

U.S. Department of Justice
Law Enforcement Assistance Administration



Criminal Justice Planning and Management Series

Volume 3

**Criminal Justice Program
Development Course:**

Participant Guide

79360

07520

PROGRAM DEVELOPMENT COURSE MATERIALS

STUDENT GUIDE

Module 1

INTRODUCTION TO PROGRAM DEVELOPMENT

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Participant Guide

PROGRAM DEVELOPMENT COURSE

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MODULE I
Introduction to Program Development

PARTICIPANT GUIDE

TITLE Introduction to Program Development

PURPOSE

To provide an understanding of the basic concepts relating to Program Development and to place them in the context of the overall planning process. To introduce some of the key terms used in the course. To outline the basic steps in the Program Development process and to relate those to the contents of the course. To begin a dialogue around some of the barriers and constraints to effective programmatic planning.

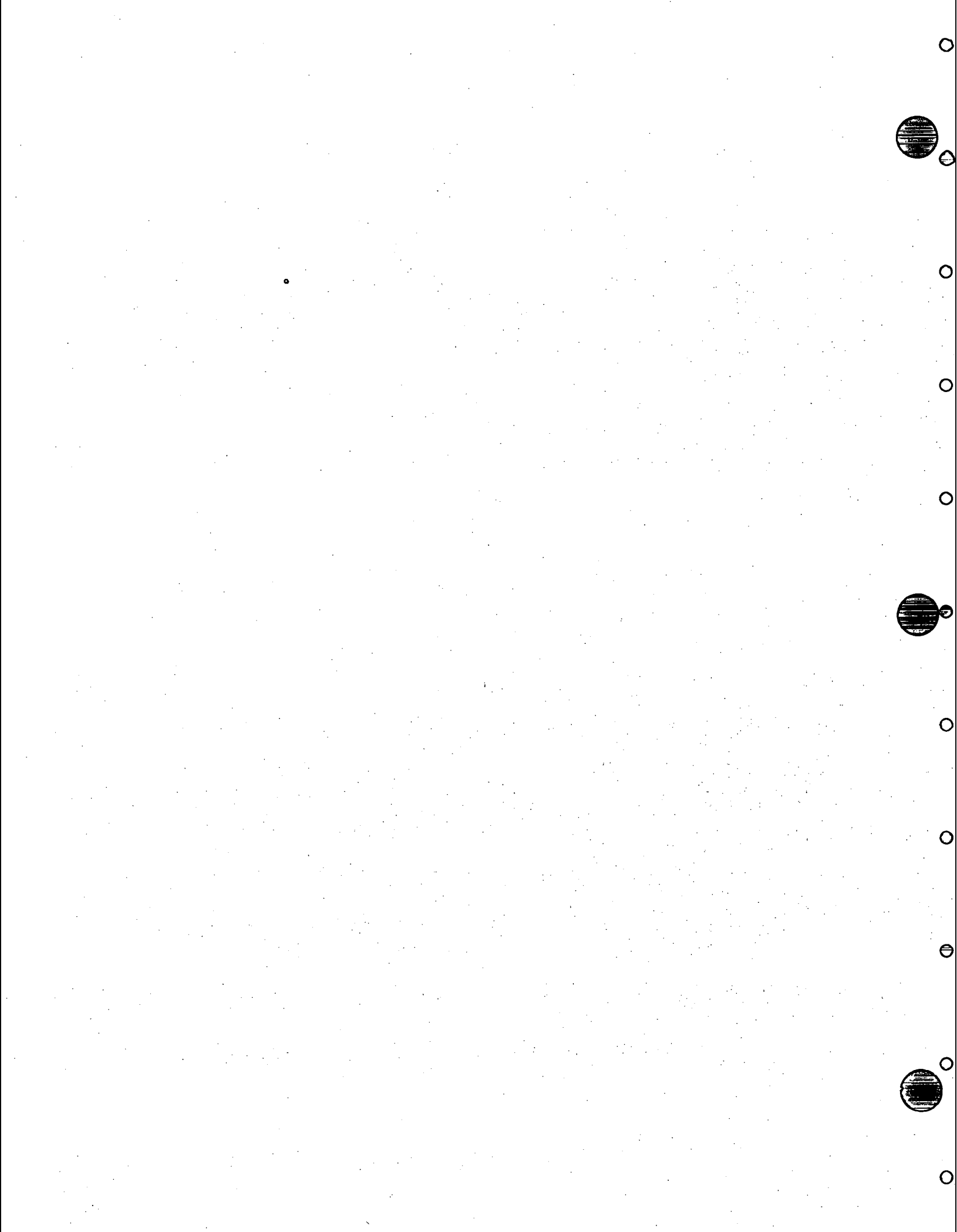
OBJECTIVES

At the completion of this module the participants will be able to:

- Discuss the concept of a program.
- Discuss the definition and the concept of program development.
- Describe how the Program Development Course relates to other training courses and to the General Planning Process Model.
- Identify the steps in the program development process as presented in the course.
- Identify the skills and knowledge needed in program development.
- Discuss the role of the program developer.
- Discuss specific issues relating to program development.

DESCRIPTION

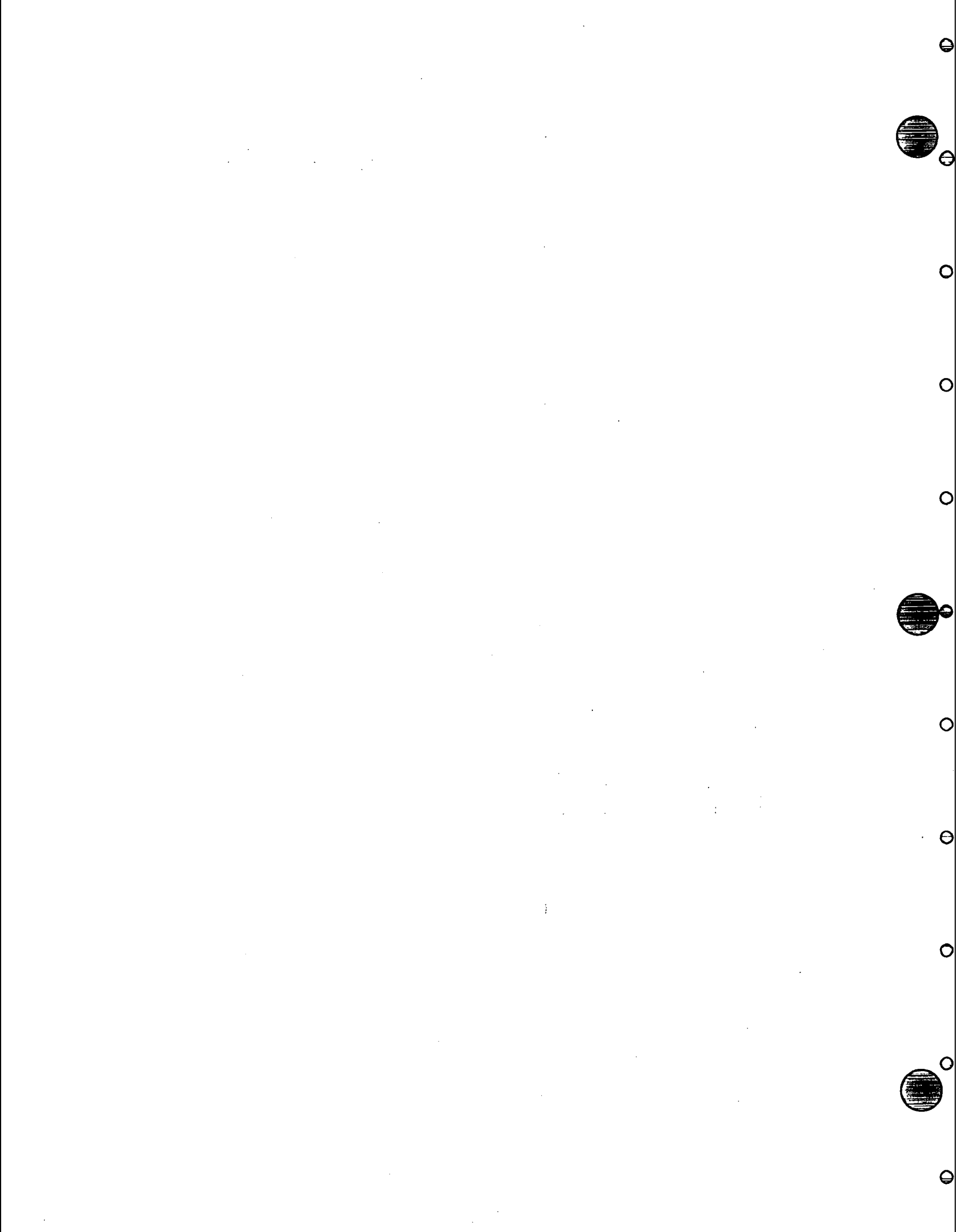
This module consists of a Lecture Segment (A) that will require about one hour to deliver. The Module ends with a Workshop Segment (B) requiring about one hour to complete, including a debriefing.



Outline of Module I
Introduction to Program Development

Segment A

1. Introduction to the Module
2. What is a Program?
3. What is Program Development?
4. The Importance and Use of Program Development
5. How this Course Relates to Other Courses
6. The Steps to be Completed in this Course
7. Decision Points and the Decision Packages
8. Skills and Knowledge Needed by Program Developers
9. The Role of the Program Developer
10. Summary and Review



Segment A

PARTICIPANT GUIDE

Notes and Questions

1. Introduction.

2. What is a Program?

- a. In criminal justice planning, a program is defined as:
 - A set of related efforts, under a common, general authority, which is designed to address a particular problem.

- b. Programs are often contrasted with projects.
 - A project is a planned intervention at one or more sites, which is under the direction of a specific manager and which operationalizes a set of closely related activities.

- c. Three essential characteristics of a program.

Notes and Questions

d. This course will teach you about program development, which is a process.

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3. What is Program Development?

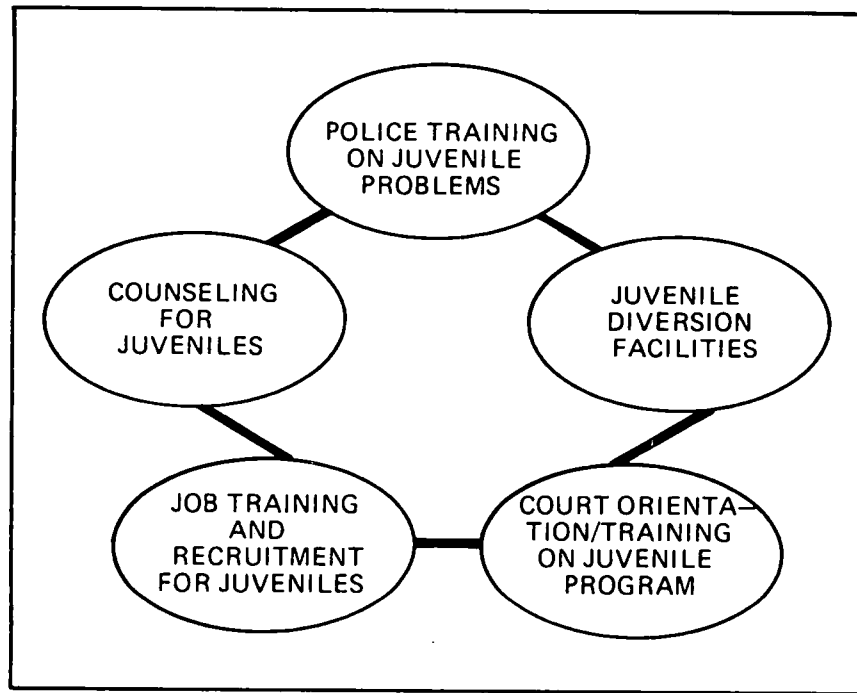
- Program development is the process of identifying, selecting, and designing one or more systems-oriented strategies made up of complementary projects and activities, to produce goal-directed changes in specific criminal justice problem areas.

a. Program development is first of all a process.

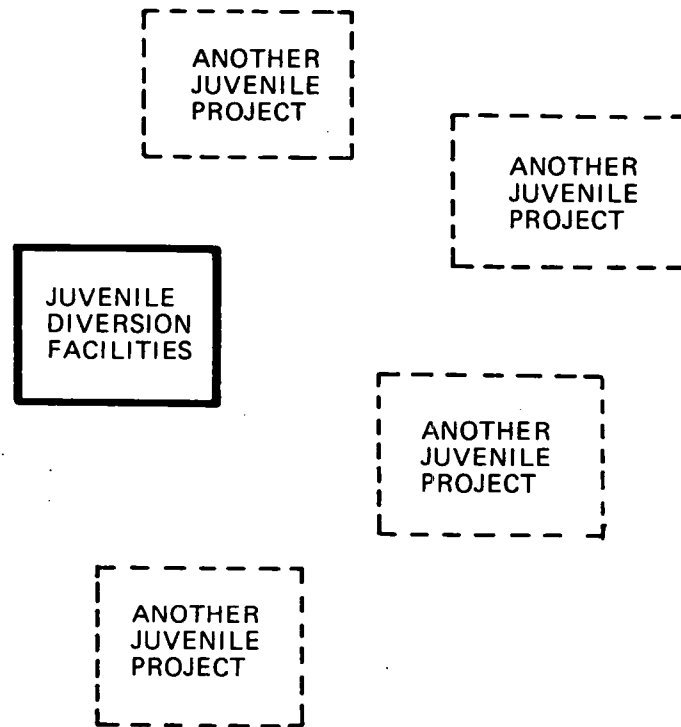
b. Program development is a process of identifying, selecting, and designing.

c. Program development is a process of identifying, selecting, and designing system-oriented strategies.

JUVENILE JUSTICE PROGRAM



JUVENILE JUSTICE PROJECTS



Notes and Questions

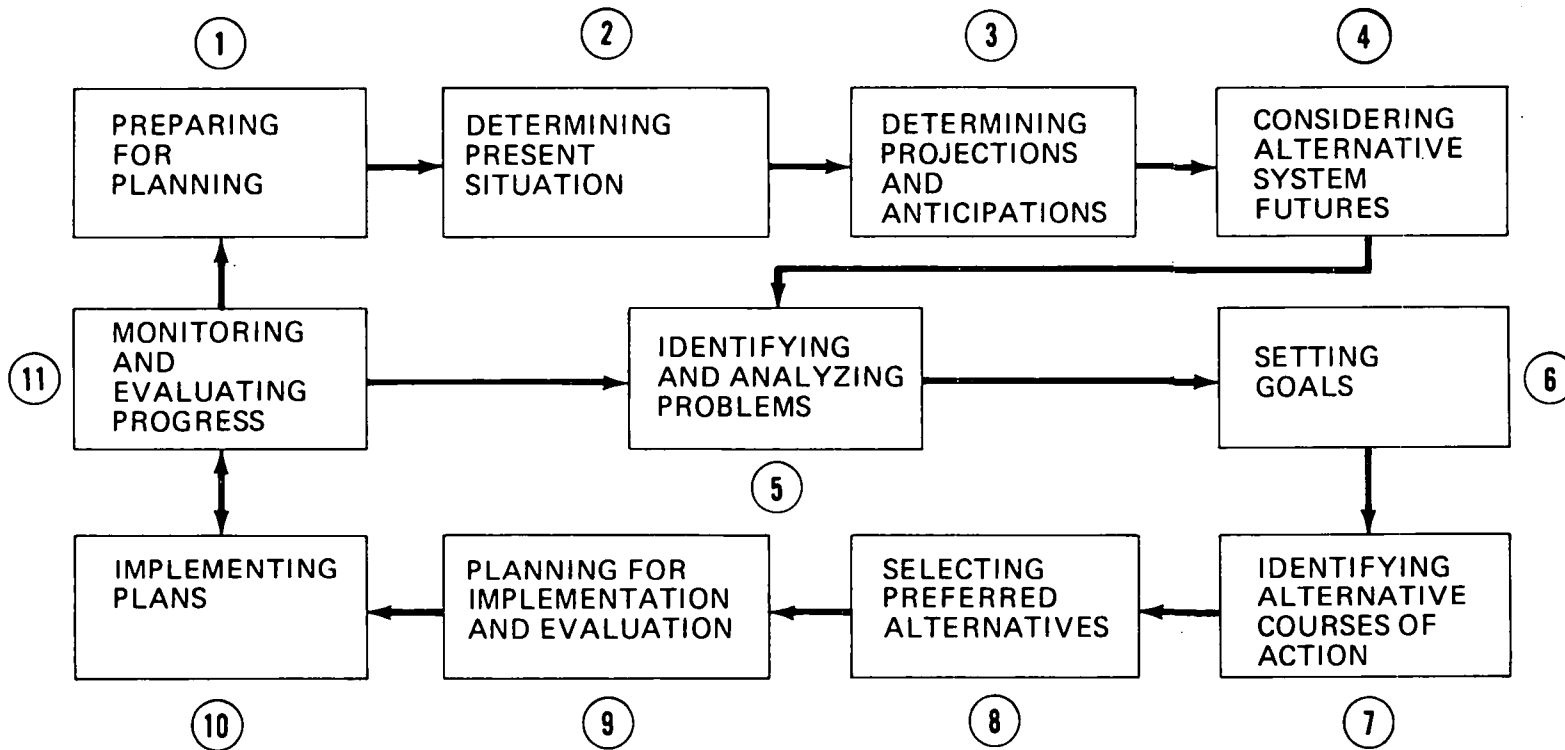
d. The purpose of program development is to produce goal-directed changes.

4. The importance and use of Program Development.

5. How This Course Relates to Other Courses.

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GENERAL PLANNING PROCESS MODEL



Notes and Questions

- a. The Criminal Justice Planning Course covers the entire GPPM at a general level.

- b. The Criminal Justice Analysis Course focuses on the identification and analysis of problems (Step 5).

- c. The Criminal Justice Evaluation/Monitoring Course focuses on Step 11 of the GPPM.

- d. The Criminal Justice Management Course provides a management and decision-making perspective for the entire planning and implementation process.

- e. The Program Development Course begins with the definition of one or more problems.

Notes and Questions

f. Program development continues through "Planning for Implementation and Evaluation" at Step 9.

6. The Steps to be Completed in This Course.

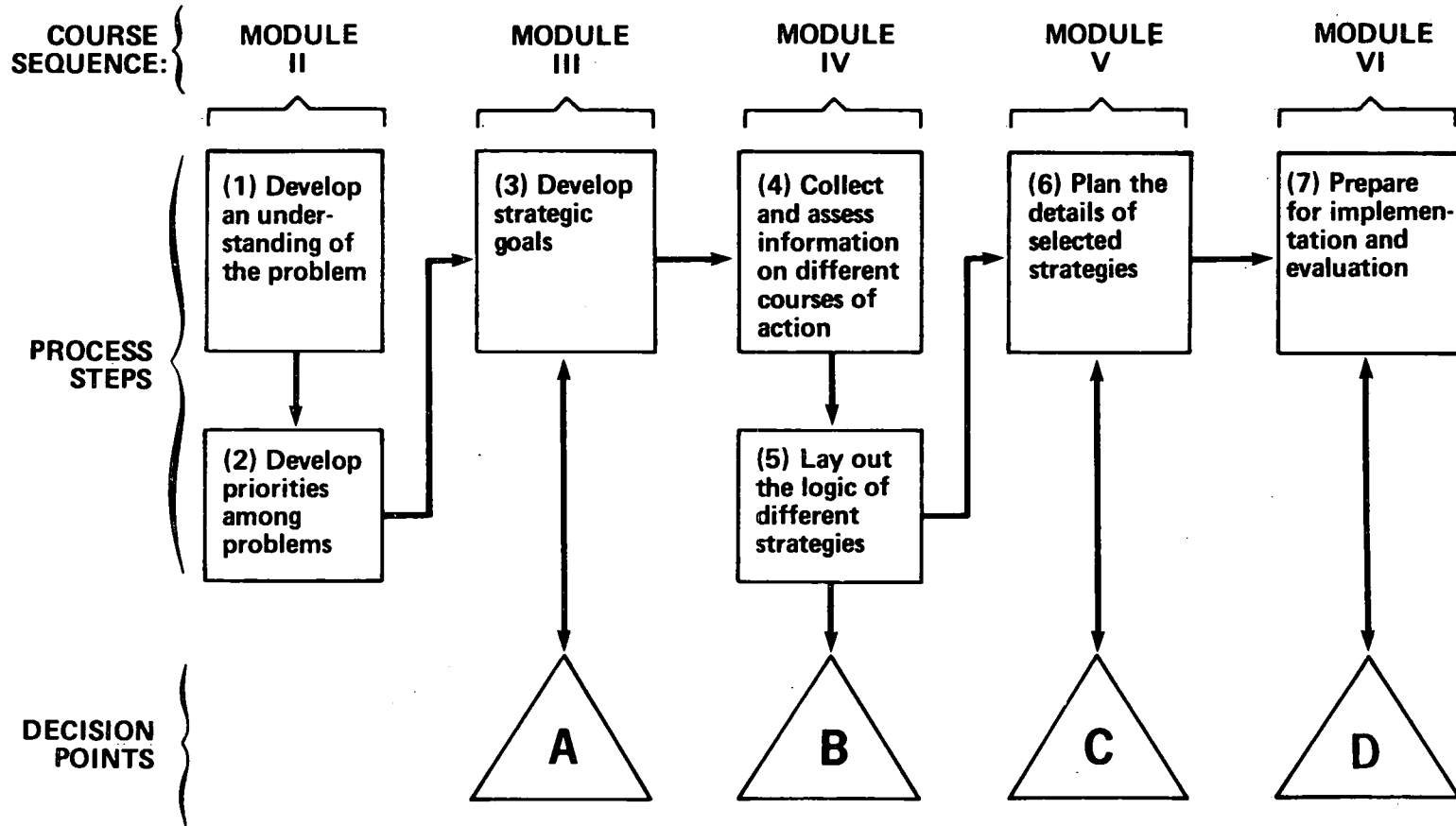
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a. The first step in the Program Development process is to Develop an Understanding of the Problem.

b. The second step is to Develop Priorities Among Problems.

c. The third step: Develop Strategic Goals.

THE PROGRAM DEVELOPMENT PROCESS



Notes and Questions

- d. Step 4 is called Collect and Assess Information on Different Courses of Action.

 - e. Step 5 is a critical one: Lay Out the Logic of Different Strategies.

 - f. Step 6: Plan the Detailed Program Strategies.

 - g. Finally, Step 7 completes the Program Development process in Module VI, "Preparing for Program Implementation and Evaluation."
7. The Decision Points and the Decision Packages.

Notes and Questions

8. Skills and knowledge needed by program developers.
 - a. Fact-finding and Analytic Skills.
 - b. Interpersonal Skills.
 - c. Technical, administrative, and planning skills.
 - d. Operational and Content Expertise.

9. The role of the Program Developer.
 - a. Program development as taught here must co-exist with other planning activities.

Notes and Questions

b. Limited resources may restrict the number of opportunities for program development efforts in any one year.

c. The program developer may play a variety of roles.

10. Summary and Review.

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WHY PROGRAMS SUCCEED OR FAIL:

- **Understanding of the Problem**
- **Appropriateness of the Strategy**
- **Adequacy of the Implementation**

Module I: Introduction to Program Development
Segment B: Workshop

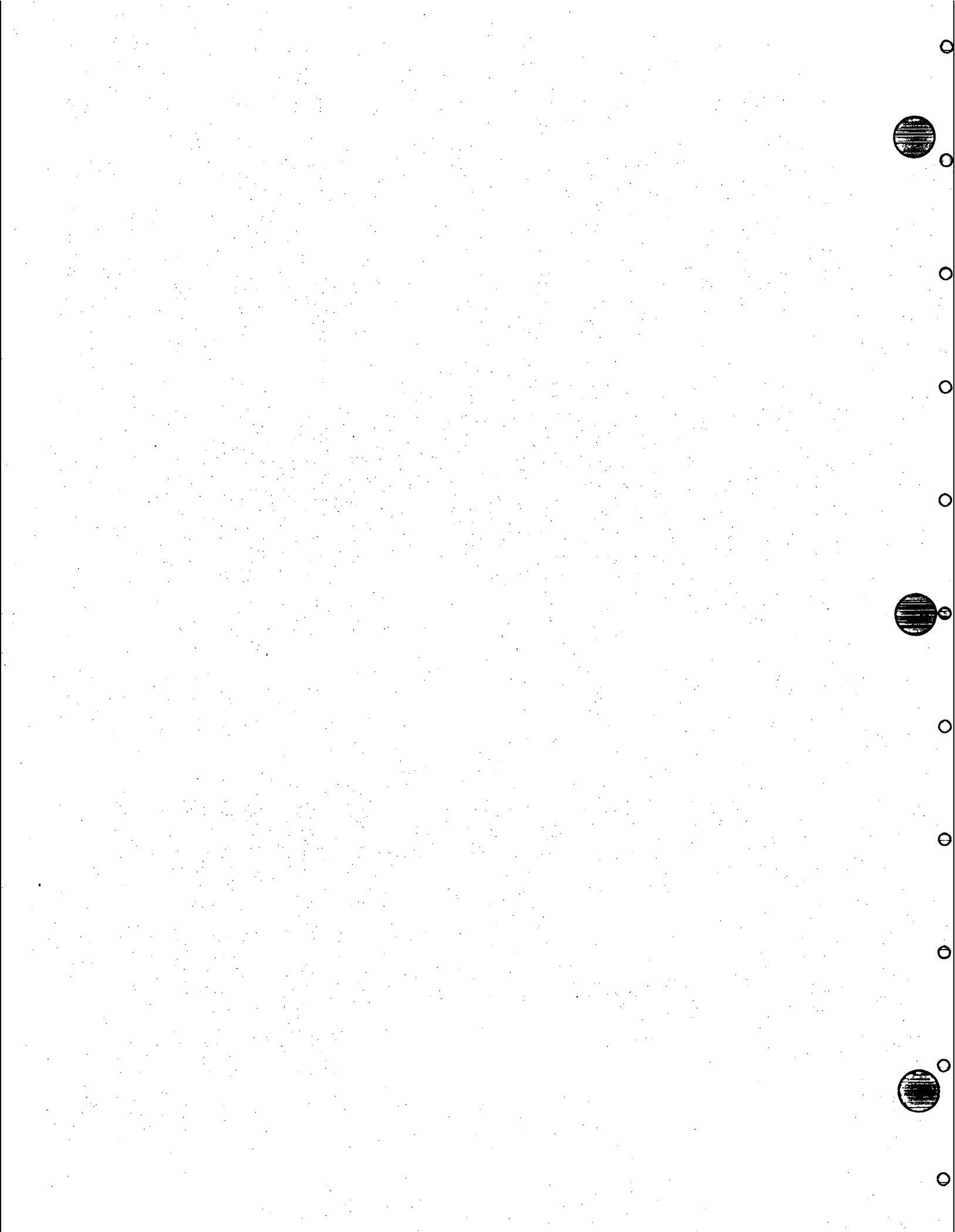
PARTICIPANT GUIDE

1. Questions for group discussion:

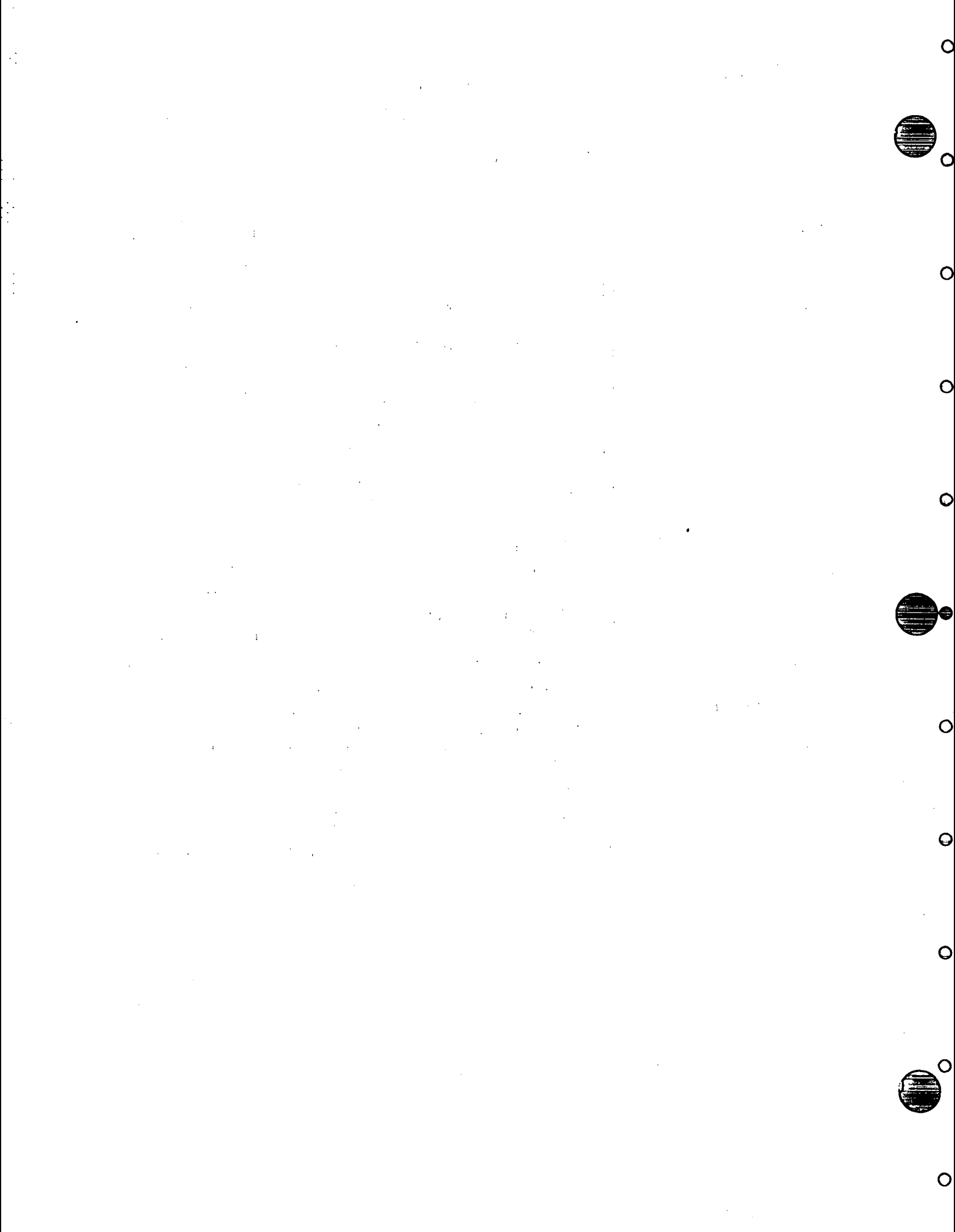
- a. To what extent is there a program development orientation in your agencies? If there is, how is it carried out and who does it? How extensive is it?
- b. What barriers do you see to program development in your agencies? Can they be overcome? When? How?
- c. Does the future in CJ planning seem to be generally supportive of program development?

2. Course Objectives.

- a. You should be able to assess the adequacy (completeness, accuracy, logic) of statements relating to criminal justice problems within your jurisdiction (ref. Module II);
- b. You should understand the importance of establishing priorities among those problems for possible programmatic intervention (ref. Module II);
- c. You can develop strategic goals for the problems under consideration (ref. Module III);
- d. You will be able to develop and assess strategies logically capable of meeting the strategic goals (ref. Module IV);
- e. You will be able to plan out in some detail the steps and procedures needed in order to implement those strategies (ref. Module V);
- f. And finally, you will be able to identify those key events in the program plan on the basis of which effective management, evaluation, and corrective feedback can be carried out as the plan is later implemented (ref. Module VI).



