated. If no further technical assistance is needed the file is closed out. Documentation regarding all of the above major steps is usually filed in an individual file for each technical assistance request. In addition, the project status ledger documents for the project director when the request was met and the file closed.

This chapter has provided some background information regarding technical assistance in general and the specific delivery system utilized by Washington State's Law and Justice Planning Department. The next chapter describes the review of the literature which was performed regarding technical assistance effectiveness and evaluation.

CHAPTER 3

REVIEW OF THE LITERATURE

Introduction

In developing a design for the evaluation of Washington State's Technical Assistance Delivery System a review of the literature was conducted. There were two major goals of the review: to determine what variables of technical assistance effectiveness had been found in previous studies; and to discover what methods have been utilized in the past to evaluate criminal justice technical assistance activities. An anticipated problem which did occur was the lack of a significant number of evaluation or research studies which dealt directly with technical assistance.

However, the behavioral science literature did have studies evaluating the effectiveness of management consulting and organizational development programs. Since many of the goals and methods of management consulting are similar to those of technical assistance it was decided that the findings of those studies were applicable. This review presents a summary of the findings and evaluation methods as well as an annotated bibliography of each study, which is found in the Appendix.

Summary of Variables Associated with Technical Assistance or Consulting Effectiveness

The major variable which was related to consulting or technical assistance success was the specificity of the intervention. The major principle related to specificity appears to be that

the more specific the technical assistance is in its relationship to the agency's problem, the greater the program's effectiveness. In other words, the more direct and specific the solutions offered are to the problems the greater the likelihood the problems will be solved. Specificity as an intervention standard is contrasted to more general, or shotgun approaches, pre-packaged, canned approaches or inaccurate, unrelated solutions. In addition to this variable, eighteen other variables were found to be associated with beneficial impacts in the consulting and technical assistance studies reviewed. Each variable is presented below.

a. Organizational variables

   1. The organization is under external and internal pressure for change.

   2. The management has tried other alternatives to solve the particular problem(s) with no or little success.

   3. The management has a specific idea of what the problem is, even if their perspective is wrong. Having a specific problem in mind is opposed to having only general ideas, "It's morale" or no ideas.

b. Staff variables

   1. The consultant becomes involved with and has the support of top management.

   2. The consultant becomes involved in some manner with staff at all levels in the organization who are affected by the problems.

   3. The consultant has appropriate credentials especially in the form of direct experience and is able to effectively communicate the credentials.

   4. The consultant has basic skills in how to provide technical assistance, at least, in terms of knowing how to smoothly proceed through the site visit.

5. The consultant establishes credibility and a relationship early with the organization's specialist in the area for which technical assistance is being applied.

c. Program variables

1. The consultant provides a new perspective on old problems versus ignoring the old problems or adopting the same perspectives of the agency personnel.

2. Data is gathered and used in diagnosing what the problems are.

3. The organization is provided feedback on the diagnostic data and allowed to participate as recommendations and conclusions are formulated.

4. With recommendations involving major changes a pilot program is implemented with the organization.

5. The pilot program is evaluated and the findings are widely disseminated if favorable.

6. The program implemented on a pilot basis is implemented on a broader scale.

7. There is a verbal discussion of major recommendations with top management before they are written in the final report.

8. The consultant identifies individuals within the organization who will be responsible for implementing the recommendations.

9. The final report is written in draft form and quickly gotten to the organization's leadership for their use in planning and implementation. This program step also allows for the correction by the T.A. recipient of any erroneous data.

10. The consultant makes a follow-up contact with the agency for feedback and to provide assistance with any implementation problems.

The above variables represent a composite list of the different factors which the reviewed studies found to be related to favorable outcomes in terms of organizational change. Data

was collected on the majority of the variables for Washington State's technical assistance program.

Summary of the Evaluation Methods Used to Evaluate Technical Assistance Programs

The review of the literature revealed that the dominant methods used to evaluate technical assistance were either interviews or questionnaires, asking recipients how satisfied they were with the T.A. which was provided. Sometimes the interview or questionnaire was open-ended and other times numerical rating scales were utilized. In two of the major studies of technical assistance projects for criminal justice agencies the results of this method indicated high ratings of satisfaction by recipients.

Another method which was utilized in an Arthur D. Little evaluation was to ask agency personnel to indicate what percent of the recommendations they felt they had implemented. The Arthur D. Little study also attempted to have agency personnel verbally indicate to what extent they felt that the technical assistance had had a favorable impact. Measuring benefits of T.A. is of considerable use. However, most of the agencies were unable to respond to the question. Therefore, there were no conclusions made regarding the impact of technical assistance. Each of the reports documented agency interest in technical assistance by noting the number of technical assistance requests fulfilled. However, they did not document the number of requests made for which technical assistance was not provided.

The following list summarizes the various methods which were identified through the review of the literature.

a. Agency Interest in Technical Assistance - Number of T.A. requests fulfilled.

b. Agency Satisfaction with Technical Assistance
   1. Open-ended interviews regarding satisfaction.
   2. Questionnaire ratings of satisfaction.
   3. Interview ratings of satisfaction.

c. Effectiveness of Technical Assistance - Agency interview on percent of T.A. recommendations implemented.

d. Impact of Technical Assistance - Agency interview on perceived impact of T.A.

The review of the literature concerning methodology to evaluate the effectiveness of technical assistance yielded a very narrow range of methods, especially for measuring impact. This finding is consistent with the fact that technical assistance is a rather new and up and coming governmental program. An annotated bibliography is presented in the Appendix of the research which was reviewed.

The following methods represent some of the new approaches which developed in this project to assess the quality and benefits of Washington State's technical assistance:

1. Quality measured by the degree to which the T.A. activities were specifically related to the agency's problem.

2. Quality of the technical assistance report based upon a qualitative rating of its content and clarity.

3. Impact as measured by specific evidence that the T.A. had helped or not helped each major problem.

4. Impact as measured by whether funding decisions were based on the T.A. and the amount of funds involved.

5. Impact as measured by the agency's ability to save money or time as a result of the T.A.

6. Satisfaction with the T.A. which was provided using a 1-10 satisfaction rating scale.

7. Impact as measured by 1-10 rating scale of application of the T.A., with evidence for the rating.

As a result of this study, the above new methods can be added to those discovered through the review of the literature. The next section presents the data which describes Washington State's technical assistance program.

CHAPTER 4

DESCRIPTION OF WASHINGTON STATE'S TECHNICAL ASSISTANCE PROGRAM

Description of Project Activity

This evaluation covers those projects which were initiated and completed within the time period of September, 1977 to July 1, 1978. This section will describe background information regarding the individual technical assistance projects which occurred during the above time period. The first major area on which data was collected was the amount of technical assistance activity which occurred during this particular time. It was important to find out the number of technical assistance requests and the number of technical assistance projects which were completed during the specified time. Table 1 presents this information regarding project activity. As can be seen for the ten-month period under study, there were 47 individual technical assistance requests. It can also be observed that there is a trend toward an increase in the number of T.A. requests. The first, second, and third highest number of T.A. requests per month were all within the last four months of the study. The table also indicates that during the past ten months, 40 T.A. requests were completed. There is a difference in the number of requests made and completed because of the implementation time lag which is usually required.

The information in Table 1 also indicates that there was a total of six denials of technical assistance made during the

WASHINGTON STATE CRIMINAL JUSTICE
TECHNICAL ASSISTANCE ACTIVITY

September 1, 1977 - June 30, 1978

Table 1

Month	Total Requests For Technical Assistance	Technical Assistance Requests Completed	Technical Assistance Requests Denied
September, 1977	5	7	0
October	5	2	1
November	2	3	0
December	2	2	0
January, 1978	2	6	1
February	4	3	0
March	6	4	0
April	4	3	0
May	11	8	3
June	6	2	1
TOTAL	47	40	6

time period. The major reasons for denial of assistance were size of the project, i.e. too big, or the lack of a specific problem in the request. Some projects were rejected because there were problems in the link-up with the national contractors providing various forms of technical assistance. In the instance of the T.A. requests being too large, the T.A. project director recommended alternative resources to the requesting agency. There was documentation that for the majority of denials, the T.A. project either suggested an alternative source of help or requested a modification in the T.A. request.

Table 2 answers the question as to which type of criminal justice agency received technical assistance. Law enforcement agencies received 54% of the T.A. that was provided. The next highest amount was 19% or seven projects received by correctional agencies. Five courts requested some form of T.A. as did three juvenile delinquency programs. There were two T.A. requests which addressed system-wide issues or concerns. The summary indicates that technical assistance was provided to a variety of agencies from the criminal justice system.

The geographic location of the various T.A. projects is presented in Table 3. Fifty-one percent of the projects occurred in western Washington around the populous Seattle-Tacoma area. Central Washington, which includes a variety of rural and medium-sized cities, received 32% of the projects. Eastern Washington, which is mainly rural plus the city of Spokane, obtained 17% of the projects. This information documents that there was geographic balance to the T.A. that was

SUMMARY OF AGENCIES
RECEIVING TECHNICAL ASSISTANCE

Table 2

Type of Criminal Justice Agency	Number of T.A. Projects	Percent of T.A. Projects
Law Enforcement	20	54%
Corrections	7	19%
Courts	5	14%
Juvenile Delinquency	3	8%
Criminal Justice System	2	5%
TOTAL	37	100%

GEOGRAPHIC LOCATION OF
TECHNICAL ASSISTANCE PROJECTS

Table 3

Regional Location	Number of T.A. Projects	Percent of T.A. Projects
1. Western Washington	18	51%
2. Central Washington	11	32%
3. Eastern Washington	6	17%
Total	35	100%

provided and that the majority of the T.A. was provided in the most populated portion of the state.

The agency receiving the technical assistance was contacted regarding a number of issues related to the T.A. program. One question of interest was how the agency recipient of technical assistance learned about the existence of the T.A. program. Table 4 indicates that 44% of the T.A. projects became aware of technical assistance possibilities through a contact with the state office. Seven other methods besides contact with the State Law and Justice Planning Office were used by T.A. recipients to become aware of the program. Other law enforcement agencies, some of whom had received technical assistance, shared information regarding the existence of the T.A. project. The regional Law and Justice Planning offices also accounted for four projects being initiated. One method of dissemination, the use of professional associations, accounted for two projects becoming linked-up with the program. This method could be utilized more in the future.

How long did it take for a T.A. project to be implemented from the time of initial request? Table 5 indicates that the average amount of time to complete a T.A. project was 5.2 months. The various lengths of time along with the number of projects which were completed during those times are also presented. There was an even spread of time periods required to complete T.A. from one month to sixteen months. It should be noted that the larger projects in size were ones which required more time. Information in the next chapter will indicate

HOW T.A. RECIPIENTS BECAME AWARE OF TECHNICAL ASSISTANCE

Table 4

	Method	Number of T.A. Projects	Percent of T.A. Projects
1.	Contact with State Law and Justice Office	14	44%
2.	Through Other Law Enforcement Agency	5	16%
3.	Through Regional Law and Justice Office	4	13%
4.	Through County Official	3	9%
5.	Already Knew About T.A.	2	6%
6.	At Professional Association Meeting	2	6%
7.	Through Consultant	1	3%
8.	Written Flyer	1	3%
	Total	32	100%

TIME REQUIRED FROM RECEIPT OF
T.A. REQUEST TO DELIVERY OF FINAL REPORT

Table 5

Time Required	Number of T.A. Projects	Percent of T.A. Projects
One Month	4	12%
Two Months	4	12%
Three Months	5	16%
Four Months	6	18%
Five to Six Months	6	18%
Seven to Nine Months	4	12%
Ten to Sixteen Months	4	12%
Total	33	100%
Average Time 5.2 Months		

how the completion time has decreased since the inception of the LEAA provided funds.

