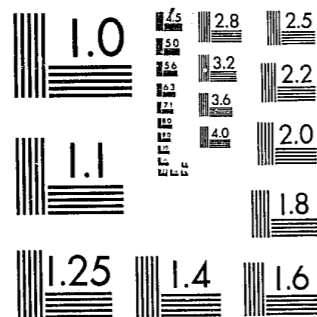


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11/9/81



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James Baugh  
EXECUTIVE DIRECTOR

Lee Sherman Dreyfus  
Governor

A Report  
to

The Colorado Division of  
Criminal Justice:

Research and Evaluation Unit

76178

U.S. Department of Justice  
National Institute of Justice

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Moskoff  
tor of Program Evaluation

June 1979

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ABSTRACT

Technical assistance was provided to the Research and Evaluation (R & E) staff of the Colorado Division of Criminal Justice. This report discusses the status of the R & E Unit, organizational options available, the development of the Wisconsin Program Evaluation Section and alternative directions for the program's future.

The Consultant found the R & E Unit to be in its early stages of development. A series of twenty recommendations are made and contained in the report.

I. Introduction--Purpose of Technical Assistance

At the request of the University of Southern California-Technical Assistance Resource Center, Mike Moskoff\* served as a consultant and provided technical assistance (TA) to the Colorado Division of Criminal Justice, Research and Evaluation Unit (R & E).

On May 24 and 25, 1979 the Consultant met with R & E staff for the purpose of providing assistance with the goal of "improving the evaluation function." TA requested included the review of:

- staffing and procedures,
- evaluation mandates,
- the Evaluation Plan, and
- the Annual Evaluation Plan.

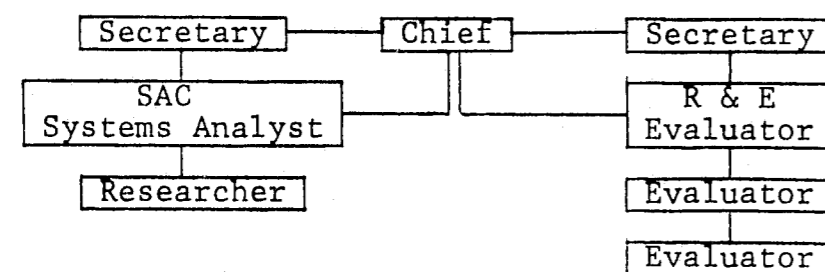
While each of these was discussed at length, this report addresses as well the specific questions and makes recommendations on the following:

- improvement of components of the evaluation function,
- better integration of the evaluation function into the planning process, and
- better use of evaluation results in the decision-making process.

II. Status and Function of Colorado's Research and Evaluation Unit

R & E is in its early stages of development. As experienced by many state planning agencies, R & E has been used to augment staff in other functional areas of the agency (e.g., during the annual planning process and for programmatic review of grant applications). The net effect of this diversity in responsibilities has been to decrease time spent on the major activity intended for the unit...measuring the effectiveness of projects funded.

The Chief of R & E is also responsible for administering the Statistical Analysis Center (SAC). Combined, the R & E/SAC organization is as follows:



\* Mr. Moskoff is the Director of Program Evaluation for the Wisconsin Council on Criminal Justice--State Planning Agency.

R & E reports to the Planning Director, who is also one of two Assistant Directors for the Division of Criminal Justice (see Attachment 1).

In discussing the present evaluation function, the following were identified by R & E staff:

1. For Fiscal Year (FY) 1978-79 the Colorado Legislature mandated that all projects funded by the Division of Criminal Justice (exceeding \$30,000) "shall be evaluated and the results reported to the Joint Budget Committee..."
2. Neither the "Evaluation Report" nor the Annual Action Plan contain R & E goals and objectives/role definition.
3. Prior to the present Chief of R & E, and since 1974, there have been two administrators of R & E/SAC.
4. R & E is funded from Part "C" (Action) funds.
5. Through contracts with the Division of Criminal Justice the Regional Planning Units (RPU's), of which there are thirteen (including three mini-blocks), are responsible for monitoring all projects at least twice per year.
6. Central specialists and regional staff are not monitoring/visiting subgrantees. Financial reports rather than Quarterly (Progress) Reports are being submitted.
7. The Division of Criminal Justice administers approximately 200 grants per year (\$4.5 million in Action funds).
8. R & E has a "Contracted Consultant Program." Both the Division and RPU's have money to hire consultants and initiate contracts. The amount of money available in the contract program is unclear to R & E.

III. Technical Assistance Provided

In order to provide technical assistance to R & E, the Consultant discussed the function, roles and responsibilities of the Wisconsin Council on Criminal Justice Program Evaluation Section (WCCJ/PES)\*\*:

1. While the WCCJ has had a modified evaluation component since 1971, the most intensive efforts have taken place since September 1975 under a discretionary, capacity-building grant provided by LEAA.

\*\* For a more in-depth review, see Attachment 2.

2. In order to measure the effectiveness of projects and programs funded, WCCJ/PES has established seven objectives under a general goal. Examples are:
  - a. To implement and complete during 1979 twenty monitors and ten evaluations of programs funded by WCCJ.
  - b. To collect and analyze accurate, timely and detailed data and information on projects and programs evaluated during 1979.
  - c. To provide appropriate evaluative data and information to WCCJ decision-makers and project directors on a regular basis so that limited funds may be utilized effectively.
  - d. To provide appropriate evaluative data, information and analysis to decision-makers for potential policy thrust, annual plan revision, positions on legislation and the provision of technical assistance.
3. PES employs 16½ personnel with a budget of \$400,000.
4. WCCJ was created by state statute on July 1, 1978. Evaluation responsibilities are specified (Attachment 3).
5. PES administers a Contract Program to hire consultants who provide specialized services where PES has either limited staff capabilities or limited expertise. As a matter of policy, based upon experience, PES has been decreasing its use of consultants and increasing its "in-house capability."

Contract Funding History

1974	\$500,000
1975	500,000
1976	300,000
1977	130,000
1978	114,000
1979	79,000

To procure consultants PES uses a "blind selection process" whereby members of a selection committee are provided technical responses to RFP's, unaware of who submitted the document they are reading.

6. PES publishes an annual workplan and timetable. The timetable reflects staff capabilities and affords WCCJ administrative staff the opportunity to plan new and on-going programs based upon expected evaluation reports.

