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National Institute of Justice United States Department of Justice Washington, D. C. 20531 DATE FILMED

12/01/81





U.S. Department of Justice. Law Enforcement Assistance Administration

Criminal Justice Planning and Management Series

MF-1

Overview

U.S. Department of Justice National Instante of Justice

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The Planning and Management Training Series is a product of over five years of development, testing, evaluation and revision. It represents the training and technical assistance efforts of LEAA to increase the managerial capacity of State and local agencies to meet the challenges of crime and criminal justice. The courses have been presented to over 4800 managers, planners, and analysts; nevertheless, the need for training is still great, due to personnel turnover and to the size and growth of the criminal justice system. This series is being published and distributed through the Criminal Justice Training Center System of LEAA to provide a base of materials to academicians, trainers and practitioners for their use and revision as they endeavor to satisfy the needs for knowledge and skill.

June, 1981

DI CALLER

FOREWORD

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George H. Bohlinger, III Acting Administrator Law Enforcement Assistance Administration

If L.E.A.A. is really dead, it's fitting to say a good word over the remains. All the criticism is familiar enough: too much futuristic hardware, too much bureaucracy, too much politicking. But we recall also that the program began the task of teaching the nation that the criminal justice system is just that, a whole — and that more cops won't help the crime fight without improving courts and corrections...

Prehaps the time has come to let communities work with what they have.... In the meantime, we know also that the value of systematic thinking about crime is only starting to be realized.

One of the important aspects of the LEAA program has been the development of a criminal justice planning discipline. Over the past ten years, this discipline has evolved significantly, passing through several stages.² During this evolution, the inter-relatedness of the planning, analysis, research, development, evaluation and management functions has become increasingly apparent. Now that federal support funds will be terminated and many of the planning agencies will disappear, the planning, analysis, development and evaluation functions will need to be assumed by the various operating agencies of the criminal justice system to support their policy development, management, and resource allocation functions. The planning agencies that do survive will have to work hard to sustain their skills in these same areas.

In order to effect a holistic approach to criminal justice the Safe Streets Act mandated creation of planning agencies with the intent that they would plan and coordinate the operation of the criminal justice system at the state and local levels. Because these agencies were placed outside of the traditional criminal justice operating agencies, much of the early planning experience was frustrated by organizational barriers, and "pie-cutting." The resources that could have been used to create planning mechanisms within operating agencies were consumed in the administration of the federal program and they rarely influenced the use of the state and local allocations that constituted the bulk of the resources committed to the operation of the total criminal justice system. In the mid 1970s, many leaders in both planning and operating agencies began to recognize the need for cooperative planning efforts that were directed at optimizing the use of criminal justice resources from all sources. Since then, with the advent of increasing reductions in Federal appropriations, many initiatives that began with federal funds have been assimilated into state and local operations and appropriations.

The LEAA experience has enabled us to learn a great deal about how to systematically plan, analyze, develop and evaluate operations and how the products of these activities can properly inform management decisions. Capturing that know-how and providing it to criminal justice agencies across the country is

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¹New York Times, "Death of an Agency", October 20, 1980. Gibbons, Don C., et al, <u>Criminal Justice Planning</u>, Englewood Cliffs, N.J.: Prentice Hall, 1977, pp. 61-62.

something that LEAA has been doing through its Criminal Justice Training Center System since 1976. The several thousand state and local personnel who have been trained represent only a portion of those who need this training.

It is the purpose of the Criminal Justice Planning and Management Training Series to provide comprehensive documentation for an interrelated set of training courses in Criminal Justice Planning, Criminal Justice Analysis, Criminal Justice Program Development, Criminal Justice Evaluation, and Criminal Justice Management. The course documentation includes Instructor Guides, Participant Guides, Practicial Exercises or Case Studies, Reference Texts and Bibliographies. The set also includes a Glossary of Terms and an Evaluation Guide.

The purpose of this document is to provide an overview of the training series, present the major concepts involved in the courses, describe the individual courses, and explain interrelationships among the courses.

Taken as a whole, the series provides sufficient material to deliver approximately 200 hours of instruction. These courses have been delivered by training teams from each training center across the nation, some for several years. Therefore, not only has the transferability of the materials from the developer to individual training teams been demonstrated but agencies wishing to use the materials can draw upon a large number of organizations, academicians and practitioners across the nation for assistance in the adaptation and delivery of these materials.

Overall, LEAA has spent \$1.8 million on the development, testing and refinement of these materials. Evaluation results have documented their value to criminal justice planning and operating agency operations. Recent potential audience assessments conducted by each training center have projected training needs that far exceed the current capacity of the LEAA supported training center system.