Information was desired on the cost of technical assistance on a project basis. Table 6 presents information that was gathered from two sources. Actual cost for a T.A. project was obtained for those projects which utilized outside professional contractors as consultants. The actual dollar cost for those projects was documented. The cost for the projects which utilized existing in-house criminal justice or state planning agency staff is estimated based upon person days and associated travel and communication costs. This cost figure was estimated at $150 total cost per person day of time.

Table 6 indicates that the total costs for 26 projects were estimated at $44,829. However, this figure does not include several big projects which were not completed at the time of this study. The average cost per project was $1,724. If the major cost of the largest project is excluded from analysis, the average cost per project is $797. For approximately 25 projects the average cost approximated $800.

What type of problems did Washington State criminal justice agencies have which required technical assistance? Table 7 identifies the primary technical assistance problems associated with 35 of the major projects which were evaluated. The most frequent problem was concerned with law enforcement communication, which accounted for 22% of the projects. Program evaluation and records management each accounted for 14% of the projects. There were four jail facility planning T.A. projects

COST OF TECHNICAL ASSISTANCE PROJECTS

Table 6

Cost Associated with Project	Number of T.A. Projects	Percent of T.A. Projects
$ 150*	5	20%
300*	6	23%
450*	3	11%
600*	2	7%
900	2	7%
1,078	1	4%
1,500	1	4%
1,548	1	4%
1,650*	1	4%
1,895	1	4%
1,900	1	4%
3,450	1	4%
24,908	1	4%
Total $44,829	26	100%

Average cost per project - $1,724

Average cost per project excluding main cost project - $797

*Cost figures estimated based upon person days and associated travel and communication costs.

PRIMARY TECHNICAL ASSISTANCE PROBLEM

Table 7

Type of Problem	Number of T.A. Projects	Percent of T.A. Projects
1. Law enforcement communications	8	22%
2. Program evaluation	5	14%
3. Records management	5	14%
4. Jail facility planning	4	11%
5. Grantsmanship training	2	6%
6. Law enforcement manpower workloads	2	6%
7. Court facility planning	2	6%
8. Court caseflow, workloads	2	6%
9. Correctional training	1	3%
10. Law enforcement training	1	3%
11. Law enforcement facility planning	1	3%
12. Organizational study	1	3%
13. Juvenile shelter care	1	3%
Total	35	100%

plus a variety of other problems for which technical assistance was needed. This table of information documents that Washington State's T.A. project was used to address a wide range of criminal justice problems.

The review of the literature identified the factor of specificity as an effectiveness variable for technical assistance and consulting. The primary and secondary problems presented by agencies in this project were evaluated on their degree of specificity. Problems were categorized as either general or specific based on the degree to which a concrete problem was described. Table 8 enumerates the number of projects which had both specific and general problems articulated.

Forty percent of the projects indicated no general problems. In other words all of their problems were of a specific nature. Fifty-one percent of the projects did enumerate at least one general problem. Some of those projects also listed a specific problem. In examining the second half of the table, it can be seen that six projects, or 17% of the projects, did not have any specific problems identified. In other words, all of the problems identified by those projects were very general in nature. The majority of the projects had either one or two specific problems identified. Three projects had as many as six specific problems. Since all but 17% of the projects had at least one specific problem we can conclude that the T.A. program was focusing upon specific problems.

The final aspect of the background information on the technical assistance program is the amount of political

COMPARISON OF T.A. PROJECTS WITH GENERAL VERSUS SPECIFIC PROBLEM

Table 8

Number of Problems	T.A. Projects with General Problems		T.A. Projects with Specific Problems	
	Number	Percent	Number	Percent
0	14	40%	6	17%
1	18	51%	12	34%
2	1	3%	8	23%
3	2	6%	4	11%
5	-		2	6%
6	-		3	9%
Total	35	100%	35	100%

controversy which was associated with the different T.A. projects. The presence or lack of political controversy can be both favorable and unfavorable. The presence of political controversy shows that the T.A. is at least endeavoring to deal with relevant problems. However, if the T.A. project starts or contributes to the political controversy, then this aspect of the project would be negative. Table 9 indicates that 74% of the projects had no political controversy associated with them. These were basically the smaller, very specific, very technical projects. Fourteen percent, or five of the projects, had some political controversy while four of the projects had a significant amount of controversy. In the majority of cases the political controversy occurred in spite of, rather than because of, the technical assistance. This information indicates that the T.A. was involved with some relevant community issues.

This section has described some of the background information regarding the technical assistance projects which occurred in Washington State. The next section will present information regarding the technical assistance consultants.

Description of the Technical Assistance Consultants

For purposes of communication those individuals who provided the technical assistance have been termed technical assistance consultants. The term T.A. consultants is used for all those individuals who provided T.A. even if they were full-time employees of the state planning agency or another criminal justice agency. Table 10 summarizes the different

AMOUNT OF POLITICAL CONTROVERSY
ASSOCIATED WITH T.A. PROJECTS

Table 9

Presence of Controversy	Number of T.A. Projects	Percent of T.A. Projects
1. No	26	74%
2. Some	5	14%
3. Yes	4	12%
Total	35	100%

SUMMARY OF TECHNICAL ASSISTANCE CONSULTANTS

Table 10

Type of Consultant	Number of T.A. Projects	Percent of T.A. Projects
T.A. Project Director	3	8%
State Planning Agency Staff	11	28%
Other Criminal Justice Agency Staff	4	10%
Private Contractors	9	23%
National Technical Assistance Contracts	12	31%
TOTAL	39	100%

types of consultants which were utilized across the different projects. The most frequent type of consultants were those consultants who provided T.A. under a national T.A. contract. Thirty-one percent of the technical assistance was provided by those individuals. Twenty-eight of the projects received assistance from employees of the state planning agency, the Law and Justice Planning Division. Private contractors were utilized for nine of the T.A. projects, or 23%. This table indicates that a variety of resources were utilized by Washington State in delivering its technical assistance program.

The time which is required to deliver technical assistance includes the time of the T.A. consultant and the project director. The project director spends considerable time processing the T.A. request, monitoring, evaluating, and linking the T.A. consultant up with the respective projects. Table 11 identifies the amount of time spent by T.A. consultants on their respective projects. As can be seen in Table 11, though, there were a variety of project lengths required. Approximately one-third of the projects were able to be completed in one or two days. However, the average number of days to complete a project was 4.2 days. A later presentation will discuss whether the amount of time utilized was long enough.

The extent to which a project is successful is based upon the degree and type of preparation which the T.A. consultant engages in. Table 12 itemizes the different types of preparation which were utilized by the T.A. consultants. The most

AMOUNT OF TIME REQUIRED
BY T.A. PROJECT CONSULTANTS

Table 11

Number of Person Days	Number of T.A. Projects	Percent of T.A. Projects
1	5	21%
2	4	17%
3	5	21%
4	7	29%
11	2	8%
23	1	4%
Total	24	100%

Average Number of Person Days 4.2

TYPE OF PREPARATION USED BY T.A. CONSULTANTS

Table 12

	Preparation Activity	Number of T.A. Projects
1.	Collected data	9
2.	Reviewed data	9
3.	Obtained needed materials	8
4.	Contacted proper person	8
5.	Review of literature	4
6.	Review of T.A. request	4
7.	Identify responsible people	3
8.	Reviewed previous reports and plans	3
9.	Discussed problems	3
10.	Organize the meeting or training	2
11.	Used previously developed model	2
12.	Conducted interviews	2
13.	Develop materials	1
14.	Preparation of persentation	1
15.	Made a critique	1
16.	Developed work plan	1
17.	Explained approach to clients	1

frequent types of preparation were collecting data and reviewing data, which were each done for nine projects. Making a contact with the proper agency recipient and obtaining needed materials each were utilized on eight projects. The table lists a variety of other preparation activities which were utilized by the T.A. consultants. It is worthwhile to note, though, that the major preparation activities dealt with collecting or reviewing data. The use of data is important in correctly identifying and diagnosing the problem.

What type of activities did T.A. consultants engage in when they provided technical assistance? Table 13 summarizes all of the different activities used by consultants. The most frequent activity engaged in by T.A. consultants was gathering data or information. Twenty of the projects, or over half, utilized this activity. An on-site examination of the problem area was engaged in by consultants on 15 projects. Providing training or making formal presentation was an activity utilized in ten different projects. Conducting interviews with various staff was utilized on ten projects. Working with decision makers was an activity for six of the projects. This data is important because it describes the type of activities for which a good T.A. consultant should receive training.

The next set of tables present information regarding the relative amounts of time spent by the T.A. consultants on three major activities. The three major sets of technical assistance activities are:

TYPE OF ACTIVITY USED BY T.A. CONSULTANT
TO IMPLEMENT TECHNICAL ASSISTANCE

Table 13

T.A. Activity	Number of Projects Using Activity
1. Gathered data/information	20
2. On-site examination of problem area	15
3. Provided training or presentation	10
4. Conducted interviews	10
5. Met with decision-makers at end	6
6. Provided material	5
7. Provided recommendations	4
8. Worked with other experts or consultants	4
9. Worked with political aspects of problem	3
10. Met with decision-maker initially to discuss goals	3
11. Improved program or organization	3
12. Used evaluation method	3
13. Referred to other assistance resources	3

1. Problem identification activities
2. Recommendation formulation activities
3. The development of implementation plans

The T.A. consultants were interviewed regarding the relative amount of time they spent in each of the three above types of activities.

The amount of time which was reported spent by the T.A. consultants in problem identification activities is presented in Table 14. The average percent of time spent in problem identification across all projects was 28%. However, the table indicates that a variety of amounts of time were spent in problem identification. Three of the T.A. project consultants spent zero percent of the time in problem identification. The most frequent amount of time utilized was 21-30% in eight of the projects. The amount of time required in problem identification would vary from project to project depending on the level of data and specificity which the organization had already achieved prior to initiating the T.A. request. Therefore, it would be expected that some projects would require minimal time in problem identification while other projects would require more time on problem identification.

The amount of time spent by the T.A. consultants in the development of recommendations is presented in Table 15. The table indicates that all of the projects had at least some portion of their time spent in recommendation formulation. The two most frequent amounts of time spent in recommendation formulation were in the 21-30% range and the 41-50% range.

AMOUNT OF TIME SPENT BY T.A. CONSULTANTS
IN PROBLEM IDENTIFICATION ACTIVITIES

Table 14

Percent of Time	Number of T.A. Projects	Percent of T.A. Projects
0%	3	9%
1-10%	7	20%
11-20%	4	11%
21-30%	8	23%
31-40%	5	14%
41-50%	5	14%
51-60%	2	6%
61-70%	1	3%
Total	35	100%

Average Percent 28%

AMOUNT OF TIME SPENT BY T.A. CONSULTANTS
IN RECOMMENDATION FORMULATION ACTIVITIES

Table 15

Percent of Time	Number of T.A. Projects	Percent of T.A. Projects
0%	0	0%
1-10%	4	11%
11-20%	3	9%
21-30%	8	23%
31-40%	4	11%
41-50%	8	23%
51-60%	3	9%
61-70%	0	0%
71-90%	5	14%
Total	35	100%
Average Percent 41%		

Five projects engaged between 71-90% of the time in recommendation formulation. The average across all projects was 41% of the time.