Module 2
DEVELOPING AN UNDERSTANDING
OF THE PROBLEM



Module II
Developing an Understanding of the Problem

PARTICIPANT GUIDE

TITLE Developing an Understanding of the Problem

PURPOSE

To provide an understanding of the relationship between the Criminal Justice Analysis process and the Program Development process. To cover the procedures and skills needed to assess the adequacy of the primary product of the analysis process: the Problem Statement.

OBJECTIVES

Upon completing this module, the trainees will be able to:

- State and apply criteria for assessing the conceptual adequacy of a problem statement.
- Discuss techniques for selecting problems for program development.

DESCRIPTION

This module consists of a lecture segment and a workshop segment. The segment sequence and estimated timing is as follows:

- Lecture Segment A - 1.5 hours
- Workshop Segment B - 2.5 hours



Outline of Module II

Developing an Understanding of the Problem

Segment A.

1. Review and Introduction
2. The Relationship Between Problem Analysis and Program Development
3. The Problem Statement
4. The Role of the Program Developer in Assessing the Adequacy of Problem Statements
5. Assessing the Adequacy of Problem Statements
6. Assessing the Conceptual Adequacy of a Problem Statement
7. Assessing the Explanatory Adequacy of a Problem Statement
8. Desk Activity--Identifying and Categorizing the Components of a Problem from a Problem Statement
9. Assessing the Logic of a Problem Statement
10. Desk Activity--Identifying Relationships Between Components in a Problem Statement
11. The Boundaries of a Problem
12. Setting Priorities Among a Set of Problems
13. Selecting Problems for Programmatic Treatment
14. Review--Assessing the Adequacy of a Problem Statement

Segment A

PARTICIPANT GUIDE

Notes and Questions

1. Review and Introduction.

2. The Relationship Between Problem Analysis and Program Development.

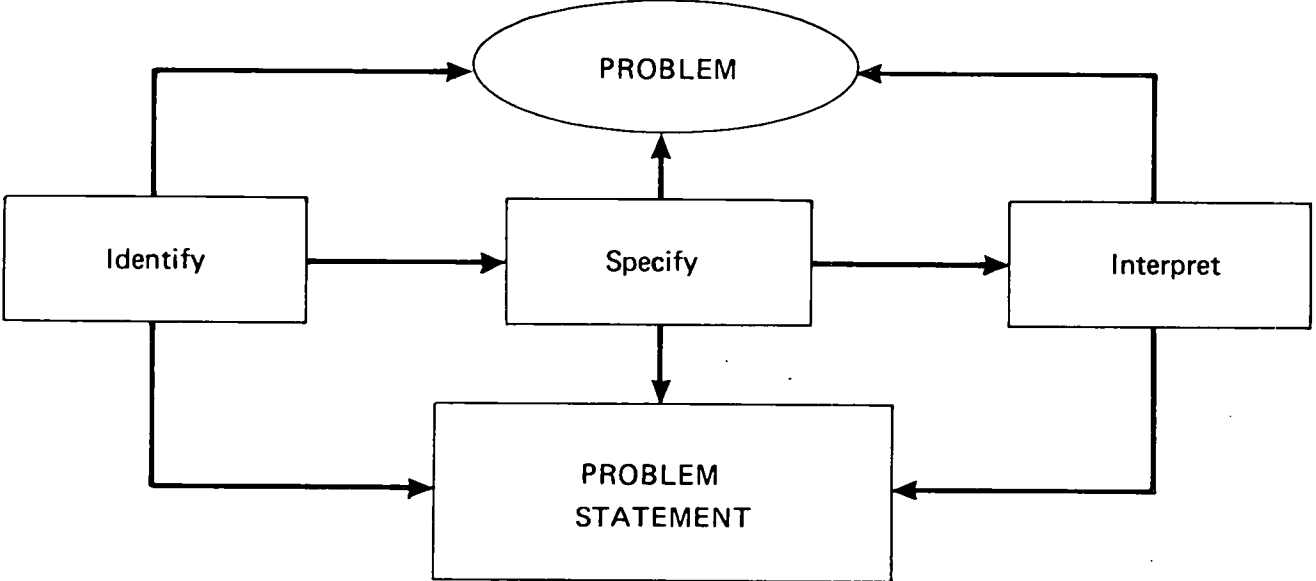
- a. The analysis process has three primary tasks: to identify problems that exist in the System, to specify and define those problems in useful and meaningful terms, and to interpret or explain problems so that they can be understood by others.

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3. The Problem Statement.

- a. A Problem Statement is defined as:
- A written document or oral presentation which comprehensively describes the:

THE ANALYSIS PROCESS



Notes and Questions

- nature,
- magnitude,
- seriousness,
- rate of change,
- persons affected,
- spatial aspects,
- temporal aspects,

of a problem using qualitative and quantitative information. It identifies the nature, extent, and effect of system response; makes projections based on historical inferences; and rigorously attempts to establish the origins of the problem.

4. The Role of the Program Developer in Assessing the Adequacy of Problem Statements.

5. Assessing the Adequacy of Problem Statements.

ANALYSIS COURSE

Problem Statement Format*

1.0 Introduction

- 1.1 Statement of concerns
- 1.2 Nature and source of concerns
- 1.3 Scope of concerns

2.0 Analysis Methodology

- 2.1 Definition of terms used
- 2.2 Assumptions made
- 2.3 Measurement, reliability and validity
- 2.4 Data collection procedures used
- 2.5 Statistical methods used.

3.0 Findings

- 3.1 Conceptual Hypothesis #1 -- supporting variables and measurements, results, interpretations, and conclusions
- 3.2 Conceptual Hypothesis #2
- 3.3 Conceptual Hypothesis #3
(As many as needed)

4.0 Discussion of Findings in General

- 4.1 Discussion of findings in relation to concerns expressed
- 4.2 Discussion of limitations

5.0 Summary

- 5.1 Highlights
- 5.2 Conclusions

6.0 Appendices

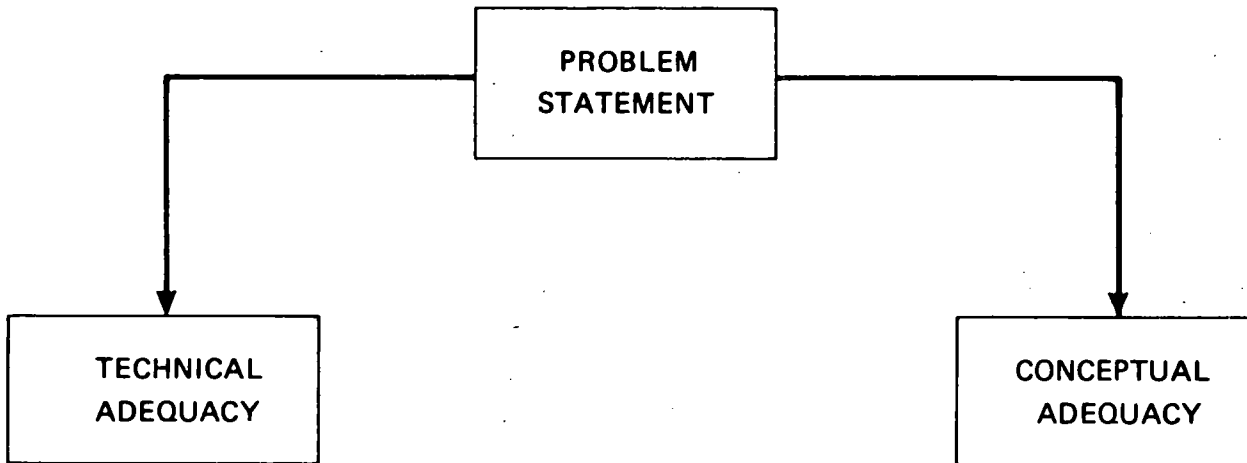
* This is the format recommended in the Criminal Justice Analysis Course.

Notes and Questions

- a. There are two primary criteria for assessing the adequacy of a Problem Statement. (Copy of Visual on next page.)
- The Problem Statement should be technically adequate.

 - The Problem Statement should also be conceptually adequate.
6. Assessing the Conceptual Adequacy of a Problem Statement.
- a. Conceptual adequacy refers to how well the Problem Statement describes and explains the problem.
- b. The first criteria to be considered is how well the Problem Statement describes the problem.
- The characteristic of a good problem description is that it is comprehensive.

ASSESSING A PROBLEM STATEMENT



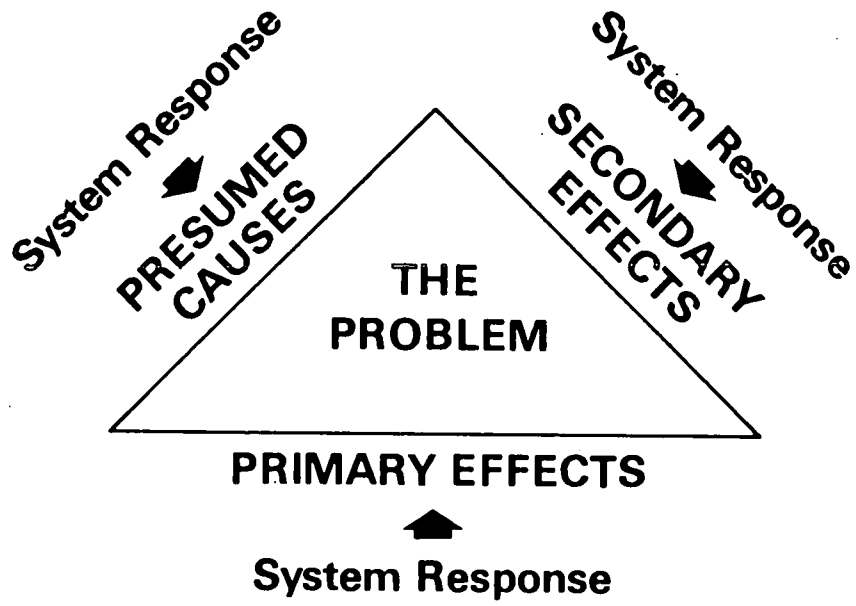
Notes and Questions

- A component of a problem is a condition or an event that defines or is associated with a particular problem.

7. Assessing the Explanatory Adequacy of a Problem Statement.

- a. The presumed causes of (Copy of Visual on next page.) a problem are those conditions and events that are thought to come before and lead to the expressed concerns and related events and effects.
- b. Primary effects are those conditions and events that directly result from the presumed causes.

VISUAL II-C



Notes and Questions

- c. Secondary effects are those conditions and events that directly result from the primary effects and indirectly from the presumed causes.
- d. System response refers to those conditions and events in the criminal justice system or some other relevant system that have an effect on or are affected by the problem's presumed causes, primary and secondary effects.
- e. For the program developer to have a complete explanation of a problem, the Problem Statement should contain information on each of these categories of conditions and events.

8. *Desk Activity - Identifying and Categorizing the Components of a Problem from a Problem Statement.*

Read the following segment of a Problem Statement and identify the components (events and conditions) described there. List the components you identify on the lines provided and decide if they are a presumed cause, a primary effect, a secondary effect, or a system response component.

STATEMENT

It is estimated that there were 22,100 robberies committed in the city in 1978, an increase of 8.4 percent over 1977. Of these, it is estimated that 75% were reported to the police. Approximately 50% of the reported robberies were committed in the street, 40% were committed in commercial locations, and 10% were committed in private residences. The police were able to clear by arrest 29% of all robberies reported to them. About 58% of the persons arrested were prosecuted and 55% were convicted. The estimated monetary loss due to robbery was 7 million dollars. In addition, there were 6 deaths and 45 cases of serious physical injury resulting from robberies. The increase in the number of street robberies is attributed to an increase in the number of unemployed persons in the city and an increase in street gang activity over the last year. The high rate of street robbery has resulted in a significant decline in nighttime retail business activity, and is believed to have contributed to the exodus of business to the suburbs.

<u>Components</u>	<u>Presumed Cause, Primary Effect, Secondary Effect, or System Response?</u>
1. _____	()
2. _____	()
3. _____	()
4. _____	()
5. _____	()

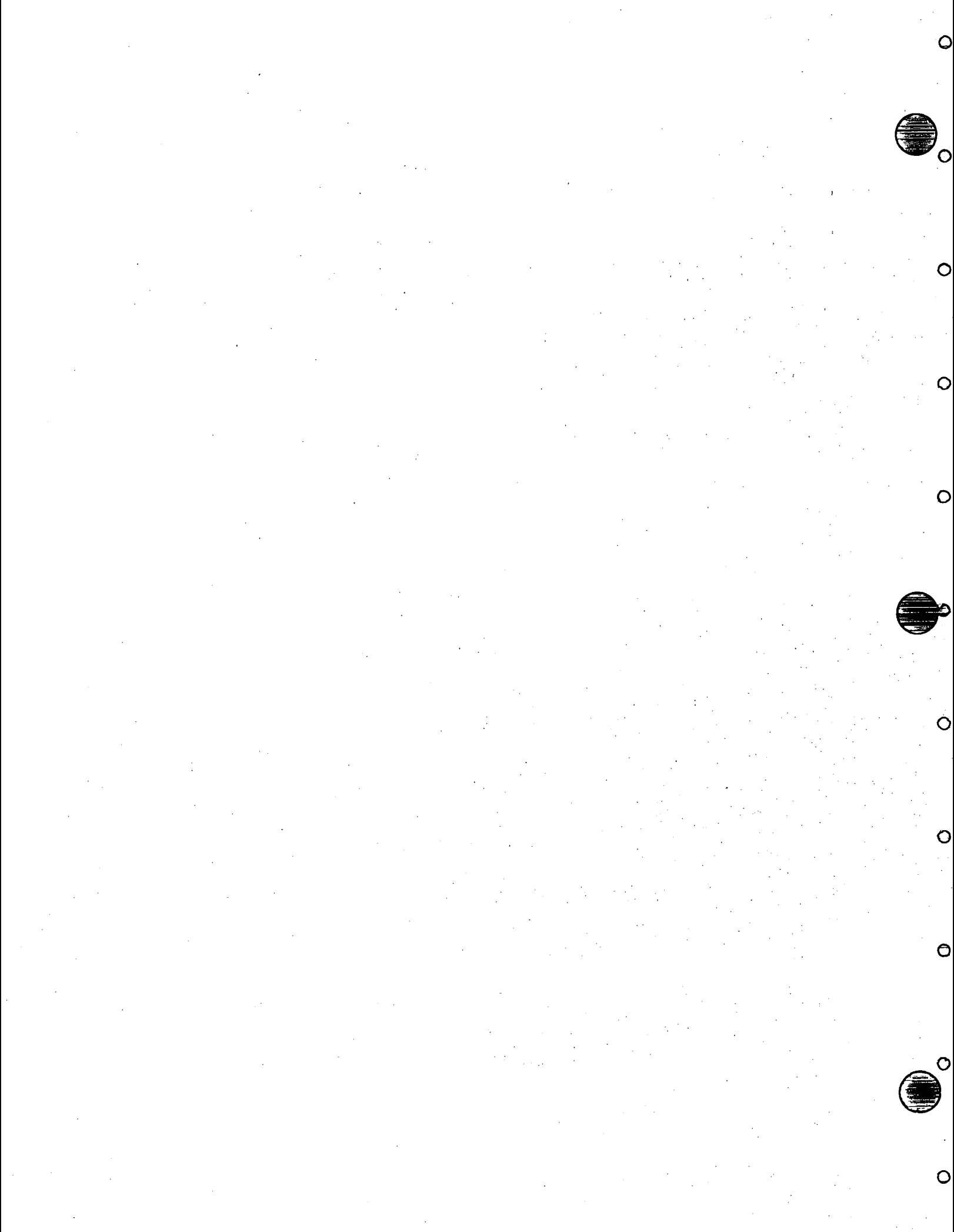
- 6. _____ (
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- 14. _____ (
- 15. _____ (
- 16. _____ (
- 17. _____ (
- 18. _____ (
- 19. _____ (
- 20. _____ (

Notes and Questions

9. Assessing the Logic of a Problem Statement.

- a. In an ideal Problem Statement linkages between components of a problem are explicitly stated and tested in the form of hypotheses.
 - An hypothesis is a statement that asserts a relationship among either concepts, variables, or measures.

- b. The program developer should be very careful in inferring too much from the information contained in a Problem Statement.



10. *Desk Activity - Identifying Relationships Between Components in a Problem Statement.*

Read the following segments of a Problem Statement.

Segment 1. A major problem in this city is the level of vandalism in the city schools. An analysis of school vandalism rates in the city indicates that vandalism is more prevalent in older schools than in schools built since 1965. The seriousness of the vandalism incidents (i.e., the cost of repairing the damage) was also found to be greater in schools with a lower level of upkeep, defined in terms of the amount spent on janitorial and groundskeeping services. Schools with lower numbers of vandalism incidents tended to be located on larger plots and to be farther removed from commercial or industrial land uses.

Segment 2. Schools with a high rate of vandalism tend to spend a smaller percentage of their budget on athletics and extramural activities. They also tend to have a higher rate of academic failure and teacher turnover. Students involved in vandalism incidents tended to have relatively lower academic performance. Over a third of the persons involved in such incidents were students who had dropped out of the school or who had been dismissed or suspended at some time while attending the school.

Relationships Identified

Segment 1:

Component	and	Component
1. Age of School Building		Number of Vandalism Incidents
2. Seriousness (Cost) of Vandalism Incidents		Level of Upkeep of Building and Grounds
3. Amount of Land on Which School is Located		Number of Vandalism Incidents
4. Distance of School From Commercial/Industrial Uses		Number of Vandalism Incidents



Segment 2:

Component	and Component
5.	
6.	
7.	
8.	
9.	

Notes and Questions

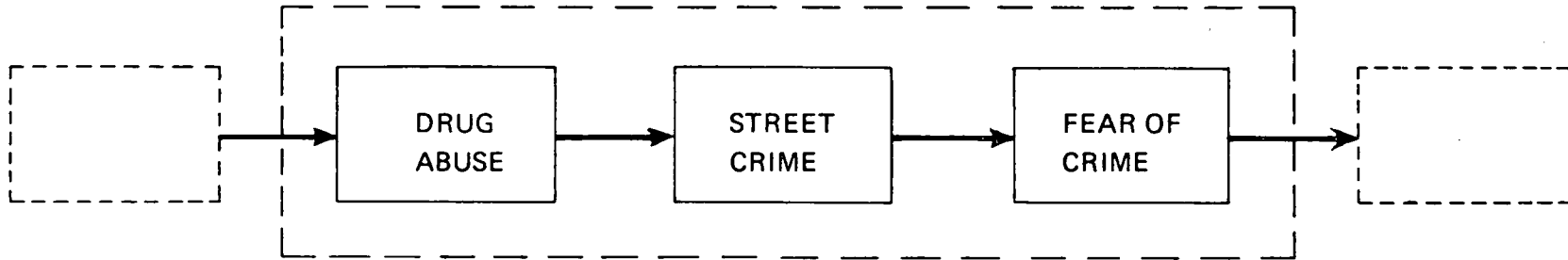
11. The Boundaries of a Problem. (Copies of Visuals on next two pages.)

12. Setting Priorities
Among a Set of Problems.

- a. Priority-setting means making three different decisions:
- Do we deal with this problem at all?
 - If we decide to address the problem, do we do so now or at some time in the future?
 - If we decide to deal with the problem now, how much effort do we want to make?

VISUAL II-D

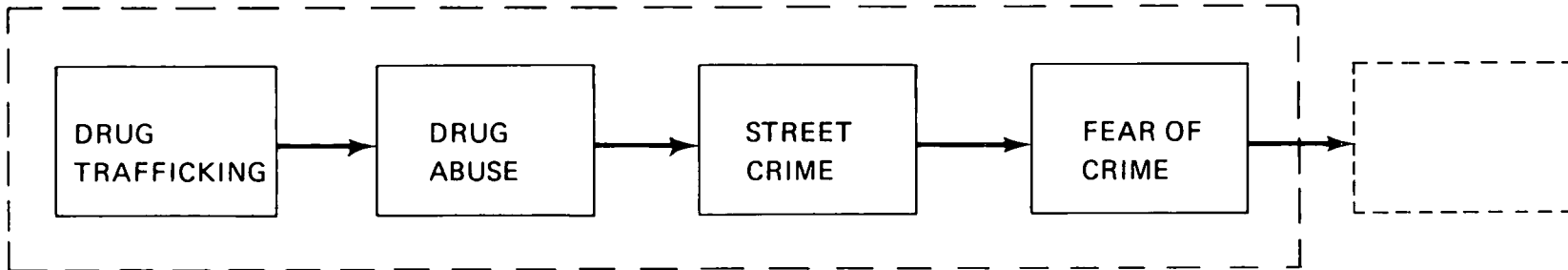
BOUNDARIES OF THE PROBLEM





VISUAL II-E

BOUNDARIES OF THE PROBLEM



Notes and Questions

13. Selecting Problems for Programmatic Treatment.
- a. The criteria for selecting problems for programmatic planning are:
- o The problem to be addressed should be well-understood.
 - o The problem should be important and should be seen as such by decision-makers, particularly in relevant operating agencies.
 - o The problem should be subject to comprehensive and system-level treatment.
14. Review: Assessing the Adequacy of a Problem Statement.

PROBLEM STATEMENT ON ARSON:
A REPORT ON THE PROBLEM OF ARSON IN
THE CENTRAL CITY METROPOLITAN REGION

Submitted by:

The Arson Task Force of the
Criminal Justice Planning Unit

To:

The Central City Regional Planning
Commission, Metropolitan Council
of Governments



PROGRAM DEVELOPMENT COURSE

Guidelines for Reading the Problem Statement on Arson

The document titled Problem Statement on Arson in the Central City Metropolitan Region serves as the basis for several of the major workshops in the Program Development Course. While preparing to attend the course you are strongly encouraged to read this document and to digest as much of the detail as possible.

To help you organize your understanding of this Problem Statement we have provided the following guidelines:

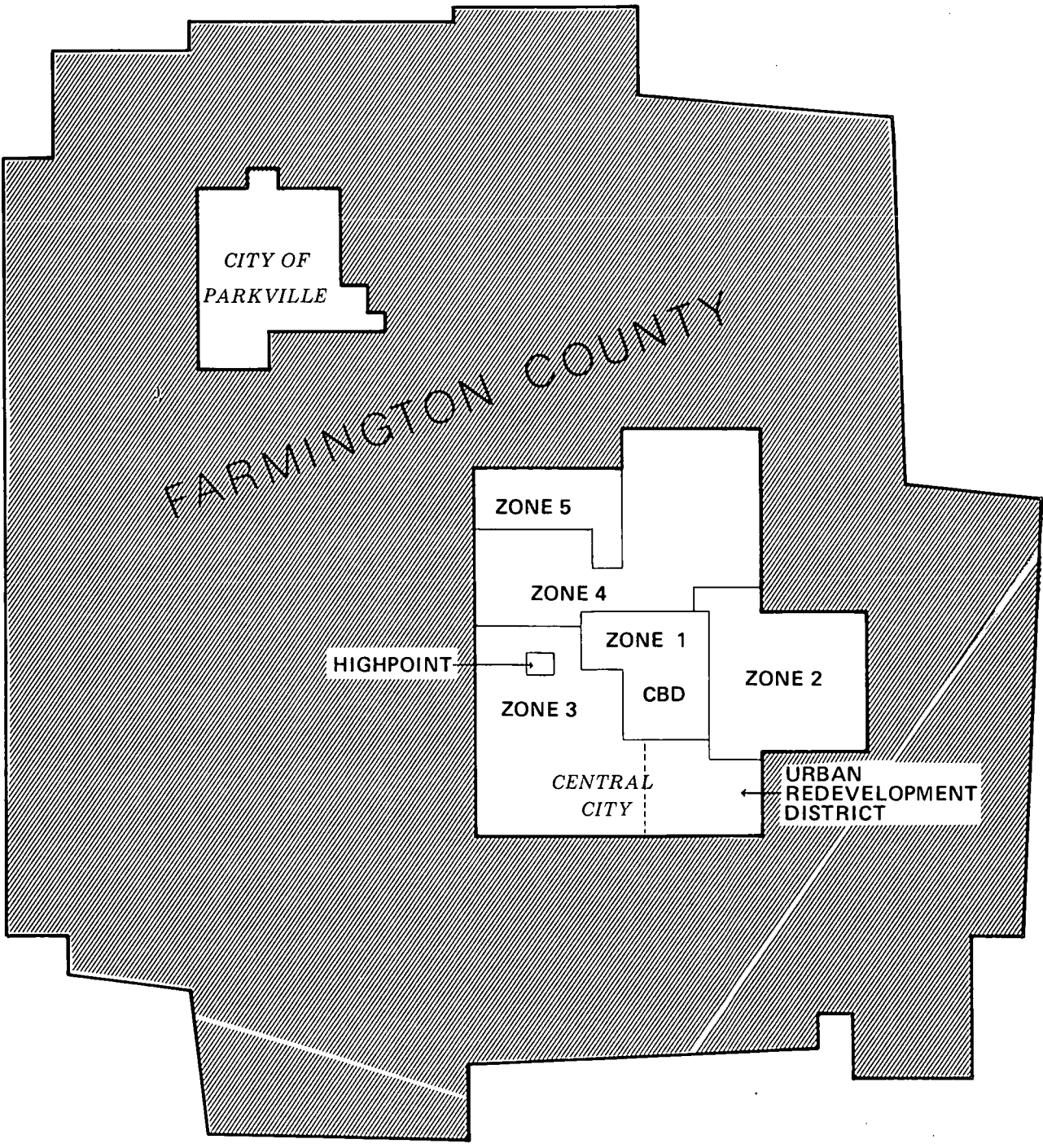
- Review the Table of Contents before reading the main body of the text. Familiarize yourself with the topics covered and the way the material is organized.
- Read the text of the Problem Statement through once for comprehension. As you read think of the document as describing a problem in your jurisdiction which you have been asked to address.
- For the first reading do not spend more than a few minutes on the statistical tables. Once you feel you have a good grasp of the problem overall go back and focus on the tables, one at a time.
- As a final review, re-read the "Discussion of the Findings" and "Summary" sections (pp. 26-30) and make a mental note of how these discussions relate to the more detailed discussions in the "Findings" section.
- A 3-page worksheet is included in the back of the document (pp. 31-33). Do not complete this form. Detailed instructions on how to complete this form will be given in the course.
- Be sure to bring the Problem Statement with you when you attend the course.



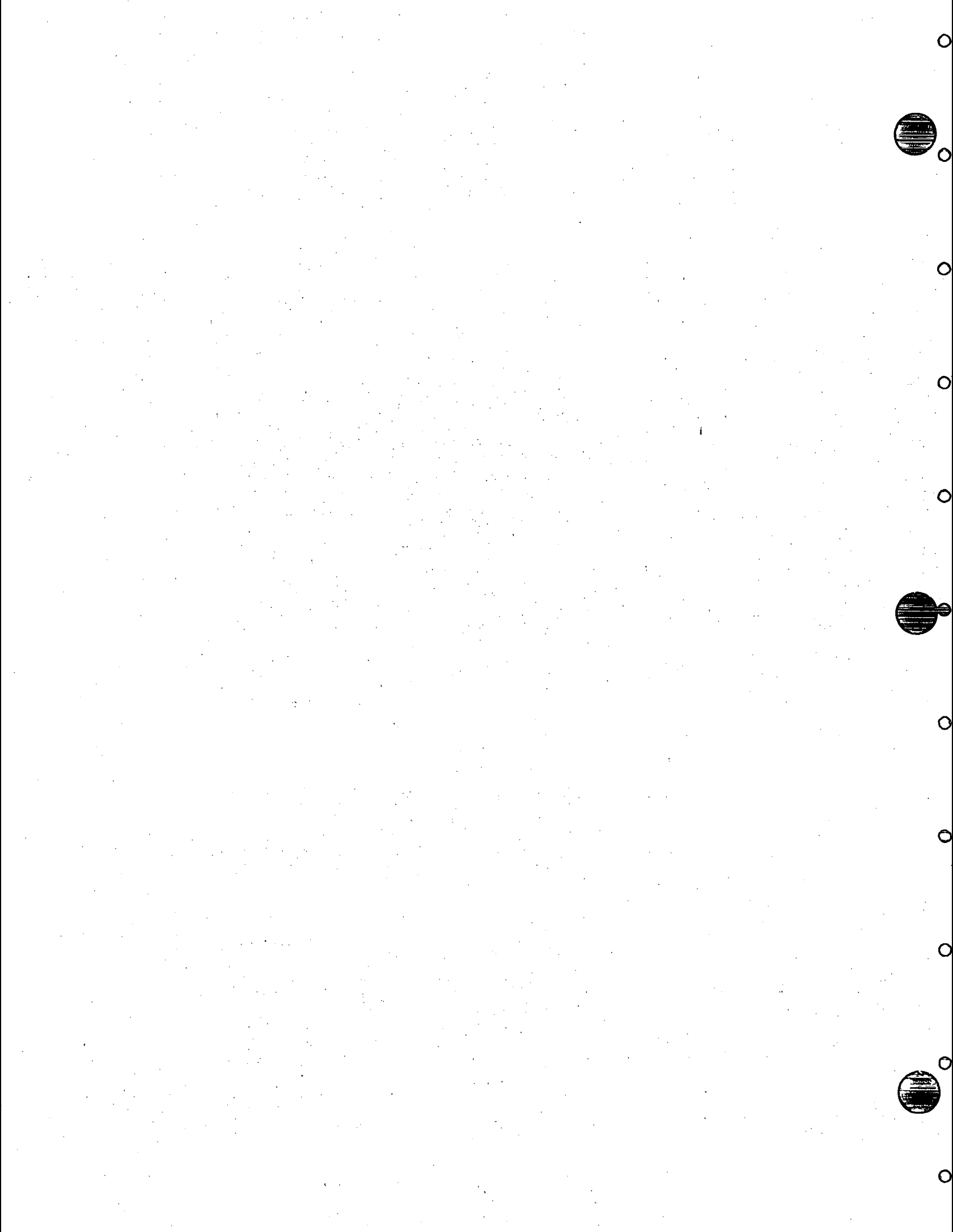
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CENTRAL CITY METROPOLITAN REGION



PROBLEM STATEMENT ON ARSON

Explanation

This problem statement presents the analysis of the problem of arson in the Central City Metropolitan Planning Region, (CCMPR). The region contains a large urban jurisdiction, Central City; a rapidly growing suburban community, Parkville; and the surrounding jurisdiction of Farmington County. Central City and Parkville operate with exclusive jurisdiction--there is no overlapping of authority. The County provides all police and fire services outside Central City and Parkville.

Prosecutorial and adjudicatory functions are performed at the county level. The District Court supervises the adult probation program. Juvenile corrections, including probation and aftercare are run by the State Youth Authority.

The Problem Statement was prepared by the Criminal Justice Unit of the Central City Regional Planning Commission, a multi-purpose planning agency under a Council of Governments.

1.0 Introduction

The Central City Regional Planning Commission mandated the Criminal Justice Unit (CJU) to investigate and report on the problem of arson in the Central City Metropolitan Region.

1.1 Statement of Concerns

The mandate required the CJU to conduct a general survey of the arson problem. The mandate also specified a set of major concerns to be addressed in the report.

- That the incidence of arson has increased rapidly within the last ten years.
- That existing efforts to control arson were inadequate, inappropriate or uncoordinated.
- That the problem of arson poses a threat to the life, safety and economic security to citizens in the region.