³The Criminal Justice Training Centers are a nationwide training system devoted to the development of state and local criminal justice system staff capacities in the areas of planning and management under the sponsorship of LEAA. The centers are located at Northeastern University, Boston, MA; University of Wisconsin, Milwaukee, WI; Florida State University, Tallahassee, FL; Washburn University, Topeka, KS; and the University of Southern California, Los Angeles, CA.

⁴See appendix #1 for a list of these documents.

⁵See appendix #2 for a list of organizations involved.

of their agencies.

Are the problems confronting our criminal justice agencies growing more complex?

Are the resources available being eroded by inflation or threatened by budget cuts?

Are the consequences of agency decisions growing in importance?

If you see room for improvement in your organization, the training materials in this series may be of considerable value to you. It takes tremendous time, resources and energy to develop effective training. It is far easier to adapt training materials already developed, tested and refined by others.

Our record indicates that the training materials presented in these documents are most effective when adapted to the needs of a specific organizaation; therefore, in reviewing this material, consider your needs carefully.

The Training Division was established in June 1974 and assigned the responsibility for developing and directing training programs for LEAA personnel and State and local plannings units. The Training Division reviewed a number of related training activities previously sponsored by LEAA. Of all of the training projects undertaken by LEAA at that time, only one was generally considered to be of high quality, the Criminal Justice Planning Institute (CJPI) at the University of Southern California.

A national program was designed by the Training Division, with the assistance of others, based on a review of the organization, management, operations, previous attempts to replicate training courses, and results of existing needs assessments. This design provided for the establishment of a multi-year program for the systematic and centralized development of training programs, building on the CJPI experience. The delivery of these programs to State, regional and local planning unit personnel was through a centrally managed but decentralized system of training centers.

History of the Program

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Five Criminal Justice Training Centers (CJTCs) were competitively established at Northeastern University, University of Wisconsin, Florida State University, Washburn University and the University of Southern California. These were funded to localize and deliver nationally developed and approved training materials to state and local planning unit personnel within specific jurisdictions. They employed trained instructor teams composed of carefully selected

Executives, managers, trainers and employee development specialists in criminal justice agencies should carefully consider the future training needs

> Are decisions getting tougher -- confused rather than clarified by the data?

BACKGROUND



academicians and leading criminal justice practitioners from within their jurisdictions. The CJTCs operated with the guidance of planning/advisory committees representing state, regional and local criminal justice agencies to ensure responsiveness and to assist in on-going quality control. The jurisdictions serviced are indicated in Figure 1.

The initial tasks for each were to select and organize staff, establish a planning/advisory committee, form a training team, receive the <u>Criminal Justice</u> <u>Planning Course</u> transferred by the University of Southern California and deliver this course on a continuing basis. By the end of FY 1977, each CJTC had experienced teams of instructors for the Planning Course, and over 500 planners had been trained.

Complementary courses in <u>Criminal Justice Analysis</u>, <u>Criminal Justice Monitoring</u> and <u>Criminl Justice Evaluation</u>, which were under development in FY 1977, were transferred by LEAA and the developer through a process of assimilation to the CJTCs in FY 1978. In FY 1978, the CJTCs delivered training in planning, analysis, monitoring and evaluation to over 1,250 personnel from criminal justice planning and operating agencies from almost all of the States and Territories of the United States. In 1978, five Technical Assistance Resource Centers (TARCs) were established and co-located with the CJTCs to deliver technical assistance in evaluation as a complement to the training program. Later the initial purpose of the TARCs was expanded to provide technical assistance in planning, analysis, program development and management, as well as evaluation.

In FY 1979 each of the CJTCs delivered 10 or more five-day training sessions. The CJTCs also experimented with lower-cost "mini-sessions" which are adaptations of the basic courses tailored to the specific needs of jurisdictions willing to share the cost of delivery. The mini-sessions tremendously expanded the delivery capability and the responsiveness of the CJTCs.

In FYs 1979 and 1980 the two newest courses <u>Criminal Justice Program Develop-</u> <u>ment</u> and <u>Criminal Justice Management</u> were developed and thoroughly tested. The course materials are being used by the CJTCs. In FY 1980, over 1,100 practitioners were trained in week-long sessions and an additional 400 trained in specifically adapted shorter mini-sessions.

During FY 1981, the CJTCs have continued to operate with partial LEAA support, conbined with that provided by States and local jurisdictions which are providing a larger and larger share of the expenses. The programs that are being provided are designed to fit the needs of the specific agency (and the combined center is available to assist an agency in the use of the training materials).

