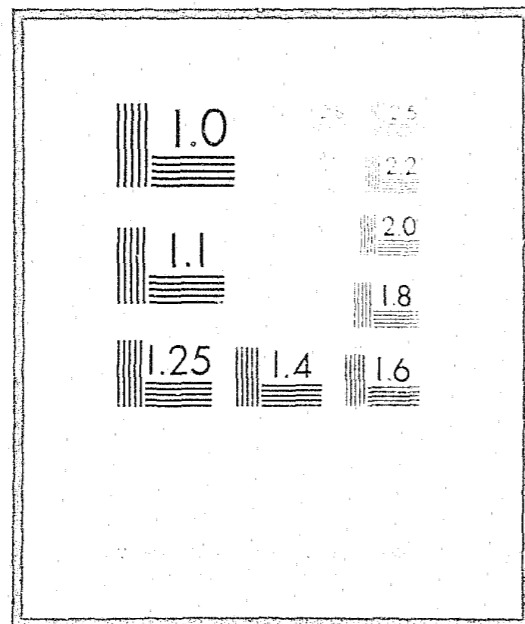


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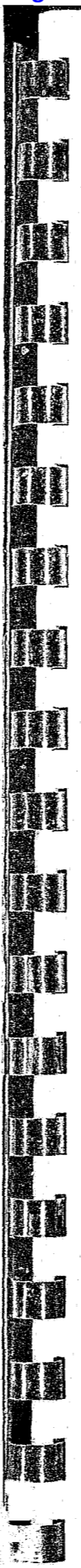
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EVALUATION OF

MUTUAL AGREEMENT PROGRAM

of the

DIVISION OF CORRECTIONS
DEPARTMENT OF HEALTH &
SOCIAL SERVICES
STATE OF WISCONSIN

by the

JOHN HOWARD ASSOCIATION
67 EAST MADISON STREET - SUITE 1216
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SEPTEMBER 1975

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 OF THE
 MUTUAL AGREEMENT PROGRAM
 OF THE
 DIVISION OF CORRECTIONS
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 STATE OF WISCONSIN

by the

John Howard Association
 67 East Madison Street
 Chicago, Illinois 60603

September 1975

The JOHN HOWARD ASSOCIATION, founded in 1901, is an internationally known private, non-profit survey and consultation agency in the delinquency and crime field. Its efforts have frequently been cited by the media, including national periodicals. Upon request, it reports to committees of Congress periodically.

FOREWORD

The John Howard Association was pleased to be selected by the Wisconsin Department of Administration and the Wisconsin Council on Criminal Justice to conduct this evaluation of the Wisconsin Mutual Agreement Program.

Throughout the evaluation contract the Association received excellent cooperation from all officials in the State of Wisconsin. The Division of Corrections' Acting Administrator, Mr. Roland McCauley and his staff extended every professional courtesy to JHA staff and consultants. Parole Board members displayed a similar level of cooperation.

The Association would like to particularly note the excellent cooperation received from Wardens and staff of the Wisconsin Correctional Institutions. The conduct of this evaluation contract required many visits, interviews, and observations at the institutions. Institutional staff went out of their way to accommodate the completion of this effort.

The Association acknowledges Steven Ickes of the Wisconsin Council on Criminal Justice and Bernard Mrazik of the Department of Administration for their assistance and guidance.

It is hoped that this report will be used as a tool for improvement and upgrading of the Mutual Agreement Program. Future evaluation efforts of the Mutual Agreement Program should focus on the issue of assessing outcome in relation to project objectives. The Association is grateful to have had the opportunity to work with the State of Wisconsin in this imaginative new approach to correctional programming.

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- A Resident MAP Questionnaire
- B Staff MAP Questionnaire
- C MAP Questionnaire Responses

MUTUAL AGREEMENT PROGRAM REPORT

I. PROJECT DESCRIPTION

A. Historical Overview

In 1972, the American Correctional Association assisted in the development of Mutual Agreement Program demonstration projects in various correctional systems throughout the United States. Among those were California, Arizona and Wisconsin. The Wisconsin Mutual Agreement Program was instituted at the Wisconsin Correctional Institution at Fox Lake, Wisconsin. The purpose of the demonstration project was to identify and test the feasibility of Mutual Agreement Programming as a system-wide correctional program.

The demonstration project at the Wisconsin Correctional Institution at Fox Lake, Wisconsin provided the basis on which the administrators of the Division of Corrections and the Department of Health and Social Services moved towards system-wide implementation of Mutual Agreement Programming in the Division of Corrections. The Wisconsin Division of Corrections submitted an application to the Wisconsin Council on Criminal Justice to secure LEAA funding of the statewide implementation of the MAP Program. The initial first year application was funded effective April 1, 1974.