The remainder of the T.A. consultants' time was allocated to the development of implementation plans. Implementation plans are important because they translate recommendations into step by step implementation programs. Table 16 indicates that five of the projects paid no attention to the development of implementation plans. The remainder of the projects varied from between one percent to ninety percent of the time spent on implementation plans. The most frequent amount of time spent was in the 21-30% time category. Across all projects there was an average of 31% of the time devoted to the development of implementation plans.

Figure 2 summarizes the average time spent by the T.A. consultants across the three major types of activities. The most frequent amount of time was spent on the development of recommendations. An average of 41% of the time was spent on recommendation formulation. The remaining amount of time was almost equally split between problem identification and development of implementation plans. This figure indicates that a disproportionate amount of time was not spent on any given type of activity. The time was almost evenly split across the three major aspects of consulting. This is appropriate because all three processes are necessary for the successful resolution of problems and implementations of their solutions.

This chapter of the report has focused on a description of

AMOUNT OF TIME SPENT BY T.A. CONSULTANTS
IN THE DEVELOPMENT OF IMPLEMENTATION PLANS

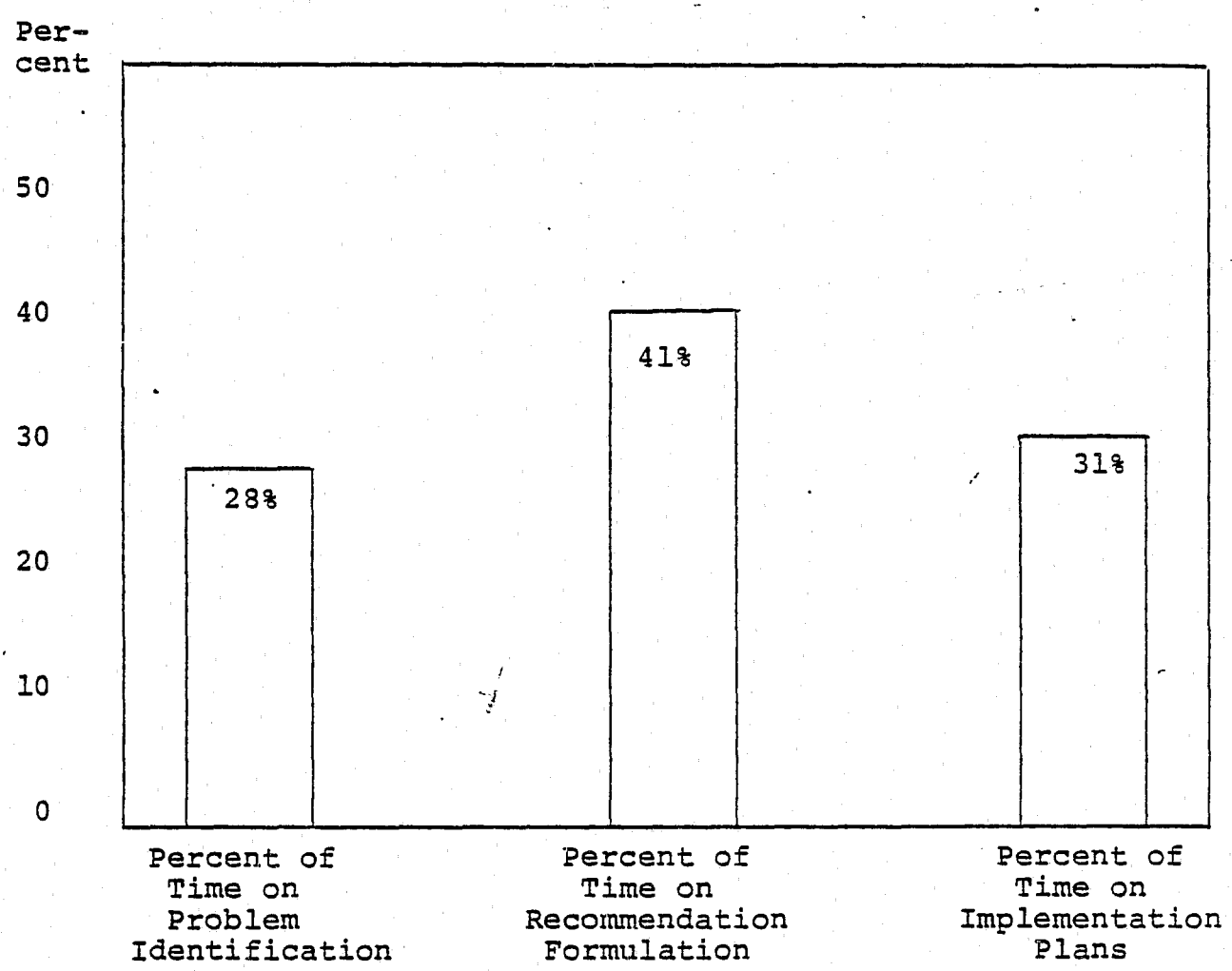
Table 16

Percent of Time	Number of T.A. Projects	Percent of T.A. Projects
0%	5	14%
1-10%	4	11%
11-20%	5	14%
21-30%	9	26%
31-40%	3	9%
41-50%	3	9%
51-60%	1	2%
61-70%	2	6%
71-90%	3	9%
Total	35	100%

Average Percent 31%

SUMMARY OF AVERAGE TIME SPENT
BY T.A. CONSULTANTS IN MAJOR
ACTIVITIES

Figure 2



the technical assistance activity and the consultants who provided the services. The next section of the report will address the quality of the technical assistance that was provided.

CHAPTER 5

THE QUALITY OF THE TECHNICAL ASSISTANCE PROGRAM

Quality of the Technical Assistance Consultants

This chapter will present data regarding the quality of Washington State's technical assistance project on a number of different dimensions. The first set of variables of quality which will be examined are related to the T.A. consultants. In providing technical assistance, the use of a systematic model for diagnosis increases the likelihood that the real problems will be discovered. The technical assistance consultants were interviewed on the degree to which they utilized various diagnostic models or procedures. Table 17 presents the fact that only 20% of the projects had consultants which utilized a diagnostic model or scheme. The lack of use of diagnostic models may be related to their availability. This appears to be one area of the technical assistance which could be improved.

The review of the literature on the variables associated with technical assistance effectiveness revealed that follow-up assistance was important. The majority of the T.A. projects in the present study did receive some form of follow-up assistance as can be seen in Table 18. Only ten projects or 29% did not receive any form of follow-up contact. This indicates there was a favorable use of follow-up by the T.A. consultants.

An important dimension in human services is the degree to which the consulting or counseling is an interactive process. The number of interactions between the T.A. consultant and the

USE BY T.A. CONSULTANTS
OF DIAGNOSTIC MODEL

Table 17

Use of Diagnostic Scheme	Number of T.A. Projects	Percent of T.A. Projects
1. No	24	80%
2. Yes	6	20%
Total	30	100%

NUMBER OF PROJECTS WHERE
T.A. CONSULTANTS PROVIDED FOLLOW-UP

Table 18

Whether Follow-up Occurred	Number of T.A. Projects	Percent of T.A. Projects
1. No	10	29%
2. Somewhat	1	3%
3. Yes	24	68%
Total	35	100%

recipient agency were gathered through interviews with the consultants. Table 19 indicates that there were an average of 13 interactions per project. Only four of the projects had two interactions or less. This area of Washington State's T.A. delivery appears to be of high quality.

Because some of the consultants are asked to assist on projects in addition to their regular job duties, time may be a problem. Each T.A. consultant was interviewed on the degree to which they thought they had enough time to adequately address the T.A. project. Table 20 presents the results of that data. Sixty-three percent, or almost two-thirds, thought that there was adequate time for their project. However, 13 of the consultants thought that they did not have enough time. This factor is favorable when one considers that individuals are being asked to spend time on T.A. projects in addition to their other duties. However, it does indicate an area that could be addressed by the project in subsequent T.A. activities. Table 21 identifies the degree to which the T.A. consultant had professional experience that was specific to the problems they were consulting on. The data indicate that 82% of the projects utilized consultants with very specific experiences and background. Only one consultant was identified whose experience was not specifically related to the T.A. problem. Therefore, this area of Washington State's delivery receives a high qualitative rating.

Another way to measure the experience of the T.A. consultants was by the number of prior T.A. projects they had

TOTAL NUMBER OF INTERACTIONS BETWEEN
CONSULTANT AND T.A. RECIPIENT

Table 19

Number of Interactions	Number of T.A. Projects	Percent of T.A. Projects
0	1	3%
1	2	6%
2	1	3%
3	3	9%
5-6	4	14%
7-10	9	28%
11-20	8	25%
21-30	2	6%
31+	2	6%
Total	32	100%

Average Number of Interactions 13.5

EXTENT TO WHICH THERE WAS ENOUGH
TIME AVAILABLE TO THE CONSULTANT
TO PERFORM THE TECHNICAL ASSISTANCE

Table 20

Enough Time Perceived Available	Number of T.A. Projects	Percent of T.A. Projects
1. No	13	37%
2. Yes	22	63%
Total	35	100%

DEGREE OF PROFESSIONAL EXPERIENCE
OF T.A. CONSULTANTS

Table 21

Degree of Experience of T.A. Consultants	Number of T.A. Projects	Percent of T.A. Projects
1. No Specific	1	3%
2. Some	5	15%
3. Yes	27	82%
Total	33	100%

participated in. Table 22 presents information indicating that as a group the T.A. consultants had a great deal of prior experience in consulting. There was an average of approximately 40 prior T.A. projects per consultant. Only five of the consultants had participated in five or less prior projects. The greatest number of participants had participated in between 31 and 50 projects. Another seven consultants had participated in between 81 and 100 prior projects. In terms of having prior experience with consulting or technical assistance the consultants in Washington State's project were well experienced.

The T.A. consultants could have work experience in the problem area and participated in prior T.A. projects and still have difficulty in the delivery of technical assistance. Another way of measuring the skill level of the Washington State T.A. consultants is by the amount of training they had received in how to provide T.A. Table 23 indicates that only two of the consultants or 6% had participated in what they felt was significant training in consulting or technical assistance. Twenty-four, or 73%, of the consultants indicated that they had had no training in how to provide T.A. Therefore, the area of providing training for T.A. consultants is one in which Washington State could improve. Recommendations in the final chapter of this report will address this issue.

The final variable of quality for the T.A. consultants is related to the problems they experienced. Each consultant was asked in the interview whether they had any problems delivering the technical assistance. Their responses are presented in

NUMBER OF PRIOR T.A. PROJECTS
BY T.A. CONSULTANTS

Table 22

Number of Prior T.A. or Consulting Projects	Number of T.A. Consultants	Percent of T.A. Consultants
One	2	6%
2-5	3	9%
6-15	6	18%
16-30	6	18%
31-50	8	23%
51-80	2	6%
81-100	7	20%
Total	34	100%
Average Number of Prior T.A. Projects	40.2	

AMOUNT OF TRAINING RECEIVED BY
CONSULTANTS IN HOW TO PROVIDE T.A.