Intended Audience

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Initially the audience for this program was intended to be personnel of state, regional and local planning units. However, as the reputation and awareness of the program grew, operating agencies sought an opportunity to participate, and planning agencies began to realize the value of including operating agencies. The participation of operating agency personnel on a space available basis was authorized early in FY 1977.

The inclusion of operational personnel was very successful and expansion to include operating agencies as full participants was approved November 28, 1977. Since then, response has been excellent; operating agency participants have requested specially designed mini-courses (short versions of the full courses) for their agencies to be conducted by the CJTCs; the mini-courses have been directed at and partly funded by the requesting operating agency. Clearly, the experienced gained from this effort indicates that the audience(s) that derive the maximum benefit from this training are those operating agency staff personnel involved in planning, analysis, program development, evaluation and associated activities.

A summative history of CJTC program participation is presented in Figure 2. Figure 3, which displays the composition of CJTC audiences, graphically portrays the extensive involvement of operating agency personnel in this program.

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Figure 5 Three Levels of Planning



The model proposes that operations in the criminal justice system should be based on a sequence of rational decisions at the normative, strategic and operational levels as depicted in Figure 5. Although there is general agreement among academics and practitioners that the criminal justice system should operate this way, there is also a recognition that for most of our agencies planning is routinely at the tactical level; such planning is₉"concerned only with specific and immediately foreseeable contingencies. This is the result of the narrow perspectives of most criminal justice agencies, the short-range future of budget processes, the urgency of daily operations, and the difficulty of doing normative and strategic level planning. The planning model strives to reconcile the ideal and realty. The four points listed below are examples of how the General Planning Process Model tries to do this:

- It supports the notion that goals should be established.
- It stresses the significance of problem identification and analysis - to break the jump-to-cause, jump-tosolution syndrome.
- It emphasizes strategic planning: stressing the importance of considering alternative approaches to the solution of a problem and the need to carefully select and organize interventions which will address the critical aspects of a problem and achieve the goals and objectives established.
- It highlights and clarifies the role of planning and evaluation in operations.

Although the model is called a "planning" model, it encompasses the full range of planning, implementation and evaluation activities that should be integral with criminal justice operations. Because the model is general, each step in the planning process could be further defined as a sub-process. The course materials illustrate this repeatedly, not only emphasizing the cyclical nature of the process but also the many complex interrelationships and feedback loops among the steps in the process.

⁹Davoli Glaser, <u>Strategic Criminal Justice Planning</u>, 1976, p. 4.

The plansing model presents a process for making the policy, administration and operations of the criminal justice system responsive to the needs of the community. Three roles are specified in our course materials: policy maker, manager, and staff (planners, analysts, developers, implementors and evaluators). The courses support these various roles and provide tools and develop skills to improve interaction among policy makers, managers, and staff in planning and operations.

The Criminal Justice Planning Course

As indicated earlier, the planning model is the conceptual basis for the <u>Criminal Justice Planning Course</u>. While the course presents considerable information concerning planning methods and enables the participant to apply this methodology to a substantial data set, it is an introductory course. Its primary purpose is to teach the planning process and to increase the participant's appreciation for the interdependence of the steps in the process.

The information provided in ten modules is integrated through a major simulation (The Gotham City Exercise), which enables participants to apply in a practice exercise, what they have learned. The exercise provides comprehensive crime and systems data from which trainees can draw inferences about the past, forecast trends, identify problems, establish goals, objectives and priorities, and develop interrelated programs and projects for policy makers.

The Criminal Justice Analysis Course

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The Analysis Course focuses on the problem indentification and analysis step of the planning model. This course, like the courses in Program Development and Evaluation, takes a segment of the planning model and expands upon its treatment in the Planning Course. For example, the approach to analysis taught in the Planning Course is an "inductive approach"; one that relies on a fairly substantial data base. The Analysis Course teaches a "deductive approach"; one that begins with relatively vague expressions of concern that are used to develop hypotheses, which are systematically tested and used to develop comprehensive and complete problem statements that expand upon and validate the originally expressed concerns. This process is graphically depicted in Figure 6.

The product of the Analysis Course is the Problem Statement, which can be used in the formulation of strategic goals, for the development and selection of strategies and for comparison purposes during evaluation.



The Criminal Justice Program Development Course

The Program Development Course covers several steps in the General Planning Process Model. Drawing on the normative goals and the Problem Statements generated earlier in the process, the Program Development Course begins with the establishment of strategic goals and culminates with preparing for implementation and evaluation. The steps taught in the course are summarized as follows

> -Assess problems and develop strategic goals. -Identify and logically organize alternative strategies. -Plan the details of selected strategies. -Prepare for implementation and evaluation.