- o That the destruction of lives and property caused by arson creates a substantial burden on local governments through the loss of tax revenue and increased demands for services.

1.2 Source and Nature of Concerns

The sources of these concerns included a variety of local community, business and civic groups in the Region.

- o The Central City Chamber of Commerce indicated that the high level of arson in the City's Central Business District (CBD) was threatening to reverse recent efforts to revitalize that area.
- o The chairperson of the Neighborhood Action Group (Central City), made a statement that the City's police and fire departments were not responding adequately to the "epidemic" of arson fires in that part of the City. The statement suggested that this increase was the result of a well-organized arson-for-profit scheme.
- o The President of the Parkville Homeowners Association testified that juvenile vandalism was becoming a major problem. The most dangerous aspect of the problem, he suggested, was the increased number of vandalism fires being set by juveniles.
- o The chairperson of the Farmington County Business Association indicated that financial losses due to arson impeded the development of the county.
- o The President of the Central City Municipal League cited increased arson as an indication of heightened frustration among minority youth, and the lack of adequate recreational facilities.
- o The Councilman from Zone 5 (Central City), during public hearings, indicated that the city was losing significant sums of revenue due to property losses resulting from arson fires and that expenses for dealing with arson imposed a heavy burden on the city's finances.

1.3 Scope of Concerns

A public opinion survey conducted by the CJU indicates that fewer than five percent of all residents in the Region consider arson a major problem. Only twelve percent consider arson to be an "important" or "very important" problem for the Region. Thus, despite a considerable coverage of the arson problem in

local media, arson is not regarded as a salient area of concern by the public.

2.0 Analysis Methodology

This analysis is based on information gathered from a variety of sources:

- Official fire service and criminal justice records
- Personal interviews with fire and criminal justice personnel
- Interviews with local business and civic leaders
- Communications with experts in the field of arson
- Current research literature in the arson area
- A Region-wide survey of the public and local businesses

3.0 Findings

The findings are organized according to the major questions developed out of the broader concerns listed above. The questions are:

- To what extent has there been an increase in the number of arsons being committed?
- Which agencies are responsible for the control of arson and how do they operate in this area?
- What indications are there of the effectiveness of current arson control efforts?
- What are the individual costs and consequences of arson?
- What are the costs and consequences of arson to local governments?
- What are the long-term effects of arson on the region?
- What are the social, economic, and psychological factors related to arson?

3.1 The Incidence of Arson in the Central City Metropolitan Region

According to State law, arson is defined as the deliberate and intentional setting of a fire for the purpose of damaging

or destroying the property of another person, or of damaging and destroying property to collect insurance proceeds. In 1978, there were 11,687 fires reported to the fire departments in the Region. Of these, 1476 (12.6%) were caused by arson. The rate of arson per 100,000 population in the Region is 98.2.

Table 1 presents the arson experience of the Region and the constituent jurisdictions since 1974. The number of arsons detected has increased by 5.5 percent since 1974. This increase cannot be attributed to changes in population as the Region's population has declined by 1.1 percent since 1975. Each jurisdiction has experienced an increase in the incidence of arson over the last five years. With the exception of Farmington County, the proportion of fires found to be the result of arson has increased over the five year period, as has the rate of arson per 100,000 population. The two urban jurisdictions, Central City and Parkville, experienced substantially higher rates of arson than the County.

TABLE 1. ARSON EXPERIENCE IN CENTRAL CITY METROPOLITAN REGION
BY JURISDICTION: 1974-1978.

	YEAR				
	1974	1975	1976	1977	1978
<u>REGION (TOTAL)</u>					
All Fires Reported	11488	11695	11581	11645	11687
Arson Fires	1399	1427	1436	1456	1476
Percent Arson	12.2	12.2	12.4	12.5	12.6
Rate Per 100,000 Population	--	94.0	--	--	98.2
<u>CENTRAL CITY</u>					
All Fires Reported	6210	6050	6107	5971	5882
Arson Fires	865	863	895	841	885
Percent Arson	13.9	14.3	14.7	14.1	15.0
Rate Per 100,000 Population	--	101.4	--	--	107.7
<u>PARKVILLE</u>					
All Fires Reported	148	187	198	205	213
Arson Fires	19	27	30	30	37
Percent Arson	12.8	14.4	15.1	14.6	17.4
Rate Per 100,000 Population	--	91.7	--	--	109.0
<u>FARMINGTON COUNTY</u>					
All Fires Reported	5130	5458	5276	5469	5592
Arson Fires	515	537	511	585	554
Percent Arson	10.0	9.8	9.7	10.7	9.9
Rate Per 100,000 Population	--	83.3	--	--	85.6

More arsons are committed in the Region than are reported to, or detected by, authorities. Experts estimate that up to 40 percent of the fires categorized as "suspicious" or "of unknown origin," and 20 percent of fires categorized as "accidental" are the result of arson. Thus, it is likely that *current figures substantially underestimate the actual incidence of arson in the Region.*

3.2 The Location of Arson in the Central City Metropolitan Region

Table 2 presents the types of structures involved in known arson fires in 1978, broken down by jurisdiction. The majority of arson fires occurred in residential locations (72.6%), followed by commercial locations (21.8%), and industrial locations (3.9%) in 1978. School arsons accounted for 1.7 percent of all arsons.

TABLE 2. TYPE OF STRUCTURES INVOLVED IN ARSON FIRES BY JURISDICTION: 1987.

Type of Structure	JURISDICTION			
	Central City	Parkville	Farmington Co.	Region (Total)
RESIDENTIAL				
Number	602	27	443	1072
(Percent)	(68.0)	(72.9)	(79.9)	(72.6)
COMMERCIAL				
Number	243	4	74	321
(Percent)	(27.5)	(10.8)	(13.4)	(21.8)
INDUSTRIAL*				
Number	25	0	33	58
(Percent)	(2.8)	(0.0)	(6.0)	(3.9)
SCHOOLS				
Number	15	6	4	25
(Percent)	(1.7)	(16.2)	(0.7)	(1.7)
TOTAL				
Number	885	37	554	1476
(Percent)	(100.0%)	(100.0%)	(100.0%)	(100.0%)

* Includes warehouse and other storage facilities.

About half of the buildings involved in arsons were occupied at the time of the fire, approximately 15 percent were temporarily vacant and 35 percent were abandoned. Table 3 presents the breakdown on the occupancy status of the buildings involved in arson by type of structure. *The most frequent target of arson is the occupied residential building.*

TABLE 3. OCCUPANCY STATUS OF STRUCTURES INVOLVED IN ARSON FIRES BY TYPE OF STRUCTURE: 1978.

Type of Structure	OCCUPANCY STATUS*			Total
	Occupied	Vacant	Abandoned	
RESIDENTIAL				
Number	504	129	439	1072
Percent	(47.0)	(12.0)	(41.0)	(100.0)
COMMERCIAL				
Number	178	87	56	321
Percent	(55.5)	(27.1)	(17.4)	(100.0)
INDUSTRIAL				
Number	34	6	18	58
Percent	(58.6)	(10.3)	(31.0)	(100.0)
SCHOOLS				
Number	25	0	0	25
Percent	(100.0)	(0.0)	(0.0)	(100.0)
TOTAL				
Number	741	222	513	1476
Percent	(50.2)	(15.0)	(34.8)	(100.0)

* Occupancy status defined according to whether or not the structure involved in the arson had a full-time tenant and an identifiable owner at the time of the arson fire. A structure was categorized as "occupied" if it met both of these conditions, "vacant" if it met only the latter condition, and "abandoned" if it met neither condition.

3.3 Current Efforts to Control Arson

Seven units of local government and one unit of State government are legally responsible for the control of arson in the Region. These are:

- o the Central City Fire Department
- o the Parkville Fire Department
- o the Farmington County Unified Volunteer Fire Department
- o the Central City Police Department

- the Parkville Police Department
- the Farmington County Sheriffs Department
- Farmington County Prosecutors Office
- State Fire Marshalls Office

Several other local- and State-level agencies are involved in arson-related activities. These include:

- the Central City Regional Bureau of Human Resources
- the Central City Regional Youth Buteau
- State Attorney General's Office
- State Insurance Commission

Table 4 summarizes the jurisdiction of these agencies, their arson-related functions and responsibilities, and the existence of any specialized unit or personnel in the arson area.

Arson control can be broken into three major components:

- Detection
- Investigation
- Prosecution

3.3.1 Arson Detection

State law requires that the cause and origin of all fires reported to the fire department be determined. The cause and origin of fires may be determined to be:

- accidental
- incendiary (arson)
- unknown or suspicious (no cause found or verified)

The cause and origin of a fire may be determined on the basis of a preliminary investigation at the fire scene by the ranking commander of the fire department responding to the fire. If the fire commander is unable to determine the cause, he or she requests a full investigation. In the case of Central City this would be carried out by a six-man Fire Investigation Unit. In Parkville the investigation is made by a senior commander or the Assistant Fire Chief. In Farmington County the investigation

TABLE 4. AGENCIES RESPONSIBLE FOR ARSON CONTROL AND ARSON-RELATED FUNCTIONS IN THE CENTRAL CITY METRO REGION.

AGENCY	JURISDICTION	ARSON-RELATED FUNCTIONS AND RESPONSIBILITIES	ARSON UNIT
Central City Fire Department	Central City	<ul style="list-style-type: none"> ● Fire Suppression ● Determine "Cause and Origin" of Fires ● Identify, Gather and Preserve Fire/Arson Evidence ● Identify Persons Responsible for Fires 	Fire Investigation Unit - 2-3 Person Teams
Parkville Fire Department	Parkville	(Same as Above)	None
Farmington County Unified Volunteer Fire Department	Farmington County	(Same as Above)	No Permanent Unit - Utilizes 2 Man Investigative Team From State Fire Marshal's Office on Request
Central City Police Department	Central City	<ul style="list-style-type: none"> ● Criminal Investigation of Arson 	None
Parkville Police Department	Parkville	<ul style="list-style-type: none"> ● Criminal Investigation of Arson 	None
Farmington County Sheriffs Office	Farmington County	<ul style="list-style-type: none"> ● Criminal Investigation of Arson 	None
Farmington County Prosecutors Office	Region	<ul style="list-style-type: none"> ● Criminal Investigation and Prosecution of Arson 	None
State Fire Marshals Office	State-Wide	<ul style="list-style-type: none"> ● Provides Investigative Services to Local Jurisdictions ● Regulates and Certified Training of Fire Service and Fire Investigative Personnel ● Investigative Powers in Area of Arson Fraud ● State Fire Laboratory ● Arson Data Collection and Analysis 	Maintains 3 2-Person Fire Fire Investigative Teams Maintains Fire Investigation Laboratory-Not Specifically Equipped for Arson Analysis
Central City Regional Bureau of Human Resources	Region	<ul style="list-style-type: none"> ● Shelter and Medical Services for Persons Displaced by Fire ● Public Assistance and Unemployment Compensation to Persons Losing Jobs Due to Fire ● Small Business Loan Program for Repair of Fire Losses 	None Specifically Related to Fire or Arson Losses
Central City Regional Youth Bureau	Region	<ul style="list-style-type: none"> ● Shelter Care ● Pre-Trial Services ● Mental Health Services ● Juvenile Detention ● Juvenile Probation ● Juvenile Aftercare 	No Services Specifically Related to Youth Involved in Arson-Related Activity
Central City University Hospital Burn Unit	Central City	<ul style="list-style-type: none"> ● Emergency Medical Care for Burn Victims 	N/A
State Attorney General's Office	State-Wide	<ul style="list-style-type: none"> ● Regulates and Certifies Training of Law Enforcement Personnel ● Investigation of Organized Crime ● Investigation of White Collar Crime Such as Arson Fraud 	None
State Insurance Commission	State-Wide	<ul style="list-style-type: none"> ● Regulates Insurance Industry Policies and Practices ● Investigative Powers in Area of Insurance Fraud Including Arson Fraud 	None Specifically Related to Arson

may be carried out by a senior fire commander or a two-person investigation team provided by the State Fire Marshall's Office.

Table 5 presents the disposition of all fires reported to the fire departments in the Region in 1978. The table indicates that three percent of all fires in the Region were given a full investigation, (N=360, including four pending as of 12/31/78). Of these, 83 percent were conducted by the Central City Fire Investigation Unit. The remainder were conducted by a team from the State Fire Marshall's Office. *Arson was detected in 56 percent of the fires when a full investigation was conducted compared to 11 percent when the cause was determined on the basis of a preliminary judgment at the fire scene.*

TABLE 5. DISPOSITION OF REPORTED FIRES BY FIRE DEPARTMENTS, BY JURISDICTION: 1978.

Disposition/Findings	JURISDICTION			
	Central City	Parkville	Farmington County	Region (Total)
TOTAL FIRES REPORTED	5882	213	5592	11,687
• Fires Investigated*				
Number	294	6	56	356
Percent	(5.0)	(2.8)	(1.0)	(3.0)
- Arson Found				
Number	156	6	41	203
Percent	(53.1)	(100.0)	(73.2)	(59.0)
- Accidental Found				
Number	10	0	0	10
Percent	(3.4)	(0.0)	(0.0)	(2.8)
- No Cause Found				
Number	128	0	15	143
Percent	(43.5)	(0.0)	(26.8)	(40.2)
• Fires Not Investigated**				
Number	5585	207	5535	11327
Percent	(95.0)	(97.2)	(99.0)	(99.0)
- Arson Found				
Number	729	31	513	1273
Percent	(13.1)	(15.0)	(9.3)	(11.2)
- Accidental Found				
Number	4866	176	5022	10054
Percent	(87.1)	(85.0)	(90.7)	(88.8)
• Investigation Reading***				
Number	3	0	1	4

* Full investigation by fire department personnel.

** Preliminary investigation at fire scene by fire commander.

*** As of December 31, 1978.

3.3.2 Arson Investigation

When arson is detected the fire service submits a report to the County Prosecutor indicating its finding. Based on the report the Prosecutor may take one of several steps:

- o Have an arrest warrant issued for the person(s) suspected,
- o Conduct a further investigation of the crime, or
- o Determine that there is not enough evidence to pursue the case further.

No uniform policy has been adopted in any of the jurisdictions in this area.

Table 6 presents the disposition of arson cases up to the arrest of persons. Law enforcement agencies cleared about 25 percent of all arson cases by an arrest. Slightly over 40 percent of all cases were suspended and 33 percent were not investigated. *The reasons given for suspending or not conducting an investigation centered on lack of evidence or insufficient manpower to conduct a full investigation.*

TABLE 6 . DISPOSITION OF REPORTED ARSON CASES BY LAW ENFORCEMENT AGENCIES, BY JURISDICTION: 1978.

<u>TOTAL REPORTED ARSONS</u>	<u>JURISDICTION</u>			
	<u>Central City</u>	<u>Parkville</u>	<u>Farmington County</u>	<u>Region (Total)</u>
Number	885	37	554	1476
Percent	(100.0)	(100.0)	(100.0)	(100.0)
o <u>Cleared by Arrest</u>				
Number	239	10	119	368
Percent	(27.0)	(27.0)	(21.4)	(24.9)
o <u>Investigation Pending</u>				
Number	8	1	0	9
Percent	(0.9)	(2.7)	(0.0)	(0.6)
o <u>Investigation Suspended</u>				
Number	496	9	109	614
Percent	(56.0)	(24.3)	(19.6)	(41.6)
o <u>No Action Taken*</u>				
Number	142	17	326	485
Percent	(16.1)	(45.9)	(58.8)	(32.9)

* Law enforcement records indicate report received but no action was considered necessary or possible.

Table 7 presents the characteristics of the persons arrested for arson in 1978. *Persons arrested for arson were predominantly young white males, including a substantial number of pre-adolescents. Less than 30 percent of all persons arrested were age 25 or older.*

Table 7. CHARACTERISTICS OF PERSONS ARRESTED FOR ARSON, BY JURISDICTION: 1978.

	<u>Central City</u>		<u>Parkville</u>		<u>Farmington County</u>		<u>Region (Total)</u>	
	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>
TOTAL PERSONS ARRESTED	79	100.0	15	100.0	180	100.0	474	100.0
<u>BY AGE:</u>								
10 Years or Younger	31	11.1	2	13.3	10	5.6	43	9.1
11-17 Years	129	46.2	7	46.7	41	22.8	177	37.3
18-24 Years	55	19.7	3	20.0	59	32.8	117	24.7
25 Years or Older	64	22.9	3	20.0	70	38.9	137	28.9
<u>BY SEX:</u>								
Males	246	88.2	14	93.3	163	90.5	423	89.2
Females	33	11.8	1	6.7	17	9.5	51	10.8
<u>BY RACE:</u>								
White	212	76.0	13	86.7	158	87.8	383	80.8
Black	63	22.6	2	13.3	19	10.6	84	17.7
Other	4	1.4	0	0.0	3	1.6	7	1.5

Table 8 indicates that about half of all juveniles arrested for arson were referred to Juvenile Court. Over 40 percent were handled within the department and released with no further action. A small number of juveniles were diverted to the Regional Youth Bureau or transferred to another agency outside the Region. Six juveniles were tried as adults.

TABLE 8. PRE-TRIAL DISPOSITION OF JUVENILES ARRESTED FOR ARSON, BY JURISDICTION: 1978.

Disposition	JURISDICTION							
	Central City		Parkville		Farmington County		Region (Total)	
	Number	%	Number	%	Number	%	Number	%
TOTAL JUVENILES*	160	100.0	9	100.0	51	100.0	220	100.0
o Referred to Juvenile Court	82	51.3	4	44.4	31	60.8	117	53.2
o Released/No Further Action	71	44.4	4	44.4	15	29.4	90	40.9
o Referred to Youth Bureau	2	1.3	1	11.2	1	2.0	4	1.8
o Transferred to Other Jurisdiction	2	1.3	0	0.0	1	2.0	3	1.4
o Transferred to Criminal Court**	3	1.7	0	0.0	3	5.8	6	2.7

* Juveniles defined as persons under age 18.

** Tried as an adult.

Table 9 indicates the disposition of adults arrested for arson in 1978. Of the 254 persons arrested, approximately 12 percent were charged and held for prosecution (N = 30). The remainder were released with no further action. Of the 30 held for prosecution, eight were referred to juvenile court to be handled as youthful offenders.

TABLE 9. DISPOSITION OF ADULTS ARRESTED FOR ARSON: 1978.

	Number	Percent
TOTAL ADULTS ARRESTED	254	100.0
<u>Pre-Trial Disposition</u>		
o Released/No Further Action	224	88.2
o Held For Prosecution	30	11.8
<u>Adjudication</u>		
o Convicted/Arson	7	2.8
o Convicted/Lesser Charge	1	0.4
o Acquitted/Case Dismissed	5	2.0
o Referred to Juvenile Court/ Tried as Youthful Offender	8	3.1
o Prosecution Pending	9	3.5
<u>Sentencing (Arson Conviction Only)</u>		
o Incarcerated	1	0.4
o Suspended Sentence	2	0.8
o Probation	4	1.6

3.3.3 Arson Prosecution

The judicial disposition of persons tried in juvenile court is not available. The six juveniles tried as adults were adjudicated as follows: one was convicted on the charge of arson, two were convicted on a lesser charge, one was acquitted on all charges, and two were awaiting trial as of 12/31/78 pending a psychiatric examination.

Of the 22 adults tried for arson, seven were convicted on the arson charge, one was convicted on a lesser charge, five were either acquitted or had their case dismissed and nine were awaiting trial pending a psychiatric examination (as of 12/31/78).

Of the seven adults convicted of arson in 1978, three were sentenced to prison. One was required to serve a sentence. The remaining six were placed on probation or given a suspended sentence.

3.3.4 Policies and Procedures

Areas of policy and procedural adequacy investigated for this report include:

- Level of training in the area of arson detection, investigation and prosecution.
- Level of basic resources to respond to arson incidents.
- Level of cooperation and coordination among the agencies responsible for arson control.
- Legal policies affecting arson control measures.

Training was identified as a problem in the agencies involved in arson control. The critical period for detecting an arson is during the first few minutes after the fire is set. Such factors as the location of the fire and the color of the flames and smoke provide the best clues as to whether the fire was deliberately set. Police and firefighters are not trained to notice these factors. In the course of putting out the fire, the physical evidence needed to confirm the presence of arson is often destroyed or not adequately preserved. This problem is most acute in small volunteer fire departments where training opportunities are often very limited.

Fire investigators indicated that their training has lagged behind recent developments in arson investigation. In Central City, four out of the six full-time investigators have received no formal training and none have received in-service training during the last four years. In Parkville and Farmington County, fire officials who carry out fire investigations have not received any formal training in that function.

Police officials indicated that detectives assigned to arson investigations have not received training in arson investigation. Prosecutors indicated that arson cases are assigned to them on the basis of availability. None of the prosecutors have been trained in arson prosecution or investigation.

Resources. The equipment used in current investigations is ten to fifteen years behind the state-of-the-art. The only adequate fire analysis laboratory in the State is located in the State Fire Marshall's Office in Capitol City. The normal period from the time evidence is sent to the Laboratory for analysis and the time a report is received is approximately five weeks.

There is no system to collect or preserve data on arson, and, consequently, there is no data base that can be used to monitor or make decisions about the allocation of arson control resources. Information relating to changes in property ownership, insurance claims or other information valuable in arson investigation is not available.

Cooperation and Coordination. Current efforts to control arson are hindered by a lack of inter-agency cooperation and coordination. Fire departments have no independent law enforcement powers and rely on law enforcement agencies to conduct criminal investigations and prosecutions. At present, there is no mechanism to coordinate the activities of fire, police and prosecution agencies. Previous efforts to coordinate these agencies have been complicated by conflicting workloads, inconsistent record-keeping procedures and internal department policies.

Legal privacy requirements limit the ability of law enforcement agencies, other administrative agencies and private companies to share information. These laws were passed to protect individuals from indiscriminate invasion of their privacy, but in the context of arson control, they also limit the ability of agencies to detect fraudulent overinsurance of property and to investigate suspected arson cases.

3.4 Personal Costs of Arson

Three major categories of personal loss due to arson were investigated:

- Property loss
- Physical injury
- Loss of life

3.4.1 Property Loss

In 1978 the estimated value of property destroyed by arson fires was approximately 5.2 million dollars. Table 10 breaks down these losses by jurisdiction and by type of structure involved. Arson fires accounted for slightly less than 20 percent of all fire losses in the Region. These losses are for insured property losses only.

TABLE 10. INSURED FIRE AND ARSON PROPERTY LOSS BY JURISDICTION AND TYPE OF STRUCTURE: 1978

	JURISDICTION			
	<u>Central City</u>	<u>Parkville</u>	<u>Farmington County</u>	<u>Region (Total)</u>
<u>TOTAL FIRE LOSS</u>	\$14,239,279	\$584,739	\$11,226,037	\$26,050,055
● Residential	8,116,389	333,301	6,398,841	14,848,531
● Non-Residential	6,122,890	251,438	4,827,196	11,201,524
<u>TOTAL ARSON LOSS</u>	\$2,829,344	\$116,188	\$2,230,614	\$5,176,146
● Residential	1,298,622	53,328	1,023,815	2,375,765
● Non-Residential	1,530,722	62,860	1,206,799	2,800,281

3.4.2 Physical Injury

In 1978 there were 865 cases of serious physical injury (injury requiring hospitalization for more than 24 hours) due to fires in the Region. Of these, 133 (15%) were associated with arson fires. Table 11 presents the injury data broken down by jurisdiction and type of structure involved in the arson. Residential arson accounted for nine percent of all injuries due to fire. Non-residential arson fires accounted for seven percent of all injuries due to fire in the region.

TABLE 11. PERSONS INJURED IN FIRES AND ARSON FIRES BY JURISDICTION AND TYPE OF STRUCTURE: 1978

	JURISDICTION			
	Central City	Parkville	Farmington County	Region (Total)
TOTAL FIRE-INJURIES	410	15	440	865
Residential	303	11	326	640
Non-Residential	107	4	114	225
TOTAL ARSON INJURIES	63	2	68	133
Residential	36	1	39	76
Non-Residential	27	1	29	57

Farmington County had an average injury rate of one injury for every eight arson fires. Parkville had a rate of one injury for every 20 fires. Central City had a rate of one injury for every 14 arson fires.

3.4.3 Loss of Life

In 1978 there were 59 deaths caused by fires in the region. Of these, four have been attributed to arson fires. Two of the deaths occurred in a single incident in Central City. The other two were associated with separate incidents in Farmington County.

3.5 Cost of Arson to Local Governments

The assessment of the costs of arson to local governments focused on two primary factors:

- Decreased revenues due to arson-related property loss.
- Increased expenditures due to demands created by arson fires.

The latter estimates were confined to:

- Costs associated with current efforts to control arson.
- Costs associated with current public assistance to citizens affected by arson fires.

3.5.1 Decreased Revenues

In 1978 local governments lost an estimated \$172,260 in property tax revenues due to arson fires. Table 12 presents the breakdown of these estimates by jurisdiction. Other indirect effects, such as lost jobs and closed businesses, also reduce the tax base of the region, but cannot be accurately estimated.

TABLE 12 . ESTIMATED PROPERTY TAX LOSS DUE TO ARSON FIRES, BY JURISDICTION: 1978*

	<u>Central City</u>	<u>Parkville</u>	<u>Farmington County</u>	<u>Region (Total)</u>
RESIDENTIAL	\$33,575.22	\$1,418.79	\$6,142.89	\$41,136.90
NON-RESIDENTIAL	<u>117,100.23</u>	<u>3,224.72</u>	<u>10,801.19</u>	<u>131,126.14</u>
TOTAL	\$150,675.45	\$4,643.51	\$16,944.08	\$172,263.04

* Based on insured property losses only.

3.5.2 Increased Service Demands

Current efforts to control arson cost local governments an estimated \$980,000 in 1978. Approximately \$650,000 was spent on responding to the actual fires. The remaining \$330,000 was spent on detecting, investigating, arresting and prosecuting arsonists. Table 13 summarizes the costs for these various functions by jurisdiction.*

*Cost estimates are based on the average cost to local governments to carry out the various functions involved in arson control. The only cost specifically attributable to arson is the Fire Investigation Unit maintained by the Central City Fire Department.

TABLE 13. ESTIMATED ARSON CONTROL COSTS; BY TYPE OF FUNCTION AND JURISDICTION: 1978.

Function	JURISDICTION			
	Central City	Parkville	Farmington County	Region (Total)
FIRE SUPPRESSION	\$533,230	\$26,840	\$92,673*	\$652,743
FIRE INVESTIGATION	216,000	0	0	216,000
CRIMINAL INVESTIGATION	45,240	3,714	47,706	96,660
PROSECUTION	-	-	-	15,500**
TOTAL	\$794,470	\$30,554	\$140,379	\$980,903

* Farmington County's fire suppression cost reflects the predominant use of volunteer firefighters versus the use of full-time, paid firefighters in Central City and Parkville.

** Prosecution costs are for the County Prosecutor's Office only with jurisdiction over the whole region.

The remaining costs attributable to arson relate to the services provided to persons victimized in arson-related incidents. These costs came to approximately \$1.9 million in 1978. Table 14 summarizes the nature and the amount of these costs.

TABLE 14. ESTIMATED COST OF SERVICES PROVIDED TO ARSON VICTIMS, BY TYPE OF SERVICE: 1978.

SERVICE	ESTIMATED AMOUNT
o Public Assistance/Unemployment Compensation	\$1,660,300
o Temporary Shelter Care	165,000
o Small Business Loan Program (Administrative Costs Only)	21,585
o Emergency Medical Treatment	12,410
TOTAL	\$1,859,295

Based on the above estimates the total annual cost of arson to local governments in the Region is approximately \$2.8 million.

3.6 Long-Range Impact of Arson on the Region

The long-term impact of arson on the Region was analyzed in terms of the following factors:

- Lost jobs and wages
- Loss of housing and displacement of residents
- Effect on property values and business activity

3.6.1 Lost Jobs and Wages

In 1978 there were 28 commercial and two industrial arson fires that resulted in the total destruction of a business or manufacturing firm. The total number of jobs lost due to these fires was 447. Using the average yearly income of persons employed in this Region the estimated loss in wages was over 5.5 million dollars. The additional wage loss due to temporary closings is estimated to be approximately 5.8 million dollars. The total loss in wages is estimated to be \$11.3 million.

3.6.2 Loss of Housing and Displacement of Residents

The total number of housing units destroyed for every 5.2 residential arsons. Table 15 presents the breakdown on the number of units lost by jurisdiction.

TABLE 15. HOUSING UNITS DESTROYED BY ARSON FIRES,
BY JURISDICTION: 1978.

<u>Jurisdiction</u>	<u>Number of Units Destroyed</u>
CENTRAL CITY	134
PARKVILLE	4
FARMINGTON COUNTY	<u>69</u>
TOTAL	207

The estimated number of persons permanently displaced from their homes by arsons in 1978 was 503. In addition, it is estimated that as many as 5000 persons were forced to seek alternative shelter for some period due to arson.

3.6.3 Property Values and Business Activity

An arson fire has a direct impact on the value of the structure involved in the fire. The other aspect to be considered is the impact arson has on the value of property in the vicinity of the arson. The persons interviewed for this report agreed that isolated instances of arson have a minimal effect on property values. However, in areas where a large number of arsons have occurred, property values tend to decline. Persons interviewed for this report also suggested that isolated incidents of arson do not have a major impact on business activity. However, when a neighborhood has been identified as a high-arson-risk area it becomes difficult for businesses to obtain financial backing from banks. In addition, businesses in these areas may have difficulty obtaining insurance coverage except at higher than normal premium rates, if at all. Thus, existing businesses are encouraged to leave and new businesses are discouraged from entering areas with a high level of arson.

3.7 Cause of Arson

Under current police practice, arson crimes are categorized according to the presumed motives of the arsonist. These categories include:

- o Vandalism Arson - arson committed for the sole purpose of destroying or damaging property.
- o Revenge Arson - arson committed to punish or injure a second party.
- o Pyromania - arson committed as a result of a psychological disorder.
- o Arson to Cover Crime - arson committed to destroy evidence of a crime.
- o Arson for Profit - arson committed to defraud or extort.

These categories are applied to all arson cases for which an arrest is made. Table 16 presents the distribution broken down by jurisdiction, along with the total number of persons arrested under each category. This distribution reflects the frequency and the relative difficulty of detecting and clearing the different types of arson. Police officials indicated that arsons committed for profit or to cover another crime are difficult to detect because they normally involve premeditation. Vandalism arson and pyromania cases are easier to detect and clear because they are committed with little premeditation. In the case of arson for revenge the motive often enables the police to identify the person responsible. Thus, the figures presented below probably underestimate the relative frequency of profit-related and cover-up arsons. Such arsons are more likely to be classified as accidental fires or fires of unknown cause.

TABLE 16. PRESUMED MOTIVES OF PERSONS ARRESTED FOR ARSON, BY JURISDICTION: 1978.