Table 23

Degree of T.A. Training	Number of T.A. Projects	Percent of T.A. Projects
1. None	24	73%
2. Some	7	21%
3. Yes	2	6%
Total	33	100%

Table 24. Only 49% of the consultants indicated that they had no problems. The remaining 51% either had partial problems or significant problems with their project. This data indicates the necessity of having a project coordinator to coordinate problems which do occur in the delivery of technical assistance.

The next table, Table 25, identifies the major types of problems experienced by the consultants. The most frequent type of problem was the lack of enough time to provide the T.A. Three of the consultants indicated that resistance by the recipient agency created problems during the T.A. Political aspects of the T.A. problem were reported by two consultants. The need for other consultants and the need for clerical help were addressed as problems by the consultants. There were also a variety of other problems identified. The majority of the problems listed in Table 25 appear to be aspects of T.A. delivery which the state planning agency project director could assist in solving.

Each T.A. consultant was asked to suggest ways that they would change the delivery of their technical assistance if it were possible. Table 26 presents the different changes that they desired to make. The most frequent change would have been to spend more time on-site with the agency and spend more time with top management. Each of these issues had five consultants who would change their delivery in this way. Three consultants wished they had gathered more data, while two consultants would have planned better on-site visits. Another two consultants wanted to improve the quality of their T.A. report. These

PROBLEMS EXPERIENCED
BY T.A. CONSULTANTS

Table 24

Extent of Problems	Number of T.A. Projects	Percent of T.A. Projects
1. No	17	49%
2. Some	4	11%
3. Yes	14	40%
Total	35	100%

TYPES OF PROBLEMS EXPERIENCED
BY T.A. CONSULTANTS AS THEY
DELIVERED TECHNICAL ASSISTANCE

Table 25

Problem	Number of Consultants Experiencing Problem
1. Not enough time	5
2. Resistance by recipient	3
3. Political aspects	2
4. Other experts needed	2
5. Clerical help need	2
6. Difficulty obtaining needed materials	2
7. Change in T.A. problem	1
8. Competition with other consultants	1
9. No real problem	1
10. Change in top administrator	1
11. Recipient not prepared	1

CHANGES IN T.A. IMPLEMENTATION
RECOMMENDED BY CONSULTANTS
FOR THEIR PROJECT

Table 26

Changes	Number of Consultants Wanting Change
1. Spent more time on-site	5
2. More time with top management	5
3. Gathered more data	3
4. Better planning for on-site visits	2
5. Improve T.A. report	2
6. Have smaller training groups	1
7. Spent more time on implementation plans	1
8. Had someone else provide T.A.	1
9. Have project from the beginning	1
10. Have project move faster	1

issues for the improvement of T.A. are important because they suggest areas that could be covered in a specialized training program for T.A. consultants.

All of the above aspects of the quality of the Washington State technical assistance consultants are summarized at the end of this chapter. The next section of this chapter is concerned with the quality of the other aspects of Washington State's technical assistance program.

Technical Assistance Quality

This section will describe and present data on a number of other factors related to the quality of technical assistance. It may be remembered from an earlier chapter that one aspect of technical assistance is its ability to provide immediate help to a state or local agency. Because of the size of the technical assistance project, formal planning and grant application type processes can be overlooked. Therefore, technical assistance lends itself well to problems which have a crisis or immediate nature to them.

Table 27 presents a summary of the immediacy ratings for 34 of the projects. As can be seen, the greatest percentage of the projects received the highest ratings. These projects had problems with a high degree of immediacy such as pending lawsuits, acute communication problems, or rapid changes mandated by law. The second greatest percentage, 35%, was for the next highest rating of immediacy. Since 83% of the projects were found to have high ratings of immediacy, it can be concluded that Washington State provided technical assistance

SUMMARY OF THE DEGREE OF IMMEDIACY OF THE PROBLEMS ASSOCIATED WITH TECHNICAL ASSISTANCE REQUESTS

Table 27

Rating	Description	Example	Number	Percent
5	Extremely high degree of immediacy	Assist in survey of jail space needs for jail with lawsuit pending.	16	47%
4	High degree of immediacy	Evaluate present emergency communication system.	12	35%
3	Average degree of immediacy	Study of criminal justice system information needs.	4	12%
2	Low degree of immediacy	Wanted assistance in statistical analysis of crime statistics.	1	3%
1	Extremely low degree of immediacy	A one man police department wanted a general study.	1	3%
		Total	34	100%

Average Rating 4.2

for problems which were in need of a timely form of help.

Table 28 presents the results of inspecting the final report and other file information, on the degree to which factual data was collected for the T.A. project. As can be seen, only 16 of the projects had evidence of factual data being utilized. Fifty percent of the projects did not appear to utilize factual data. This may be an overestimation of the problem of T.A. consultants not collecting factual data. However, it does indicate an area which needs to be examined in future projects by the T.A. project director.

The review of the literature indicated that a qualitative variable highly related to effectiveness was the degree of specificity of intervention. Specificity of intervention is when a solution or program directly and logically links up with the specific problems which have been identified. All of the T.A. projects were rated on the degree to which their solutions or interventions were specific. Table 29 indicates that the majority of Washington State's T.A. projects had a specificity rating of either 4 or 5 which were above average. The average rating across all projects was 4.1 which was also above average. This qualitative variable indicates that the degree of specificity was high.

Table 30 provides additional evidence that Washington State's projects were high on the qualitative dimension of specificity. This table divides those projects which had a T.A. request prior to August, 1977 from those projects where the request was after that date. The number and percent of

DEGREE TO WHICH THE RECORDS
INDICATED THAT FACTUAL DATA
WAS COLLECTED ON THE T.A. PROBLEMS

Table 28

Factual Data Collected	Number of T.A. Projects	Percent of T.A. Projects
1. No	16	50
2. Yes	16	50
Total	32	100%

RATINGS OF DEGREE OF
SPECIFICITY OF T.A. INTERVENTION
WITH IDENTIFIED PROBLEMS

Table 29

Specificity Rating	Number of T.A. Projects	Percent of T.A. Projects
1	1	3%
2	2	6%
3	3	9%
4	13	38%
5	15	44%
Total	34	100%
Average Rating 4.1		

SUMMARY OF CHANGE IN DEGREE OF
PROBLEM SPECIFICATION IN TECHNICAL ASSISTANCE REQUESTS

Table 30

	Number of General Problems	Percent of General Problems	Number of Specific Problems	Percent of Specific Problems
Prior to August, 1977	20	41%	29	59%
Since August, 1977	14	31%	31	69%

general problems and specific problems are compared for the two time periods. As can be seen prior to August, 1977, the percent of general problems was 41%. Since August, 1977, the T.A. requests have increased in specificity from 59% to 69%. This indicates that the T.A. project director is either weeding out T.A. requests with general problems or is able to help requesting agencies better specify their problems.

As was seen in an earlier chapter, the average time between a T.A. request and the delivery of the T.A. request can vary from three to nine months. During this time it is important that the agency requesting T.A. be kept informed of the status of their request. Table 31 indicates the degree to which agency administrators felt they were kept informed. Fifty-three percent of the administrators felt that they were kept well informed of the progress of their T.A. request. Twenty-eight percent, or nine of the administrators, felt that they were not kept informed. Overall this indicates that Washington State was somewhat successful in keeping recipients informed, but there is room for improvement in this area.

The review of the literature on technical assistance effectiveness indicated that the involvement of top management in consulting or technical assistance contributed to the impact. Table 32 describes the extent to which top management was involved in the various T.A. projects. Sixty-seven percent or 22 of the projects had significant involvement of top management. Another 27% of the projects had partial involvement by top management. Because this area is so important in the

EXTENT TO WHICH T.A. RECIPIENTS
WERE KEPT INFORMED AS TO THE
PROGRESS OF THEIR T.A. REQUEST

Table 31

Informed	Number of T.A. Projects	Percent of T.A. Projects
1. No	9	28%
2. Some	6	19%
3. Yes	17	53%
Total	32	100%

EXTENT OF INVOLVEMENT OF
TOP MANAGEMENT IN THE
T.A. PROJECT

Table 32

Top Management Involvement	Number of T.A. Projects	Percent of T.A. Projects
1. No	2	6%
2. Some	9	27%
3. Yes	22	67%
Total	33	100%

implementation and impact of consulting or T.A., there can still be improvement in this area of Washington State's subsequent T.A. efforts.

In formulating the problem definition it is important to interact with the decision makers in an organization. During the follow-up interviews with technical assistance consultants they were asked to indicate the degree to which decision makers were involved as the problem was finally defined. Table 33 indicates that 81% of the projects involved the decision makers in the final problem definition. Therefore the quality of this aspect of Washington State's project is high.

Earlier in this chapter the degree of professional expertise of the T.A. consultants was presented. However, experience and background can be high, but if the consultant is not able to communicate that expertise his or her effectiveness is diminished. Table 34 addresses the extent to which the recipients perceived their T.A. consultants as having expertise. Therefore, this dimension of the Washington State project was also favorable.

In the review of the literature chapter a hypothesized variable of effectiveness was the use of an oral presentation of the T.A. recommendations by the consultant. This activity is important because it allows for interaction between the decision maker and the consultant on the recommendations. It is also crucial because decision makers' time to read written reports is sometimes untenable. Table 35 presents the number of projects where an oral presentation of the T.A. recommendations

INTERACTION WITH DECISION-MAKERS REGARDING FINAL PROBLEM DEFINITION

Table 33

Degree of Interaction	Number of T.A. Projects	Percent of T.A. Projects
1. None	5	16%
2. Some	1	3%
3. Yes	26	81%
Total	32	100%

EXTENT TO WHICH RECIPIENTS PERCEIVED
CONSULTANTS AS HAVING EXPERTISE

Table 34

Perception of Credentials	Number of T.A. Projects	Percent T.A. Projects
1. Somewhat	2	7%
2. Yes	28	93%
Total	30	100%

USE OF ORAL PRESENTATION OF
T.A. RECOMMENDATIONS BY CONSULTANT

Table 35

Oral Presentation of T.A. Recommendations	Number of T.A. Projects	Percent of T.A. Projects
1. No	7	21%
2. Yes	26	79%
Total	33	100%

was made. This data was reported by the agency directors. Seventy-nine percent of the projects utilized an oral presentation. This is very favorable. However, because of its importance, the use of oral presentations should be expanded in the future in all of Washington State's T.A. endeavors.

A majority of the T.A. projects utilized written reports to communicate the findings and recommendations. These written reports were evaluated on three dimensions. Table 36 indicates the rating of the clarity of the various T.A. reports. Note that a one to four rating scale was utilized where four was the highest rating. All but three of the T.A. reports received a rating of good or the rating of very good. The average clarity rating on the four-point scale was 3.1.

Each of the written reports was also rated on the quality of its contents. In other words, the degree to which the content was viewed as valuable to a recipient agency was rated. The quality ratings of content presented in Table 37 were good or very good except for four projects. It should also be noted that 11 projects had no report.

The agency administrators interviewed in the follow-up data collection were asked the extent to which the written T.A. report was helpful.