The course presumes that the program developer will interact with decision makers during the development of intervention strategies. The course teaches developers to prepare incremental decision packages to support decisions at each of these steps. As will be discussed later, the Management Course, teaches managers how to use these decison packages in making determinations.

The Criminal Justice Evaluation Course

The Evaluation Course teaches project-level evaluation. It presents a conceptual framework for evaluation, the Method of Rationales (MOR), which enables evaluators, implementors and managers to specify the logic of specific interventions, identify key events to be assessed and agree on measures of success.

By applying the MOR an evaluator can base the logic of a project and describe the cause-effect linkages often implied by the project, but rarely made clear. Very frequently, criminal justice projects are meticulous in stating objectives and goals...but how they are to be achieved is not described or ambiguous. That is, the reasons why the project should be effective are unclear. With the MOR, evaluators can "reconstruct" the project's rationale and ferrat out the important cause-effect linkages to evaluate.

This course addresses the needs of criminal justice personnel who manage, plan or conduct the monitoring or evaluation of criminal justice operations. It emphasizes the basic logic underlying evaluation, the characteristics of different information needs, and the value of informing decision making through evaluation. The course teaches participants to apply the MOR framework of logic in planning, designing and conducting monitoring and evaluation. The lectures, applications and exercises of the course are structured around a continuum ranging from monitoring to process evaluation to impact assessments.

The Criminal Justice Management Course

The course defines the three roles of a manager in the criminal justice system as the director of an organization, a manager of programs, and a leader in the criminal justice system. A management model, built around the General Planning Process Model, structures management activities and key decsion points. These decision points are indicated in Figure 7.

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uation training courses.

The decision packages support determination at each of the key decision points indicated in Figure 7. While the development of the decision packages is taught in the Program Development Course, decision makers are taught how to manage their development and to use them for decision making purposes in the Management Course.

The course also presents conventional management techniques such as Benefit Cost Analysis, Productivity Analysis, Performance Evaluation and Review Technique, and Critical Path Analysis, and methods such as the Method of Rationales and Networking which can be used by criminal justice administrators. In addition, it presents instruction in the area of interpersonal techniques such as change agent styles, conflict resolution, management of change, behavioral analysis, and stress awareness. All of these are related to the manager's roles in the implementation of the planning process.

The course employs decision packages, referenced in the Program Development Course description, to make normative, strategic and operational decisions based on the products of the planning, analysis, program development and eval-

¹⁰Criminal Justice Program Development: Instructor Guide, 1980, p. V-A-16.



This Module addresses the aspect(s) of the Management Process Chart that is (are) highlighted.

EVALUATION: METHODS AND RESULTS

Participant "in-course" and "follow-up" evaluations have attested to the high quality and usefulness of the training. In addition, continuing unsolicited feedback indicates that this training program has had a significant impact on the policies, procedures and activities of many state, regional, and local planning units and operating agencies. A limited impact evaluation confirmed these effects in four southeastern states and substantiated the notion that the combination of capacity building training and complementary technical assistance increases the probability of organization and system change.

Process Evaluation

From the outset, evaluation has been a substantial component of this program. During development, each of the courses was subjected to formative evaluation. The results of those evaluations were the primary basis for course modification. Transfer of courses to new training teams was also independently evaluated. These results led to substantial refinements in our approach to the transfer

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of the courses. After successful transfer, the CJTC's assumed responsibility for the ongoing evaluation of the courses. Results have been reviewed by each center's planning/advisory committee and by LEAA. This information has been used to maintain the effectiveness of instruction and to guide the refinement of the course materials.

LEAA, drawing on the years of CJTC experience, has designed a course process evaluation system. This system employs a series of standard data collection instruments to determine if instructors and facilitators are performing adequately; if courses are being taught in their entirety and as intended; indirectly, if participants are learning the material; if the material is useful to them in their jobs; and, if participants have tried and are able to implement course-taught concepts in their jobs. The methods and instruments developed have been documented and are published in the Evaluation Guide of this series.

Summary

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The intent of these courses is to upgrade the operations of the total criminal justice system by developing the capacity of individuals to perform specific staff and management functions. While the courses are grounded in reality, they also attempt to advance the state-of-the-art. They are based on conceptual models of how the system should operate (the General Planning Process Model, Problem Specification, the Method of Rationales), and teach concepts, methods and skills to build the capacity of organizations to upgrade their operations. While the courses have been designed to stand alone, they can have a far greater, collective effect when taken in combination by various members of an organization that has planning, analysis, evaluation and management functions. This series provides the user instructor guides, participant guides, simulation exercises, hard copy of visual aids, texts, collections of readings, a glossary and an evaluation guide to enable agencies to assimilate these courses into their ongoing employee and organizational development activities.