7. PES has a set of criteria for determining which projects and programs will be evaluated. For instance, they include:
  - a. Benefits of conducting the evaluation outweigh the costs of obtaining the evaluation.
  - b. Controversiality of the projects or programs.
  - c. Staff availability.
  - d. Dollar investment in the project (all projects over \$100,000 are scheduled for evaluation).
8. PES documents its Policies and Procedures.
9. PES has a "Privacy and Security Plan." Items included are: purpose, general comments, security precautions, disclosure, data processing and penalty.
10. A major involvement of the evaluation unit in the planning process has been in the preparation of the "B" Plan and "Provisions for Evaluation" section of the Annual Plan and in the annual review of Action Plan program language. The evaluation unit also prepares Section 519 Reporting Requirements for LEAA. In addition the Executive Director uses evaluation reports and PES staff knowledge in the development of future program and policy analysis.
11. PES is involved in a number of areas involving technical assistance. At the inception of a project's application for financial assistance to the WCCJ, PES may be called upon to determine the measurability of project goals and objectives. Evaluators, however, do not provide technical assistance for programmatic aspects of projects. This procedure assures that evaluators do not evaluate concepts they developed, a process which adds much to the integrity of the study. Procedural technical assistance is provided by the PES Contract Coordinator to subgrantees using consultants.
12. Evaluation data/reports are provided to projects, Regional Councils, WCCJ's Executive Committee, the State Legislature, the Executive Office, LEAA and other interested parties (see Attachment 4).
13. In addition to discussing the above, the Consultant provided the following materials:
  - a. A list of PES "Abstracts" furnishing potential readers of evaluation reports with a glance at data gathered.

- b. A list of all reports published by PES.
- c. The 1980 PES workplan.
- d. Copies of PES Quarterly Report forms.
- e. A letter which is attached to all evaluation reports asking the reader for responses to the report.
- f. PES organizational chart.
- g. 1979 WCCJ Plan language relating to evaluation.
- h. A newspaper editorial discussing the State's role in program evaluation.
- i. The GAO report to the Congress on program evaluation in four states.
- j. Examples of PES reports.
- k. PES Policies and Procedures.
- l. Materials on the PES Contract Program.
- m. A report on a "Crime Prevention Seminar" sponsored by WCCJ/PES.

IV. Findings and Recommendations

General

As noted earlier, the Consultant found R & E to be in its early stages of development. The Unit is being directed by an individual who exhibits considerable energy and interest. A number of issues need to be clarified before R & E can proceed in accomplishing its mission.

A decision must be made with respect to the purpose for R & E's existence. An evaluation policy cannot be developed until R & E has goals and objectives which are related to agency goals and objectives; until relationships are determined between R & E and regional units, the supervisory board, the legislature and central staff (especially planning specialists); and until "realistic" activities are decided.

R & E must gain and establish the confidence and trust of its intended audience. This, too, is in developmental stages. In the absence of filled positions, it is difficult for R & E to project future relationships. What does exist is the foundation for an effective evaluation program.

Forms have been developed (e.g., Grant Application Review Checklist, Grant Data Modification, Quarterly Reports).

Specific Recommendations

Based upon discussions with staff, the Consultant makes the following recommendations to the Research and Evaluation Unit of the Division of Criminal Justice:

1. Determine priorities and establish the role of the R & E Unit, in consonance with other interested parties.
2. Develop a policy statement to include but not be limited to the following:
  - a. Background.
  - b. Statement of purpose.
  - c. Intended audience.
  - d. Position of Division of Criminal Justice.
  - e. R & E mandates and responsibilities.
3. Develop a workplan and timetable covering the next twelve to eighteen months, outlining the intensity of activities (e.g., monitoring and evaluation).
4. Establish a plan and dollar amount for the Contract Program to be administered by R & E. Utilize a form of the "blind" selection process discussed by the Consultant.
5. Become involved in a variety of grant administration and planning activities in order to provide policy analysis to program specialists and the Executive Director. To accomplish this, it is recommended R & E staff review grant applications (especially for measurable goals and objectives), conduct literature reviews, develop evaluation designs and data collection instruments, conduct on-site monitoring visits of projects, collect data and perform analyses, and publish reports. Philosophically at least and practically at best, these increased involvements on the part of R & E staff will lead to greater information and knowledge of agency programs which in turn will lead to increased credibility and trust on the part of R & E's intended audience. (The analogy discussed was "crawl...walk...run.")
6. R & E should report directly to the Executive Director of the Division of Criminal Justice. R & E must have the opportunity to provide decision-makers with objective data and analysis and remain free of political activities.
7. Focus on selected programs (perhaps 1-2) to evaluate over the next twelve to eighteen months (e.g., community corrections, jails, shelter care, crime prevention), pursue these and gradually increase over a two- to five-year time frame; monitor t remaining projects.

Monitoring reports need not be longer than five to seven pages in length in order to provide decision-makers with data on whether or not a project has accomplished what it set out to do. The audience is seeking quality, not necessarily quantity.

8. Orient Quarterly Reports to specific program areas (see forms provided by the Consultant). These forms can then be the basis for at least a desk monitoring. Advise a subgrantee that you have received their Quarterly Report... provide feedback.
9. Use monitoring reports on projects to prepare a program report in order to discuss the effects of the tested concept.
10. To be part of the annual planning process, provide the Executive Director and other staff with program assessments... reports on the effects of programs in the Plan.
11. Do not evaluate equipment and communications grants. Because these projects are not on-going, evaluations are not necessary.
12. Develop criteria for determining what will be evaluated and why.
13. Determine staff capabilities to accomplish Unit goals. Realistic goals will increase the likelihood of audience satisfaction with results.
14. Establish policies and procedures in order for staff to be provided direction and be advised of expectations.
15. Visit regional councils and projects in concert with regional planning staff. Explain in positive terms what evaluation is about...to assist, not hinder or obstruct projects. A majority of projects will welcome evaluation, especially if they know your approach and role. They could be offended and less likely to cooperate if they hear or see words like "impose, demand, require, extraneous, time-wasting, non-essential."
16. Determine, through negotiations, the regions' role(s) in monitoring and evaluation. Does staff exist on the local level to monitor projects? Does the expertise exist?
17. Multiple roles on the part of R & E staff (e.g., doubling as a planner) should be avoided. If an evaluator is filling another function as well as evaluating, one criticism lodged could be an appearance of, if not actual, conflict of interest.