Presumed Motive	Central City		Parkville		Farmington County		Region (Total)	
	Number	%	Number	%	Number	%	Number	%
TOTAL: ALL ARSONS								
• Cases	239	100.0	10	100.0	119	100.0	368	100.0
• Arrests	279	100.0	15	100.0	180	100.0	474	100.0
VANDALISM								
• Cases	100	41.8	7	70.0	48	40.3	155	42.1
• Arrests	140	50.2	12	80.0	106	58.9	258	54.4
REVENGE								
• Cases	55	23.0	0	0.0	32	26.9	87	23.6
• Arrests	55	19.7	0	0.0	35	19.4	90	19.0
COVER-UP								
• Cases	34	14.2	0	0.0	18	15.1	52	14.1
• Arrests	34	12.2	0	0.0	18	10.0	52	11.0
PYROMANIA								
• Cases	33	13.8	3	30.0	14	11.8	50	13.6
• Arrests	33	11.8	3	20.0	14	7.8	50	10.5
FOR PROFIT								
• Cases	17	7.1	0	0.0	7	5.9	24	6.5
• Arrests	17	6.1	0	0.0	7	3.9	24	5.1

3.7.1 Vandalism Arson

The most prevalent form of arson involves the setting of fires for the sole purpose of destroying property. This form of arson is most often committed by juveniles. In 1978, 82 percent of all juvenile arson arrests were for vandalism related incidents.

Among juveniles the most common explanation is adolescent thrill-seeking--a desire to destroy property for excitement! A contributing factor to juvenile arson is a marked ignorance of the consequences of the act in terms of possible loss of life, injury, and financial loss. This factor is particularly evident in the case of pre-adolescents where a fascination with fire is common. Arson committed by juvenile vandals is frequently carried out in groups. In some areas of Central City the police department attributes a large proportion of vandalism arsons to juvenile gangs.

Adult vandalism arson is often associated with intoxication. Adults are less likely to act in large groups than juveniles, but the same motives as juveniles--general thrill-seeking or a desire to relieve frustration, with the contributing effect of alcohol or drugs--are associated with adult vandalism arson.

3.7.2 Revenge Arson

Almost any form of conflict--neighbor versus neighbor, customer versus storeowner, employee versus employer, or tenant versus landlord--could result in an arson. No single situation or factor is associated with revenge arsons. Persons arrested for this crime tended to be older--only 6.7 percent of those arrested were under age 18.

3.7.3 Pyromania

As used here the term "pyromania" refers to all forms of fire-setting behavior resulting from psychological disorders.

Juveniles made up approximately two-thirds of all persons arrested for pyromania in 1978. Juvenile pyromaniacs come from all areas and socio-economic levels in the community. The array

of psychological and personality factors associated with fire-setting is very broad. There is no decisive evidence pointing to a single cause or set of causes.

In many instances there is a fine line between the so-called revenge arsonist and the pyromaniac. A recent study of cases classified as revenge-motivated arson showed that the "wrongs" being avenged by the arsonist were often delusional. Similarly, many juvenile vandalism fires may also be the result of psychological disorders.

3.7.4 Arson to Cover Crime

Little systematic information is available on the use of arson to destroy the evidence of other crimes. Crimes such as homicide and burglary are sometimes covered-up through the use of fires. However, police and prosecutors tend to focus on the more serious crimes when making formal charges. Thus, the number of arsons in this category is probably underestimated.

3.7.5 Arson for Profit

Arson for profit is defined as deliberately setting a fire in order to defraud or extort. The most common situation involves a person setting fire to his or her property in order to collect on the insurance benefits. Arson for profit schemes arise most often where the value of property is less than its insured value--a situation called *overinsurance*. Overinsurance may occur when property values in an area have dropped rapidly. Businesses with excessive inventories may use arson as a means of liquidating assets when they cannot sell their inventory without a loss. Overinsurance may also occur when the real value of the property is fraudulently inflated. Fire and police officials in the Region are certain that the number of arson-for-profit fires far exceeds the number actually detected. Insurance companies estimated that 20 to 30 percent of their fire insurance benefits are paid for fraudulent claims.

Most arson-for-profit schemes involve only the owners of the property. However, a second party is often employed by an owner to set the fire as a way of avoiding suspicion. Professional arsonists are usually skilled in disguising the origin of the fires they set. In many instances such a crime could not be detected except by a trained arson investigator.

A significant factor contributing to the use of arson-for-profit is the low level of risk to the arsonist. Arson-for-profit schemes are difficult to detect, complicated to investigate, and difficult to prove in court. A hostile attitude on the part of certain segments of the public toward the insurance industry often makes it difficult for prosecutors to locate witnesses or convince a jury to convict. When a conviction is obtained, the courts are unable to impose severe sentences because arson-for-profit is considered to be a "white-collar" property crime under the law.

3.7.6 Other Factors

Other factors that are thought to contribute to the arson problem in this Region include:

- o Current arson prevention practices
- o Current levels of public awareness and participation

3.7.6.1 Arson Prevention Practices

Current arson prevention practices, involve efforts made to remove or reduce opportunities for persons to commit arson. According to fire prevention officials, business and individuals that could become the target of arson often fail to take steps to reduce their risk such as preventing unauthorized persons from gaining access to their premises, or safely storing materials that can be used to start fires. These practices provide opportunities for arsons and increase the difficulty of distinguishing arson from accidental fires.

3.7.6.2 Public Awareness and Participation

Current levels of public awareness and participation in arson control, as noted earlier, is low. Many persons do not consider arson to be a serious problem, and most people underestimate the number or the costs of arson to the Region or to themselves. Many were unaware that setting fire to one's own property to collect on the insurance was a criminal offense. This appears to confirm the opinion of fire prevention officials that *persons in this area are generally not motivated to take steps to reduce the risk of arson.*

4.0 Discussion of the Findings

This discussion will follow the six questions formulated out of the general concerns and the additional examination of the economic, social, and psychological factors related to arson: They are

- To what extent has there been an increase in the number of arsons being committed?
- What agencies are responsible for the control of arson, and how do they operate?
- What indications are there of the effectiveness of current arson control efforts?
- What are the individual costs and consequences of arson?
- What are the costs and consequences of arson to the local governments?
- What are the long-range effects of arson on the region?

4.1 Incidence of Arson

The data indicate that arson has increased in the Region and in each of the constituent jurisdictions over the past five years. The most rapid increase has been in Parkville, where the number of arsons has almost doubled; the slowest increase has been in Central City where the number and rate of arsons has remained high but constant. However, no precise statement can be made about the actual level of arson in the Region because of serious deficiencies in the official record-keeping

system and the apparently high number of arsons not detected by or reported to public agencies.

Other major findings concerning the incidence of arson are:

- The majority of reported arson fires occurred in residential locations.
- The most frequent target of arson is the occupied residential building.

4.2 Current Efforts to Control Arson

The current system to control arson consists of seven units of local government and one unit of State government. In addition, two local- and two State-level agencies have a distinct but secondary role in arson-related efforts. The agencies are involved in three primary functions,

- Arson Detection - which is primarily carried out by local fire departments;
- Arson Investigation - which is carried out by both law enforcement and prosecutorial agencies;
- Arson Prosecution - which is carried out by the Farmington County Prosecutors Office.

At present the system operates with no centralized coordinating body or standardized policies or procedures. Only one of the agencies, the Central City Fire Department, maintains a unit with specific responsibilities in the control of arson--the Fire Investigation Unit. In the remaining agencies responsibilities are delegated on an ad hoc basis to units or individuals with other primary duties.

Other major findings concerning the current arson control system are:

- Persons responsible for carrying out arson-control functions are generally not trained specifically in those functions;
- Equipment and facilities for arson control is generally old and about fifteen years behind the state-of-the-art;
- Fire analysis facilities are not available locally, resulting in considerable delays in the analysis of arson evidence;

- There is no standardized or centralized repository of arson-related information to be used by decision makers or arson investigators;
- State law places apparently strict restraints on the ability of investigators to gather and share information on suspected arsonists.

4.3 The Effectiveness of the Arson Control System

The data indicate that the current arson control system is substantially ineffective in detecting, investigating, and prosecuting arson cases. These deficiencies can be linked, at least in part to the findings described above.

- Only a very small percentage of all fires are given the full investigation that is necessary to detect many types of arson (e.g. arson-for-profit).
- Almost a third of all arson cases reported by the fire department to police or prosecutors are not pursued because of a lack of evidence, lack of suspects, or lack of available manpower.
- Although the police clear approximately 25 percent of all arson cases with an arrest, the arrestees are primarily juvenile offenders. Almost 10 percent of all arrests are of juveniles age 10 or younger.
- Of those arrested less than half are eventually prosecuted. Of those prosecuted, 75 percent are juveniles and only 25 percent are adults. Less than 12 percent of all adults arrested for arson are held for prosecution.
- Of those adults that are prosecuted less than one-fourth are convicted and only a small proportion of these are incarcerated. (In 1978, out of 254 adult arrests for arson, only one person was sentenced to prison for arson).

4.4 Personal Costs of Arson

The data indicate that arson imposes a significant financial and safety cost on local residents. In 1978, arson cost local residents over \$5 million in property losses--approximately 20 percent of all fire-related losses. In addition, arson caused 133 serious physical injuries and four deaths. These costs are only for known arson incidents.

4.5 Cost to Local Government

The data indicate that arson imposes a significant cost to local government in the form of lost property tax revenues and increased public expenditures. Property tax losses amounted to over \$170,000, arson control efforts cost over \$980,000 and additional emergency and public assistance to arson victims cost over \$1.8 million. It should be noted that under the arson control category over two-thirds of the money is spent only on suppressing the fires set by arsonists. In 1978, only \$330,000 was spent on detecting, investigating, and prosecuting arson cases.

4.6 Long-Range Impact of Arson

The data indicate that arson poses a potentially significant threat to the long-term welfare of the Region. In terms of destroyed or damaged businesses, lost wages, destroyed or damaged housing, and displaced residents, the cost of arson is high. However, for the immediate future, arson has not had a serious impact on overall property values or the level of business activity except in those areas with a high incidence of arson. It should be noted that, while arson is not the only factor, it does contribute to the overall loss of residents and business activity, particularly in Central City. In that sense, it may pose a threat to the current effort to revitalize Central City's central business district.

4.7 Causes of Arson

Arson is not a simple crime. The motives for committing arson include deliberate vandalism, revenge, psychological disorder, a desire to cover-up evidence of other crimes, and an intent to defraud or extort. Vandalism is the most common form of arson and is committed most often by juveniles. Revenge arson and arson resulting from psychological disorder are also common. However, information on arson-for-profit and cover-up arson is limited, primarily because these forms of arson are more difficult to detect and prosecute. Police, fire, and insurance experts indicate that these crimes are probably much more prevalent than is reflected in official statistics.

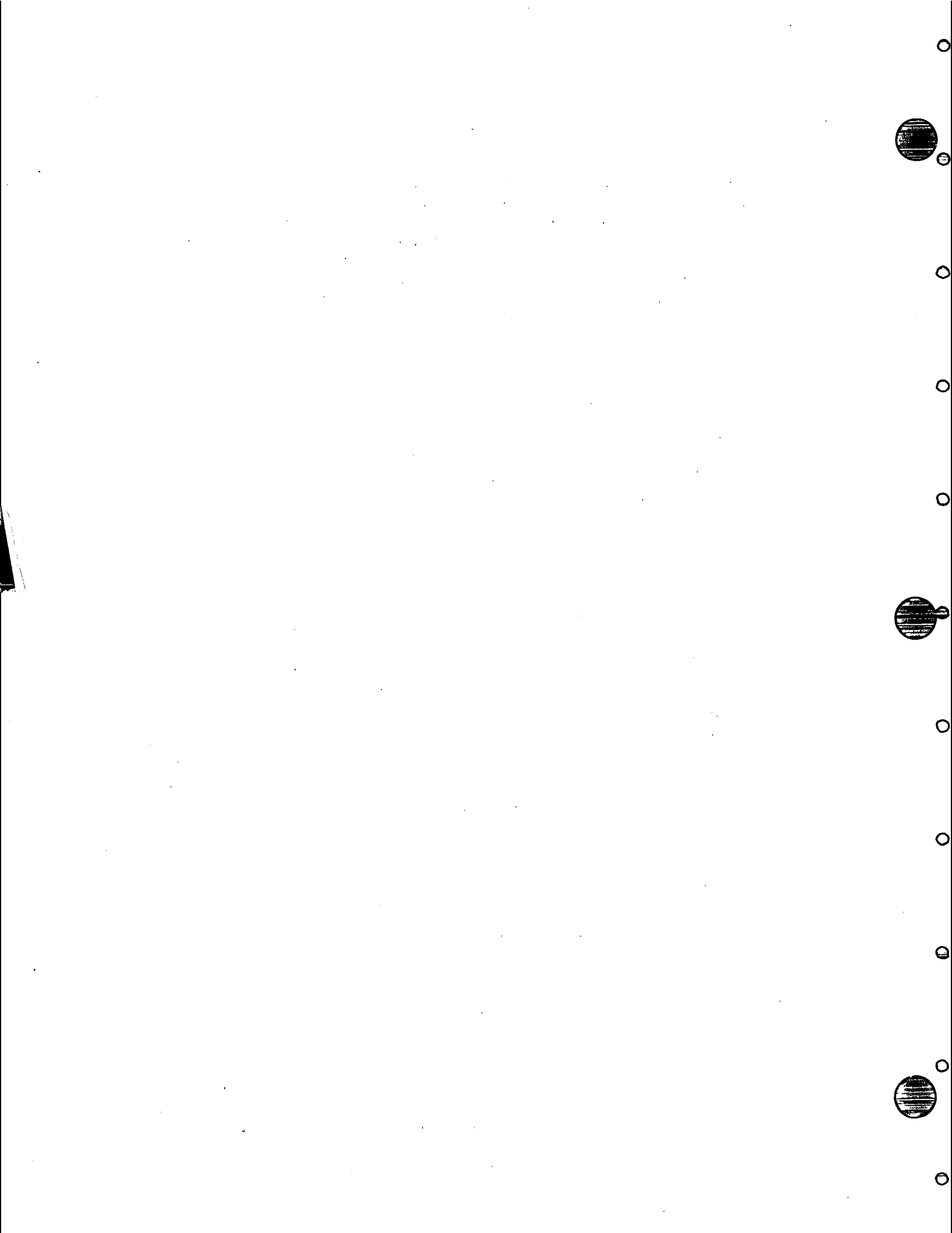
Juveniles make up the largest group of arsonists; both vandalism arson and pyromania arson are committed most often by juveniles. Revenge arson, arson-for-profit, and cover-up arson are carried out primarily by adults.

The psychological and social roots of arson are varied. Vandalism arson is most often associated with adolescent and pre-adolescent thrill-seeking. There are no definitive theories concerning the roots of pyromania--a variety of social and psychological factors, common to many forms of psychological disorder, have been identified. Revenge arson is the product of a variety of interpersonal conflicts: personality, economic, racial, and family. Little is known about cover-up arson beyond its link to a variety of violent and property crimes. Arson-for-profit appears to be the most calculated form of arson and is most often linked to conditions that cause property values to be less than insured values, including fraudulent inflation of property values.

Other factors which contribute to the instance of arson include the lack of public awareness of and participation in arson control and arson prevention efforts. Based on surveys of individuals and businesses, it was determined that the public is generally not motivated to take the steps necessary to reduce the risk of arson to themselves or others.

5.0 Summary

- Arson has increased in the Region over the last five years.
- Responsibility for the control of arson is scattered among a variety of autonomous and uncoordinated agencies.
- The current arson control system is inadequate to respond to the current level of arson activity.
- Arson imposes a significant financial and safety cost on local residents.
- Arson imposes a significant financial burden on local governments in the form of lost revenues and additional services.
- Arson poses a potentially significant threat to the long-term welfare of the Region
- The causes of arson are varied and complex--no single factor or set of factors can be associated with the problem in the Region.



WORKSHEET

Developing an Understanding of the Problem

1. Comprehensiveness of Description:

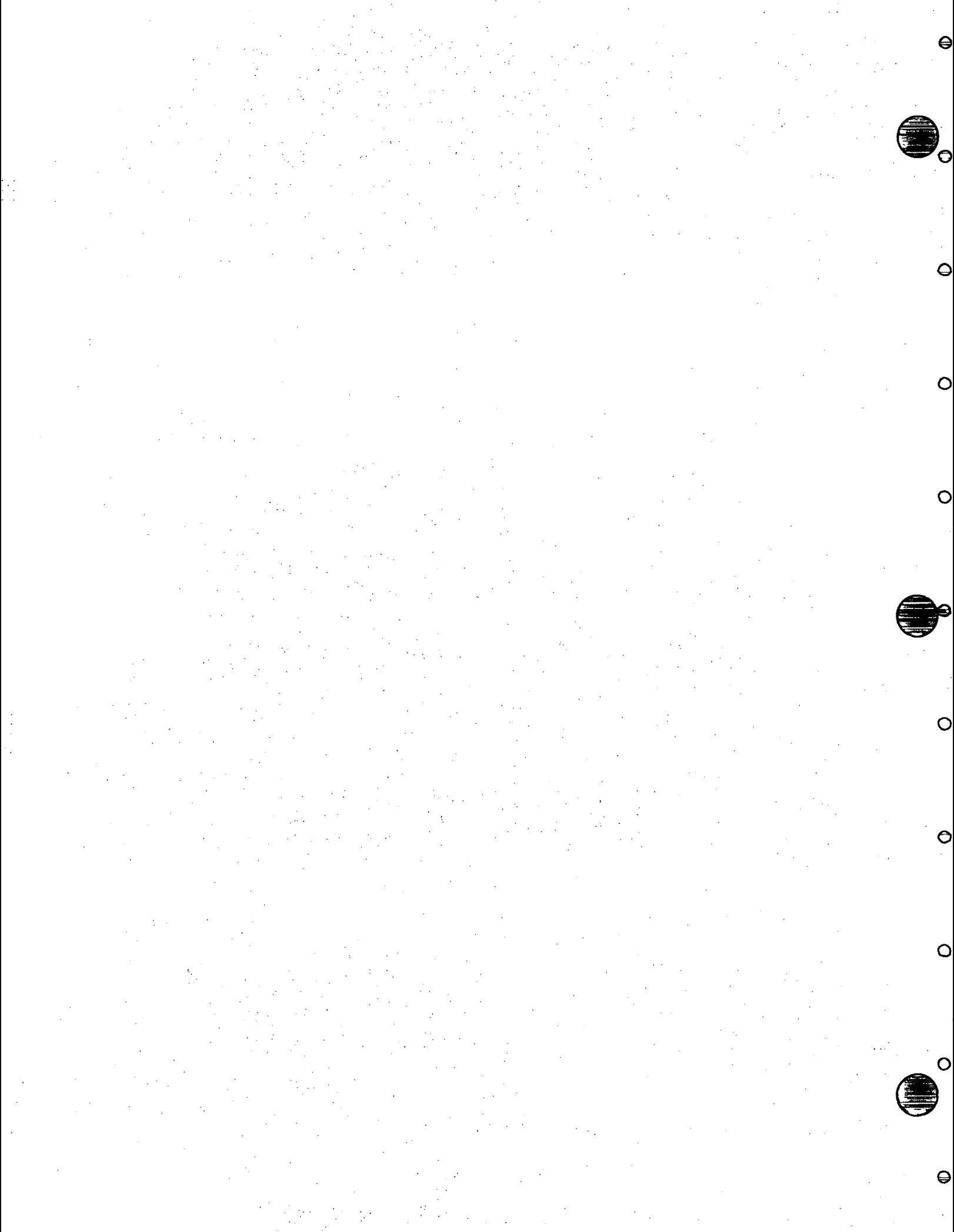
Question - Does the Problem Statement provide information on the important components of the problem: the nature, magnitude, seriousness, rate of change, persons affected, spatial aspects, temporal aspects, system response and origins? What other information would be useful for an understanding of the problem?

2. Completeness of Explanation:

Question - Can the components of the problem described in the Problem Statement be categorized as: presumed cause, primary effect, secondary effect, and system response components? Identify examples of each.

Presumed Causes: _____

Primary Effects: _____



Secondary Effects: _____

System Response: _____

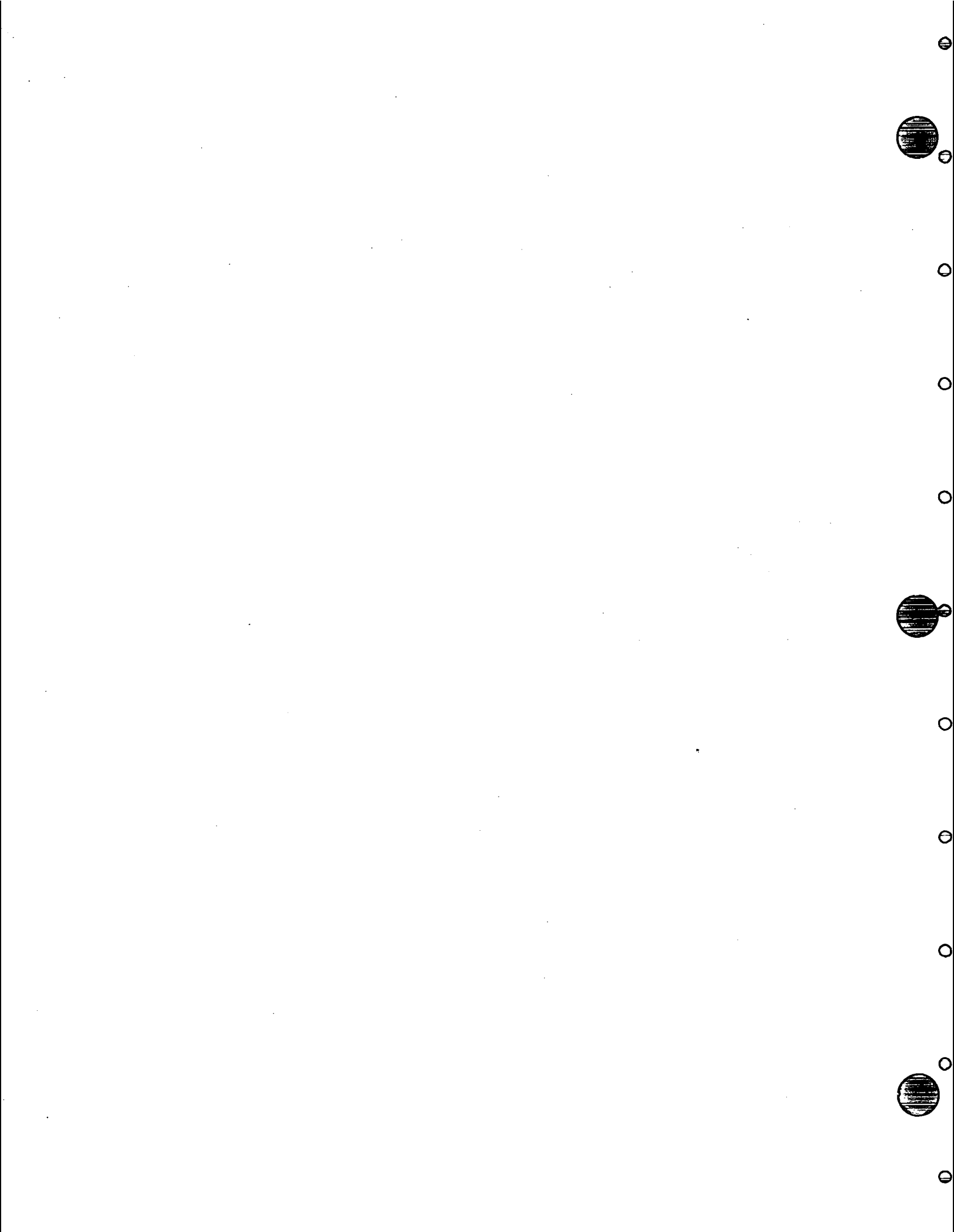
3. Logic of Explanation:

Question - What relationships between components of the problem does the Problem Statement indicate or imply? Describe and explain some of the more important relationships.



4. Boundaries of the Problem:

Question - What are the boundaries of the arson problem as described and explained by the Problem Statement? Are these boundaries too broad, too narrow, or about right for purposes of developing a program?



Module 3
DEVELOPING STRATEGIC GOALS



Module III
Developing Strategic Goals

PARTICIPANT GUIDE

TITLE Developing Strategic Goals

PURPOSE

To provide an understanding of the process of developing goals. To explain the importance, purpose, and consequences of goal-setting. To provide an opportunity to practice goal development skills. To learn how to use the Nominal Group Technique.

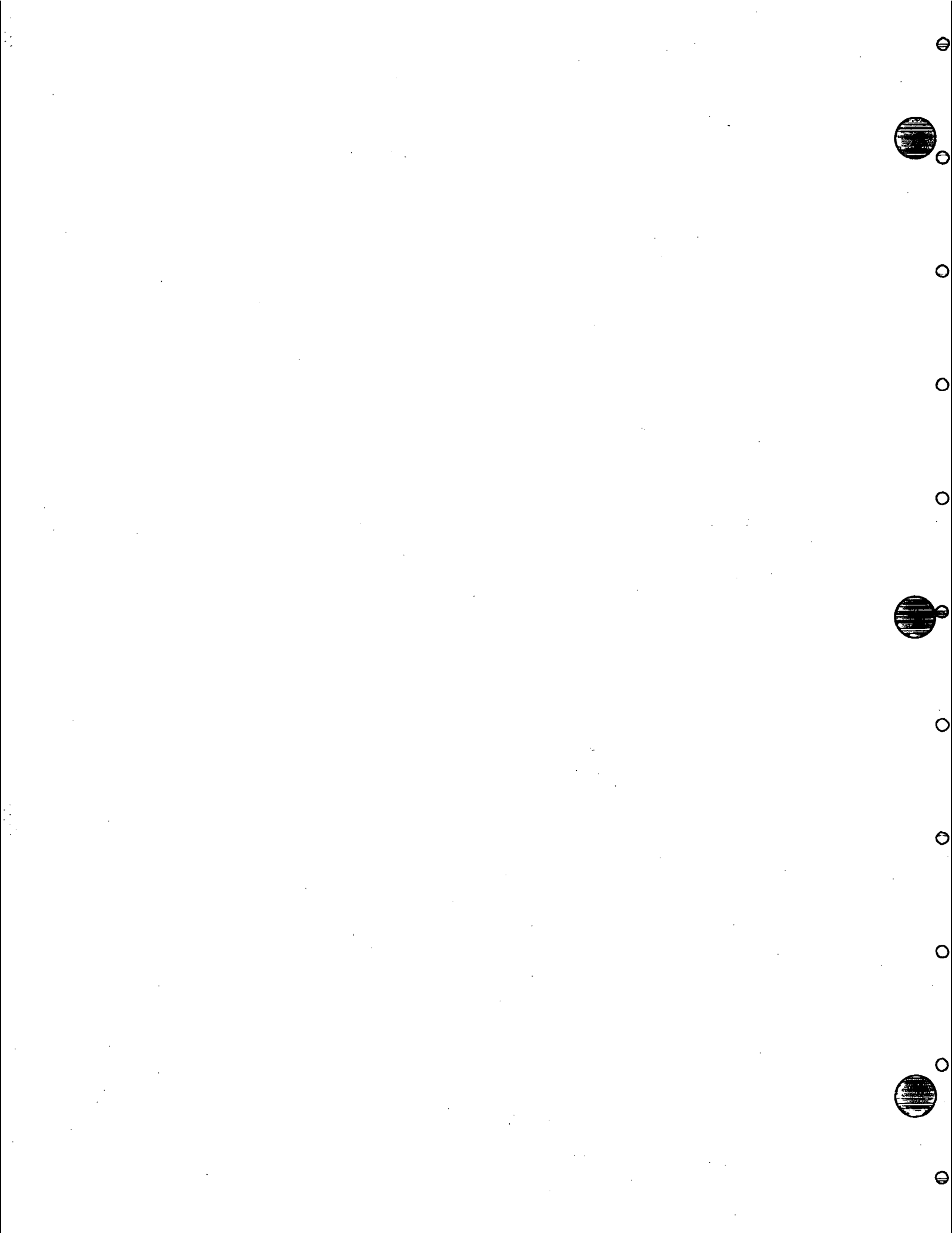
OBJECTIVES

At the completion of this Module the participants will be able to:

- Describe the role of the program developer in developing and selecting strategic goals.
- Explain the purpose of strategic goals in program development.
- Describe the different types and levels of goals in program development.
- Describe the distinction between goals and objectives.
- Explain the strategic goal development process.
- Use the Problem Statement to identify potential strategic goals.
- Explain the importance of developing integrated strategic goals.
- Draft strategic goals in an acceptable format.
- Describe the components of the Strategic Goal Decision Package.
- Use the Nominal Group Technique to identify the major aspects of a problem.

DESCRIPTION

This module consists of one lecture segment (A) and one workshop segment (B). The lecture should require no more than one and one half hours to complete. The exercise should require no more than 3.5 hours to complete, including a final class discussion.



Module III: Developing Strategic Goals
Outline

OUTLINE

1. Review and Introduction
2. The Role of the Program Developer in the Development of Strategic Goals
3. Types and Levels of Goals
4. Strategic Goals
5. Strategic Goals and Objectives
6. The Purpose of Strategic Goals in Program Development
7. The Strategic Goal Development Process
8. Using the Problem Statement to Identify Potential Strategic Goals
9. Desk Activity - Identifying Potential Strategic Goals from a Problem Statement
10. The Importance of Developing Integrated Strategic Goals
11. Drafting Goal Statements
12. Preparing the Strategic Goal Decision Package
13. Summary and Review

Notes and Questions

4. Strategic Goals.

- o Strategic goals are usually more specific than normative goals.
- o Strategic goals represent concrete ideas about what can be accomplished in relation to a particular problem.

5. Strategic Goals and Objectives.

- As defined, a goal is:
 - A desired future state expressed as results to be achieved, usually general, and not time-bound.

- As defined, an objective is:
 - A specific condition to be attained by a specific set of activities, stated in time-limited and measurable terms.

Notes and Questions

6. The Purpose of Strategic Goals in Program Development.

(Copy of Visual on next page.)

- a. The purpose of Strategic goals in program development is to focus attention on the end points of the program.

7. The Strategic Goal Development Process.

- a. There are three steps involved in strategic goal development:

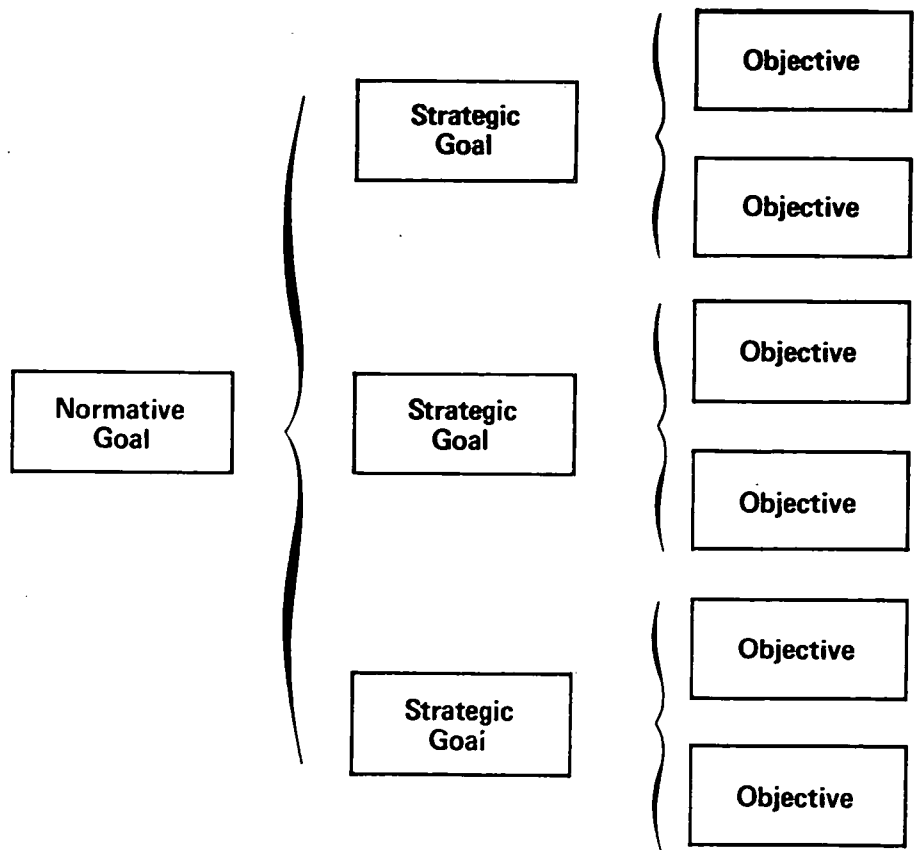
- Identifying potential strategic goals.
- Drafting the strategic goal statements.
- Developing the strategic goal decision package.