Helpfulness of Written Report

Was the written report helpful?		
Yes	22	78%
No	3	11%
No Report Received	3	11%
	28	100%

CLARITY RATING OF
T.A. WRITTEN REPORT

Table 36

Rating	Number of T.A. Projects	Percent of T.A. Projects
1. Very Poor	1	3%
2. Poor	2	6%
3. Good	14	40%
4. Very Good	7	20%
No Report	11	31%
Total	35	100%

Average Rating 3.1

RATING OF QUALITY
OF CONTENT IN T.A. WRITTEN REPORT

Table 37

Rating	Number of T.A. Projects	Percent of T.A. Projects
1. Very Poor	1	3%
2. Poor	3	9%
3. Good	12	34%
4. Very Good	8	23%
No Report	11	31%
Total	35	100%
Average Rating 3.1		

As can be seen above, 78% of the T.A. project administrators thought that the written report was helpful to them. The fact that there were a number of the projects which did not have written reports indicates that this is an area in which improvement is needed.

The last qualitative aspect of Washington State's technical assistance program is related to the time required to complete the T.A. project. Table 38 indicates how the amount of time required to complete projects decreased for those projects submitted since August, 1977. For at least six of the projects, or 33%, there was a significant decrease in the amount of time required to complete the project. This factor can directly be related to the LEAA grant which provided funds to flexibly deliver projects which were held up before.

The preceding results of the evaluation of Washington State's technical assistance program have revealed mixed results. On some of the qualitative dimensions, Washington State's past performance is extremely high. On other dimensions, the performance is low and in need of improvement. Several areas received relatively favorable results, but because of their importance, improvement is still indicated.

In order to improve a useful summary of the data collected on the program quality variables, a summary table has been developed. Table 39 reviews the results for all of the factors which were discussed in the preceding pages. The variables of T.A. consultant quality and the T.A. quality are listed. The average number obtained in the results is presented. In

CHANGE IN TIME REQUIRED TO COMPLETE T.A. PROJECTS

Table 38

Time Required to Complete in Months	For T.A. Requests Submitted Prior to August, 1977		For T.A. Requests Submitted Since August, 1977	
	Number	Percent	Number	Percent
One to Two	1	6%	6	33%
Three to Four	3	19%	8	44%
Five to Six	5	31%	3	17%
Seven to Eight	1	6%	--	--
Nine to Ten	2	13%	1	6%
Eleven to Twelve	--	--	--	--
Twelve to Eighteen	4	25%	--	--
Total	16	100%	18	100%

SUMMARY OF THE QUALITY OF WASHINGTON STATE'S TECHNICAL ASSISTANCE PROGRAM

Table 39

Factor	Results	Rating
A. Consultants Quality		
1. Use of Diagnostic Model	20%	--
2. Use of Follow-up	72%	+
3. Average Number of Interactions	13.5	++
4. Sufficient Time for Project	63%	+
5. Professional Experience	82%	++
6. Number of Prior T.A.'s	40	++
7. Amount of T.A. Training	6%	--
8. Had Problems with T.A.	40%	-
B. T.A. Quality		
1. Immediacy of Problems	4.2	++
2. Use of Factual Data	50%	-
3. Degree of Specificity	4.1	++
4. Recipients Kept Informed	53%	+
5. Involvement of Top Management	67%	+
6. Interaction on Problem with Decision Makers	81%	++
7. Perceived Expertise of Consultants	93%	++
8. Oral Presentation of Recommendations	79%	+
9. Clarity of T.A. Report	Good	+
10. Content of T.A. Report	Good	+
11. Helpfulness of T.A. Report	78%	+
12. Decreased Time Lag for T.A. Completion	33% Improvement	++

addition, the favorableness of each set of results has been evaluated. The highest rating is ++, where the lowest is --. A rating of +, indicates high quality on that factor, but still room for improvement. A -, indicates an area that should be significantly improved upon in future projects.

Looking at Table 39 it can be observed that on eight out of 20 factors Washington State received a ++, the highest rating. There was a --, obtained only on two of the factors, the amount of T.A. training received by consultants and their use of the diagnostic model. The degree to which the T.A. consultants utilized factual data and had problems with their T.A. were each rated -. The remaining eight factors had a qualitative rating of +. This indicated high quality but areas which could be improved.

This chapter has presented data regarding the quality of a number of factors in Washington State's technical assistance program. The next chapter is devoted to the results, impacts, and benefits of the technical assistance which was provided.

CHAPTER 6

BENEFITS AND IMPACT OF WASHINGTON STATE'S TECHNICAL ASSISTANCE PROGRAM

Benefits and Impact

The preceding chapter presented the findings related to the evaluation of the various aspects of Washington State's technical assistance program. This chapter presents the results of the follow-up evaluation of the benefits and impact of the T.A. In addition, the last part of this chapter will present the program variables which were found to be statistically related to the impact of the T.A. The majority of the data was collected after at least a six month passage of time from the end of the T.A. delivery.

One of the major indicators of the impact of Washington State's technical assistance program is presented in Table 40. Each agency administrator was interviewed on the degree to which the technical assistance had positively affected the T.A. problem. For each problem the extent to which the T.A. solution was implemented was evaluated. Whether or not the T.A. had favorably decreased or solved the problem was also asked.

Table 40 indicates that for 70% or 24 of the T.A. projects, the T.A. had favorably impacted the primary T.A. problem. This 70% rate of success is based on relatively hard evidence as each administrator was asked to document the extent to which the problem had in fact been solved. Table 40 also indicates that 15% of the projects had a partial solution while another

EXTENT OF T.A. IMPACT
ON PRIMARY PROBLEM

Table 40

Impact	Number of T.A. Projects	Percent of T.A. Projects
1. No	5	15%
2. Some	5	15%
3. Yes	24	70%
Total	34	100%

15% were not solved. If the projects where the primary problem was totally solved are combined with the partial solutions, it can be concluded that 85% of the T.A. projects had a favorable impact.

Besides the primary problem, a number of the projects had additional problems. Table 41 indicates the extent to which the secondary T.A. problems were positively affected. As can be seen, only 38% of the problems were favorably affected or solved in their entirety. Five of the secondary problems or 24% were partially solved. This data indicates that the T.A. delivery was less effective with the secondary problems than with the primary problems. The reason for this may be that the T.A. consultant was more fully aware of solving the primary problem. When the primary problem appeared to be on the road to a solution, the T.A. consultant probably felt that his or her job was more or less completed. Therefore, there may have been less attention and concern given to the secondary problems by the consultants.

In addition to finding out whether the T.A. had actually affected the agency's problems, the effect of the T.A. on other agency decisions was examined. Table 42 illustrates the extent to which agency administrators reported that the T.A. had saved the agency time or money. For 17 of the projects, or 51%, the technical assistance had in some way resulted in the agency saving time or money. This information is an overall indicator of how much the technical assistance made a difference in the cost or efficiency of the agency's administration.

EXTENT OF T.A. IMPACT ON SECONDARY PROBLEMS

Table 41

Impact	Number of T.A. Problems	Percent of T.A. Problems
1. No	8	38%
2. Some	5	24%
3. Yes	8	38%
Total	21	100%

EXTENT TO WHICH AGENCY
TIME OR MONEY WAS
SAVED AS A RESULT OF THE T.A.

Table 42

Was Time or Money Saved	Number of T.A. Projects	Percent of T.A. Projects
1. No	16	49%
2. Yes	17	51%
Total	33	100%

Another aspect of the technical assistance impact was to determine whether technical assistance had affected funding decisions. The agency administrators were each asked in follow-up interviews whether the T.A. had affected various funding decisions. Table 43 shows that only 13 of the projects or 39% affected a funding decision. However, Table 44 indicates total dollars affected by at least ten of those projects was $390,040. The average amount affected was therefore approximately $39,000. Table 44 also indicates that there was a considerable variance in kinds of funding decisions influenced by T.A. The size was from $1,400 in one project up to $290,000 for another project. It can be concluded that technical assistance does have an influence upon major and minor funding decisions.

A final aspect of the interview with each agency administrator was to ask the degree to which the administrator was satisfied with the technical assistance which he or she received. The summary of the follow-up satisfaction ratings of T.A. is presented in Table 45. The majority of the ratings were above average with ten of the projects being rated eight. Four of the projects received the highest rating of ten. Only one project received the lowest rating. The average rating across 31 projects was 7.7 indicating an above average level of satisfaction with the T.A.

In addition to asking the administrators how satisfied they were with the technical assistance, they were also asked the degree to which they utilized or applied the technical assistance.

EXTENT TO WHICH AGENCY
FUNDING DECISIONS WERE
BASED ON THE T.A.

Table 43

Funding Decision Based Upon T.A.	Number of T.A. Projects	Percent of T.A. Projects
1. No	20	61%
2. Yes	13	39%
Total	33	100%

SIZE OF FUNDING DECISIONS
INFLUENCED BY TECHNICAL ASSISTANCE

Table 44

Amount of Funds	Number of Projects
$ 1,400	1
2,000	1
2,500	1
4,500	1
5,000	1
7,000	1
8,000	1
10,000	1
60,000	1
290,000	1
Total $390,040	10

Average Amount for
10 Projects - $39,040

FOLLOW-UP SATISFACTION RATINGS OF
TECHNICAL ASSISTANCE

Table 45

Satisfaction Rating by Recipient	Number of T.A. Projects	Percent of T.A. Projects
1	1	3%
4	1	3%
5	2	7%
6	2	7%
7	3	9%
8	10	32%
9	8	26%
10	4	13%
Total	31	100%

Average Satisfaction Rating 7.7

Table 46 presents the results of the follow-up application or utilization ratings given by the administrators. For 33 of the projects the highest rating of ten was given by seven of the projects. Thirteen of the other projects either received an eight or a nine rating on utilization. The average application rating was 7.5 which indicates that there was a high utilization by the administrators of the technical assistance. This is an important finding because it indicates the actual use of the technical assistance.

Before leaving the data that was collected on the benefits of technical assistance, there are two additional areas to be covered. The agency recipient of the T.A. was asked to indicate the most helpful and least helpful aspects of the T.A. Table 47 identifies those areas that were found to be most helpful by agency administrators. The most useful area of the technical assistance was that it provided an outside expert to give credibility to a need for change or to a set of recommendations. Eight of the administrators offered this as an area that was most helpful. Seven of the administrators thought that the technical assistance gave good solutions. Another five liked the fact that the T.A. communicated new knowledge. Accurately identifying the problem area was named by four administrators as very helpful. Providing data to help sell a problem was mentioned by four recipients.

Another area that was identified as helpful was having T.A. consultants smooth over potential changes with staff through their interpersonal skills. The final report and the expertise

FOLLOW-UP APPLICATION RATINGS OF TECHNICAL ASSISTANCE

Table 46

Application Rating by Recipient	Number of T.A. Projects	Percent of T.A. Projects
1	1	3%
2	1	3%
4	2	6%
5	2	6%
6	4	12%
7	3	9%
8	7	21%
9	6	19%
10	7	21%
Total	33	100%

Average Application Rating 7.5

CONTINUED

1 OF 2

of the consultant were each listed as useful aspects by three administrators. Two of the administrators liked the fact that their T.A. project brought various agencies and services together. As can be seen there were a number of helpful aspects to the various T.A. projects.

The follow-up interviews also revealed those aspects of the technical assistance where improvement might be possible. The least helpful aspects mentioned by the administrators are presented in Table 48. The first area which four administrators thought was a problem was the fact that the T.A. consultant needed to know the local situation better. This issue is related to individualizing the T.A. for the local geographic region and unique aspects of the agency. In other words, those four administrators thought that the T.A. was too prepackaged or more appropriate for some other agency. Four of the administrators thought that there needed to be more time or more contact with the consultant to work through the problem. Interpersonal aspects of the problem were mentioned by three individuals as an area of difficulty. This fact points out the importance of interpersonal skills in providing T.A. or consulting.