18. R & E staff should avoid involvement in the political process. These activities should be left to the Executive Director and Chief of R & E.
19. R & E can play an important role in the provision of technical assistance. For instance, they can:
  - a. Assist subgrantees in clarifying goals and objectives.
  - b. Share past experiences and results of prior evaluations.
20. Include as a Council policy as well as a general condition of a subgrant award language to the effect that:
 

All subgrantees shall guarantee in their application Council access to all necessary data for evaluation purposes during and after project performance. The subgrantee must cooperate with R & E and respective regional council, if applicable, in its evaluation efforts.

V. Summary

The R & E Unit is in its early stages of development but clearly has the occasion to make a positive contribution to Colorado's criminal justice system. R & E is a vital and integral part of the SPA. However, before R & E can proceed, it is necessary that further decisions be made regarding its future. R & E needs a statement of goals, support from its administrators and supervisory board, and the opportunity to exhibit its value; assisting subgrantees and regional councils is of critical importance.

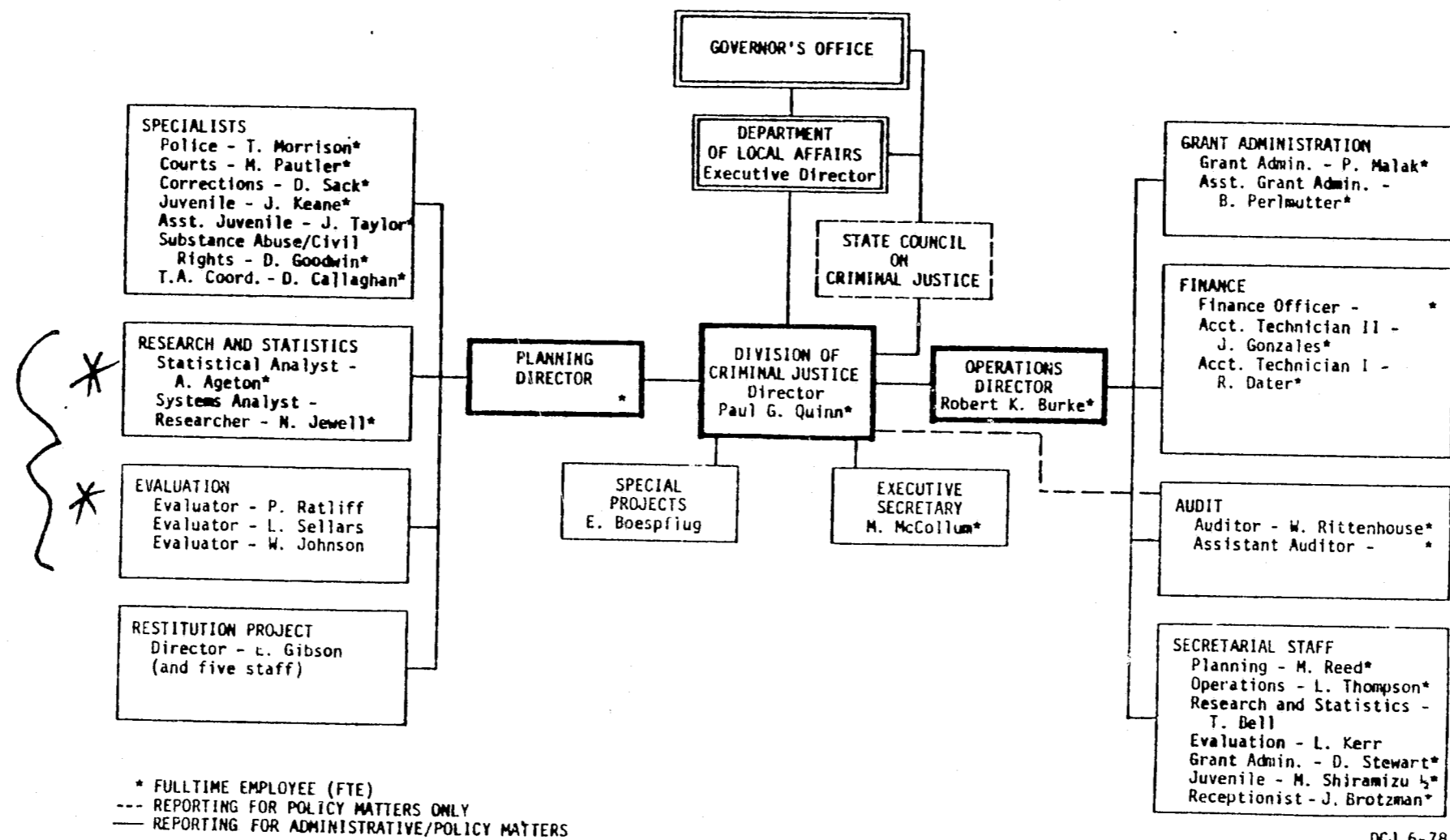
The Law Enforcement Assistance Administration, as well as the Colorado Legislature, is mandating the collection and analysis of data and reports on the impact of projects funded by the SPA. This responsibility rests with the Colorado Division of Criminal Justice-Research and Evaluation Unit in a venture which can best be met by a cooperative effort.

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APPENDIX

COLORADO DIVISION OF CRIMINAL JUSTICE ORGANIZATION CHART



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Attachment 1





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James Baugh  
EXECUTIVE DIRECTOR

Attachment 2

Lee Sherman Dreyfus  
Governor

PROGRAM EVALUATION

Wisconsin Council on Criminal Justice

Prepared by:

Mike Moskoff, Chief

Program Evaluation Section

June 1979

The aim of the Wisconsin Council on Criminal Justice (WCCJ) is to assist criminal justice agencies in improving their capability to deal with the causes of and to find the solutions to crime.

The WCCJ is the State Planning Agency administering federal funds that provide assistance for basic implementation and demonstration of criminal justice improvement projects. WCCJ was established under provisions of the Omnibus Crime Control and Safe Streets Act of 1968, the Crime Control Act of 1973, and the Crime Control Act of 1976. It administers annually over \$8 million received from the Law Enforcement Assistance Administration (LEAA) of the United States Department of Justice. Since 1968, over \$55.5 million in assistance has been distributed to local units of government, state agencies, and private non-profit agencies to help them reduce crime, improve law enforcement, and expand other criminal justice services.\*

This paper addresses a number of the WCCJ experiences in program evaluation as well as affording the reader a status of the program to date. Although the agency has had a modified evaluation component since 1971, the most intensive efforts have taken place since September 1975. These efforts as well as other evaluation issues are discussed on the following pages.