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Apendix 1 Criminal Justice Planning and Management Training Series

a list of training materials contained in this series. Ding Course) within the series is comprised of three com-

tructor Guide, a detailed set of instructions to ch the course, with each segment within the Guide keyed the Participant Guide.

ticipant Guide, outline of all key informational nts, and desk exercises for use in the class room by participant.

, written specifically for the course materials, or a or course exercise that complements the knowledge/skills tht in the course.

volume is further broken down by modules. The modules one another, just as the volumes of the series are interructured in the following manner:

r Guide:

le objectives; iled subject information, keyed to the participant guide; ructional hints and notes; or group exercise instructions and debriefing notes; for additional notes on each page.

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t Guide:

e objectives; ct information in outline form; on half of each page for detailed notes taken during instruction; or group exersice.

appropriate):

by module, narrative expansion of the materials.

ise (where appropriate), the presentation It around a hypothetical jurisdiction to course materials and test participant on of the materials.

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The following are Modular titles by course. The titles remain the same for the instructor guide as for the participant guide in each course.

Volume 1, Criminal Justice Planning:

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Module 1.	The Planning Process-Introduction and Overview;	- 	Module 2.
Module 2.	Preparing for Planning;		Module 3.
Module 3.	Selecting a Planning Approach;	•	module 5,
Module 4.	The Present Situation-Implications of a Systems		Module 4.
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Module 5.	Introduction to Forecasting;	·	
Module 6.	Problem Identification and Analysis;	:	For the potential user se
Module 7.	Determining Planning Goals;		materials have emerged on
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Module 9.	Plan Implementation;		1. Instructor
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Jolume 3, Crimina	Justice Program Development:		courses.
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Module 2. I	Developing an Understanding of the Problem;		teach and
Module 3. I	Developing Strategies Goals;		major exer
Module 4. I	Developing the Logic of Different Strategies;		hajor exert
Module 5. H	Planning the Details of Program Strategies:		e. The i
Module 6.	Implementation and Evaluation.		ject being
	-		instructor
olume 4, Criminal	Justice Evaluation:		
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Module 2. I	Project Monitoring;		instructors
Module 3. I	Process Evaluation;		are writter
	Impact Assessment;		innovative
Module 5	Survey of Procedures;		completely
Appendix. M	lajor Exercise.		judge the i
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Volume 5, Criminal Justice Management:

- Module 1. Roles and Responsibilities of the Criminal Justice Administrator;
 - 2. The Criminal Justice Administrator and the Planning Process;
 - Organizing and Implementing Criminal Justice Programs and Activities;
 - 4. Controlling;

Exercise. Case studies are built into each Module.

er several notes of caution about the presentation of the ed over the past six years.

ctor Selection:

y instructor who is ultimately chosen to teach in any se courses must be able to philosophically accept the ot and processes taught in these courses.

n instructor must be familiar with the modules he/she teaching to be able to make the linkages between

f the total series is to be presented, <u>all</u> instrucust be familiar with the content of the other s in order to understand the relationship between nd to be able to make linkages to and from the other s.

ach course <u>requires</u> two or more instructors to team and a minimum of two facilitators to assist with the exercises.

he instructors' skills must be matched with the subeing taught in each Module. Generally, not all ctors can teach all modules or in all courses.

the to the complexity and nuances of the materials, betors <u>must be required</u> to teach the materials as they itten for a minimum of three times before becoming tive with materials. This provides time to become tely familiar with the materials and be able to the impact of innovative changes on other modules her volumes.

2. Participant Selection:

a. To achieve the greatest degree of behavioral change the participants must be carefully selected based upon their position responsibilities. Experience has shown that using job title as a criterion for selection, in the Criminal Justice System, and particularly operational agencies, is the least satisfactory method of participant selection.

b. Each of the five training centers (appendix 2) has developed course notices that adequately describe the courses so that potential attendees can match their skills or knowledge needs against those presented by the course materials. These resources should be utilized to their fullest extent.

The following list of names and addresses consists of persons or corporate entities that have been active in the development or presentation of these training materials over the past five years. In addition, each of the training Centers listed has additional resources in the form of lists of the instructors who have taught each course, experience in participant selection, course management, and course evaluation. In replicating these materials careful consideration should be given to obtaining as much information as possible from the training centers to increase the effectiveness of your presentations.

A. Developers:

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Appendix 2 Criminal Justice Planning and Management Training Series

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B. Presentors:

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* U.S. GOVERNMENT PRINTING OFFICE : 1981 0 - 349-945

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