8. Using the Problem Statement to Identify Potential Strategic Goals.

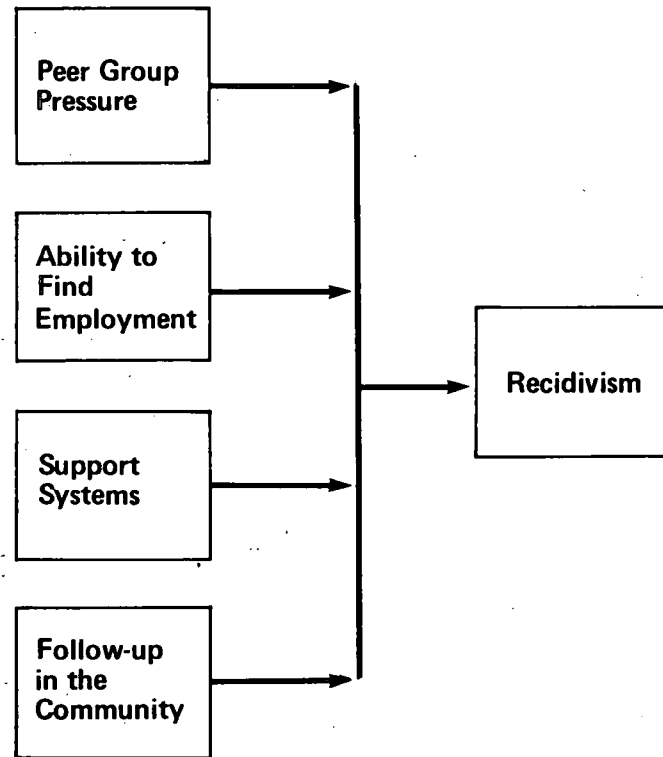
- a. Specifically, strategic goals should reflect the most important components of the problem as indicated in the problem statement.

(Copy of Visual on page after next.)

GOALS AND OBJECTIVES



STRATEGIC GOALS SHOULD REFLECT THE IMPORTANT COMPONENTS OF THE PROBLEM



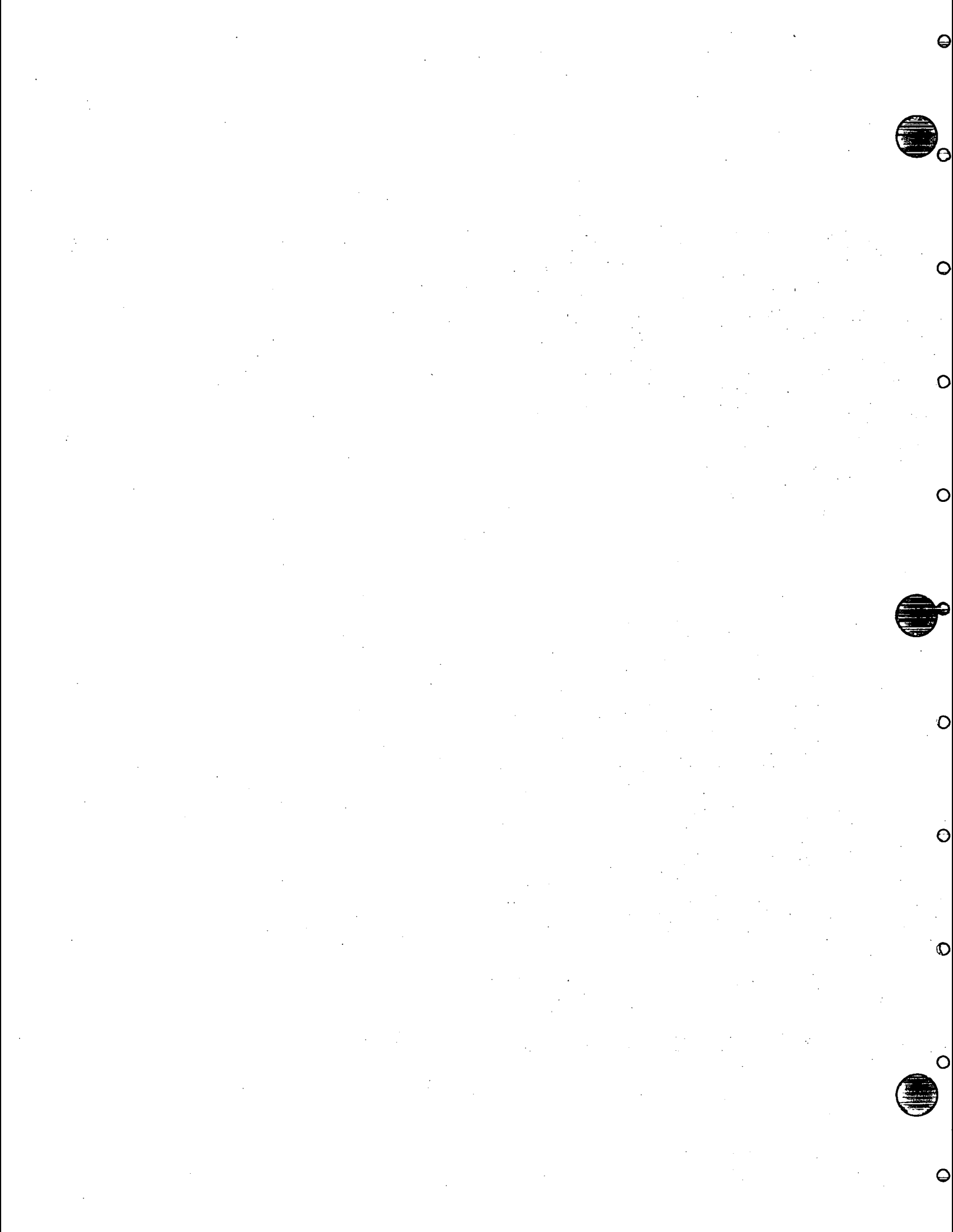
9. *Desk Activity - Identifying Potential Strategic Goals from a Problem Statement.*

Read the following summary abstract of a Problem Statement. From the Problem Statement identify the components of the problem. List your answers on the lines below the Statement Abstract. Take 10 minutes for this step.

Problem Statement on Low Conviction
Rates in the City: Abstract

A review of court and prosecutor files indicates that there has been a gradual decline in the percentage of cases successfully prosecuted in this city. The current percentage is significantly lower than the national average and the average of other cities of a comparable size. Prosecutors' records indicate that a substantial number of cases are lost because witnesses fail to appear in court to testify. Prosecutors are uncertain of the reasons for this behavior, but suggested that it was probably a combination of practical inconveniences to witnesses and a poor attitude toward the criminal justice system.

Judges indicated in interviews that prosecutors frequently appear unprepared in the courtroom and that many cases are dismissed because prosecutors fail to meet deadlines for filing charges, motions, and appeals. Prosecutor workloads are significantly higher than the national average and are aggravated by a lack of adequate clerical and secretarial support staffs. A high turnover rate among prosecutors in the city has increased the number of inexperienced prosecutors on the staff. However, prosecutors indicate that they are often asked to pursue cases based on inaccurate or incomplete police reports and evidence that has been improperly gathered and preserved. Recent time limits established to speed up the trial process have also apparently placed a substantial burden on prosecutors' ability to prepare cases for prosecution.



Components:

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____
11. _____
12. _____
13. _____
14. _____
15. _____
16. _____
17. _____
18. _____
19. _____
20. _____

Review the components you listed above and identify what you consider to be the major components of this problem. List them below. Take 5 minutes for this step.

- A. _____
- B. _____
- C. _____



Notes and Questions

10. The Importance of Developing Integrated Strategic Goals.
 - a. The strategic goals selected for further development should reflect a basic policy-orientation toward the problem.
 - b. Goals should be selected that, taken together, tend to enhance the effectiveness of other parts.

11. Drafting Goal Statements.
 - a. The format of a goal statement is:
 - An action verb (a) followed by
 - A statement of what is to be accomplished (b).

Notes and Questions

- b. The characteristics of a good strategic goal statement are:
- o Clarity.
 - o Specific to the problem (not all-purpose-standards-and-goals type goals).
 - o Reflect agreement among interested parties.
 - o Flexible.
 - o Not restrictive.
 - o Not too ambitious.
 - o Positive.

12. Preparing the Strategic Goal Decision Package.

- a. At this point in the process the strategic goals selected for further development are still only potential goals.

Notes and Questions

b. To facilitate this decision the program developer should prepare a decision package which summarizes the work that has been completed to this point, and lay out the options to the person(s) who will make the decision.

c. The decision package should consist of the following items:

- The normative goal statement which the strategic goal addresses.
- Abstracts of the portions of the Problem Statement out of which the strategic goals were identified.
- A listing and a brief description of the major aspects of the problem drawn from the Problem Statement.
- The strategic goals statements.

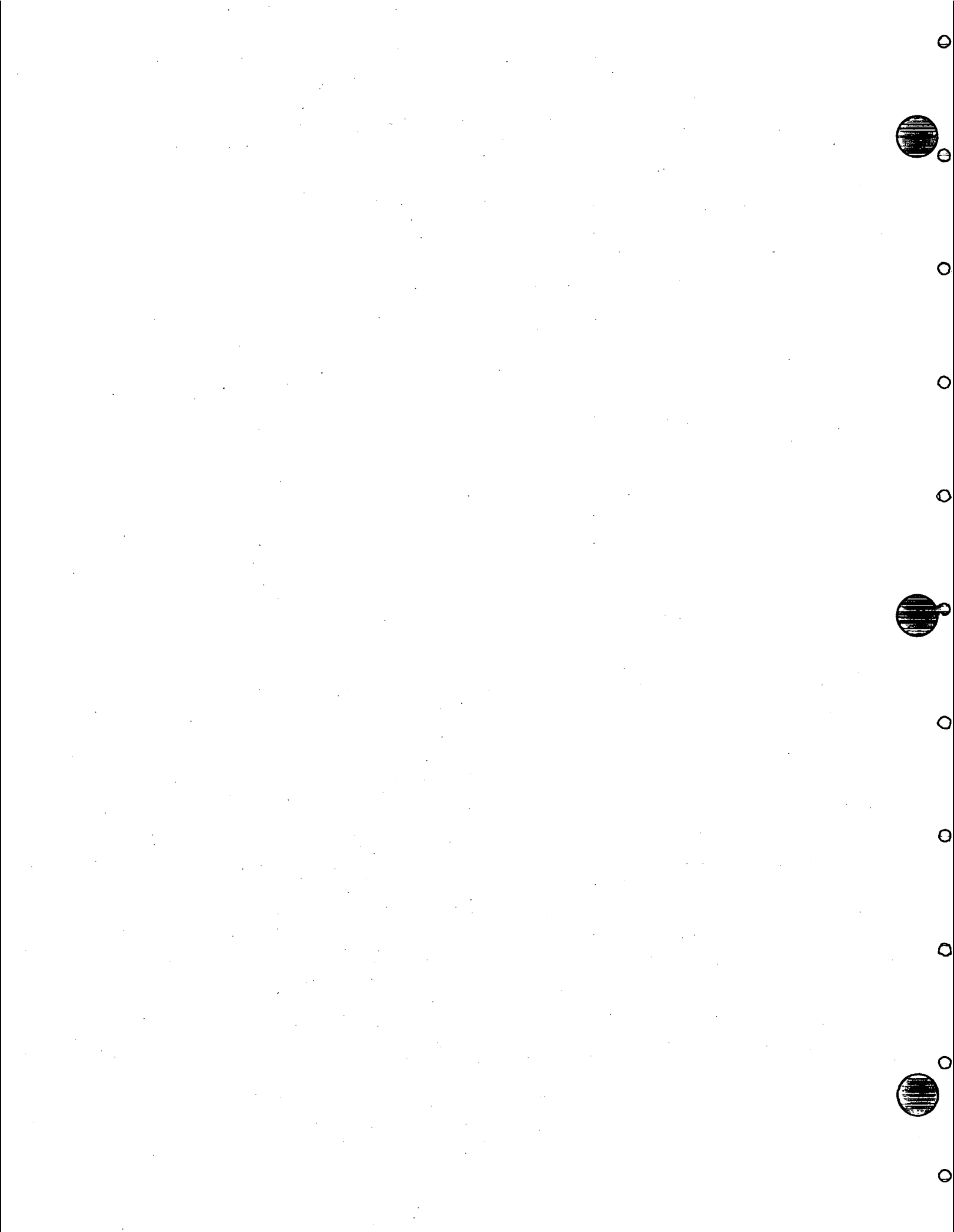
(Example of Decision Package on following page.)

13. Summary and Review.



ALTERNATIVE STRATEGIC GOAL DECISION PACKAGE

- A. Normative Goal: To reduce crime in the Downtown Business District of Gotham City
- B. Problem Summary: In the five-year period from 1973-78, the increase in index crimes in this area was 46.57%, an alarming rise and a full 20% greater than the city-wide increase of 26.29%. The crime problem in this area appears to be having a devastating impact on both the businesses in the downtown area and many of the people who are compelled to shop here.
- C. Important Components of the Problem:
Based on an assessment of the Problem Statement for the Downtown Business District, the following appear to be the major factors contributing to this problem:
1. Juveniles engaging in criminal behavior
 2. Vulnerability of potential "targets" of crime
 3. Inadequate crime deterrent and response capability by criminal justice agencies dealing with the Downtown Business District
 4. Ready availability of handguns to potential offenders
- D. Proposed Alternative Strategic Goals:
1. Improve juvenile justice apprehension and treatment capacities
 2. "Harden" potential crime targets in the Downtown Business District
 3. Upgrade crime deterrent and response capability of criminal justice agencies dealing with crime in the Downtown Business District
 4. Reduce the availability of handguns to potential offenders.



Module III: Developing Strategic Goals
Segment B - Workshop on the Nominal Group Technique

Normative Goal: To reduce the number and consequences
of arson fires in the Central City
Region.

Nominal Group Technique Question:

WHAT ARE THE IMPORTANT COMPONENTS OF THE ARSON PROBLEM
IN THE CENTRAL CITY REGION, AS IT IS DESCRIBED IN
THE PROBLEM STATEMENT?



**NOMINAL GROUP TECHNIQUE
RATING SHEET**

<u>ID #</u>	<u>STATEMENT</u>	<u>RATING:</u>									
		<u>Less Important</u>					<u>More Important</u>				
()	_____	1	2	3	4	5	6	7	8	9	10
()	_____	1	2	3	4	5	6	7	8	9	10
()	_____	1	2	3	4	5	6	7	8	9	10
()	_____	1	2	3	4	5	6	7	8	9	10
()	_____	1	2	2	4	5	6	7	8	9	10
()	_____	1	2	3	4	5	6	7	8	9	10
()	_____	1	2	3	4	5	6	7	8	9	10
()	_____	1	2	3	4	5	6	7	8	9	10
()	_____	1	2	3	4	5	6	7	8	9	10



ALTERNATIVE
STRATEGIC GOAL DECISION PACKAGE FORM

III-B-3

Arson Problem

Normative Goal: To reduce the number and consequences of arson fires in the Central City Region.

- The Strategic Goal Statement: _____

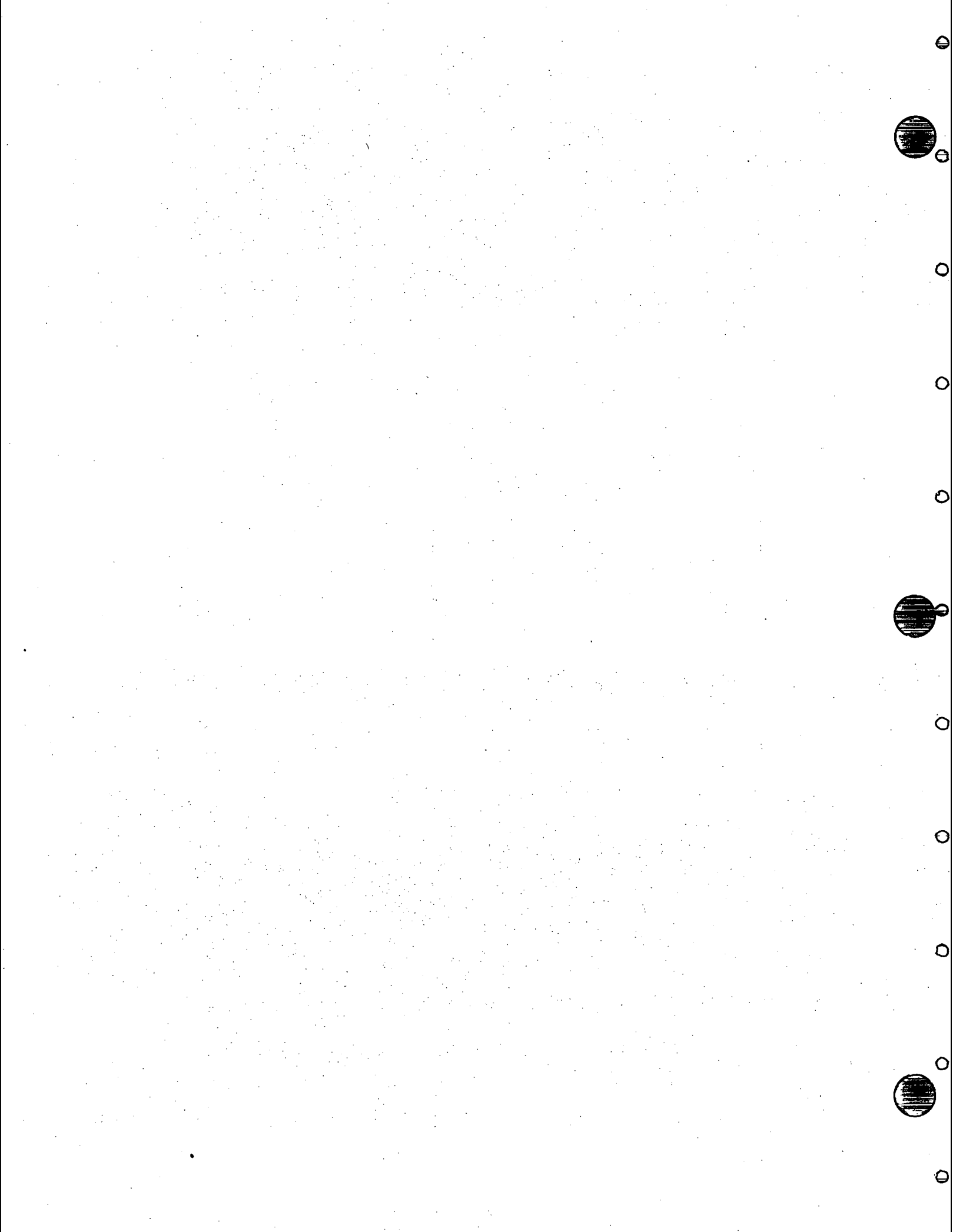
- The important component(s) of the Problem Addressed by the Strategic Goal:
(Describe) _____

- The Portion of the Problem Statement Providing the Basis for
the Strategic Goal: (Cite) _____



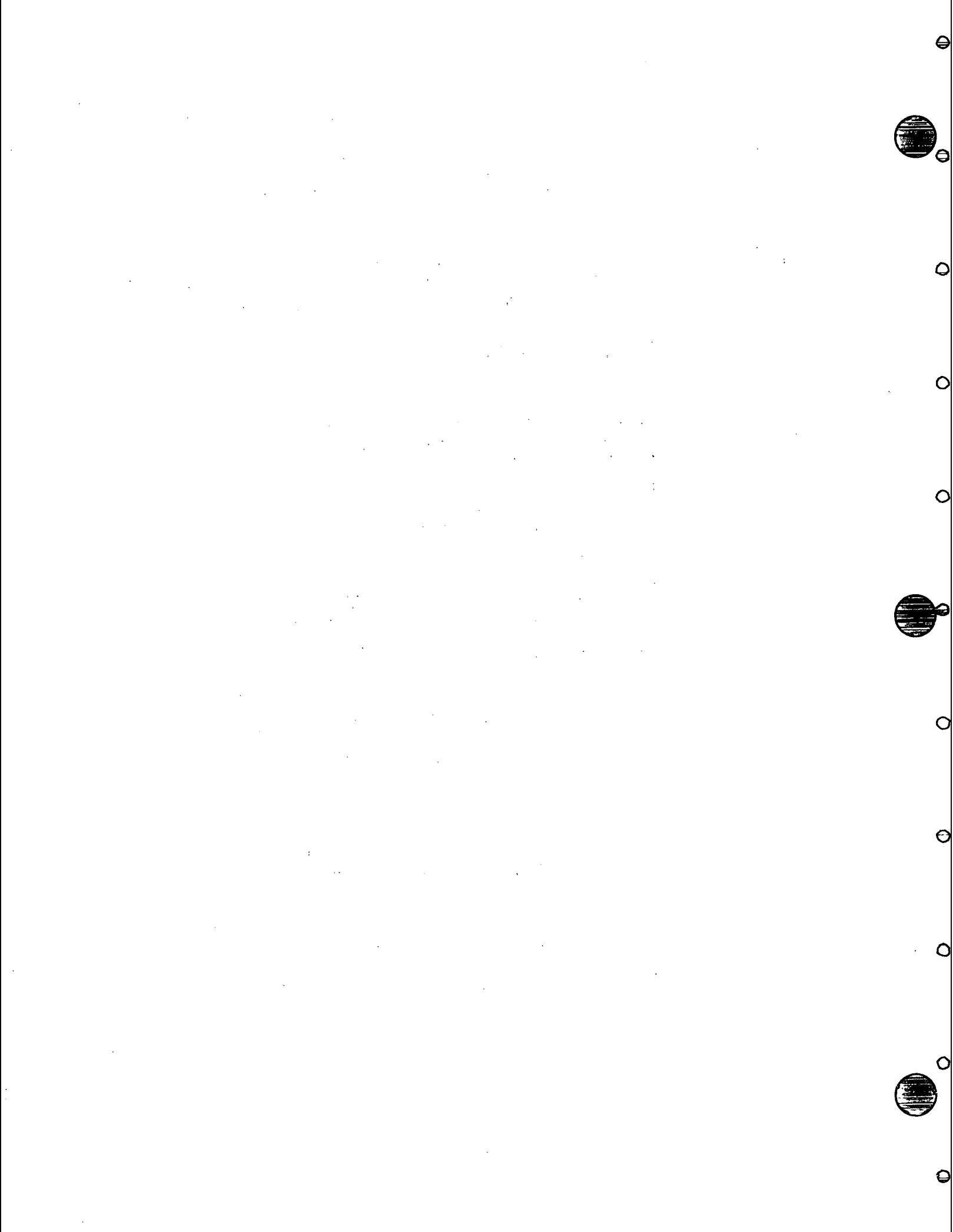
- How the Strategic Goal Relates to the Normative Goal:

(Explain)



Module 4

DEVELOPING THE LOGIC OF DIFFERENT PROGRAM STRATEGIES



Module IV
Developing the Logic of Different Strategies

PARTICIPANT GUIDE

TITLE Developing the Logic of Different Strategies

PURPOSE

To provide an understanding of the process for identifying and developing logical strategies to meet strategic goals. To develop a critical attitude toward the logic of different strategies and to select those that are most effective.

OBJECTIVES

At the completion of the Module, participants will be able to:

- State the importance of seeking information to assist in identifying strategies.
- Relate strategies to strategic goals.
- Analyze and describe the logic of different strategies.
- Apply criteria for assessing the relative strength of different logics.
- Prepare a decision package to select strategies that will meet the strategic goals.

DESCRIPTION

This module consists of a lecture segment (A) that will require about three hours to deliver. Several desk activities are included in this segment. The module ends with a Workshop Segment (B) that will take about four hours to complete.

Outline of Module IV
Developing the Logic of Different Strategies

Segment A.

1. Review and Introduction
2. The Role of the Program Developer in Developing Strategies
3. Collecting and Assessing Information on Different Courses of Action
4. The Importance of Developing Alternate or Optional Strategies
5. What Is a Strategy?
6. The Two Approaches to Developing Strategies
7. Desk Activity--Using the Problem Statement to Develop Strategies
8. Using the Strategic Goal to Develop Strategies
9. Walkthrough--Identifying Alternative Strategies using the Strategic Goal
10. Assessing the Logic of Strategies
11. Walkthrough--Assessing the Logic of Strategies
12. Desk Activity--Assessing the Logic of Strategies
13. The Importance of Integrating Strategies
14. Preparing the Alternative Strategy Decision Package
15. Summary and Review

Segment A

PARTICIPANT GUIDE

Notes and Questions

1. Review and Introduction.

a. In this module we will discuss the following topics:

- The role of the program developer in developing strategies
 - Collecting and assessing information on different courses of action
 - The importance of developing alternate or optional strategies
 - Defining what is meant by the term "strategy"
 - The two approaches to developing strategies.
-
- Assessing the logic of different strategies
 - The importance of integrating strategies
 - Developing the strategy selection decision package

Notes and Questions

2. The Role of the Program Developer in Developing Strategies

3. Collecting and Assessing Information on Different Courses of Action.
 - a. Just as the program developer needs a detailed understanding of the problem, so too, the program developer needs detailed information about the different strategies that might be available to him or her.

 - b. There are numerous sources of information available to the program developer. They include:
 - o Experts in the planning agency
 - o Reports and records maintained by the agency
 - o Persons in other public agencies, including persons in non-criminal justice areas
 - o Professional associations in areas relevant to certain problems

Notes and Questions

- Research and evaluation literature
- Professional journals and magazines
- LEAA-supported information sources (e.g., National Criminal Justice Reference Service)
- Professional and private consultants
- Persons in agencies who have implemented programs in the same or a similar area

4. The Importance of Developing Alternate or Optional Strategies.

5. What is a Strategy?

- a. A strategy is a general approach to the accomplishment of a particular set of conditions or results implied or specified in a strategic goal.

Notes and Questions

- b. A strategy encompasses a variety of possible interventions or elements. An element is an activity or set of activities that implement the strategy or some part of the strategy.
6. The Two Approaches to Developing Strategies
- a. There are two basic ways to develop a strategy:
- Working forward from the facts of the problem toward the goals.
 - Working backward from the goals to the solution.

7. *Desk Activity - Using the Problem Statement to Develop Strategies*

Read the decision package below. Based on the information it contains, develop as many different strategies as you can. Write your ideas on the lines provided. Take 10 minutes for this step.

Decision Package

Normative Goal: To increase the conviction rate in this city

Strategic Goal: To improve the efficiency and effectiveness of prosecutors' preparations for court trials

Problem Statement Abstract: The level of prosecutor preparation is a major aspect of the low conviction rate problem. Prosecutors currently work under a higher than average workload and lack adequate clerical and secretarial support. Due to a high turnover rate, a high proportion of prosecutors are relatively inexperienced. These factors are aggravated by judicial rules which reduce the amount of time available for trial preparations. Because of these conditions, prosecutors are frequently not prepared when they appear in court resulting in acquittals, dismissals and missed deadlines.

Problem Components:

1. Prosecutor workloads
2. Level of clerical and secretarial support
3. Prosecutor turnover
4. Level of prosecutor experience
5. Judicial time limit rules



In the left-hand column, identify potential elements based on the components of the problem. In the right-hand column, list some possible strategies which are suggested by the elements.

<u>Potential Elements</u>	<u>Possible Strategies</u>
A.	1.
B.	2.
C.	3.
D.	4.
E.	5.
F.	6.
G.	7.
H.	8.
I.	9.
J.	10.
K.	11.
L.	12.
M.	13.
N.	14.
O.	15.
P.	16.
Q.	17.
R.	18.



Notes and QuestionsUsing the Strategic Goal
to Identifying Strategies

- a. Working backward from
the strategic goal
toward the problem.

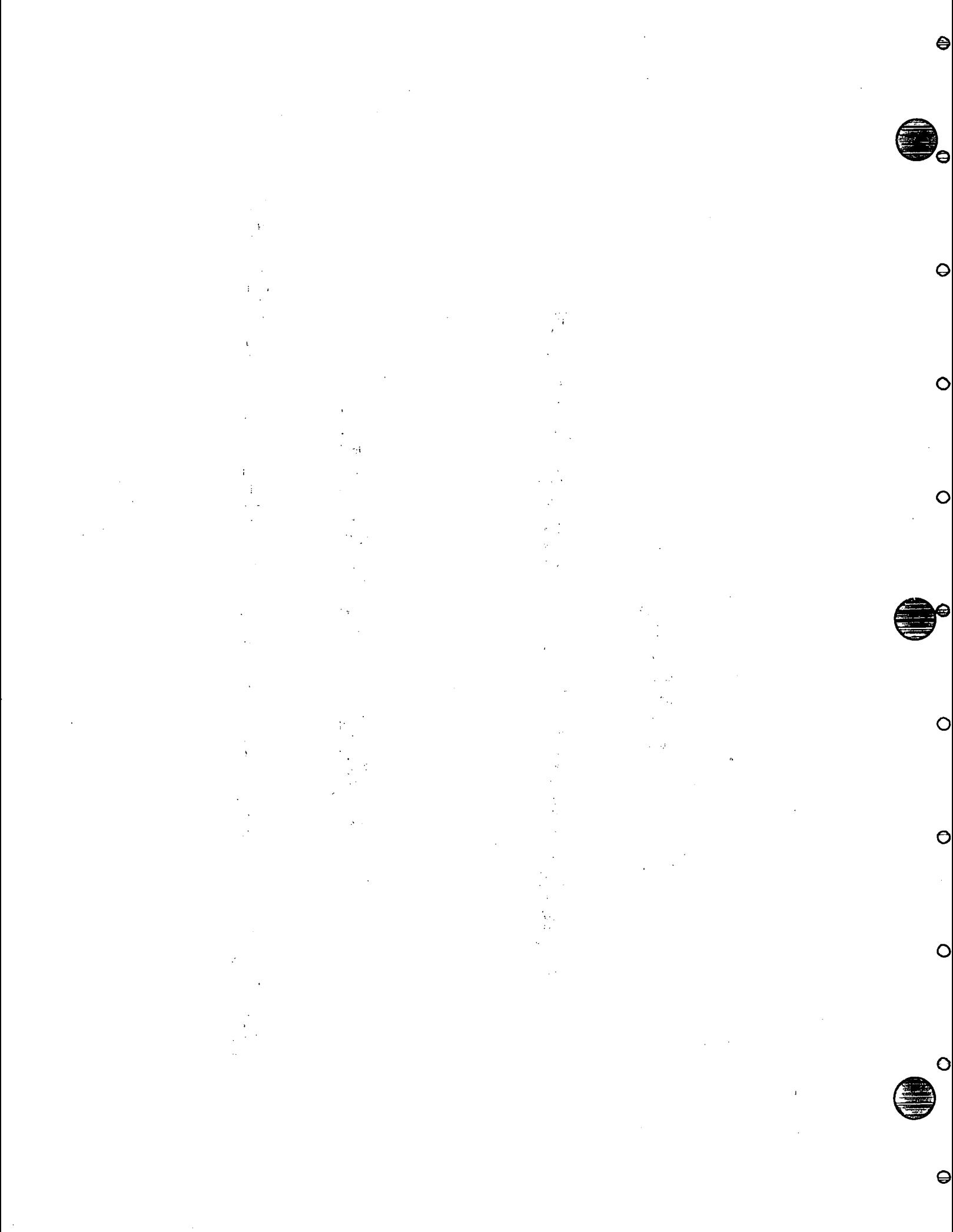
Walkthrough.