\*Wisconsin Council on Criminal Justice, 1976.

Introduction

As federal, state and local funds continue to decrease it is clearly apparent that choosing to measure program effectiveness is not a luxury, but a necessity which we must afford. Program evaluation is a vital and integral part of the Wisconsin Council on Criminal Justice (WCCJ). To provide accountability for programs implemented and operationalized by WCCJ, the Council has chosen to address program evaluation through a major staff effort outlined below. The purpose of this document is to discuss the formation and implementation of an organization . . . the Program Evaluation Section (PES) of the WCCJ.

Background

Criminal justice programs deal with the everyday needs of a majority of Wisconsin's citizens. As the State's planning agency for criminal justice issues, administering over \$7 million per year, WCCJ must attempt concepts and eventually test them for effectiveness. To date, a variety of programs have been innovated. However, due to limited staff capabilities in the past, little had been done in the way of evaluating those pilot programs. Consequently, while new ideas surfaced, little data was collected and analyzed to justify the continuation of such programs. Today, PES measures program effectiveness and provides reports to the WCCJ, the Wisconsin Legislature and the Executive Office.

Structure

With respect to the evaluation program's capabilities, specific premises have been established in order to avoid and minimize certain problems surrounding the issue of accountability. PES operates under a General Accounting Office-type structure ensuring the Wisconsin taxpayer with a responsible evaluation of projects administered by WCCJ. Evaluations are conducted under one of two programs: contract and in-house.

Under the contract program, firms or groups of individuals respond to Requests for Proposals (RFP) with an award made to one such respondent for evaluating programs. Under the in-house program, PES staff evaluate projects administered by WCCJ. PES assists program staff in determining the extent to which the established program goals have been met. Evaluations are provided to assist decision-makers in choosing those programs eligible to receive available funds. WCCJ forwards such information in the form of recommendations to both the Executive and Legislative branches of Wisconsin government.

Finally, evaluations are dependent upon the degree to which an agency is willing to invest its resources to measure the effectiveness of monies expended for particular purposes. WCCJ is committed to ensuring the best possible programs with the funds available. Consequently, PES is a major effort on the part of WCCJ to measure program effectiveness.

Goals and Objectives

In order to test criminal justice concepts, WCCJ has committed over \$800,000 to the inception and implementation of the PES. PES determines which methods and approaches are most effective in providing criminal justice programs to Wisconsin's citizens as well as developing accurate information for planning and decision-making.

To accomplish the above PES has established the following objectives for 1979:

1. To implement and complete during 1979 twenty monitors and ten evaluations of programs funded by WCCJ.
2. To collect and analyze accurate, timely, and detailed data and information on projects and programs evaluated during 1979.
3. To provide appropriate evaluative data and information to WCCJ decision-makers and project directors on a regular basis so that limited funds may be utilized effectively.
4. To provide appropriate evaluative data, information, and analysis to decision-makers for potential policy thrust, annual plan revision, positions on legislation, and the provision of technical assistance.
5. To disseminate the results of programs designed to have impact on the criminal justice system or on a particular crime problem to appropriate members of the Executive and Legislative branches, WCCJ planning and management staff, regional councils, appropriate members of the criminal justice system, and concerned citizens.
6. To provide the Metropolitan Milwaukee Criminal Justice Council (MMCJC) with the capability to test the concept of local evaluations by developing and implementing a grant monitoring and evaluation component as a part of the regular staff.
7. To complete the systematic inventory of all projects providing services to juveniles in Dane County and initiate an evaluation program for each of the projects inventories that are related to the juvenile justice system.

The Evaluation Unit

To meet established goals and objectives, PES is organized as follows (see Attachment):

- Section Chief
- Administrative Assistant/Contract Coordinator
- Typist III (1 1/2)
- Typist II (1)
- Planning Analyst (7)
- Research Analyst (3)
- Students (2)

These individuals are organized on a "team" basis. Four (4) planning analysts and an administrative assistant are team leaders, responsible for the evaluations of programs administered by WCCJ. Individual team assignments include state-wide and community corrections, juvenile justice, courts, law enforcement and administrative services. Responsible to the planning analysts are research analysts; responsible to the administrative assistant are typists.

The Section Chief reports directly to the Executive Director of the WCCJ.

Budget

In June 1975 the WCCJ received a discretionary grant from LEAA to give the agency the capacity to evaluate projects and programs funded. This capacity-building grant provided seven (7) full-time staff including three planning analysts, three research analysts and secretarial support. The \$130,000 (LEAA plus state matching funds) restricted evaluations to corrections-related activities since funds awarded were Part E monies.

At the termination of the discretionary grant, all members of the capacity-building project were "picked up" under a Part C grant awarded by the WCCJ. Combined with eight additional permanent personnel, interns and field placements, the total number of staff devoted to program evaluation numbers 17 (see Attachment).

The present budget of \$405,778 includes:

1. Personnel, including contracts	\$358,439
2. Travel	5,850
3. Supplies & operating expenses	41,489
TOTAL	\$405,778

In addition PES has administered a \$1.3 million contract program over the past four (4) years.

Prior to the reorganization and increased capability, individual projects were allowed/encouraged to use part of their grant monies to either perform their own evaluation or contract for the evaluation. Funds for these purposes are no longer administered directly to projects. Funds are used as previously indicated as part of the contract program.

The Contract Program

Consultants and contract assistance are part of a contract program, the purposes of each being unique.

Consultants are hired to provide specialized services where PES has either limited staff capabilities or limited expertise. Contracts

are let for the evaluation of those areas that are so major in scope as to necessitate added personnel who have specialized skills.

The contract assistance program affords PES staff the opportunity to hire on a limited-term basis individuals for particular work (e.g., coding), invite speakers for in-service training, and so forth.

Workload and Timetable

In order to establish the types of projects in which PES is involved, a one-year timetable has been developed. The timetable reflects staff capabilities and affords WCCJ administrative staff the opportunity to plan new and on-going programs based upon expected evaluation reports.