Three administrators indicated that there needed to be a more comprehensive analysis of the entire system. This problem is related to understanding the broader effects of recommendations. Changing a particular program may have wide ranging effects on the total system. Therefore the total organization or system needs to be examined. Two administrators

LEAST HELPFUL ASPECTS OF
THE TECHNICAL ASSISTANCE

Table 48

	Problem Area	Number Responding
1.	Need to know our local situation better	4
2.	Needed more time More contact to work through	4
3.	Interpersonal aspects of problem	3
4.	More comprehensive analysis of entire system	3
5.	No recommendations	2
6.	Needed to be more specific and smaller	2
7.	No follow-up	1
8.	Needed to know what was expected of the T.A. recipient	1
9.	Did not address main problem	1
10.	Covered too much in the workshop	1

wanted and did not receive recommendations, while two other administrators thought that the T.A. should have been smaller and more specific. One administrator wanted follow-up and did not receive it. Another administrator felt that if he had known what his role was in the technical assistance the project would have been more successful. This addresses the need to communicate to T.A. recipients what their role should be in the effective delivery of T.A. All of the above areas are areas that could be addressed in some form of in-service training for T.A. consultants.

The previous section of this chapter has identified the various benefits that Washington State's technical assistance project provided to the recipient agencies. Overall there was an above average impact and utilization of the technical assistance. Therefore we can conclude that Washington State's T.A. program was beneficial to the agencies served. However, what about the projects which were not so successful? Why did certain projects succeed in affecting the T.A. problems while others were less successful? The next section of this chapter will partially answer this question. A correlational analysis was performed to discover which program quality variables were most directly associated with successful impact. The next section presents this data.

Program Variables Associated with Impact

The review of the literature found that certain variables in previous studies of consulting and technical assistance were

associated with successful impact. These variables were outlined in Chapter 3. Chapter 5 presented the results of data collected on each of those variables. This chapter will discuss statistical correlations performed to discover to what extent the various program variables were associated with impact.

Six program quality variables or factors were found to be related to the degree to which the T.A. had made an impact on the primary T.A. problem. It will be remembered that the impact on the T.A. problem was measured through oral evidence provided by the agency administrator. Table 49 presents six program quality variables which had a statistically significant relationship. The table presents for each program quality variable the number of projects which had data on both the quality variable and the impact variable. The correlation coefficient is presented for each program quality variable, and the significance level is also presented. The lower the statistical significance probability, the greater the degree of relationship for the program variable with the impact variable.

The quality variable with the greatest degree of relationship was whether or not the T.A. had worked directly with line staff in the problem area. For example, if the problem was a radio communications problem, in addition to working with the police chief, the T.A. consultant worked with the radio dispatch officer. Whether follow-up was provided and an oral presentation was provided were also found to be

RELATIONSHIP OF T.A. QUALITY VARIABLES
WITH IMPACT ON PRIMARY PROBLEM

Table 49

Quality Variable	Number of Projects	Correlations Coefficient	Significance Level
1. Work with Line Staff in Problem Area	10	.89	.001
2. Follow-up Provided	34	.47	.002
3. Oral Presentation	33	.45	.004
4. Specificity Rating	33	.37	.018
5. Less Number of General Problems	21	-.42	.03
6. Follow-up Received	33	.30	.045

significantly related to impact on the primary T.A. problem. The specificity rating of the technical assistance had a high degree of significance.

The number of general problems articulated as part of the T.A. were found to be related to impact. However, this relationship was a negative one which meant that the less number of general problems, the greater the impact. This finding is consistent with the principle of specificity, in that the more specific problems an agency has, the greater the likelihood that the agency has pinned down the correct problem. Therefore, the greater number of general problems would be associated with less impact. The final quality variable which was related to impact on the primary T.A. problem was the degree to which follow-up was received. Follow-up received is different from follow-up provided in that this type of follow-up data was collected from the viewpoint of the agency administrator. The administrator was asked if he had received follow-up. Since there was a difference in this data, both quality variables were included. This table provides evidence that the T.A. program quality variables do have a relationship upon impact.

In addition to gathering data regarding the T.A. impact on the primary problem, data was also collected on the degree of impact for the secondary problem. The relationship of the various program quality variables were analyzed for impact on the secondary problems. Table 50 presents the quality variables which did have a statistically significant relationship with impact on secondary problems. As can be seen, several of these

RELATIONSHIP OF T.A. QUALITY VARIABLES
WITH IMPACT ON SECONDARY PROBLEM

Table 50

Quality Variable	Number of Projects	Correlations Coefficient	Significance Level
1. Follow-up Provided	14	.70	.003
2. Quality of T.A. Report Content	10	.71	.01
3. Clarity Rating of T.A. Report	10	.70	.01
4. Oral Presentation Provided	14	.56	.019
5. Specificity Rating	14	.54	.02
6. Interaction with Decision Makers on Recommendations	12	.60	.02
7. Follow-up Received	14	.51	.03

variables are similar to the list reviewed for impact on primary problem, whether follow-up was provided, the specificity rating, whether an oral presentation was provided, and whether follow-up was reported to have been received. All had high correlations with impact on the secondary problem.

The program quality variable with the highest degree of relationship for this impact was whether or not follow-up was provided. The T.A. report's content and clarity were also found to be related to an impact on the secondary problem. The presence of a relationship between the quality of the T.A. report and impact on secondary problems may be due to the fact that a report is more necessary for the secondary problems. Primary problems of a T.A. project may not need the written report as much as the secondary and other problems. It was also found that interaction with decision makers on the recommendations was favorably related to impact on the secondary problem. Seven program quality variables in all were discovered to be related to the degree that the secondary T.A. problems were solved.

Table 51 presents the program quality factors which were related to whether there had been an impact on time and money saved through the project. The administrators reported whether or not they thought there had been an impact for their agency on time and money being saved. Only three quality variables were positively related to this outcome. Whether an oral presentation was made or not had the strongest relationship on impact on time or money saved. The reason that

RELATIONSHIP OF T.A. QUALITY VARIABLES
WITH IMPACT ON TIME OR MONEY SAVED

Table 51

Quality Variable	Number of Projects	Correlations Coefficient	Significance Level
1. Oral Presentation Made	33	.52	.001
2. Work with Line Staff in Problem Area	10	.67	.018
3. Diagnostic Scheme Utilized	29	.32	.04

providing an oral presentation affects the saving of time and money is that during the oral presentation there is an opportunity for administrators to raise cost questions. Working with line staff in the problem area also has a favorable impact. It was also found that using a diagnostic scheme favorably influenced the impact on time and money saved by an agency. Using a diagnostic scheme provides increased opportunity to discover ways that agency time and money can be saved in relationship to the problems.

The next set of relationships are presented in Table 52 and are concerned with the impact on funding decisions. The variable of the number of specific problems identified by the agency had the greatest relationship with whether an impact on funding decisions occurred. Whether follow-up was provided to the agency was found to be related to this outcome. It will be remembered that the T.A. consultants identified the amount of time they thought they had spent in problem identification, recommendation formulation, and development of implementation plans. Spending more time on recommendations and less time on problem identification was found to be favorably related to affecting funding decisions. This funding could be due to the fact that by spending more time on recommendations the T.A. consultant has time to explore ways in which the recommendations can affect future funding decisions.

The final program factor related to impact on funding decisions was whether or not the T.A. consultant had received specific training in providing technical assistance. It is

RELATIONSHIP OF T.A. QUALITY VARIABLES
WITH IMPACT ON FUNDING DECISIONS

Table 52

Quality Variable	Number of Projects	Correlations Coefficient	Significance Level
1. Number of Specific Problems	28	.35	.03
2. Provided Follow-up	33	.31	.038
3. Percent of Time Spent on Recommendations	29	.32	.046
4. Less Time Spent on Problem Identification	30	-.31	.05
5. Received T.A. Training	32	.29	.05

interesting that of the T.A. consultant variables, this was the only consultant variable associated with impact on funding decisions. The reason may be that in T.A. consultant training there is specific emphasis on how to help administrators with their funding decisions. This adds evidence to the fact that training for T.A. consultants would have a beneficial impact.

The final technical assistance impact variable for which program variables were analyzed is the utilization rating provided by the agency administrator. Each agency administrator was asked to rate on a one to ten scale the degree to which they felt they had utilized the technical assistance. In addition they were asked to provide evidence for why they had rated the T.A. the score they did. Table 53 presents eight program variables which were associated with high utilization by the agency of their technical assistance. Working with line staff in the problem area and keeping the agency administrator informed during the processing of the T.A. request had high degrees of relationship with utilization. Involving top management in the technical assistance and utilizing a diagnostic scheme also had a favorable relationship with utilization. Interacting with decision makers on recommendations influenced the degree to which the technical assistance was applied by the agency. Follow-up was found to be favorably related to utilization and the percent of time spent on recommendations affected utilization.

It can be seen that a number of program variables affected more than one impact, whereas other program variables were

RELATIONSHIP OF T.A. QUALITY VARIABLES
WITH RATING OF THE UTILIZATION OF T.A.

Table 53

Quality Variable	Number of Projects	Correlations Coefficient	Significance Level
1. Work with Line Staff in Problem Area	10	.87	.001
2. Agency Kept Informed During Processing of T.A. Request	31	.51	.002
3. Top Management Involved	33	.41	.009
4. Diagnostic Scheme Utilized	29	.41	.01
5. Interaction with Decision Makers on Recommendations	30	.42	.01
6. Follow-up Received	32	.39	.01
7. Percent of T.A. Time Spent On Recommendations	29	.39	.017
8. Follow-up Provided	33	.36	.019

uniquely related to a specific type of program impact. The greatest number of program quality variables were related to the utilization rating data presented immediately above. The preceding tables presented the relationship of a number of the T.A. program variables with the five specific T.A. impact variables. Table 54 lists all of the program variables for which a significant relationship was discovered in the study. There is a total of 16 T.A. program variables which had a relationship with at least one impact variable. The program quality factors are listed in the order of degree of influence. For each of the program variables the number of impacts which the factors was related to, the highest correlation and the greatest probability significance are also presented. Working with line staff in the problem area was found to be related to three of the program impact results. Providing follow-up was related to the greatest number of impact results, four. Whether an oral presentation was made or not was related to three of the impact results. Keeping the agency informed during the processing of the agency requests and involving top management had high correlations with one of the impacts.

The entire list of 16 program variables indicate that program quality is related to impact. The 16 variables also indicate which factors Washington State should emphasize in terms of future T.A. projects. This study found that for several of the program variables, Washington State is already

SUMMARY OF PROGRAM VARIABLES ASSOCIATED WITH FAVORABLE T.A. IMPACT

Table 54

Program Variable	Number of Impacts Related to	Highest Correlation	Greatest Significance
1. Work with Line Staff in Problem Area	3	.89	.001
2. Follow-up Provided	4	.70	.003
3. Oral Presentation Made	3	.52	.001
4. Agency Kept Informed During Processing of T.A. Request	1	.51	.002
5. Top Management Involved	1	.41	.009
6. Follow-up Received	3	.39	.01
7. Diagnostic Scheme Utilized	2	.41	.01
8. Interaction with Decision Makers on Recommendations	2	.42	.01
9. Quality of T.A. Report Content	1	.71	.01
10. Clarity Rating of T.A. Report	1	.70	.01
11. Percent of Time Spent on Recommendations	2	.39	.017
12. Specificity Rating	2	.37	.018
13. Number of Specific Problems	1	.35	.03
14. Less Number of General Problems	1	-.42	.03
15. Received T.A. Training	1	.29	.05
16. Less Time Spent on Problem Identification	1	-.31	.05

performing at a high level in its T.A. program. However, improvement can be made with other quality variables.