Assessing the Logic of
Strategies.

- a. The purpose of this
assessment is:
 - To eliminate strategies
which are clearly
illogical, and
 - To identify potential
strengths and weaknesses
in the logic of a
strategy.

- b. The general format of the
logic of a strategy is:
"If I do 'X' then 'Y'
will be the result."

(Copies of Visuals are on the
following pages.)



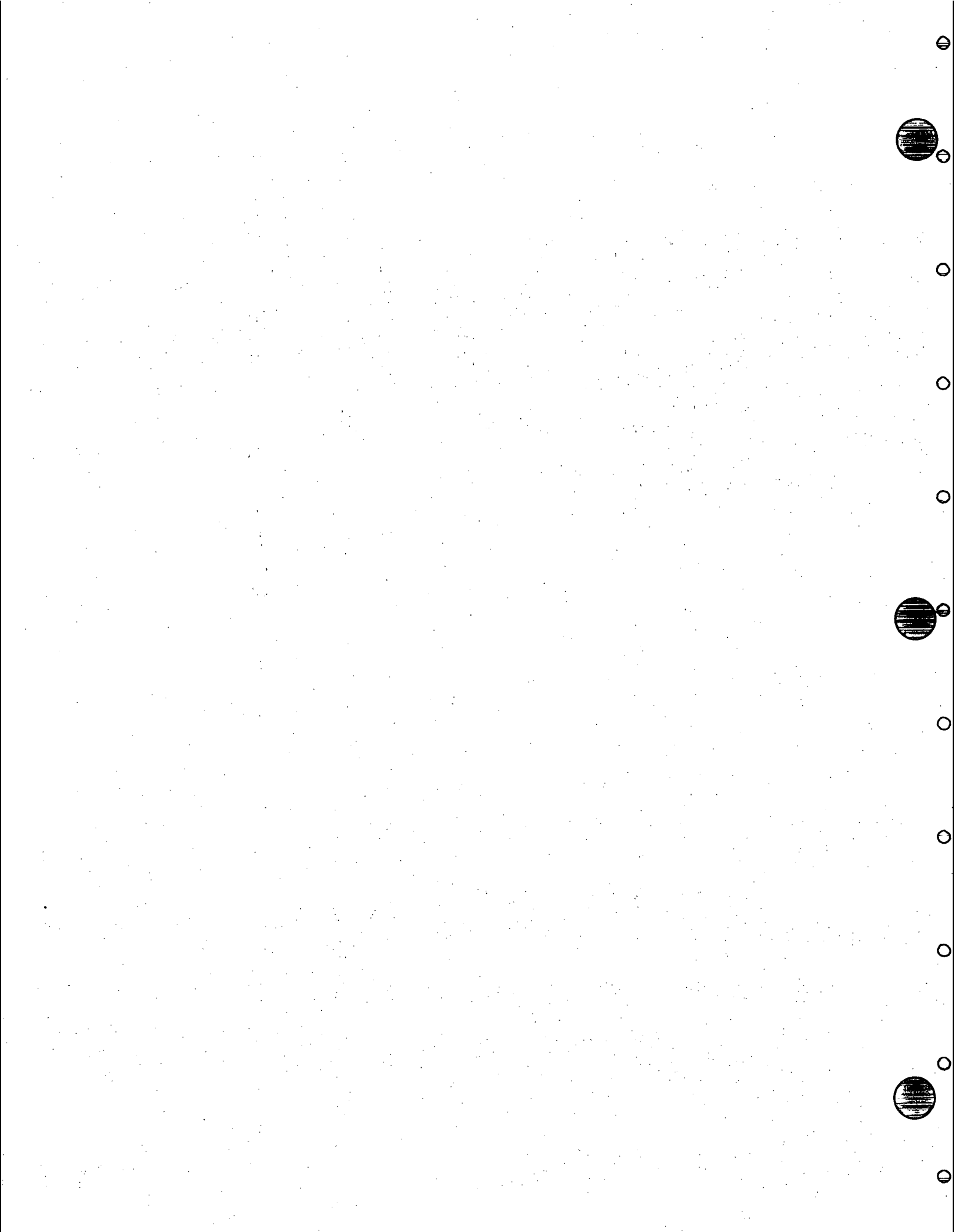
Visual A
(Module IV)

PROBLEM

Conviction Rate in Jurisdiction Too Low

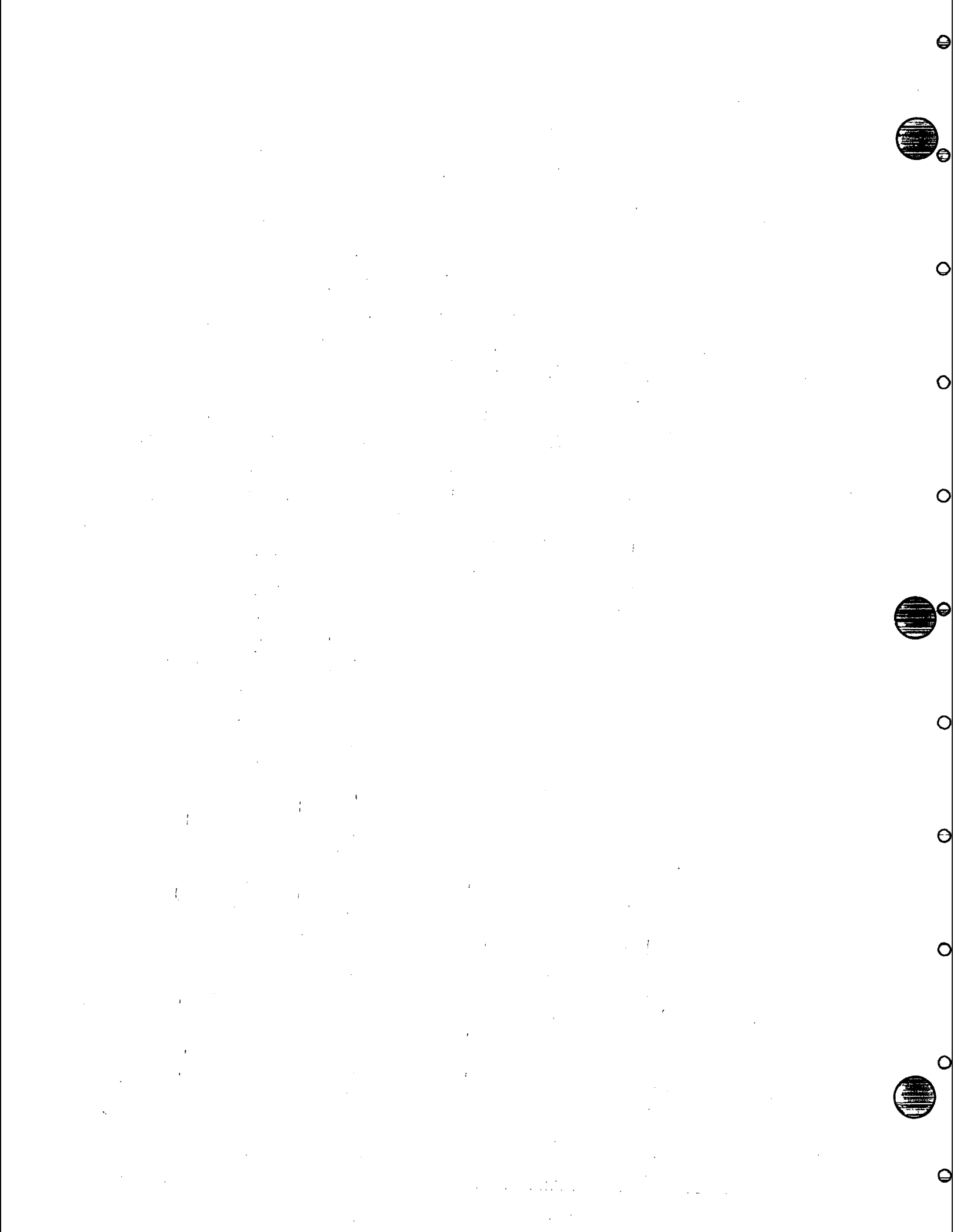
NORMATIVE GOAL

We Should Increase Conviction Rate in Jurisdiction



3 COMPONENTS OF THE PROBLEM OF LOW CONVICTION RATE

- 1. Witnesses often fail to appear in court to testify.**
- 2. Prosecutors do not have adequate time to prepare cases properly.**
- 3. Police often prepare poor reports.**



COMPONENT

STRATEGIC GOAL

1. Witnesses fail to testify



Increase number of witnesses who appear in court to testify.

2. Prosecutors do not have time to prepare cases properly



Reduce prosecutor caseload and/or increase efficiency of work.

3. Police prepare poor reports



Improve the quality of police report preparation.



Visual D
(Module IV)

STRATEGIC GOAL

**Increase the number of witnesses
who appear in court to testify**

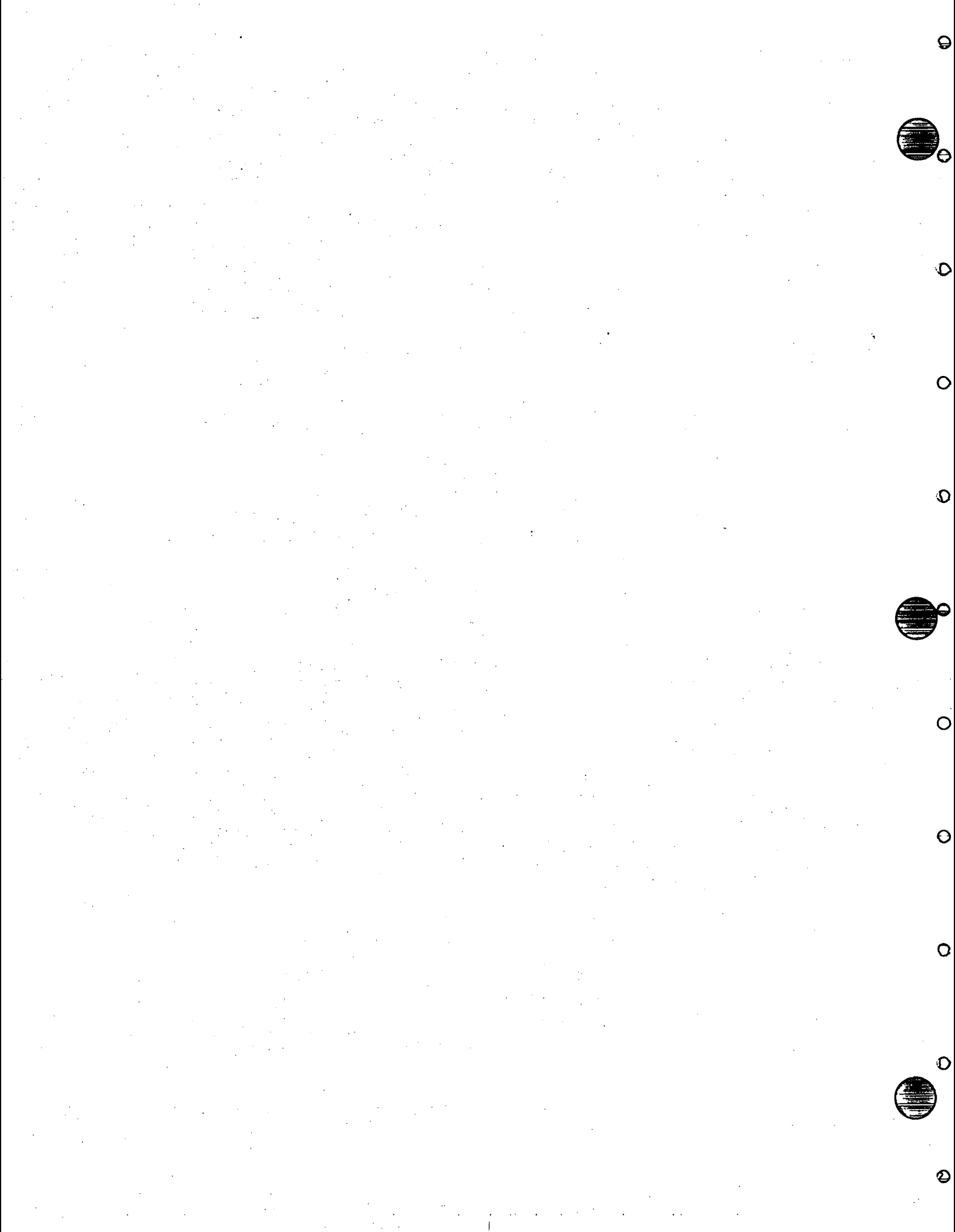


Notes and Questions

c. The first step in assessing the logic of a problem is to identify the assumptions the strategy makes.

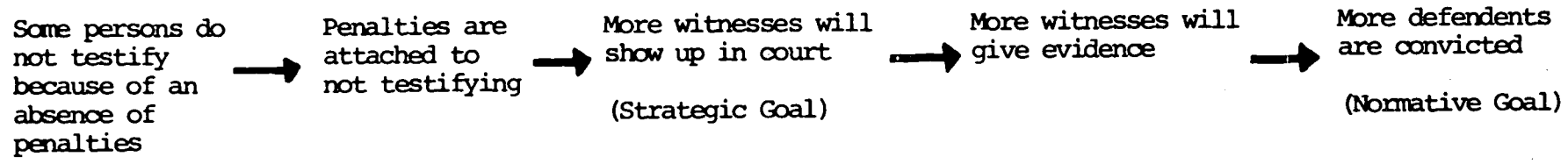
d. The second step in assessing the logic of a strategy is to test the reasonableness of the assumptions. Among the questions that could be asked are:

- Is there any evidence which supports or contradicts the assumption?
- How limited or general is the assumption?
- Are there any additional or special conditions necessary for the assumption to work?
- How close are the links between the events that are assumed to occur in the strategy?
- Are there any other assumptions that could be made about the strategy?
- How many steps or assumptions are in the rationale?



RATIONALE OF THE 'PENALTY' STRATEGY: INITIAL

I





12. Desk Activity - Assessing the Logic of Strategies

Directions: In the space below, identify the assumptions behind the strategy of providing conveniences to witnesses as a way to meet the strategic goal. Refer to the questions in your Guide to help you identify these assumptions.

Normative Goal: Increase the conviction rate in the jurisdiction.

Strategic Goal: Increase the number of witnesses who appear in court to testify.

ASSUMPTIONS

1. _____

2. _____

3. _____

4. _____

5. _____

RATIONALE

In the space below, sketch out the rationale of this strategy, following the format shown in your Guide on page IV-A-9.



ASSESSMENT QUESTIONS

- What evidence is there to support or contradict the assumption in the Problem Statement or other sources?
- Is the assumption true in all cases or only in some cases?
- What special or additional conditions must be present for the assumption to be correct? What conditions are they, and how often are they likely to exist?
- Is the amount of time between the different events in the assumed sequence long or short?
- What other assumptions could be made about the strategy? What other effects might the strategy produce?
- How many steps or assumptions are there in the rationale?

Completed Rationale

In the space below, sketch out the completed rationale, based on the initial rationale and the assessment. Refer to the completed rationale in the Walkthrough as a guide.

Notes and Questions

13. The Importance of Integrating Strategies.

- a. Just as different goals can conflict with each other, so too, different strategies can be incompatible.

14. Preparing the Alternative Strategy Decision Package.

- a. The decision package should consist of the following items, from the earlier strategic goal decision package:
 - o The normative goal statement
 - o A listing of all strategic goals selected for further development at the earlier decision point
 - o Abstracts of those portions of the Problem Statement relating to the strategic goals
 - o A listing of the major aspects of the problem derived from the Problem Statement relating to each of the strategic goals

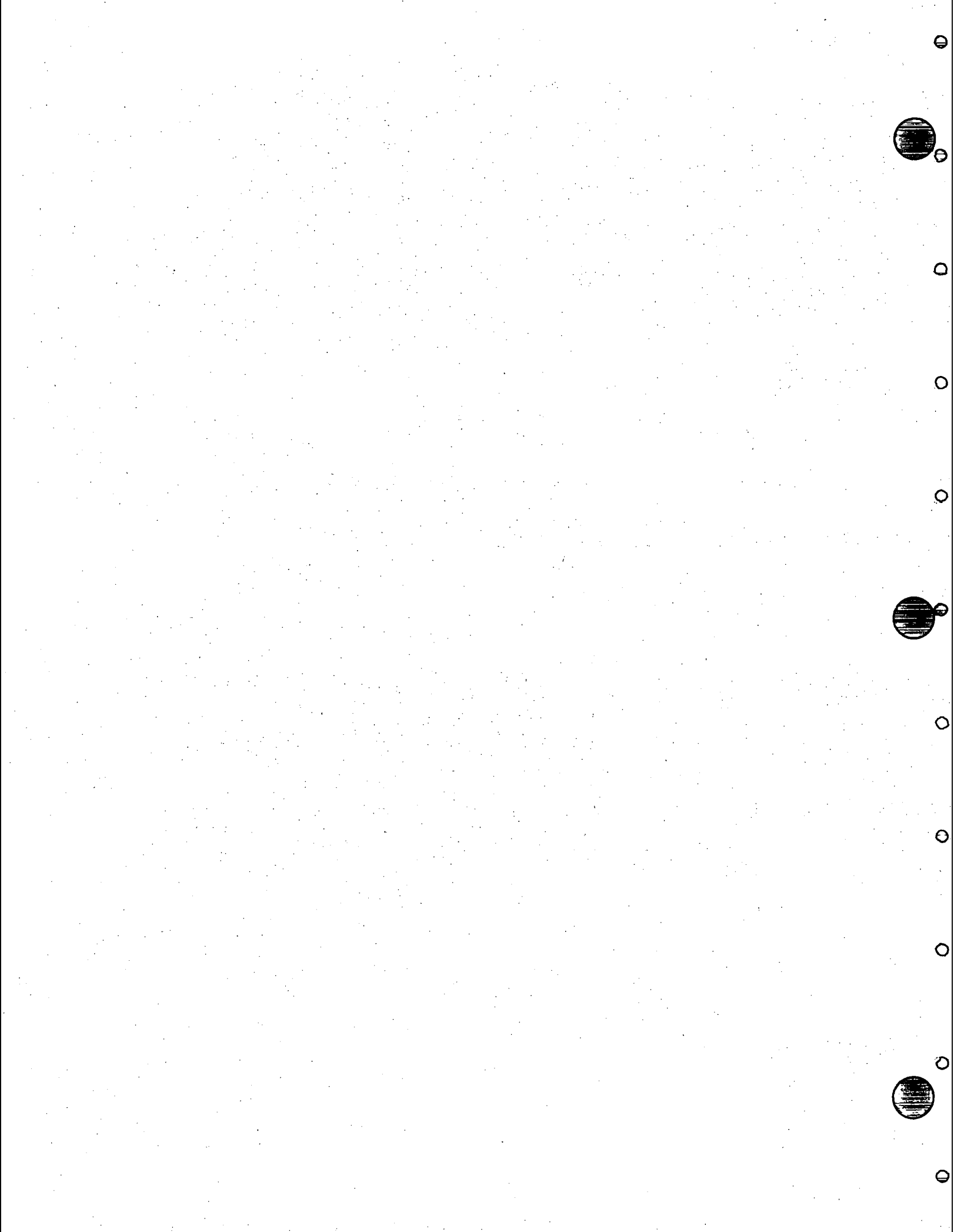
Notes and Questions

b. The new materials to be included in the decision package are:

- A statement of one or two sentences describing each potential strategy proposed to meet each strategic goal
- A listing of potential elements to carry out each strategy
- The rationale of each strategy
- An assessment of the strengths and weaknesses of each proposed strategy

(An example of this new material in the Decision Package is on the following two pages.)

15. Summary and Review.



ALTERNATIVE STRATEGIC GOAL DECISION PACKAGE

Note: This is a continuation of the Decision Package shown in Module III.

E. Strategic Goal (#4):

To "harden" potential crime targets in the Downtown Business District.

F. Proposed Strategy:

To provide downtown businessmen with knowledge and skills necessary to improve their security practices.

G. Proposed Elements:

- (1) Create a Crime Prevention Unit in the police department to assist downtown merchants in target-hardening.
- (2) Provide merchants with a no-cost, voluntary, on-site security inspection to advise on changes made and/or on needed additional security precautions.

H. Strategy Rationale:

- Downtown businesses are not sufficiently "hardened" to discourage crime.
- Downtown merchants need and will use assistance on target hardening.
- The Crime Prevention Unit will be able to provide needed assistance, knowledge, and skills to merchants.
- Downtown merchants will improve the hardening of their businesses against crime.
- Criminals will be unable to commit crimes against these businesses in the downtown area.
- The crime rate in the downtown area will decline.

I. Assessment of Strengths and Weaknesses:

The data suggest that large numbers of businesses in the Downtown area are vulnerable to crime and that merchants would welcome additional knowledge about improving their security. A specialized unit in the police department would provide more

and better information to merchants than any current effort in the department. However, it is not certain that merchants can or will actually "harden" their businesses because of financial costs and the fact that additional hardening might reinforce the fear of customers that it is unsafe to shop downtown.

Presuming that a significant number of merchants participate in the program, there should be a reduction in crimes in and around the downtown stores. However, it is possible that the program may displace some criminal activity into adjacent areas of the downtown. Some integration between this element and the second element (on-site inspection) seems to be in the best interests of both of them. What is learned in the visits to merchants should be of help to the CPU in improving the effectiveness of their work--particularly in the areas of resistance to change and identify what is effective and what is not.

Segment B: Workshop

PARTICIPANT GUIDE

1. The workshop will be carried out in six steps:

Step 1.

You will identify possible strategies using the problem statement, and making use of the decision package materials developed in the previous workshop.

(Time allowed: 30 minutes)

Step 2.

You will identify additional possible strategies using the strategic goal as described and practised in the lecture.

(Time allowed: 30 minutes)

Step 3.

You will select two of the strategies identified in the previous steps and identify the assumptions behind each.

(Time allowed: 30 minutes)

Step 4.

You will assess each of the assumptions in the two strategies, using the questions suggested in the lecture.

(Time allowed: 60 minutes)

Step 5.

You will develop a rationale for both strategies following the format discussed in the lecture.

(Time allowed: 30 minutes)

Step 6.

You will prepare a presentation following the format for the strategy selection decision package as described in the lecture.

(Time allowed: 30 minutes)



Module 5
PLANNING THE PROGRAM STRATEGIES



Module V
Planning the Details of Program Strategies

PARTICIPANT GUIDE

TITLE Planning the Details of Program Strategies

PURPOSE

To describe the process of converting a set of logically defined strategies into an implementation plan. To provide practice in preparing sections of an implementation plan.

OBJECTIVES

At the completion of the Module, participants will be able to:

- Use MOR to describe inputs, activities, results, and outcomes of specific interventions.
- Expand MOR to develop elements of specific interventions.
- Predict impacts outside and within the program, and design measures to handle them.
- Prepare a network schedule for the program and its elements.
- Prepare program objectives.
- Estimate resource and budget needs.
- Describe the components of a full decision package.

DESCRIPTION

The Module consists of a lecture segment (A) of 2 hours, followed by a workshop (B) of 5 hours including debriefing; another lecture segment (C) of 2 hours, and a final workshop (D) requiring about 4 hours, including debriefing.

Outline of Module V

Planning the Details of Program Strategies

Segment A

1. Review and Introduction
2. The Role of the Program Developer in Planning the Details of Strategies
3. Developing and Assessing the Elements of a Strategy
4. Criteria for Assessing Program Elements
5. Applying the Criteria for Assessing Program Elements
6. Developing the Detail of Program Elements
7. Applying the MOR to the Design of an Element: Identifying Activities
8. Applying the MOR to the Design of an Element: Identifying Inputs
9. Walkthrough--Applying the MOR to the Design of an Element: Identifying Activities and Inputs
10. Applying the MOR to the Design of an Element: Identifying and Assessing Results

Segment C

1. Review and Introduction
2. Identifying and Assessing the Impact of the Program on the Existing System
3. Identifying and Assessing the Internal Impact of Program Elements
4. Networking and Scheduling the Program Elements
5. Networking: Ordering the Activities of an Element
6. Networking: The Duration of Elements
7. Networking: Dates and Milestones
8. Desk Activity--Networking and Scheduling the Program Elements

9. Developing Objectives for the Elements of a Program
10. Desk Activity--Developing Objectives for the Elements of a Program
11. Developing the Program's Resources and Budget
12. Preparing the Decision Package
13. Summary and Review

Notes and Questions

b. The technique to be used to expand the list of potential elements is essentially the same technique used to identify strategies.

4. Criteria for Assessing Strategic Elements

a. Each element can be assessed against five criteria:

- Effectiveness
- Practicality
- Acceptability
- Evaluability
- Cost

b. Effectiveness asks "how well will it work?"

Notes and Questions

- c. Practicability asks "can it be done--and how easily?"
- d. Acceptability asks, "is the element agreeable to the public and political powers?"
- e. Evaluability asks, "can the contribution of the proposed element to results or outcomes be found?"
- f. Cost asks, "how expensive is it?"

Notes and Questions

5. Applying the Criteria for Assessing Strategic Elements.

a. Applying the criteria discussed here to specific elements would, of course, depend heavily on two factors:

- The amount and quality of information available to the program developer related to each of the criteria.
- Local conditions and circumstances relating to the criteria.

6. Developing the Detail of Program Elements.

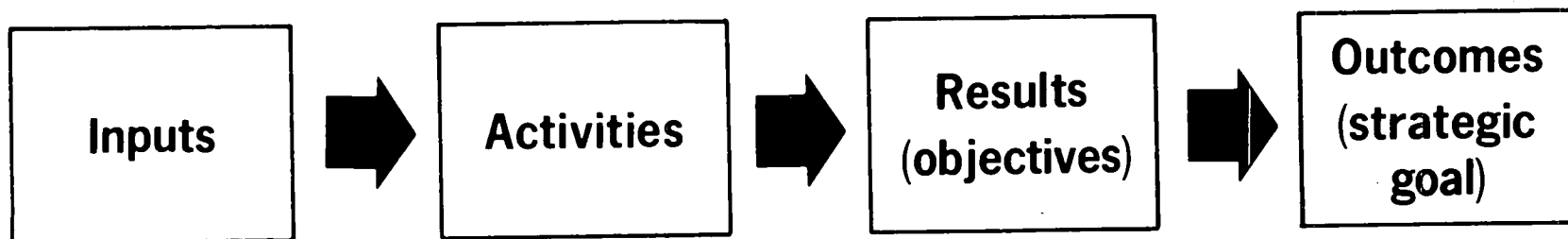
a. The technique we will use to develop and organize the details of the elements is called the Method of Rationales (MOR).

Notes and Questions

(Copy of Visual on next page.)

- b. The MOR divides the parts of a program element into four categories:
- o inputs,
 - o activities,
 - o results, and
 - o outcomes.
- c. The first category:
Inputs are the people and things required to make the element work.
- d. The second category:
Activities are the operations and processes of the element.
- e. The third category:
Results are the short-term effects of the activities.
- o When results are expressed in quantified and time-bound terms, they are called objectives.

COMPONENTS OF THE METHOD OF RATIONALES



Notes and Questions

- f. The fourth category:
Outcomes is the
desired longer-range
effects of the program.
7. Applying the MOR to the
Design of an Element:
Identifying Activities.
8. Applying the MOR to the
Design of an Element:
Identifying Inputs.
- Inputs can be divided
into two broad
classes: people and
things.
9. Walkthrough - Applying
the MOR to the Design
of an Element:
Identifying Activities
and Inputs.

Notes and Questions

10. Applying the MOR to the Design of an Element:
Identifying and Assessing Results.
- a. Identifying the results of an activity is a straightforward projection of the activity, described in terms of products rather than as a process.
- b. At this stage the program developer should be concerned about two aspects of the results the activities should achieve:
- The magnitude of the results (e.g., the number of juveniles counseled) and
 - The logical relationship of the results to the strategic goal and the strategy.

PARTICIPANT GUIDE

1. The workshop will be carried out in seven steps.
 - Step 1. You will expand the list of potential elements under the assigned strategy.
(30 minutes)
 - Step 2. You will assess the elements, applying the five criteria discussed in the lecture.
(45 minutes)
 - Step 3. You will select one element from the list of potential elements.
(15 minutes)
 - Step 4. You will identify the activities necessary to implement the selected element.
(30 minutes)
 - Step 5. You will identify the inputs necessary to support the activities.
(15 minutes)
 - Step 6. You will identify and assess the results of the activities.
(30 minutes)
 - Step 7. You will prepare a presentation for the group.
(15 minutes)

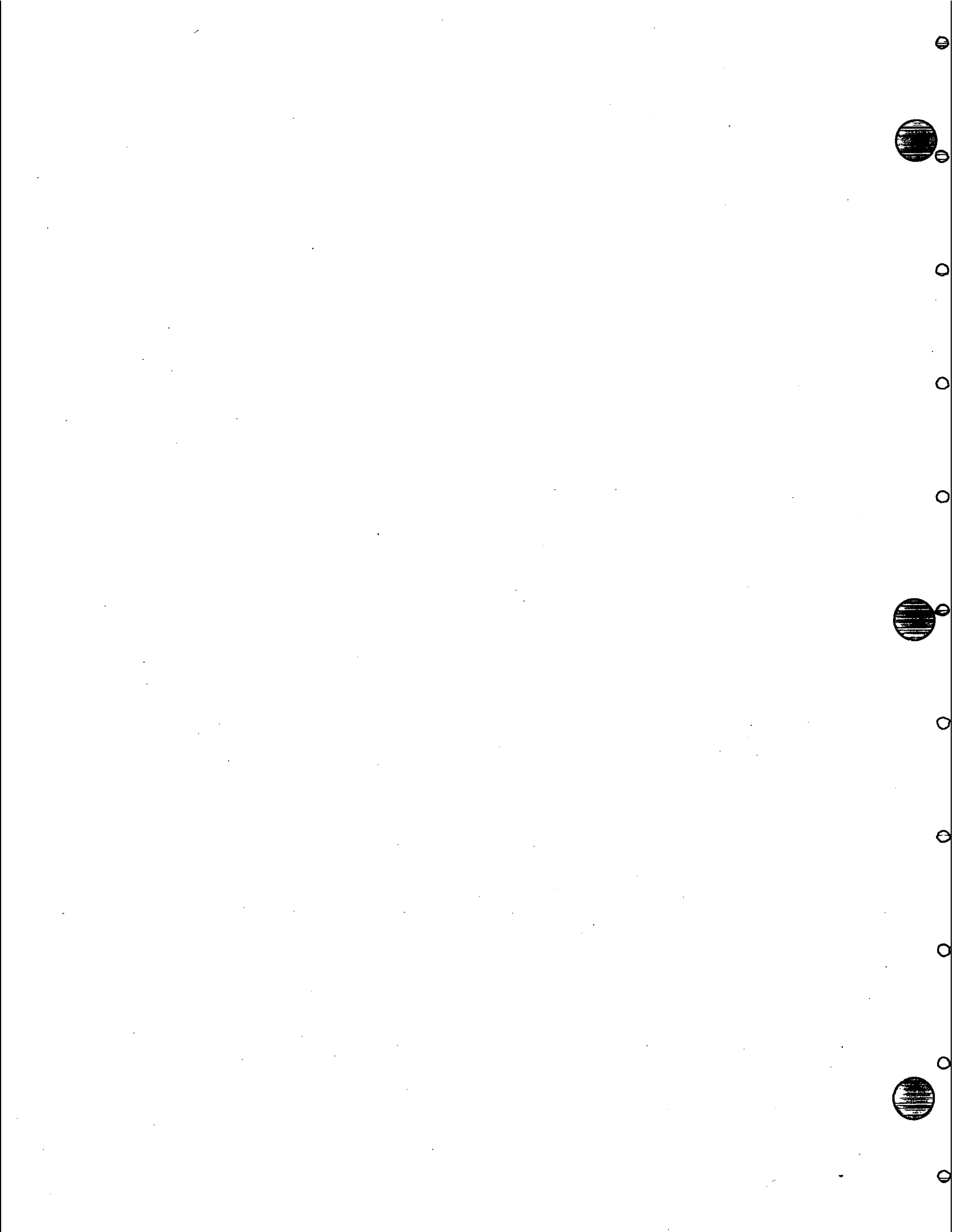
- Total time allowed for this workshop is 3 hours.