Criteria for Selecting Programs to be Evaluated

The following criteria are used to determine the specific programs to be extensively evaluated:

1. Benefits of conducting the evaluation outweigh the costs of obtaining the evaluation.
2. Controversiality of the projects or programs.
3. Staff availability.
4. Dollar investment in the project (all projects over \$100,000 will be evaluated).
5. WCCJ ability to use evaluation findings.
6. Uniqueness of the project or program.
7. Local interest.
8. Relationship between project and policy implementation.
9. WCCJ expressed interest.
10. Potential state-wide impact.

Policies and Procedures

A process for providing staff and WCCJ administration with policies and procedures for PES has been developed. These include but are not limited to the following:

- Trip Summaries
- Distribution of Reports
- On-going List of Reports
- Designs and Instruments

- Status of the Contract Program
- Quarterly Reports
- Training
- Privacy and Security

Privacy and Security

Due to its importance this section is included as the PES Privacy and Security Plan. Items included are: purpose, general comments, security precautions, disclosure, data processing and penalty.

Purpose

Because WCCJ is the agent for a large variety of client-based projects; and PES personnel and bona fide representatives possess legal authority for inspection and access to confidential project records as deemed necessary for authorized research endeavors, the following policies and strictures regarding the use of confidential records apply to all members of PES or their bona fide representatives.

General

- A. All records of the identity, social or legal history, diagnosis, prognosis, treatment, or other services provided for any client and obtained during the course of evaluation research shall be confidential, and shall be used for research purposes only. Individually identifiable information may not be used to cause legal, economic, physical, or social harm to the individual.
- B. Any private person from whom identifiable data are collected shall be advised of the purposes for which such data may be utilized; that compliance with requests for information is not mandatory; and that such data will not be subject to legal or administrative process without the consent of the person furnishing such information.

Security Precautions

- A. Adequate precautions will be taken to ensure administrative and physical security of identifiable data and to preserve anonymity of the person to whom information relates, including where appropriate, name-stripping, coding of data, etc.
- B. Files containing any confidential client information shall be clearly labelled "Confidential Client Information."

- C. Each file drawer, cabinet, or other container in which such files are stored shall be labelled as confidential, and shall bear a secure lock with access limited to WCCJ personnel.
- D. Upon completion of a research or statistical program the security of identifiable research or statistical information shall be protected by complete physical destruction of the material or the identifiable portion of the material.

Disclosure

Research and statistical information identifiable to a private person may be revealed to the following groups only on a valid and documented need-to-know basis:

- A. Officers, employees, or subcontractors of PES;
- B. The individual to whom the information is related for the purpose of review and validation of the completeness and accuracy of the information;
- C. Bona fide research consultants to WCCJ for purposes of further research or statistical analysis. The transfer of such information shall be made only with a duly signed agreement ensuring the enforcement of WCCJ Privacy and Security Regulations and the applicability of legal sanctions for their violation.

Data Processing

No client names may be entered into or maintained in computer data processing.

Penalty

The preceding policies reaffirm and expand upon those U.S. Department of Justice rules and regulations already in force, the violations of which are punishable by a fine and/or imprisonment as indicated.

Hiring Personnel

In the search for personnel to implement PES, WCCJ has observed the State of Wisconsin Bureau of Personnel Administration practices. Guidelines provide for hiring individuals who possess training and experience in social research which will ensure performance of duties at the highest professional level. The hiring process includes a resume review and may include a written examination to assure compliance with the above; an oral panel and an interview with the Chief of PES and the Executive Director. In all cases WCCJ looks for a number of skills including but not limited to:

- research capabilities (data processing, computer science, statistical computations, etc.)
- program knowledge (courts, corrections, law enforcement).

In addition to regular, civil service employees, WCCJ participates in a work-study program with the University of Wisconsin (UW):

Field Placements: In cooperation with the University of Wisconsin (UW) Graduate School of Social Work, PES utilizes students who are placed in the agency 16-20 hours per week. The students receive 3-5 semester hours of credit. Using a contractual agreement, the students are assured of adequate, professional supervision and an education in evaluation design, implementation, and administration in exchange for their work in those areas of PES. Over the past three years WCCJ has experienced favorable results with this program and foresees its continuation.

The Planning Process

The major involvement of the evaluation unit in the planning process has been in the preparation of the "B" Plan and "Provisions for Evaluation Section" of the annual plan. The evaluation unit also prepares the Section 519 Reporting Requirements for LEAA. In addition the Executive Director uses evaluation reports and PES staff in the development of future program and policy analysis.

Technical Assistance

The evaluation unit is involved in a number of areas involving technical assistance. At the inception of a project's application for financial assistance to the WCCJ, PES may be called upon to re-work statements of goals and objectives. This request may also come from both regional and central program staff of the WCCJ. A fine line must be drawn to assure technical assistance in evaluation, not program issues. The distinction is especially made clear for purposes of avoiding any confusion between the two issues since program areas are evaluated. Procedural technical assistance is provided by the PES Contract Coordinator to subgrantees using consultants.

\* \* \*

The Evaluation Process

This portion of the paper deals with process and answers the questions: what programs are evaluated?, how are those chosen?, who

conceives the designs and data collection instruments?, who conducts the analysis?, and who reviews the report?

What programs are evaluated? How are these chosen?

Early in the annual plan process the respective heads of the Program Planning Section and the Evaluation Section meet to decide:

1. What needs to be evaluated and why?
2. What capabilities are available for the study?

Upon mutual concurrence using criteria outlined on page five of this paper these two questions are answered, a workload analysis is conducted and a one-year plan for evaluation is developed. The plan includes agency-wide evaluation and therefore includes the contract program as well as in-house efforts.

Who conceives the designs and data collection instruments?

Drawing upon the expertise of many, including program and project staff and past experiences, a design for a particular evaluation is prepared. As a matter of course, at the time of the grant award a new subgrantee is informed of the requirements to cooperate with the Program Evaluation Section of the WCCJ. However, they are usually unaware of what this really involves. In order to assist newly funded agencies, designs and research instruments are forwarded to Regional Planning Directors (RPD) on a regular basis. The RPD paves the way for PES visits as well as sharing with the subgrantee what they may expect in the way of research and evaluation needs/requirements.

Who conducts the analysis? Who reviews the report?

The same individuals in the evaluation unit who prepare the designs and data collection instruments and conduct the evaluation also analyze the data. There are a number of steps in the review process:

Step I

Upon completion of the first draft of a report the author of the report circulates copies to two other evaluation planning analysts and one research analyst. Their comments become the basis for the second draft.