Between July 1 and October 1974, the initial implementation activities in Wisconsin revolved around the selection and training of staff, development of operational procedures, and orientation of institutional resident populations regarding the Program.

The Wisconsin State Reformatory at Green Bay was the first Wisconsin correctional institution to select and train a MAP staff team, consisting of a MAP Coordinator, an Institutional Representative, a Program Review Coordinator, and support secretarial staff.

It is important to be aware of the fact that simultaneous to the development of MAP was the initiation of the Program Review Committee process within Wisconsin correctional institutions. Both programs were major departures from the traditional program planning and service delivery approach to dealing with institutional residents and programs. Problems of delayed recruitment and a MAP need for training and resident orientation led to a somewhat delayed start of activities at the various correctional institutions. Actual contract negotiations began at each of the institutions on the dates indicated below, preceded in each case by individual resident contract proposal development phase of approximately six weeks to two months.

- October 1, 1974 - Wisconsin State Reformatory
- December 26, 1974 - Wisconsin State Prison
- January 17, 1975 - Wisconsin Home for Women
- January 21, 1975 - Wisconsin Correctional Institution
- March 12, 1975 - Kettle Moraine Correctional Institution

B. Program Goals and Objectives

The following are the articulated goals and objectives of the Wisconsin Mutual Agreement Program:

1. Decrease the average length of stay in Wisconsin correctional institutions.
 - a. Decrease time lag between completion of education, treatment, training and return.
 - b. Motivate residents to participate in and complete agreed upon programs designed to meet individual needs.
 - c. Establish knowledge of release dates at an early point in the correctional process.
2. Improve the availability and utilization of rehabilitation programs.
 - a. Involve all levels of correctional staff.
 - b. Monitor involvement in, completion of, and effectiveness of individualized agreement.
3. Decrease incidents of return.
 - a. Increase and improve inter-agency and community cooperation and coordination in working on behalf of persons served by the Division of Corrections.
 - b. Increase and improve opportunities for employment through cooperative implementation of the Wisconsin State Employment Service Offender Manpower Development and Placement Program.
 - c. Establish formal channels for implementation.
 - d. Increase residents' participation in development and decision making about their own programs.

II. SCOPE OF THE EVALUATION

A. Wisconsin's Request for a Proposal - John Howard Association's Proposal

In response to the request for a proposal distributed by the State of Wisconsin, the John Howard Association proposed to collect data on and evaluate the appropriateness of management and administrative structures supporting the Mutual Agreement Program operating in Wisconsin adult correctional institutions. In carrying out this activity, the Association proposed to analyze the following:

1. Staffing Patterns

- a. Identify staffing patterns and reporting relationships between all staff involved directly and indirectly in the MAP Program. This includes identification of staffing and reporting relationships of those individuals and organizations whose services in some way impact the MAP Program. The Association shall analyze the adequacy, appropriateness and effectiveness of the staffing patterns and reporting relationships.
- b. The Association shall identify the position of MAP staff in terms of location within the organizational structure of each institution and also within the Division of Corrections. The Association shall identify the impact the location within the structure has upon the Mutual Agreement Program.
- c. The roles of the individuals involved in MAP will be identified along with the determination as to whether the roles are being performed adequately and appropriately.
- d. An effort will be made to determine if adequate numbers of staff are employed in the MAP Program in order to carry out all goals and objectives with a maximum degree of effectiveness and efficiency.

2. Management Structure

- a. All managerial and administrative positions involved in the MAP Program and in the various institutions which impact the MAP Program will be identified.
- b. Efforts will be made to identify the priority and importance of the MAP Program as viewed by all relevant managerial and administrative personnel, particularly in comparison to other institutional programs, and in relation to the overall goals of the Division of Corrections. In this regard, efforts will be made to identify the importance and priority of the MAP Program as viewed by the various key organizational units impacting the Program.
- c. Efforts will be made to point out the overall relationships between MAP personnel and institutional personnel. This will include not only identification of the reporting and supervisory structures but also how decisions are made with respect to MAP and the degree to which it has been integrated into the overall institutional structure.

3. Coordination and communication procedures and mechanisms

- a. All policies and procedures developed for MAP will be identified.