This chapter of the evaluation report has discussed the results regarding the benefits and program impact of Washington State's technical assistance program. It was found that Washington State's T.A. program was beneficial to the majority of agencies receiving assistance. The results identified 16 program variables which had a high degree of relationship with impact. The final chapter of this report will present the conclusions and recommendations regarding Washington State's technical assistance delivery system.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

The preceding chapters have presented data regarding the effectiveness and impact of Washington State's Criminal Justice Technical Assistance Program. This chapter will present the major conclusions and recommendations regarding the technical assistance program and delivery system. Table 55 summarizes the evaluation conclusions and recommendations. The primary conclusion of this evaluation is that Washington State's T.A. program did have a favorable impact upon criminal justice agencies. The technical assistance had a significant effect upon 70% of the primary problems presented for technical assistance. Another 15% of the projects' primary problems received some assistance. Therefore the major recommendation is that the criminal justice technical assistance program should be continued.

The evaluation findings discovered that the T.A. program was more effective with primary problems than with secondary problems presented by agencies. This factor may be due to the fact that technical assistance consultants are more aware of, and are intensely focusing upon, the primary T.A. problems. The corresponding recommendation is that the T.A. training and monitoring, provided by the project director, should focus upon ways in which T.A. consultants can be more effective with secondary problems. For example, the T.A. description of the agency's problems could enumerate specifically the primary

SUMMARY OF EVALUATION CONCLUSIONS
AND RECOMMENDATIONS

Table 55

Conclusions	Recommendations
1. Washington State's T.A. Program had favorable results of impact.	The criminal justice T.A. program should be continued.
2. The T.A. program was more effective with primary problems than secondary problems.	T.A. training and monitoring should focus upon how to impact secondary problems.
3. Washington State had favorable results on most program quality variables.	Performance should be continued at a high level and improved in the weaker areas.
4. Sixteen of the program quality variables were significantly related to program impact.	Training and improvement should focus upon the sixteen areas.
5. T.A. consultants and recipients reported certain problems in the delivery of technical assistance.	Training and monitoring by the project director should address problem areas.
6. A criminal justice professional association meeting was used to generate a request for T.A.	Presentations should be made at criminal justice professional associations.

problem and secondary problems. A monitoring form could be developed for the T.A. consultant where he or she could outline their major recommendations regarding each primary and secondary problem. In this way secondary problems would not get lost or ignored.

A considerable amount of data was collected and reported regarding Washington State's performance on 20 measures of program quality. Eight of the measures were related to the quality of the T.A. consultants while 12 of the measures were related to overall T.A. quality. Washington State obtained favorable results on the majority of the program quality variables. Only four areas had negative or extremely negative results. One of these areas is related to providing specific training to T.A. consultants on how to do technical assistance. It is a recommendation of this study that a short but intense T.A. training program be developed which focuses upon how T.A. consultants can improve the quality of their delivery. The use of factual data and diagnostic models in providing the T.A. were found to be low. Therefore it is recommended that future T.A. projects collect factual data and attempt to use diagnostic models. A collection of diagnostic models should be developed regarding the various types of T.A. problems. These diagnostic models can be either summarized or reproduced for specific T.A. consultants prior to their delivery of T.A.

Eight of the 20 variables received the highest rating, ++. It is recommended that Washington State continue its high

level performance on those variables. Another eight of the quality factors received a + rating which indicated that the performance was favorable but still in need of improvement. The use of follow-up, involvement of top management, and making an oral presentation of T.A. recommendations are areas that can be improved upon. The clarity and content of the technical assistance reports can also be improved. Some T.A. consultants reported that they felt they did not have enough time to provide the T.A. One option to eliminate this problem is to try and increase the amount of time available for consultants. However, because the majority of T.A. consultants are employed in full-time positions with state and local agencies, this may not be feasible. Another alternative makes use of the intensive T.A. training program. This training would teach T.A. consultants ways to be more efficient in the use of the time that is available.

There was a statistically significant relationship discovered between 16 of the program quality variables and one or more of the projects' impact variables. Because technical assistance is becoming a major force in federal government activities, these findings have implications beyond just Washington State's program. The second year evaluation should focus upon gathering additional data on the technical assistance impact and the 16 program variables. The purpose of this would be to establish, through additional research, the importance and contribution of these variables to technical assistance effectiveness. The variables are listed in Table 56.

PROGRAM VARIABLES RELATED TO TECHNICAL ASSISTANCE IMPACT

Table 56

1. T.A. consultants working with line staff who are directly involved with the problem area.
2. T.A. consultants providing follow-up contacts after the T.A. report is delivered to the agency.
3. Oral presentation made to agency director regarding T.A. recommendations.
4. Recipient agency kept informed during the processing of their T.A. request.
5. Agency top management involved throughout the T.A. project.
6. Agency administrators reporting that follow-up was received when contacted.
7. T.A. consultants utilizing a diagnostic scheme or model during problem identification.
8. Interaction by the T.A. consultant with decision makers regarding the recommendations.
9. Quality of the T.A. report content.
10. Clarity of T.A. report's writing.
11. High percent of the T.A. project's time spent on formulation of recommendations.
12. Providing assistance specifically related to the identified problems.
13. Identifying a number of specific needs or problems of the agency.
14. Focusing on projects with specific problems versus those with problems stated in a general fashion.
15. T.A. consultants receiving specific training in how to provide T.A.
16. Minimizing the amount of time spent on problem identification compared to time spent on other activities.

It is also recommended that Washington State's project utilize training and monitoring to improve the performance on these program quality variables.

This report identified a number of specific problems in the delivery of technical assistance. The technical assistance consultants had a variety of specific problems while the recipient agencies reported several areas of difficulty. Examples of specific problems were the political or interpersonal aspects of problems, the local situation of the agency, and the need for more background information regarding the problem.

The specific problems have been identified in Chapters 5 and 6 and should be utilized by the project director in identifying stumbling blocks in the delivery of T.A. The training program can address ways in which T.A. consultants can handle the various problems. During the training program the T.A. consultants can also be advised that there does exist a chance that one or more of the problems will occur. Simply being forewarned about a problem and knowing some ways to handle the problem could improve the effectiveness of the T.A. program.

The final conclusion of this report relates to advertising the availability of technical assistance resources to various agencies. It is important that the technical assistance program come in contact with all agencies who are experiencing significant problems for which the T.A. is appropriate. One of the methods which assisted a T.A. recipient in becoming aware of the program was through a professional association meeting. It is recommended that this avenue be utilized by

the project director to advertize the availability of T.A. resources. There are a number of types of criminal justice professional associations which could all be contacted on an annual or semi-annual basis. Contacts can occur through their newsletters and orally at their professional association meetings.

The purpose of this evaluation report has been to identify the overall effectiveness of Washington State's technical assistance program and its strengths and weaknesses. Recommendations have been made which will result in continuing and improving the above average level of impact which was discovered. Findings regarding the influence of program quality upon impact have implications nationally for all programs which are utilizing technical assistance or consulting as an organizational intervention.

A P P E N D I X

ANNOTATED BIBLIOGRAPHY

Arthur D. Little, Inc. Review of National Contract Technical Assistance. Washington, D. C.: LEAA, 1975.

Up to 1975, six major national contracts had been in operation to provide technical assistance in the areas of courts, police and corrections. A total of 1,146 technical assistance requests were made at an average cost of $2,448 per request. The evaluators, Arthur D. Little, Inc., studied a stratified random sample of 10 TA projects from each of the three functional categories, police, courts and corrections. In addition a sample of regional offices and state planning agencies were contacted.

A major finding of the evaluation is that anyone who requested TA help received assistance. The evaluators were critical of this fact and thought in the future criteria for selection should be established. They also favored what they termed a more "anticipatory" role which emphasizes planning as opposed to a more reactive or responsive set which the above finding confirms. In the police area it was found that small police departments obtained a large percentage of the technical assistance which was provided. Similarly it was mainly county jails in the corrections area which received technical assistance.

Data collected on the kind of help which was provided yielded the fact that even though the evaluators thought that a considerable amount of TA overlapped, the recipients preferred the on-site visit and individual attention. The projects were categorized within the police, courts, and corrections areas by the area in which help was provided. The most frequent functional area of Police TA besides the other category, was records and data. The highest instances of TA in the courts field was in judicial administration and management. In the corrections TA the greatest amount of help was provided in planning, research and evaluation activities.

The evaluators were critical of the fact that there was no systematic marketing of the availability of technical assistance. More than 50% of the TA recipients interviewed thought that availability of TA was not widely known. In addition it was found that there was much erroneous information about the TA programs. The average elapsed time from request to the client's receipt of a report was between 6 - 9 months. The evaluators felt that a reasonable minimum time was two months. The recipients were generally not kept informed of the status of their TA request.

Client ratings of TA satisfaction and quality were favorable.

The implementation rate of TA report recommendations was between 40% and 70%. However, there was no attempt to bridge the gap between quality and impact of the TA. Most clients were unaware of impact or felt that it was negligible. TA impact was simply measured by asking the client to estimate impact of the TA. Even though the results regarding satisfaction and perceived quality were high, the more important evaluation criterion, impact, was found to be negative or unknown.

Bowers, D. G. OD techniques and their results in 23 organizations: The Michigan ICL study, The Journal of Applied Behavioral Science 9,1973, 21-43.

Data regarding the effectiveness of various forms of organizational consulting was collected on 23 organizations. Pre-test and post-test data was collected on the following five variables using written questionnaires:

1. Organizational Climate
2. Managerial Leadership
3. Peer Leadership
4. Group Process
5. Satisfaction

The results indicated that three of the treatment approaches, interpersonal process consultation, task process consultation and laboratory training had lower or no significant difference in their scores on the above variables.

The fourth major treatment approach, survey feedback, did result in statistically significant changes in the desired direction. The survey feedback method involves helping an organization see and understand the results of previously administered questionnaires. A facilitator helps different levels of the organization's management understand the implications of the survey results in a group problem solving format. The author points out that one of the advantages of survey feedback compared to the other forms of intervention is that it is the only system intervention which attempts to address all aspects of an organization's functioning. Whereas the other methods only focus on one or two areas. This finding reinforces the principle of specificity with regard to organizational intervention.

Bradt, K. A. Analysis of Client Evaluations, Criminal Courts Technical Assistance Project, Washington, D. C. The American University, 1977.

The Criminal Courts Technical Assistance Project regularly submits a follow-up questionnaire to client agencies two weeks after the transmittal of the final report. The purpose of the questionnaire is to measure the client's immediate satisfaction with the TA which their agency received. The present report summarized the

responses of 235 TA client responses out of 266 questionnaires which were mailed out. The questionnaires asked for 1 - 5 scale ratings regarding eight areas of TA delivery and any additional comments.