Step II

Draft #2 is circulated to the Chief of Program Evaluation, the appropriate Regional Planning Director, the Chief of Program Planning, the program planning analyst, and the Project Director for reviews. Based upon their input the final copy is prepared.

Step III

Completed reports are distributed to the following individuals:

- Executive Committee of the WCCJ
- Executive Director
- Deputy Director
- Section Chief/Program Staff
- Appropriate Regional Planning Director(s)
- Project Director
- WCCJ Library
- Central Grant File
- LEAA National Evaluation Program
- Criminal Justice Reference Center
- Others as requested

Responsibility for distribution rests with secretarial staff of the PES.

Lead responsibility for the review and critique of evaluation reports prepared by consultants under contract with WCCJ rests with the planning analyst in the Evaluation Section who works in the particular program area. The evaluation planning analyst will distribute copies to the Chief of the appropriate Services Section for distribution to her/his staff person.

Within two weeks of WCCJ receipt of a consultant's report a critique is prepared and distributed as follows:

- Executive Director
- Deputy Director
- Section Chief
- Regional Planning Director
- Project Staff

Trip Summaries

Upon return from an on-site visit to a project or series of projects, evaluation staff prepares a "trip summary" which reflects occurrences of the visit. The summary (1-2 pages) includes persons contacted, problems encountered, technical assistance rendered, and other information deemed germane.

Distribution of the trip summaries are as follows:

- Executive Director
- Chief of the Program Evaluation Section
- Appropriate Regional Planning Director
- Appropriate Program Staff

Evaluation Reports

An up-dated list of evaluation reports is maintained by PES which provides:

- the title of the report
- the author/evaluator
- date
- a report abstract.

The list contains two sections:

- in-house reports
- contracted reports.

A second list reflects a breakdown of reports by region as well as in-house and contract.

Status of the Contract Program

Every other month the Contract Coordinator prepares a report on the Status of the Contract Program. The following information is contained in the report:

- Name of Consultant
- Year of Plan/Program Number
- Date RFP was mailed
- Date Proposals were due
- Number of proposals received
- Date of Oral Presentation/Number attended
- Contract Award Date
- Date of Contract Execution
- Amount of Funds Allocated
- Amount of Funds Expended
- Balance
- Potential Problem Areas

The status reports are forwarded to the following:

- Executive Director
- Deputy Director
- Section Chief/Program Staff
- Regional Planning Directors

Responsibility for distribution rests with the Contract Coordinator.

Summary

This paper has been designed to report on the status of the Wisconsin Council on Criminal Justice formation and implementation of the evaluation program. The paper discussed the Program Evaluation Section which reports directly to the Executive Director of the Council. A variety of functions and programs within the agency are tested for accountability and effectiveness. Reports issued by the Program Evaluation Section are prepared for decision-making by the WCCJ, the Legislature, the Governor, and other interested citizens.

Wisconsin Council on Criminal Justice  
 Program Evaluation Section Workplan  
 (April 1, 1979 - March 31, 1980)

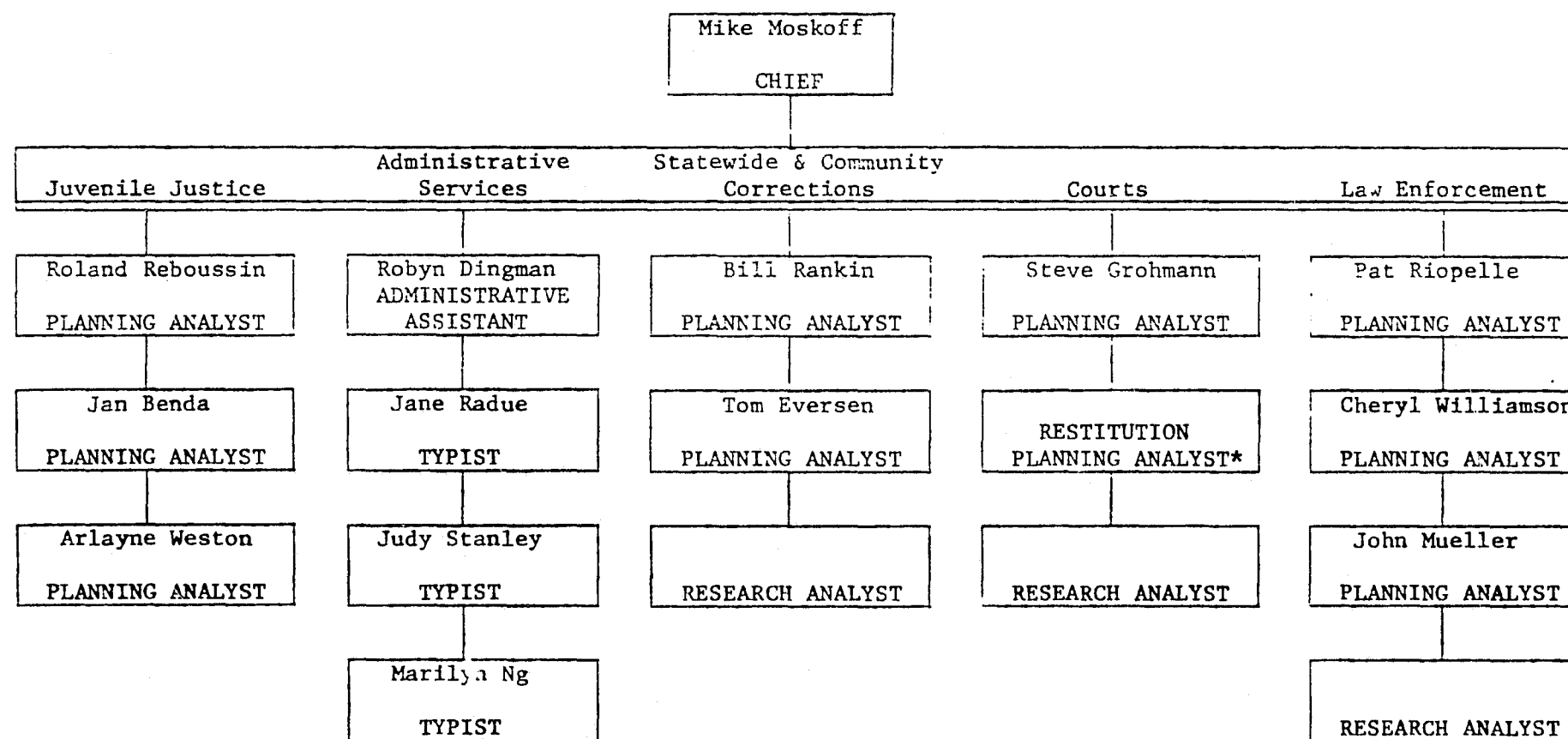
PROGRAM	TITLE	EVALUATOR	# PROJECTS	MONITOR/EVALUATE	REFUNDING REPORTS	PROGRAM REPORTS
1	Crime Prevention	Riopelle	15	Evaluate	6/79, 12/80	12/79, 6/80
	<u>LAW ENFORCEMENT</u>					
2A	Police Policy Development	Riopelle	6	Monitor		6/80
2B	New Responses	Riopelle	4	Evaluate	11/79	---
2C	Consolidated Services	Riopelle	4	Monitor	11/79	---
2D	Police Personnel	Riopelle	1	Monitor	---	---
2E	Management Studies	Riopelle	2	Monitor	---	1/80
2F	Police/Social Service Training	Riopelle	1	Monitor	4/80	---
	<u>COURTS</u>					
3A	Prosecutorial Administration and Support	Contract (Grohmann)	8	Evaluate	5/79	11/79
3B	Urban Prosecution Assistance	Grohmann	3	Evaluate	5/79	---
	<u>CORRECTIONS</u>					
4A	Community Corrections and Diversion	Rankin	11	Evaluate	6/79 10/79, 12/79, 6/80 6/80	6/80(int'm) 6/81
4B	State Adult Corrections	Rankin	3	Evaluate	*	*
5	Victim Services	Reboussin	12	Monitor	9/79	---
	<u>JUVENILE</u>					
6	Juvenile Delinquency Prevention Services	Weston	1	Monitor	7/79, 8/79 1/80, 2/80	10/79, 1/80
7	Juvenile Law Enforcement	Riopelle	14	Monitor	9/79	---
	<u>JUVENILE PRE-ADJUDICATION</u>					
8A	Support Services in Diversion Strategies	Reboussin	7	Monitor	12/79	---
8B	Alternatives to Secure Detention	Benda	13	Monitor	6/79, 8/79	9/79
8C	Services to Secure Detention	Benda	---	---	---	---
8D	Juvenile Prosecutorial Support	Weston	5	Monitor	3/80	