Module V: Workshop
Worksheet 1

POTENTIAL ELEMENT ASSESSMENT FORM

Strategy: _____

List of Elements	Criteria and Rankings					
	Effectiveness	Practicality	Acceptability	Evaluability	Cost	Retain?



Segment C

Notes and Questions

PARTICIPANT GUIDE

1. Review and Introduction.

2. Identifying and Assessing
the Impact of the Program
on the Existing System.

a. If not planned for,
these impacts can
damage the program and
the system.

(Copy of Checklist is on next page.)

b. One way to identify
and assess the impact
the program might have
on the system is to
review the Problem
Statement.

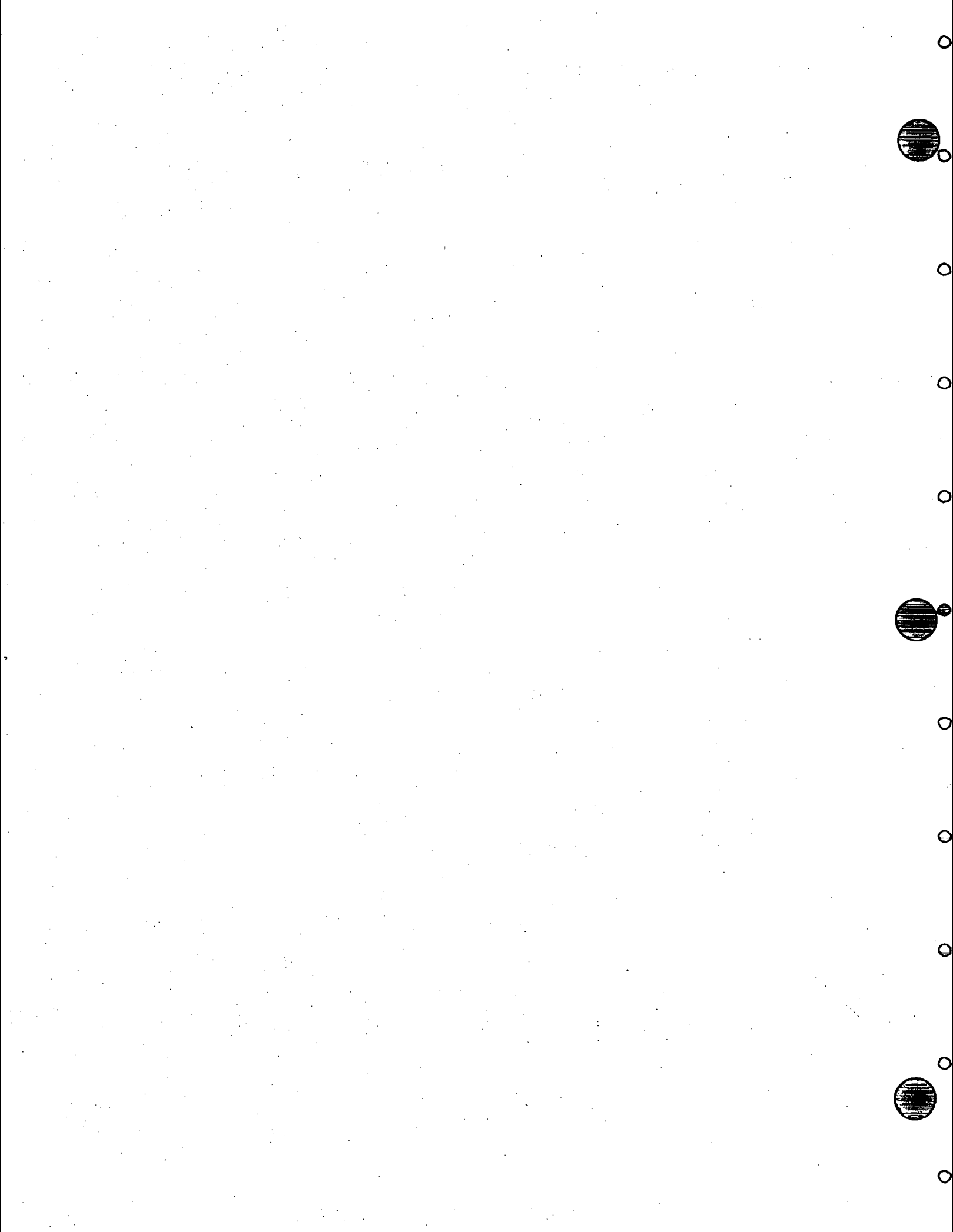
c. The program developer
could prepare a
System Impact Matrix

(Copy of format is shown on V-C-2a)

SYSTEMS IMPACT CHECKLIST

Sources of Constraints & Conflicts

Areas	Examples (Events or Conditions)
<u>Non-CJ System</u> Politics Law Social and community attitudes Economy Government Education	Elections/policy changes New laws on sentencing Shifting reaction to criminal offenses Recession/job scarcity Departmental reorganization Curtailment of after school programs
<u>CJ System</u> (look at all components) Inter-agency/intra-agency organization Procedures Work loads Objectives Attitudes	Lines of authority resisting restructure Miscommunication between probation and parole management Streamlining one component of a client flow without streamlining others Conflicts over corrections philosophy Unwillingness of practitioners to adopt program



Notes and Questions

3. Identifying and Assessing
the Internal Impact of
Program Elements.

4. Networking and
scheduling the program
elements.

a. The network is a
graphic tool that dis-
plays three aspects
of an element:

- How the activities of
an element are
sequenced or ordered
with respect to each
other,
- How long each activity
will take to complete,
- What calendar dates
are to be associated
with the program
activities.

Notes and Questions

5. Networking: Ordering
the Activities of an
Element.

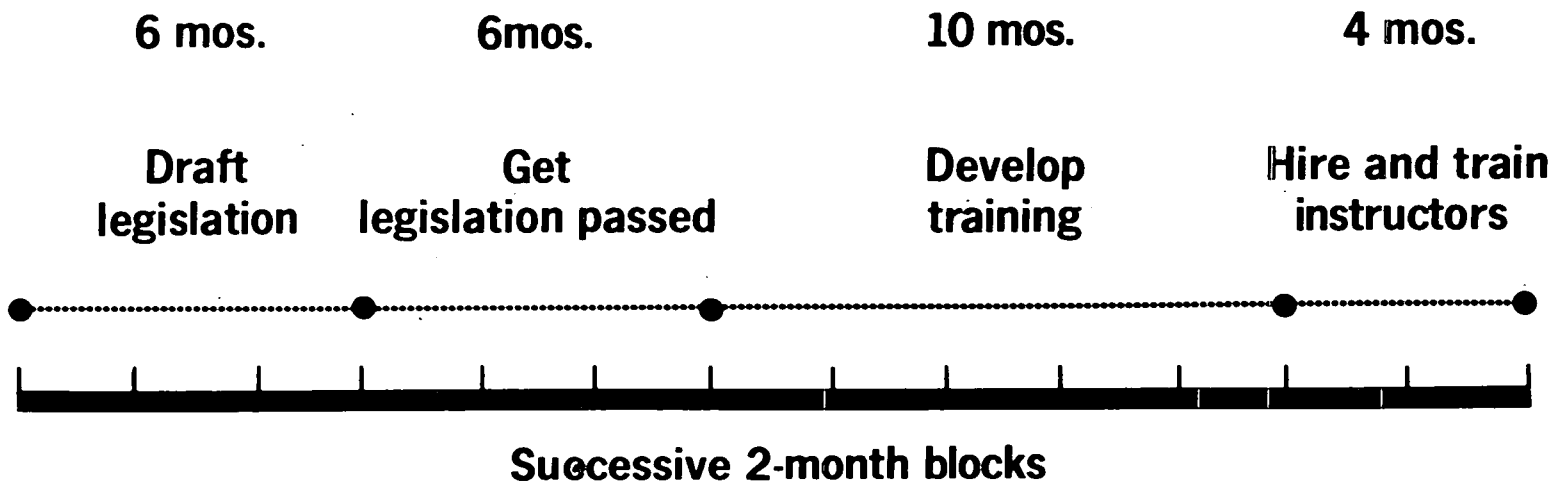
6. Networking: The Duration
of Elements.

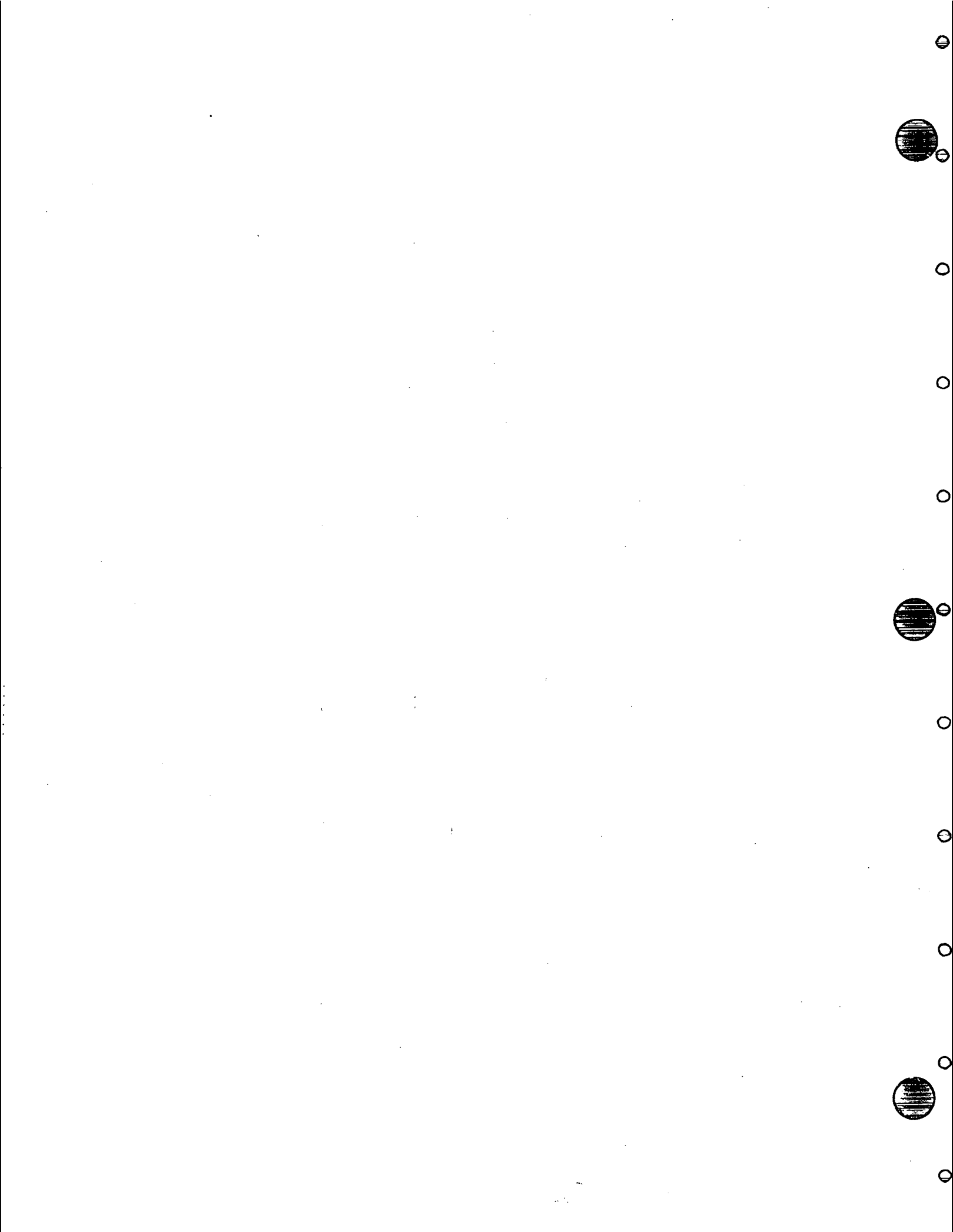
(Copy of Visual is on page V-C-4a.)

7. Networking: Dates and
Milestones.

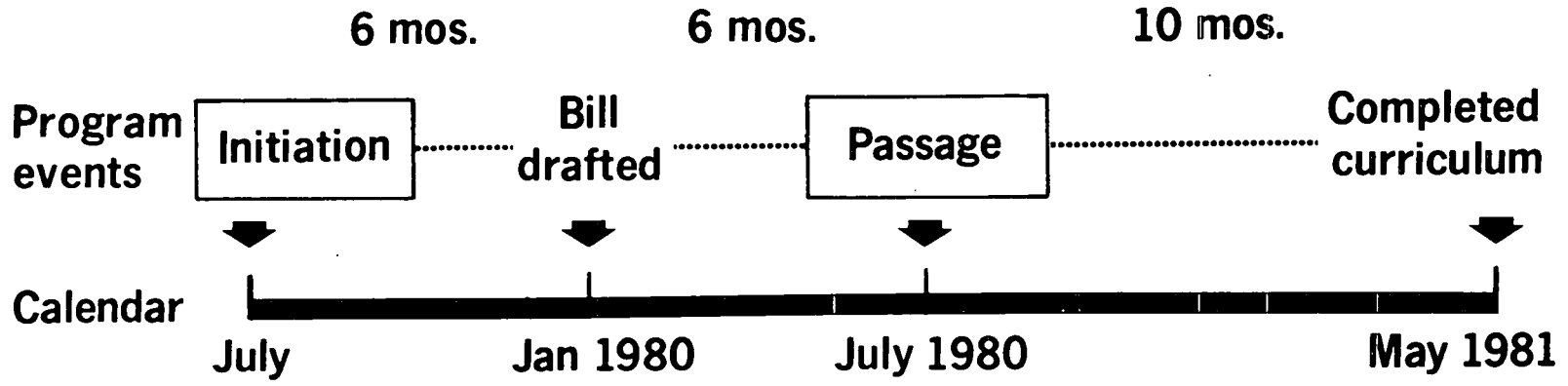
(Copy of Visual is on page V-C-4b.)

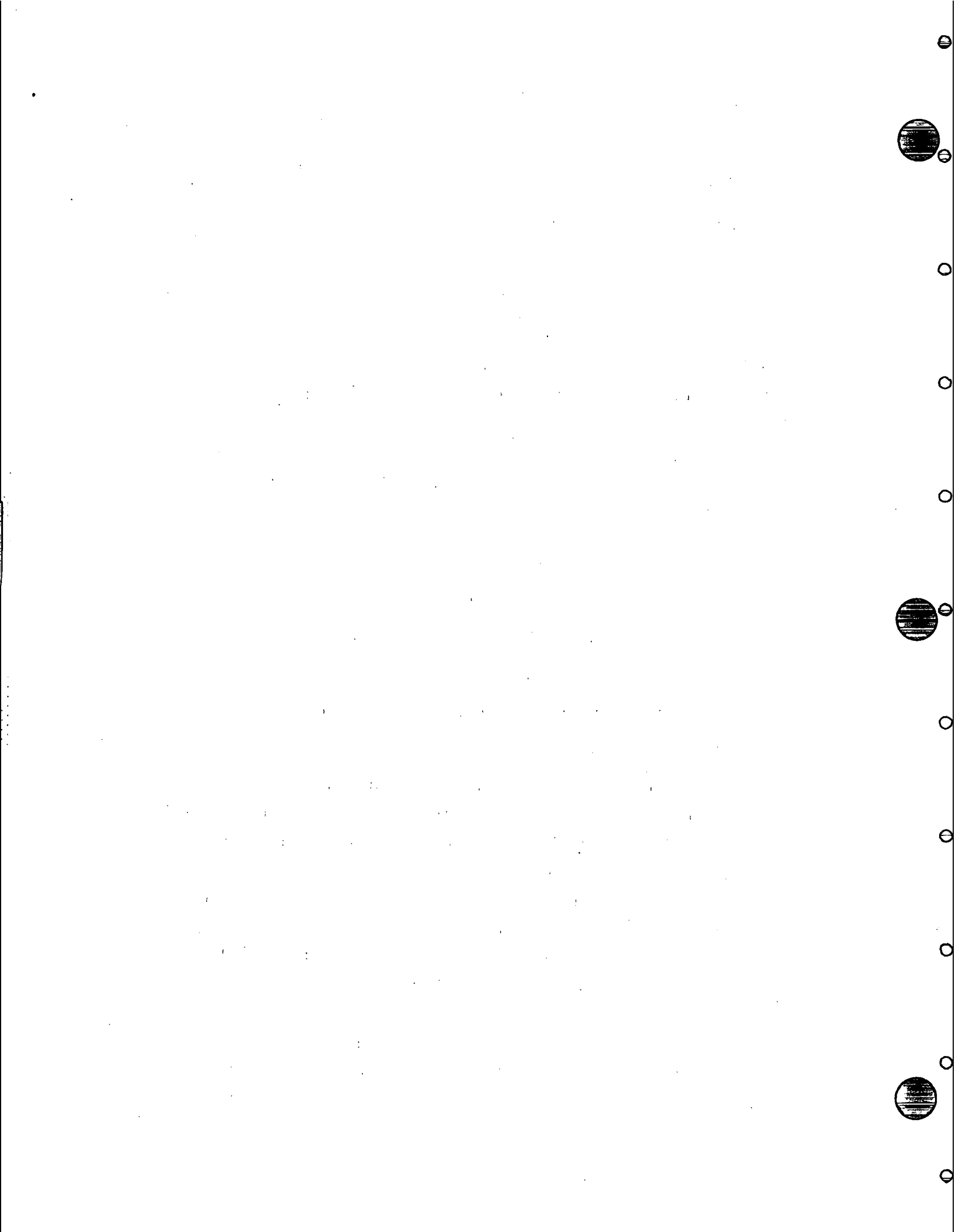
NETWORK AND TIME LINE





NETWORK AND DATES





8. *Desk Activity -- Networking and Scheduling the Program Elements*

Instructions: Read the scenario below. Then prepare a network of the program element described, showing the sequence and duration of each activity and indicating the milestones and critical dates for the element. You have 20 minutes to complete this step.

Scenario

Listed below are a set of activities to be carried out to implement the development of state-wide training academy for police employees. These activities are:

- Prepare draft of enabling legislation
- Lobby and negotiate passage of enabling legislation
- Select training academy site
- Design and construct academy structure
- Develop training curriculum
- Recruit and train academy instructors
- Notify police departments about training
- Recruit and enroll trainees for academy
- Operate training academy

It is now January, 1981. The current Governor -- and the program's principal supporter will be up for reelection in November 1982. The Legislature meets each year from January to June. However, capital projects can only be introduced in odd-numbered years and are reviewed yearly before new money is appropriated. The committee's which oversee such projects usually demand evidence of "significant progress" before a new appropriation is approved. The Governor has promised several key legislators that, if the academy is approved it will graduate its first class of police officers before the elections in November, 1982. Under state law the academy must provide a minimum of 160

hours of training. Assume that design and construction of the academy will require no more than 14 months.

On the following page lay out the network for the first two years of this program element.

Module V
 Segment C
 Desk Activity

NETWORK OF THE STATE-WIDE POLICE TRAINING ACADEMY

1981												1982												
J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J

ACTIVITIES

1. Prepare draft of enabling legislation
2. Lobby and negotiate passage of legislation
3. Select training academy site
4. Design and construct academy structure
5. Develop training curriculum
6. Recruit and train academy instructors
7. Notify police departments about training
8. Recruit and enroll trainees for academy
9. Operate training academy

Notes and Questions

9. Developing Objectives for the Elements of a Program

- a. An objective is "a specific condition to be attained by a specific program of activities, stated in time-limited and measurable terms."

- b. An objective serves two primary functions:
 - It provides an immediate standard against which persons working in a program can measure their own progress, and
 - It provides managers and evaluators with immediate indicators of how the program is working as a whole.

- c. Objectives are developed in a variety of ways: they may be established as a matter of policy by decision-makers or others; or they may be established empirically, based on an assessment of the expected and reasonable level of performance of the program elements.

Notes and Questions

- d. In program development the preferred approach to developing objectives is to empirically assess what the probable and reasonable level of performance of a particular element should be.
- e. To establish reasonable objectives the program developer should:
- Establish observable indicators of performance for the elements of the program.
 - Determine the magnitude of results likely to be achieved by a program element in terms of those indicators.
 - Examine the network and schedule for the element and determine when those results will probably be achieved, and
 - Estimate what a reasonable level of performance on each indicator for the element would be.

10. *Desk Activity - Developing Objectives for the Elements of a Program*

Instructions: In this desk activity you are to develop reasonable objectives for each of the activities of the element described below.

The program element involves the use of trained civilian volunteers to conduct home security inspections and provide individual instruction on home security precautions in a high crime area of a city. The results to be achieved under this element will include:

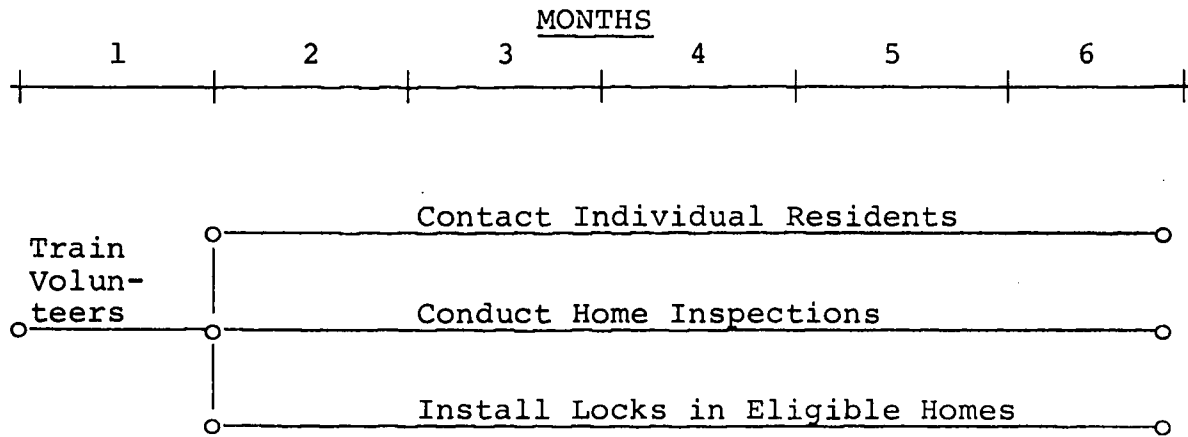
<u>RESULTS</u>	<u>MAGNITUDE</u>
1. A cadre of trained volunteers	Funding limitations allow the project to support no more than 5 inspection teams of 2 persons each. Training will take one month to complete.
2. Direct contacts with neighborhood residents	Previous experience indicates that each team should average about 20 contacts per month, including inspections and lock installations.
3. Individual inspections of homes	The service is voluntary. Previous projects reported that only about 20 percent of the persons contacted will agree to an inspection.
4. Free locks installed in homes of eligible neighborhood residents	Approximately 10 percent of the households are eligible. The installation service is conditioned on the willingness of the resident to agree to the inspection.

The neighborhood contains 1000 households.

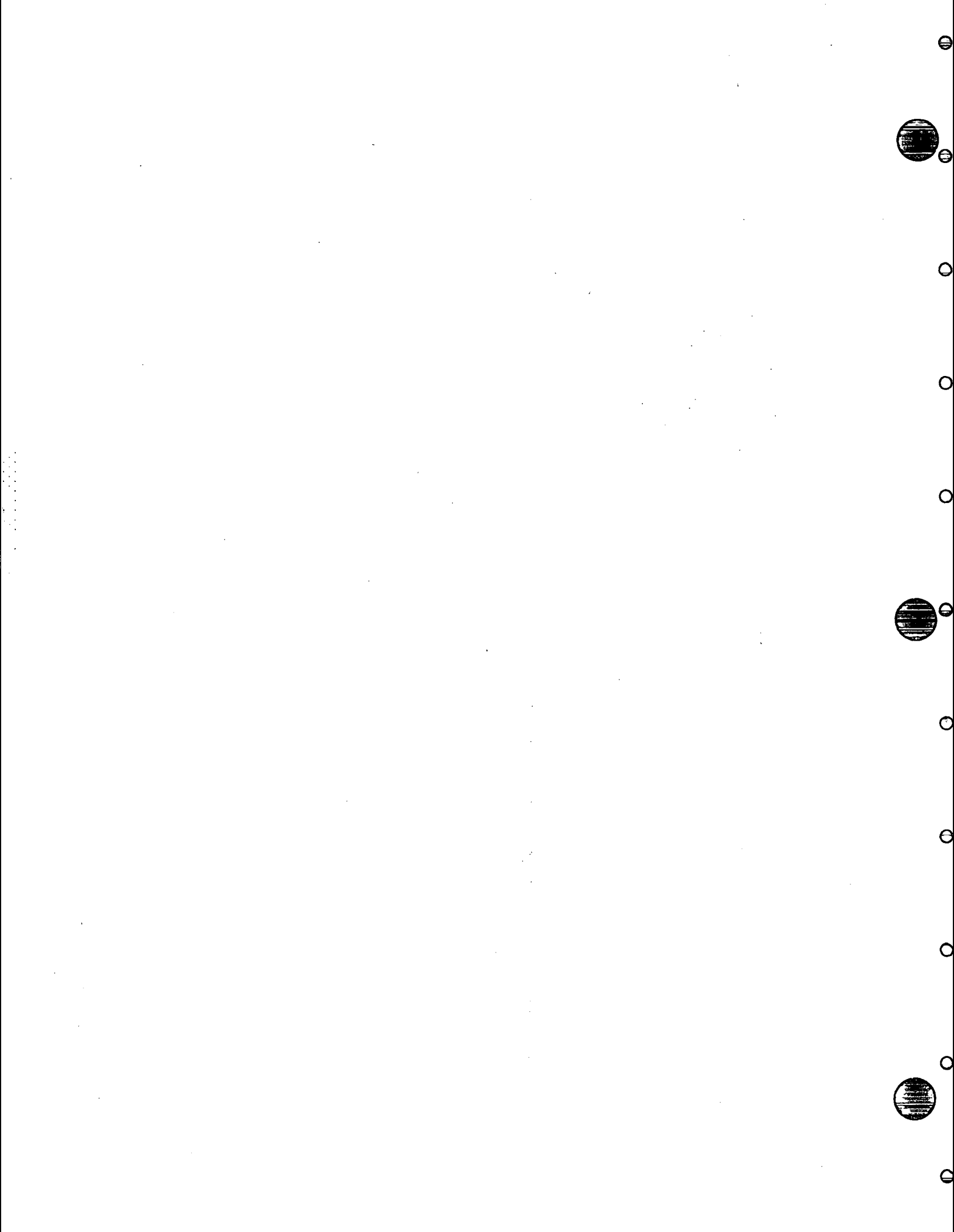
On the lines provided develop reasonable objectives for the first six months for each of the four activities listed above. You should:

- o Select an indicator of performance for each expected result
- o Establish a reasonable level of performance for the activities, stated in terms of the indicator, for the first six months of the element's implementation.

The schedule for the element is shown below.



Indicator _____ Level of Performance _____



Notes and Questions

11. Developing the Program's Resources and Budget.
 - a. Planning for resources to support the program requires a set of interrelated decisions:
 - What amount is needed?
 - What amount is available?
 - What amount must be acquired to fill the gap?
 - The sources of the amount to be acquired?
 - How should the resources be allocated among parts of the program?

Notes and Questions

12. Preparing the Decision
Package (Interim).

(Copy on pages 15a thru 15c.)

PROPOSED ELEMENT # 1

A. Strategic Goal:

"Harden" potential crime targets in the downtown business district.

B. Proposed Strategy:

To provide downtown businessmen with the skills necessary to improve their security practices.

C. Proposed Element:

Create a Crime Prevention Unit in the Gotham City Police Department to assist downtown merchants in target-hardening.

D. Objective to be Achieved:

Increase the number of businesses in the downtown district that have demonstrably improved their security by at least 50% this year over the number who did so the previous year.

E. Cost:

\$71,500

Assumption Cost: \$42,500 per annum

F. Rationale for Elements:

The merchants in the downtown business district have engaged in few target-hardening activities to date. Their businesses are vulnerable, and the theft rate reflects this. A systematic crime prevention program could reduce this vulnerability.

G. Advantages:

This strategy would enable the merchants to help themselves to a degree. Based on relevant studies, target-hardening is a cost-effective method to curb the types of crime plaguing the downtown business district.

H. Disadvantages:

The Chief really is not completely sold on the crime prevention concept. He expressed the opinion that a lot of the claims about crime prevention appear to be public relations gimmicks. He would be willing, however, to try such an approach if the Planning Agency funded it.

MOR

A. Proposed Element:

Establish a Crime Prevention Unit (CPU) in the downtown business district.

B. Inputs:

1. CPU director (from existing Gotham City personnel)
2. Three law enforcement officers
3. Crime prevention "train-the-trainers" course
4. Car and equipment
5. Audio-visual and demonstration materials

C. Major Activities:

1. Recruit and train three crime prevention unit officers.
2. Procure car and equipment.
3. Purchase required audio-visual and other related supplies and equipment.
4. Conduct public seminars for downtown merchants.
5. Provide direct target-hardening technical assistance to downtown merchants.

D. Results:

Increase the number of businesses in the downtown district that have demonstrably improved their security by at least 50% this year over the number who did so the previous year.

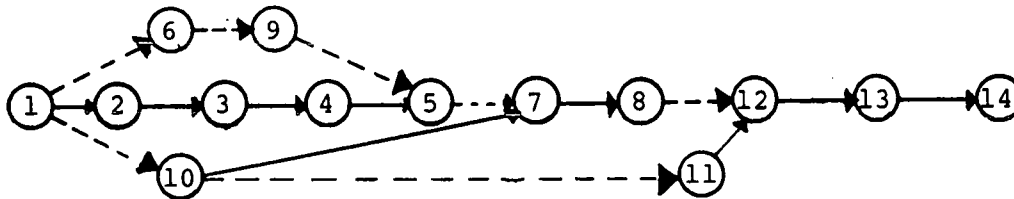
E. Outcomes:

The value of losses (corrected for inflation) for the merchants participating in the CPU project will be reduced compared to their losses for the previous year.

NETWORK

Project:

Establish Crime Prevention Unit in Gotham City Police Department



ACTIVITIES

1. Appoint director of CPU.
2. Announce officer openings.
3. Screen applicants.
4. Interview selected applicants.
5. Select new officers.
6. Select appropriate training course.
7. Enroll officers in selected training course.
8. Complete training course.
9. Procure car and equipment.
10. Purchase audio-visual and other related supplies and equipment.
11. Schedule seminars.
12. Conduct seminars.
13. Provide target-hardening technical assistance to 12 downtown merchants.
14. Complete target-hardening technical assistance.