One area which TA recipients rated the lowest dealt with communication. They felt that they were not adequately kept informed of the status of their TA request. The other aspect of the TA delivery which received a negative evaluation was the reasonableness of the time required to receive the final report. This was an important issue because sometimes the recommendations were needed for immediate implementation or planning. The areas of technical assistance provided by the Courts Project receiving the most favorable ratings were:

1. The consultant providing the TA had expertise in the problem area
2. Arrangements for the delivery of TA were adequately handled by project staff
3. The consultant was able to deal fully and adequately with the areas where assistance was requested.
4. Local staff were involved in the planning of the technical assistance
5. The TA report was clear, comprehensive and provided help in taking future action.
6. The TA report recommendations were practical.

Minor problems which were raised by some of the TA clients included a desire for more help than was provided and the lack of fresh perspective on the problem. The evaluation findings obtained through the above process are used by the Criminal Courts Technical Assistance Project to improve their internal management and delivery of TA.

Franklin, J. L. Characteristics of successful and unsuccessful organization development. Journal of Applied Behavioral Science, 1976, 12, 471-492.

This article was selected for review because it presents the results of evaluating the success of organizational development intervention upon 25 companies. Organizational development, OD, activities are in general very similar to the more consulting oriented criminal justice technical assistance projects.

The study compared 63 characteristics of the organizational development between 11 organizations where the efforts were successful against 14 organizations where the OD was unsuccessful. The criteria which were used to determine if the OD was successful included changes in 16 survey indices measuring:

a. Major aspects of organizational climate, practices and behavior

b. Supervisory leadership
c. Peer leadership
d. Group processes
e. Satisfaction

The sign test was used to test the significance of the number of indices moving in the predominant direction. Therefore, an organization was classified as a success only if a number of criteria moved in the desired direction.

The major characteristics which were evaluated fell under eight main areas;

1. Organization's environment - Example: Industrial pay rates
2. Organizational characteristics - Example: Levels of hierarchy in the organization
3. Initial OD contact - Example: Length of negotiations in establishing an OD relationship
4. Entry and commitment - Example: Having a specific problem in the organization for which OD was desired
5. Data gathering - Example: Credibility of the survey instruments
6. Internal change agents - Example: Had more previous work experience in personnel departments
7. External change agents - Example: Presence or absence of management consultant firm used by the organization
8. Termination Procedures - Example: Termination on the basis of perceived project failure.

The 63 characteristics which were evaluated fell under the above eight categories. The majority of the characteristics did not vary from the successful OD organizations to the unsuccessful OD efforts.

A major characteristics which did differentiate the successful OD was "the specificity of interest in the successful organizations included having identified a specific problem (e.g., increasing quality rejections, decreasing productivity, increasing grievance rates)..." The more specific the organization's initial formulation of the purpose for OD, the more successful the OD. A second major difference was the presence of support from the development / research staff of the organization at the beginning of the project.

The final differentiating characteristic was the presence of assessment - prescriptive skills on the part of the internal change agent who was on the OD team. These assessment-prescriptive skills were described as "... the ability to identify problems and their causes, to select appropriate interventions, and to sequence these interventions such that existing problems are solved without creating new ones." It appears that the internal

change agents provided day to day continuity for the OD through successful problem solving.

Greiner, L. E. Patterns of organization change, Harvard Business Review, May - June, 1967, 119-130.

This research reports the results of 18 management studies designed to bring about organizational change. The variables associated with studies achieving favorable results were identified. A general characteristic of the successful consulting projects was the shared use of power by top management in the problem solving process. In the unsuccessful projects top management either took unilateral action or totally delegated the problem; in either case there was reduced interaction of top management with the rest of the organization. Two approaches to consulting, T-Groups and Case Discussions are examples of the unsuccessful delegated authority approach.

The major variables in the consulting process used by the successful projects included the following steps:

1. Top management in the organization has been under considerable external and internal pressure for change.

2. Management has been groping for various solutions to its problems

3. A consultant with high credibility enters the organization and has the support of the head of the organization.

4. The consultant assists the organization in an appraisal of past practices and current problems.

5. The consultant with top managements approval involves individuals from various levels of the organization in problem diagnosis.

6. The consultant utilizing new ideas and approaches has different levels of the organization assist in problem solving.

7. New solutions are tested and found effective on a small scale before a broader implementation is considered.

8. The solutions are gradually implemented on a larger scale as each phase has success associated with it.

The author also reported that the sequence of the above steps also appeared to be important. In the diagnosis phase the importance of identifying specific problems appeared to be of key importance in the successful studies.

Maltz, M. D. Evaluation Design for the Criminal Courts Technical Assistance Project, Washington, D. C. The American University, 1978.

The evaluation design proposed for the Criminal Courts Technical Assistance Project emphased three main sets of issues: policy questions related to the provision of technical assistance; process evaluation of how the technical assistance is provided; and an impact evaluation of the results. The major policy questions which were recommended in need of answers were:

1. Should technical assistance of the type offered by the Criminal Courts Technical Assistance Project be offered at all by LEAA?
2. Should technical assistance be provided only for LEAA's priorities?
3. Given the structure of LEAA and of the State Planning Agencies, what is the best vehicle for delivering technical assistance?
4. Given the environment as described by the answers to the above questions how well does this particular project deliver technical assistance?

One of the issues related to whether technical assistance should be offered is its demand.

Several problems related to evaluating technical assistance's impact were addressed. The author felt that TA recipients are afraid to criticize the technical assistance which they receive because it is free. The importance of TA being a vehical which opens an agency up for change even if the immediate benefits are minimal was discussed. An ex post facto control group model was proposed to attempt to handle the control group issue. The major methods proposed for evaluating impact were on-site objective data collection and a peer group assessment process of the quality of the recommendations. Twenty-nine specific questions were posed to evaluate the manner in which the technical assistance is delivered.

Murray, C. A. and Krug, R. E. The National Evaluation of the Pilot Cities Program, Washington, D. C.: National Institute of Law Enforcement and Criminal Justice, 1975.

The Pilot Cities Program was an innovative program supported by LEAA where a small interdisciplinary research team tried to make interagency impact in eight systematically selected cities. One of the major components of the project was the provision of technical assistance by the team to local law enforcement and criminal justice agencies. Technical assistance activities included consulting, evaluations, research support, planning assistance, and workshops or seminars. The other major activities of teams were research and the establishment of demonstration projects.

The major data collection methods included interviews and

questionnaires which utilized rating scales to help qualitatively describe the data. On-site documents and reports were used to describe the quantity of activities performed by the pilot cities program. A major problem identified through the study was the lack of consistency on LEAA's part regarding what the goals of the Pilot Cities Program were. Some of the major variables which influenced favorable impact were:

1. Importance of in-house change agents who were qualified.
2. Selection of a pilot team whose members had high degree of pride and motivation.
3. Teams which had high structural integrety as measured by low employee and supervisor turnover rate.
4. Team members who had research-problem solving type experience as well as program operations experience.

It was found that managers did not make good pilot team members, because their previous day to day responsibilities did not allow them to keep up with advancements in the state of the art.

None of the pilot cities teams did well in terms of the results of their pilot demonstration projects which showed a lack of program development skills. The research component was more successful as measured by the degree to which "the research answered the research questions behind the activity". One of the final goals of the project, to increase each cities inter-agency communication was not met in terms of increased contact and relationships.

Saleebey, G. Law Enforcement Consultation Project, Sacramento: California Youth Authority, 1972.

The California Youth Authority developed a law enforcement consultation project which employed five former law enforcement officers. The first year of the project began with a three month orientation program for the five officers. The orientation included on-site participation and observation at residential schools, ranch programs; juvenile detention halls, probation and parole programs. The next phase of the project involved conducting a statewide survey of law enforcement programs to determine law enforcement's present role in delinquency prevention and correctional programs. The remainder of the first year involved generating program models for law enforcement agencies.

The project appeared to have a very systematic beginning with extensive training and a needs assessment survey. However, the consultants did not appear to have developed program implementation steps or processes. There also appeared to be no effort at qualitatively evaluating the existing programs and then recommending which were the more effective. The project did not document any advertising or public relations about the availability of the

consultants to assist law enforcement agencies.

Smith, M. E., O'Callaghan, M., Corbett, A. J., Morley, B. and Kamradt, I. L. An example of meta-evaluation from industry. Improving Human Performance Quarterly, 1977, 5, 3-4, 168-182.

This article has relevance to criminal justice technical assistance because it describes a follow-up process which was used to evaluate the effectiveness of evaluation. The study tried to answer the following questions with regard to evaluating the evaluations of training within Bell Telephone Company.

1. The quantity of evaluations
2. The quality of the evaluations
3. The reasons for low quality of the evaluations
4. Recommendations for remedial actions

The criterian for evaluating the quality of the evaluations included whether the:

1. Evaluation goals were stated
2. Sample was representative
3. Data return was sufficient
4. Data was reliable
5. Staff performance deficiencies were identified for evaluation
6. Evaluation findings were related to prior job task analysis or training needs assessment
7. Administration and implementation problems were studied
8. Recommendations were supported by data
9. Detail was sufficient throughout the study

The most common deficiencies for the 23 evaluations which were examined were inappropriate detail, a lack of relationship of the evaluation to the prior needs assessment study, and not studying the administration and implementation factors.

The authors then reported the findings of interviews which were conducted to determine why the reports were deficient. The four main factors which were identified were:

a. Lack of knowledge on the part of the evaluator;
b. Standard for evaluating the report not defined nor communicated to evaluators;
c. Punishing consequences for desired actions; or no reward or incentive for desired actions;
d. Interference by some factor beyond the evaluator's control (Smith, et. al., 177, p. 172).

A major deficiency of evaluators was the overuse of written follow-up questionnaires. The major implementation step for upgrading the evaluation activities was the development and dissemination

of Evaluation Guidelines. Brief training was also held to introduce and explain the guidelines.

Stephenson, T. E. Organization development: A critique. Journal of Management Studies, 12, 1975, 249-265.

Organization development consulting activities are criticized by the author on a number of issues. A major criticism is the overdependence upon questionnaire and interview data to identify organizational needs. Such data has questionable validity.

> There must always be the possibility that the client will give faulty information for a variety of reasons and that the practitioner will misinterpret the reasons for this behavior because of his tendency to underestimate the political processes of organizations, to underestimate the desire of individuals to keep themselves to themselves, and because people feel that to tell all is to leave oneself vulnerable; to retain some information is to give oneself power over the situation (p. 261).

The implication is that organizational consultants should balance such self-report and opinion information with more objective data sources. Another main problem in organization development approaches which utilize T-groups and similar methods is that they rely on improving the friendships of the employees with each other to bring about change. This method does not take into consideration the complex behavior with the organizations including the bargaining and political activity which occurs.

Yin, R. K. R and D Utilization by Local Services: Problems and Proposals for Further Research, Santa Monica, Rand Corporation, 1976.

This report describes the problems which the federal government has had in trying to improve criminal justice programs through a variety of approaches to Research and Development, R and D, utilization. The major approaches which have been utilized include:

1. Promotion of a new program or technical device (Example - Team policing)
2. Development of new intermediary research and development agency (Example - the Police Foundation)
3. Development of a new R and D agency teams (Example - a research component of metropolitan police department)
4. Dissemination of written materials (Example - Technology Transfer reports)

One cited reason for the failure of the above strategies to result in the long term use of new innovations is that the

motivation for their use from the beginning is external in origin. The report states that focus should change from being aimed at the local service practitioner agency to institutions which can more effectively bring about the utilization. Examples of these alternate entry points are basic training programs, certification programs, new legislation, professional associations, and organizational functions. One major program overlooked by the author to meet the goals of better R and D utilization is technical assistance.

END