\* Dates of start-up are unknown at this time.

PROGRAM	TITLE	EVALUATOR	# PROJECTS	MONITOR/EVALUATE	REFUNDING REPORTS	PROGRAM REPORTS
	<u>JUVENILE DISPOSITIONAL ALTERNATIVES</u>					
9A	Local Dispositional Alternatives	Benda	12	Evaluate	6/79, 8/79	1/81
9B	State Dispositional Alternatives	Rankin Benda	3	Evaluate	6/79, 7/79	6/80
	<u>JUVENILE RESOURCES</u>					
10B	Youth Service Bureaus	Weston	5	Monitor	3/80	6/80
10C	Juvenile Justice Seminars	Weston	6	Monitor		8/79
10D	Victim Support	Weston/Contract	3	Evaluate	8/79	
10E	Youth Advocacy	Weston	2	Evaluate		12/79
	<u>JUDICIAL PLANNING COMMITTEE</u>					
11A	Mass Case Coordinator	Grohmann	1	Evaluate		11/79
11B	Law Clerks	---		---		
11C	Trial Court Support	Grohmann	4	Monitor	5/79	---
11D	State Technical Assistance	---		---		
11E	Research	Grohmann	2	Monitor	---	---
11F	Alternatives to Litigation	Grohmann	2	Evaluate	3/80	11/79, 1/81
11G	Juvenile Court Commissioners	Reboussin	---	---		---
11H	Juvenile Court Intake	Reboussin	14	Monitor	7/79, 2/80	---
11I	Children's Court Center Computerization	Grohmann	1	Monitor	---	---
11J	Juvenile Adjudication	Grohmann	2	Evaluate	5/80	1/81
	<u>CROSS SYSTEMS</u>					
12A	Criminal Justice Evaluative Research	Wileman	1	Monitor	6/79	---
12B	Information Systems	Grohmann DOA	1	Monitor		
12C	Criminal Justice Coordination	Moskoff	2	Monitor	9/79	
12D	Technical Assistance	Riopelle	1	Monitor	12/79	---
12E	Volunteer Services	Riopelle	1	Monitor	11/79	---
	Restitution--DF	Contract (Grohmann)	11	Evaluate	11/79, 2/80 5/80, 11/80	5/81

Wisconsin Council on Criminal Justice

PROGRAM EVALUATION SECTION



\*Project position funded under a contract with the Wisconsin Department of Health and Social Services.

APRIL 10, 1979



14.017 (5) COUNCIL ON CRIMINAL JUSTICE. (a) There is created in the office of the governor a council on criminal justice. Section 15.09 (1) and (3) to (8) applies to the council. The council shall consist of the governor and not more than 33 other members who are residents of the state and who are representatives of the criminal justice system including law enforcement agencies; the judiciary, prosecutorial and defense counsel; adult correctional and rehabilitative agencies; juvenile justice agencies; state and general local government; public and private agencies relating to the criminal justice system; and private citizens. The membership shall include an appropriate geographic balance. Members, other than the governor, shall be appointed for staggered 2-year terms and shall serve at the pleasure of the governor.

(b) The governor shall serve as chairperson of the council and shall designate a first vice chairperson to preside in the governor's absence and a 2nd vice chairperson to preside in the absence of both the governor and the first vice chairperson.

(c) The governor may create appropriate committees necessary for the operation and function of the council on criminal justice. The governor shall prescribe duties and the purpose of the committees.

(d) The governor shall appoint an executive director who shall serve at the pleasure of the governor. The executive director shall be responsible for the administration of funds received under the omnibus crime control and safe streets act of 1968, P.L. 90-351, and the juvenile justice and delinquency prevention act of 1974, P.L. 93-415, and the implementation of s. 14.27. The executive director shall appoint all other staff ~~under s. 14.27~~. **Vetoed in Part**

SECTION 8m. 14.017 (5) of the statutes, as created by chapter .... (this act), laws of 1977, is repealed.

SECTION 9. 14.22 of the statutes is repealed.

SECTION 10. 14.27 of the statutes is created to read:

14.27 Council on criminal justice. The council on criminal justice shall:

(1) Serve as the state planning agency under the omnibus crime control and safe streets act of 1968, P.L. 90-351, and the juvenile justice and delinquency prevention act of 1974, P.L. 93-415.