Key: ○ Activity
 -----> Relationship
 -----> Sequence of
 Activities

Notes and Questions

13. Summary and Review.

Segment D: Workshop on Planning the Details of
Program Strategies, Part 2.

PARTICIPANT GUIDE

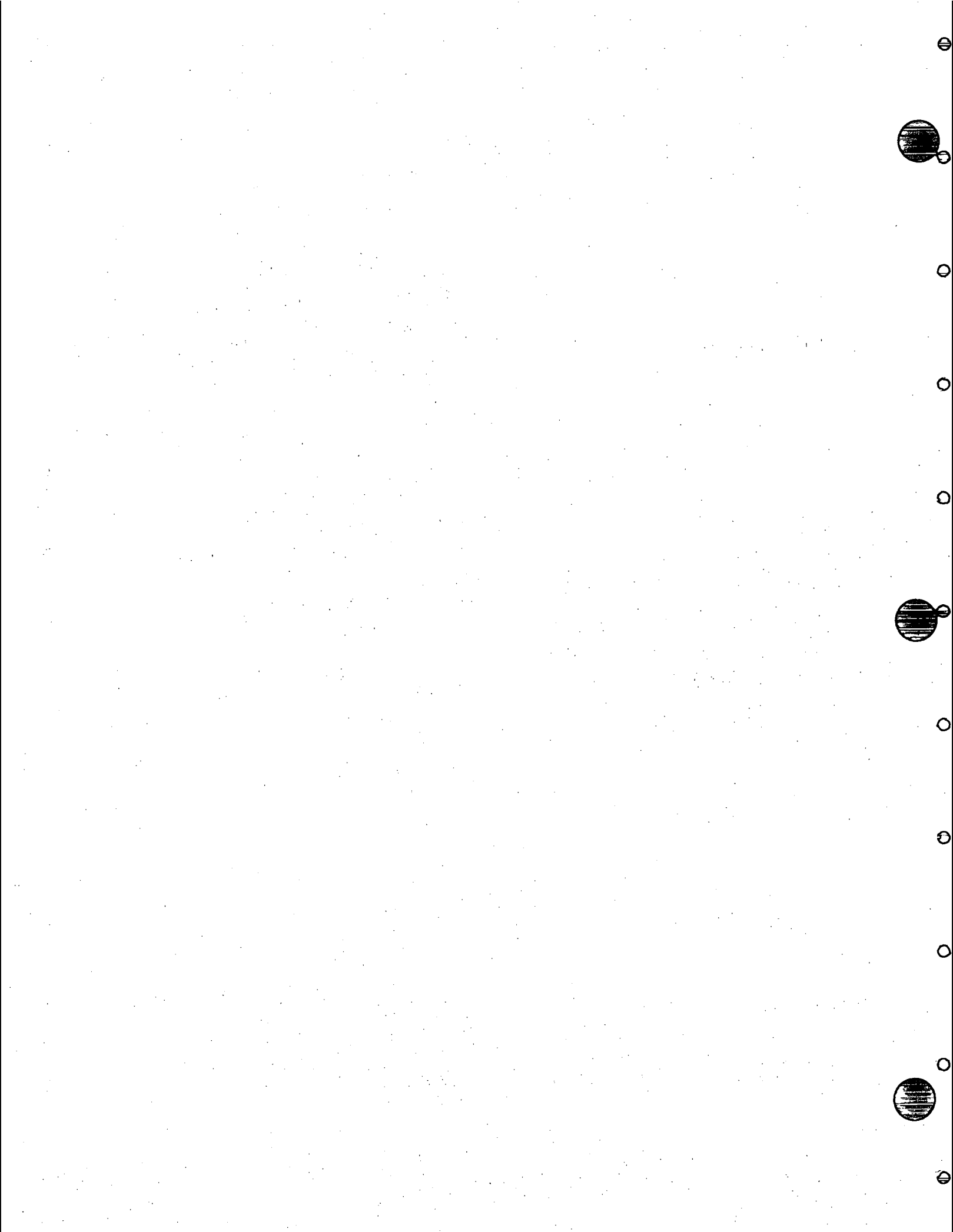
1. The workshop will be carried out in six steps:

- Step 1. You will identify, assess, and take steps to accomodate the impact of the element on the existing system.
(30 minutes)
- Step 2. You will identify, assess, and take steps to accomodate the internal impact of activities within the element.
(30 minutes)
- Step 3. You will prepare a network for the element, indicating the sequence and duration of each activity, and the dates when activities will start and end.
(45 minutes)
- Step 4. You will develop objectives for each of the activities under the element.
(30 minutes)
- Step 5. You will develop a budget for the element.
(30 minutes)
- Step 6. You will prepare a presentation following the format of a full decision package.
(15 minutes)
- Total time for the workshop is 3 hours.



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Module 6
**PREPARING FOR PROGRAM
IMPLEMENTATION AND EVALUATION**



Module VI
Preparing for Implementation and Evaluation

PARTICIPANT GUIDE

TITLE

Preparing for Implementation and Evaluation

PURPOSE

To show the need to carry the Program Development process to the point that the program can be implemented, managed, and evaluated as intended. To provide a chance to practice selecting key events.

OBJECTIVES

At the completion of this module the participants will be able to:

- Describe the role of the program developer in preparing for implementation and evaluation.
- Integrate the elements of a program.
- Describe the contents of a full decision package.
- Explain the concept of the key event.
- Use key events to guide the implementation and evaluation of a program.

DESCRIPTION

This module consists of a Lecture Segment (A) that will require about one hour to complete and a final course Workshop Segment (B) that will require about four hours to complete, including a final debriefing.

Outline of Module VI
Preparing for Implementation and Evaluation

Segment A

1. Review and Introduction
2. The Role of the Program Developer in Preparing for the Implementation and Evaluation of a Program
3. The Importance of Integrating the Elements of the Program
4. Integrating Elements
5. Insuring that the Program is Implemented as Intended
6. The Concept of the Key Event
7. Identifying Key Events
8. Using Key Events in the Management of the Program
9. Using Key Events in the Evaluation of the Program
10. Summary and Review of the Course

Segment A

PARTICIPANT GUIDE

Notes and Questions

1. Review and Introduction.

a. In this module we will discuss the following topics:

- The role of the program developer in preparing for implementation and evaluation.
- Integrating the elements of a program.
- The concept of the key event.
- Preparing the full decision package.
- Using key events in the management of the problem.
- Using key events in the evaluation of the problem.

2. The Role of the Program Developer in Preparing for the Implementation and Evaluation of a Program.

Notes and Questions

- a. The program developer may be responsible for
- Carrying out certain elements of the program
 - Providing technical assistance to the implementors
 - Managing the overall program
 - Monitoring or evaluating the program
 - Making or advising on future decisions about the continuation or revision of the program.
- b. The final product of this step in the program development process is a full decision package which provides the following information to decision-makers:
- The normative goal statement;
 - The problem summary;
 - The major aspects of the problem;
 - A listing of the strategic goals;
 - An overview of the strategies under each strategic goal;
 - A listing of the elements under each strategy;
 - The strategy rationales; and
 - An assessment of the program with appropriate recommendations.

Notes and Questions

3. The Importance of Integrating the Elements of the Program.

- a. By integration of the elements we mean that necessary linkages between elements are created so that the activities of one element can be coordinated to work with the activities of other elements.

- b. By integration of elements we also mean preventing conflicts between elements.

4. Integrating Elements.

- a. Elements of the program can be integrated by:
 - Identifying areas where the activities of two or more elements could be combined or shared.
 - Identifying areas where the activities of two or more elements must be coordinated for one or both to operate effectively.
 - Identifying areas of potential conflict between elements.

Notes and Questions

5. Insuring that the Program is Implemented as Intended.

- a. The two primary means by which a program can be kept on track with respect to its strategic goals and strategies are:
 - Through the way the program is managed, at the program or the element level.
 - Through the evaluation and monitoring of the program.
- b. A conceptual device which will help the manager and the evaluator/monitor is called key event analysis.

6. The Concept of the Key Event.

Notes and Questions

- a. Key events are important in program development in that they should be the focus of attention of managers and evaluators.

 - b. A key event might occur at any point and at any level in the program.

 - c. The principle which determines whether some part of a program is a key event is not its size or the amount of resources devoted to implementation. The factor which determines that an activity or an element is a key event is its importance to the success of the program's strategic goals.
7. Identifying the Key Events.
- Reviewing the design of the program or of individual elements
 - Examining the networks and schedules of the program
 - Identifying the mechanisms created to coordinate or create cooperation among the elements

Notes and Questions

- Negotiating with persons who may be involved or have a stake in the implementation of the program.
 - a. The program developer can also identify key events in a program by reviewing the assessment of the logic of the strategy carried out in Module IV.
-
8. Using Key Events in the Management of the Program.
- a. The manager of a program can use the identified key events of a program to:
 - Select implementors to carry out the design of the program
 - Inform those implementors on how the program or its elements should be carried out, and
 - Guide the activities of implementors after the program is under way.

Notes and Questions

9. Using Key Events in the Evaluation of the Program.
- a. The program evaluator must still evaluate how well each element of the program operates and the impact that element may have. However, the program evaluator must also determine how the elements of the program, working together, contribute to the accomplishment of the program's strategic goals.
- b. Evaluators usually distinguish between two levels of evaluation:
- Process evaluation, in which the primary focus is on the way the program operates and its success in achieving its objectives; and
 - Impact evaluation, in which the focus is extended to a determination of how the program affected the problem being addressed.

Notes and Questions

10. Preparing the Final Decision Package.
 - a. The decision package should contain the following materials:
 - The normative goal statement for the problem area,
 - A summary of the problem, as it is understood,
 - The major aspects of the problem derived from the Problem Statement,
 - The strategic goal statements that formed the basis for the more detailed planning,
 - An overview of the strategies developed to meet the strategic goals,
 - The elements intended to implement the different strategies,
 - The rationale for each strategy--the logic and assumptions behind the strategies, and
 - An assessment of the strategies and a set of recommendations concerning the integration, implementation, and evaluation of the program.

Notes and Questions

- b. To this material, the program developer should append the individual element decision packages as back-up documentation; this material was developed in the previous step in the process in Module V and was revised as necessary in this Module.

11. Review of the Module.

Segment B: Workshop

PARTICIPANT GUIDE

1. The workshop will be carried out in three steps:

- Step 1. You will integrate the elements developed in the previous workshops,
 - Step 2. You will identify key events in the program, and
 - Step 3. You will prepare a final presentation following the format of the final decision package.
- a. Following the last step, the group will present its work and participate in a final debriefing.
- Each group will be given 15 minutes to make its presentation.
- b. The final presentation will follow the following sequence:
- A brief presentation of the normative goal,
 - A brief summary of the problem,
 - A description of the three major aspects of the problem addressed,
 - The three strategic goals addressing the major aspects of the problem,
 - A brief presentation of the three strategies developed in the process,
 - A brief description of the three elements that were fully developed in the exercise,
 - A review of the rationale behind each strategy,
 - An assessment of (1) how the elements implement the assumptions behind each strategy, (2) how the strategies will contribute to the accomplishment of the strategic goals, and (3) how the accomplishment of the strategic goals will contribute to the accomplishment of the normative goal, and
 - A description of the key events identified,
 - A set of recommendations regarding the qualifications or characteristics of program implementors, special conditions to be required in the implementation of the program, or areas of special interest to persons providing Technical Assistance.

c. The group may divide responsibility for each of these parts of the final presentation.

- The group will have 15 minutes to make its presentation.

APPENDIX:

NOMINAL GROUP TECHNIQUE BACKGROUND

An important tool covered in the Program Development Course as part of the discussion of both priority-setting and strategic goal development is the Nominal Group Technique. The following discussion outlines the major features of this technique and indicates how it could be conducted. For further information about this technique the following references are particularly useful:

- o Delbecq, A.L., Van de Ven, A.H., and Gustafson, D. Group techniques for program planning. Glenview, Illinois: Scott, Foresman and Company, 1975.
- o Huber, G. and Delbecq, A.L. Guidelines for combining the judgements of individual group members in decision conferences. Academy of Management Journal, 15, June, 1972.

In reading this discussion, keep in mind that the Nominal Group Technique can be applied at several points in the program development process--not only at the point where the important components of the problem are identified.

Nominal Group Technique

The Nominal Group Technique (NGT) is a structured group process which follows a prescribed sequence of steps to reach a decision. The NGT is a valuable device for reaching decisions when:

- The decision-making situation involves very complex issues or problems, and
- The judgements, opinions or attitudes of several persons must be collected, considered and reconciled.

The NGT has been used in a variety of settings in business, industry, education and government to:

- Identify the most important components of a problem.
- Establish priorities and goals for organizations.
- Identify and select possible strategies to solve problems.

When used properly the NGT can produce high quality decisions as well as a high degree of agreement and satisfaction among the participants.

The NGT Process. The NGT is carried out in small groups. The recommended number of persons to be included in the process is from 5 to 9. Research on group processes indicate that groups of less than 5 persons often lack the breadth of experience and ideas needed to make the process productive. However, groups of more than about 9 persons often tend to bog down in factional disputes or the amount of record-keeping involved in the process. A technique to handle more than 9 persons will be discussed later in this text.

The members of the NGT group focus on a single question, which has been selected beforehand by the persons running the meeting. There are six steps in the process:

1. Each member of the group works silently and independently for 5 minutes to generate a list of possible responses to the question.
2. The responses of the group are collected and recorded.
3. The group discusses and clarifies each of the responses.
4. A preliminary vote is taken on the responses.
5. The preliminary vote is discussed and, if necessary, the responses are further clarified.
6. A final vote is taken.

Each of these steps will be discussed in detail below.

Preliminary Preparations. Persons running an NGT exercise should make the following preparations:

- o Each member of the group should be provided with writing materials and a free area at which to work.
- o The members of the group should be arranged so that they face each other and can clearly see the flip chart or blackboard where their responses will be recorded.
- o The room in which the exercise is carried out should be relatively free of outside noise or distractions.
- o Each member of the group should be given a sheet of paper on which the question to be considered is indicated at the top. The question can also be written at the top of the flip chart or blackboard where the group's responses are to be recorded.

When the group has been seated the leader of the exercise should make a brief opening statement which:

- Explains the specific purpose and objectives of the meeting.
- Briefly describes the steps of the process, and
- Emphasizes the importance of each member's full concentration and participation.

The leader then asks the group to read the question and, if necessary, will clarify its meaning.

Step 1. Silent Generation of Responses to the Question.

After the question has been read and clarified the leader should instruct the group as follows:

- The members of the group will be given 5 minutes to generate as many responses to the question as possible.
- Each member should work silently and independently, listing their responses in short sentences or phrases on the worksheet they were given.
- The members should not focus on any one response too long - the purpose of the step is to identify as many different responses as possible. The responses need not be completely worked out to be listed.

The five-minute limit on the generation of ideas serves two purposes: it encourages members of the group to think and work quickly, and it keeps the number of responses to be considered by the group to a manageable size. Persons may object that the limit does not allow enough time for adequate reflection on the question. However, research on the NGT

indicates that very little useful input is lost by limiting the amount of time for this step. People tend to produce their best ideas during the first few minutes of reflection. Ideas generated later tend to be more elaborate or specific versions of earlier ideas. These detailed responses can be better developed during later steps in the NGT process.

The purpose of having each person work silently and independently is to eliminate some of the pressure many persons feel when asked to "think on their feet" in a group. Moreover, when the group consists of persons with different positions and backgrounds, this step provides a safe and acceptable way for persons with less status and self-confidence to make their input. This is particularly important when the group consists of persons at different levels in the same organization.

The purpose of telling members to not focus on any one response too long is to avoid the premature elimination of potentially useful ideas. The purpose here is to identify a broad range of responses. Obviously, many of these "brainstorm" ideas will not hold up under closer scrutiny. At the same time, many innovative and creative ideas have been developed out of this type of "free association" thinking. One of the primary benefits of the NGT is that it can be used to develop unconventional responses that might otherwise not be considered.

The role of the leader in this step is to:

- o Keep track of the time.
- o Enforce the rule that persons work independently, and
- o Encourage the group to use the time period creatively and efficiently.

The leader should answer questions about what a good response would be by indicating that there are no "correct" responses to the question. The leader should also avoid influencing the group by giving examples. Such examples often end up being given as responses by group members because they were "endorsed" by the leader. Finally, the leader should set an example by working silently on the question along with the group.

Step 2. Recording the Responses. When the time limit has elapsed the leader should ask the group to stop writing and give the group the following instructions:

- The responses will be recorded without comment on the flip-chart or blackboard.
- The responses will be collected one by one from each group member in a serial fashion.
- The members should avoid repeating the same response - if more than one member had the same idea the response should be recorded only once.
- New responses, stimulated by a response given by someone else may be added to their list at any time.

The purpose of recording the responses in front of the entire group is to allow all of the members to see what the group has produced. This can be a major payoff for the group by itself - a sizeable list of optional responses generated in a relatively short time. The purpose of recording the responses without comment is to avoid premature discussions which would tend to increase or decrease the perceived value of any one response. A member whose response is criticized by the group before all of the others have given their responses may choose to "drop out" of the process or become overly defensive about his or her other ideas. In effect,

the recording of the responses shifts the ownership of the responses from the individual member to the group as a whole.

The responses are recorded in a serial fashion. The first member provides the first response on his or her list. The leader records the response on the flipchart and then asks a second member to provide the first response on his or her list. The leader continues to go around the group, soliciting one response at a time until all responses have been collected. The leader should include his or her own responses with the others.

The purpose behind this procedure is to disassociate specific responses with specific individuals. This will reduce the tendency of some persons to dismiss the ideas of others based on personal feelings or individual status. The disassociation of responses with individuals is particularly important if the group is to consider the responses objectively during the next steps in the process.

The role of the leader in this step is to record the responses of the group members on the flipchart or blackboard. The leader should avoid editing the responses and should record them as closely to the words of the member as possible. Overly long statements should be shortened or abbreviated if possible. However, the person providing the response should be satisfied with the way the response is expressed.

The leader should also avoid prejudging responses by suggesting that one response is the same as another response already listed, or that one response could be subsumed or combined with another. At this stage the leader should act as little more than a recorder of the group's ideas.

Each response should be numbered as it is recorded. In addition, room should be left along the right hand margin to record the votes to be taken by the group in subsequent steps.

Step 3. Discussing and Clarifying the Responses. After all of the responses have been recorded the leader should initiate a discussion of the responses. The discussion should focus on one response at a time, starting with the first response and proceeding through the entire list. The leader should begin the discussion by asking the group, "Does anyone have any comments or questions about this item?", or "Does everyone understand the idea behind this response?"

The purpose of this discussion is to clarify the intent and logic behind each of the responses on the list. The person who provided the response is not obliged to explain the statement. However, the leader should encourage members of the group to ask questions or suggest explanations in order to clarify the meaning of the response.

Conflicts between members may arise at this point. This should not be discouraged so long as the disputes bring out real issues or facts related to a given item. However, the leader should not permit disputes to become personal feuds between two or more members, or allow the discussion to drag out too long. Once it becomes apparent that the issues surrounding a given response have been fully aired the discussion should move on to the next item.

If the number of items in the list is large, a certain amount of editing and collapsing may be permitted. However, the leader should be very careful not to allow this process to go too far or too fast. The group as a whole should agree that the revision is necessary and useful. In particular, the person who provided a response should agree that the

change should be made. If the leader senses that the whole group may not see the need to collapse or delete an item it is preferable to leave the list as is. The consequences of having a member feel that his or her response was deleted arbitrarily can be serious, particularly if that person will be expected to accept or act on the group's final decision.

It may be preferable to set a time limit on the discussion of any one item. Although it is desirable to allow the group to pace itself in the discussion the natural tendency is for the group to discuss the first responses in more detail and to then give less attention to responses lower on the list. This should be avoided. Important issues may not be given adequate attention and some responses may not be completely understood by everyone.

The role of the leader in this step is to facilitate discussion, mediate disputes and keep the discussion focused on one response at a time. The leader should participate in the discussion with the others. However, the leader should be careful to not "steer" the group because of his or her dual role.

Step 4. Preliminary Vote. Once every item on the list has been discussed the leader should indicate that a preliminary vote will be taken. A number of voting procedures could be used in this step. The ranking procedure described here is merely a suggestion. The purpose of this step is to determine the degree of agreement or disagreement within the group based on the initial discussion.

In this procedure the group members are asked to individually rank the responses according to some priority criterion. The criterion might be the importance of the responses, the relative acceptability, desirability or practicality of the responses, or some other criterion related to the decision

the group is to reach. The basis on which the group is to rank the responses should be explained and clearly understood before the vote is taken.

The first step in the procedure is to determine how many of the responses should be ranked. The group should not be required to rank the entire list because the intent here is to identify relatively intense differences or agreements within the group. By asking the group members to select only the top 6 to 9 responses from a larger list the members are forced to focus on those responses about which they have the clearest and least ambivalent opinions.

As a rule of thumb the number of responses to be ranked should be about 40 percent of the total number of responses on the group's list up to a maximum of 9. For example, if the group developed a list of 15 responses the number of responses to be ranked should be about 6. If the list included 20 responses the number to be ranked should be about 8. The group should not be asked to rank more than 9 responses no matter how large the number of responses on the list. The reason for this is that most persons find it difficult to rank many more than 9 items at a time in a meaningful way. As the number of items to be ranked increases the mid-range items become increasingly difficult to assess and persons tend to make arbitrary decisions. This tends to decrease the value and validity of the process for both the person doing the ranking and anyone wishing to use or interpret the results.

When the number of items to be ranked has been determined the leader should give that number of 3x5 cards to each group member. Each member of the group should then select the top "N" number of responses from the list and write the numbers corresponding to those responses in the upper left hand corner of the cards - one number per card. This should be written

in pencil in order to make it easier for the member to make a change.

After all the cards have been assigned a number the members should each copy the response statement corresponding to the number on the card. This serves two purposes: it forces the member to check the correct correspondence between the number and the response, and it "commits" the member to the response he or she selected.

When the members have completed copying their responses on their cards they should each array these cards before them, face up. From their array they should then select the lowest ranking response and assign that response the lowest numeric rank. The rank number should be written in the lower right hand corner of the card and underlined twice. The underlining is intended to distinguish the rank number from the response number when the card is interpreted. The members should then turn the card over and select the lowest ranking response from those remaining. This process is continued until all of the responses have been ranked.

When all of the group members have completed ranking their cards they should be passed forward to the leader. The leader should then shuffle the cards to preserve the anonymity of the balloting and begin tallying the votes on the sheet where the responses are listed.

There are several methods which could be used to tally the ballot. The simplest method is to merely write the rank numbers assigned to a response in the margin behind the response. Thus, if response number 3 was assigned a rank of "4" by a member a 4 is written after the response. Thus the group can readily see how many times each response was ranked

and the distribution of ranks it was assigned. (The format for tallying the first vote is shown on page ____.) With this method it is not necessary to compute an average score or any other summary score for the responses. The presentation of the raw tally is usually sufficient given the relatively small number of persons voting and responses to be voted on.

After the vote has been tallied the leader should take a few moments to allow the group to examine the vote results. The leader may wish to make a few notes on the vote relating to:

- Responses on which there appears to be a clear agreement (i.e., everyone gave the response a high ranking or no ranking at all).
- Responses which received only one or two extreme rankings.
- Responses in which the assigned rankings were polarized (i.e., some high ranks and some low ranks).

These notes can then form the basis for the discussion which follows in the next step.

The role of the leader in this step is to facilitate the voting - clarifying or demonstrating the process for the members - and to record the vote. The leader should vote along with the others. During the tallying the leader may wish to recruit one of the members of the group to assist in reading off the votes or recording the vote on the work sheet.

Step 5. Discussion of the Vote. After the vote has been tallied and the group members have had a chance to examine the results the leader should initiate a discussion, again aimed at clarifying the responses and the vote itself. The discussion should focus on one response at a time, particularly those items which the group as a whole selected as

NGT: TALLYING THE PRELIMINARY VOTE

(ITEM #)	(STATEMENT)	(TALLY)
1	_____	1, 1, 2, 4 *
2	_____	1, 2
3	_____	1, 2, 2, 2
4	_____	3, 4
5	_____	3, 3, 3, 3, 4
6	_____	*
7	_____	1*
8	_____	*
9	_____	*
10	_____	4, 4

* Discussion Points

being among the more important. This may also be the time to draw out further explanations on specific responses. Individuals should not be asked to reveal how they voted or to justify their vote to the group.

The role of the leader, as in the first discussion is to facilitate the discussion, mediate disputes and keep the discussion focused on the responses.

Step 6. The Final Vote. The first vote may have indicated that the group is already in agreement on the responses. In this instance the NGT process can be stopped after the first vote. However, in most instances a discussion and a second vote are necessary to refine the group's decision. As in the first vote, any number of voting procedures could be used, including the same procedure outlined for the first vote. In this example we will outline a second technique in which numeric weights are assigned to specific responses.

For the second vote the group members are again asked to each select a certain number of responses from the overall list. These responses can be the same as those selected in the first vote or they can be an entirely new set. At this point every response should still be considered a potential candidate. In the instructions to the group the leader should emphasize that no one should feel compelled to change their vote or, conversely, to adhere to their original vote.

The members should each be given a form such as the one shown on the following page. In the first column the group should again list the numbers of the response items they selected. In the second column they should then write in the corresponding response statements opposite the number. Finally, the group members should then rate each response on the scale from 1 to 10 in which a "1" indicates lesser importance and a "10" greater importance. The members may

assign the same weight to more than one response if they believe two or more items are of equal importance.

When all of the members have completed their voting the leader should collect the forms and compute average and total scores for each response as well as the number of persons assigning a rank. After the scores have been computed the leader should announce the results and indicate what the group's decision is.

At this point, unless there is a need for further discussion, the leader should indicate that the NGT process is completed.

NGT for Groups of More than 9 Persons

A technique has been developed for handling groups of more than 9 persons in the NGT process without distorting the results. In this approach the larger group is broken up into two or more groups of between 5 to 9 persons. Each group is assigned a leader who leads them through the first 4 steps in the process (i.e., through the first vote). After the vote has been taken the groups reconvene as a whole while the group leaders consolidate the individual group responses.

Consolidating the responses and the votes from two or more groups consists of:

- o Compiling a single master list of all responses from all the groups,
- o Collapsing and combining response items where appropriate,
- o Computing overall group scores on the items.

In those instances where the different groups generated essentially similar response items the leaders may be able to combine the two or more into a single item. When this is done the rankings or scores of the groups on the combined responses can also be combined. However, the leaders should take care not to eliminate responses or arbitrarily combine items not clearly the same in intent. This is often a matter of judgement and leaders should tend to err on the side of not combining responses if any doubt exists. Any combining or collapsing of responses should be clearly explained to the group.

When all changes in responses and the vote have been explained a leader should facilitate a general discussion as described in Step 5. Following the discussion the group then carries out a final vote as described in Step 6.

Writing the NGT Question. The most important preliminary decision for persons conducting an NGT exercise is the selection and drafting of the question the group is to address. The NGT is a relatively powerful decision-making tool. Persons who participate in an NGT exercise very often become highly involved in the process and exert a significant level of personal effort. Because of this, participants may become highly committed to the results of the process and demand that those results be put to direct and immediate use. Thus, before persons running an NGT ask a group to make this level of effort it is important that they have a clear view of both what is to be accomplished through the exercise, and how the results of the exercise will be used.

There are four steps in selecting and drafting the NGT question:

1. The objectives of the NGT meeting should be clearly specified.

2. Examples of the kinds of responses to be generated should be drafted.
3. Alternative question statements thought to elicit the desired kinds of responses should be drafted.
4. Each of the alternative question statements should be tested to determine which produce the desired kinds of responses.

Deciding on the objectives of the NGT exercise is the most important of the four steps. The NGT is a highly adaptable tool. However, there are certain kinds of decisions for which it is more useful than others. In general, the NGT is most useful when:

- o Only one decision is to be made by the group,
- o The options available to the group are relatively open.

The NGT is most valuable when only a single decision must be reached. Because of the nature of the process it is difficult for a group to focus on more than one decision at a time. For example, it would be inappropriate to conduct an NGT exercise to decide which aspects of a complex problem should be addressed in a program and what the strategy to address those aspects should be. Clearly, there are several separate decisions to be reached here, each of which would require considerable thought and discussion. In this instance it would be preferable to conduct several separate NGT meetings - the first to decide on the aspects of the problem to be addressed, and the subsequent meetings to decide on strategies.

The NGT is most valuable when the options available to the group are relatively open. A decision which has been reduced to a simple yes-no choice, or one in which the options

have already been specified is not particularly suitable for the NGT approach. For example, a decision about which of two programs to fund would not be appropriate for an NGT exercise. The value of the NGT is that it allows the group to generate and consider a range of options, some of which may not have been even recognized beforehand.

The second step, the drafting of the kinds of responses desired from the group, is critical in terms of the ultimate use of the NGT results. At this stage the persons conducting the NGT must consider how the results will be used and thus, what kinds of results would be most useful. This does not mean that the persons running the NGT should predetermine the content of the responses from the group. It means that the level of specificity and the scope of the responses should be carefully considered. For example, if a group of decision-makers are led through an NGT exercise to determine what the general strategy of a program will be, the persons running the NGT might be concerned that the responses selected by the group will be too specific. Similarly, if the responses generated by the group are too broad and general the persons running the NGT may find that they cannot use the decision in a meaningful way.

The third step is to draft a set of possible NGT questions that are intended to elicit the kinds of responses desired. Wherever possible, the question should be a single, relatively simple sentence. The longer and more involved the question the greater will be the group's difficulty in focusing on the issues. A second consideration in drafting the question is the background of the persons in the group. If the members of the group share a common background it may be possible to use more technical or specialized language. However, if the group is made up of persons with different backgrounds or with different levels of expertise it is necessary to draft the questions in more generic and common language.

The final step, pre-testing the questions should be carried out in order to determine whether the questions will actually generate the kinds of responses desired and which of the questions appears to produce the most workable responses. The pre-testing should be carried out with persons not involved in the drafting of the questions. In addition, persons who might be included in the actual NGT exercise should not be used during the pre-testing stage.

Who Should Participate in the NGT Exercise? The selection of persons to participate in an NGT exercise should be guided by the overall objectives of the exercise. A major criteria for the selection is that the persons have a definite stake in the issue being discussed. For example, in program development persons who might be involved in the implementation of a program, or who are likely to be directly affected by the program are suitable candidates for the group. It is also desirable to include persons with diverse backgrounds and areas of expertise. The makeup of the group will play a large part in determining the outcome of the NGT process, and the greater the diversity within the group the broader will be the range of issues and responses.

Summary. The NGT is a useful and relatively powerful decision-making device. When used properly it can generate a high level of agreement and satisfaction among participating decision-makers. In addition, the process can produce decisions that are both creative and well thought out in a relatively short period of time.

As a caveat, persons running an NGT exercise should be aware of the limitations and potential dangers of the approach. We have attempted to identify some of the limitations in this discussion. However, the greatest danger in using the technique is that it may raise unrealistic expectations among

persons participating in the process. Unless the persons running the technique have the skill to follow through with the decisions made in the group, the counter reaction may be very serious. For this reason persons using the technique should be very clear on how the results of the technique can and will be used and should convey that understanding to the group before the exercise begins.