(2) At the request of the governor, advise and assist in developing policies, plans, programs and budgets for improving the coordination, administration and effectiveness of the criminal justice system in the state.

(3) Prepare a state comprehensive criminal justice improvement plan on behalf of the governor. The plan shall be submitted to the joint committee on finance in accordance with s. 16.54 and to the appropriate standing committees of each house of the legislature as determined by the presiding officer of each house. The plan shall be updated periodically and shall be based on an analysis of the state's criminal justice needs and problems.

(4) Establish goals, priorities and standards for the reduction of crime and the improvement of the criminal justice system in this state.

(5) Recommend appropriate legislation in the criminal justice field to the governor and the legislature.

(6) Encourage local and regional comprehensive criminal justice planning efforts.

(7) Conduct evaluation studies involving programs and projects funded in whole or in part by the state aimed at reducing crime and delinquency and improving the administration of justice.

(8) Conduct other studies, evaluations, crime data analyses and reports to be submitted to the governor or the legislature as requested by the governor.

(9) Cooperate with and render technical assistance to state agencies and units of local government and public or private agencies relating to the criminal justice system.

(10) Apply for contracts or receive and expend for its purposes any appropriation or grant from the state, a political subdivision of the state, the federal government or any other source, public or private, in accordance with the statutes.

(11) Collect from any state or local governmental entity information, data, reports, statistics, or other material which is necessary to perform the council's duties and functions.

(12) Prepare a quarterly report of state agency funding under the omnibus crime control and safe streets act of 1968, P.L. 90-351, and the juvenile justice and delinquency prevention act of 1974, P.L. 93-415. The quarterly reports shall be submitted to the legislature.

(13) Perform other duties necessary to carry out the functions provided by executive order.

TITLE \_\_\_\_\_ GRANT # \_\_\_\_\_

EVALUATOR \_\_\_\_\_

I. BEFORE QUICK COPY

- \_\_\_ A. \*In-House Briefing: WCCJ Secretary receives 8 copies, which she distributes  
 \_\_\_ B. Distribute any others as Planning Analyst requests, for possible revision:

II. REVISED REPORT IS SENT TO QUICK COPY

In general: 40 copies of report  
15 copies of questionnaire

III. AFTER QUICK COPY--Distribute (revised) copies:

A. In-House

- \_\_\_ 1. \*WCCJ Secretary receives 8 copies for the Executive Committee (Only certain Committee members receive the questionnaire each time.)  
 \_\_\_ 2. Appropriate Program Evaluation Section staff:  
 \_\_\_ 3. Chief of Program Evaluation Section  
 \_\_\_ 4. \*Appropriate Program Planning staff:  
 \_\_\_ 5. \*Administrative Services/Audit Sections - 1 copy  
 \_\_\_ 6. Grant File--4th Floor - 1 copy  
 \_\_\_ 7. WCCJ Library--4th Floor - 1 copy  
 \_\_\_ 8. Report Files--2nd Floor - 1 copy (and original)

B. Mail, one copy each

- \_\_\_ 1. \*Appropriate Regional Planning Director: \_\_\_\_\_ - CERTIFIED  
 \_\_\_ 2. \*\*Project Director: \_\_\_\_\_ - 1st Class  
 \_\_\_ 3. Dennis Hatch, Criminal Justice Training Center - 1st Class

C. 4th-Floor Mailboxes, one copy each

- \_\_\_ 1. \*Tim Johnson, LEAA State Representative  
 \_\_\_ 2. \*Four other Regional Planning Directors  
 \_\_\_ 3. \*Tim Schoewe, Milwaukee  
 \_\_\_ 4. \*Mike Burns, Waukesha

D. 2nd-Floor Mailboxes

- \_\_\_ 1. LEAA National Evaluation Program - 1 copy (4th Class)  
 \_\_\_ 2. National Criminal Justice Reference Service - 1 copy (4th Class)  
 \_\_\_ 3. Reference and Loan Library - 2 copies (4th Class)  
 \_\_\_ 4. Criminal Justice Reference Center - 1 copy (Interdepartmental Mail)  
 \_\_\_ 5. State Historical Society of Wisconsin - 3 copies (Interdepartmental Mail)

E. Others, as requested:

\*Enclose questionnaire.

\*\*Enclose "Dear Project Director" form letter or other cover letter.

ADDRESSES

Regional Planning Directors

Xavier Okragley, Director  
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Madison, Wisconsin 53703

LaMarr Billups, Director  
Southeast Criminal Justice Planning Council  
800 Center Street, Room 331  
Courthouse Annex  
Racine, Wisconsin 53403

James Heim, Director  
Northwest Criminal Justice Planning Council  
215 River Street  
Spooner, Wisconsin 54956

Steve Ziarnik, Planning Analyst/Coordinator  
Metro Milwaukee Criminal Justice Planning Council  
8320 Bluemound Road, Room 221  
Wauwatosa, Wisconsin 53213

Mr. Timothy Schoewe  
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749 West State Street  
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Milwaukee, Wisconsin 53233

Mr. Michael Burns  
Waukesha County Mini-Block  
500 Riverview Avenue  
Room 117  
Waukesha, Wisconsin 53816

\*\*\*\*\*

Mr. Tim Johnson  
LEAA State Representative  
633 Indiana Avenue, NW  
Washington, DC 20531

Dennis Hatch, Associate Director  
Criminal Justice Training Center  
University of Wisconsin-Milwaukee  
School of Social Welfare  
P.O. Box 786  
Milwaukee, Wisconsin 53201

\*\*\*\*\*

Reference

LEAA National Evaluation Program  
633 Indiana Avenue, NW  
Washington, DC 20531 (ZONE 5)

Ms. Kathy Schnelder  
Reference and Loan Library  
3030 Darbo Drive  
Madison, Wisconsin 53714 (ZONE 1)

Ms. Cindy May  
Criminal Justice Reference Center  
L140 Law Library  
University of Wisconsin  
Madison, Wisconsin 53706 (Interdept.)

State Historical Society  
Government Publications Section  
816 State Street  
Madison, Wisconsin 53706 (Interdept.)

National Criminal Justice Reference Service  
Law Enforcement Assistance Administration  
Acquisition Department, Box 6000  
Rockville, Maryland 20850 (ZONE 5)

**END**