- b. The Association shall determine the extent to which appropriate staff understand and follow the policies and procedures of the MAP Program. In carrying out this particular activity the Association shall also determine the effectiveness of various staff in terms of implementing the various policies and procedures.
 - c. The Association shall identify whether necessary scheduling and sessions for the conducting of contract negotiations are taking place. This will include the identification if all necessary parties have been informed of the negotiations and are parties in the contract negotiations.
 - d. The Association shall identify if and to what extent all necessary components of individual contracts are involved in the contract development process prior to the signing of agreements.
 - e. The Association shall identify those organizations with whom good communication and coordination must take place to enhance the Program. The Association shall then identify the extent to which good communication and coordination have, in fact, taken place.
4. The Association shall evaluate all MAP contracts written in terms of their programmatic content and identify any gaps in the Program and service availability.
- a. In terms of programmatic content, the Association shall evaluate all MAP contracts to determine if they are written in specific and measurable terms.
 - b. Efforts will be made to determine if the contents of MAP agreements are realistic in light of services available in the institutions. In addition, efforts will be made to determine if the services identified in the MAP agreements can be delivered in a timely fashion.
5. The Association shall conduct inmate and staff attitudinal surveys. Questionnaires shall be administered to all inmates involved in the MAP Program. In addition to personal interviews being conducted with at least twenty percent (20%) of inmates involved in the Program, an equally significant sampling of administrative and other personnel were involved from the Division of Corrections.
- a. Information will be collected that will identify how inmates and staff view the MAP Program and how it is being administered.
 - b. Information will be collected to determine if inmates and staff knew of the content of agreements prior to the time they have been finalized and believe the agreements to be appropriate and realistic.
 - c. Information will be collected to highlight inmate and staff views towards the contract negotiation process.
 - d. Comparisons will be made with the attitudes of inmates and staff towards the contract negotiation process as compared to policies and procedures established by the Division of Corrections.

- e. Data will be collected from staff involved directly in the delivery of services stated in MAP contracts in order to obtain their views towards the Program.

B. Methodology and Activities

The John Howard Association's contract covers the period from September 10, 1974 through September 14, 1975. In conducting this evaluation the John Howard Association utilized the following levels of activity:

1. Process Observation

This included observation of interviews between MAP staff and residents, negotiation sessions, Program Review Committee, assessment and evaluation, and pre-negotiation and planning sessions.

2. Review of documents and records

This involved review of contracts both proposed and negotiated, operating procedures and policies, data collection instruments, resident files and other pertinent documents.

3. Interviews with staff and residents

This included interviews with staff from the Central Office Administrative staff on down through line institutional staff persons. Residents were interviewed during the initial stages of the evaluation and on a comprehensive basis during administration of the MAP questionnaire.

4. MAP questionnaire development, implementation and analysis

As a part of its responsibilities in the study of the Mutual Agreement Program the John Howard Association was obligated to conduct a fairly comprehensive survey of the attitudes, perceptions and knowledge of various segments in the correctional system. Questionnaires were developed to provide this information from the Parole Board, the Central Office staff of the Division of Corrections, MAP personnel, institutional staff (including administrative, treatment, and custodial staff), as well as residents both who were part of the MAP Program and who were not a part of the Program.

To the extent that it was possible, the questionnaires utilized items which would allow direct comparisons between residents and staff responses. Most of the items on the questionnaires asked for open-ended responses in order to eliminate both the limiting and suggestive tendencies of pre-designed response sets. The primary danger with utilizing open-ended questions is that responses are too far diversified to allow cogent interpretation of the data. As it turned out, however, there was a fairly notable consistency in the response patterns as well as the substantial breadth of responses that was desired.

Resident questionnaires were administered through the use of both individual and group interviews, while the staff questionnaires were exclusively self-administered. Questionnaires were obtained from six staff groups:

1. Parole Board
2. Central Staff of the Division of Corrections
3. MAP Project Personnel
4. Institutional Administrators
5. Institution Treatment and Clinical Personnel
6. Institution Correctional Officers

Resident questionnaires were categorized according to nine groupings:

1. Residents whose initial proposal to the Parole Board was accepted.
2. Residents who accepted MAP contract counter-proposals from the Parole Board.
3. Residents with one or more re-negotiated MAP contracts.
4. Residents who had completed MAP contracts.
5. Residents whose contract proposals were rejected.
6. Residents who signed a waiver.
7. Residents who withdrew during or after the negotiation process.
8. Residents who withdrew from a signed contract.
9. Residents whose MAP contracts were cancelled.

From the completed questionnaires a complete list was developed of all distinct responses to each question. From these lists a coding schedule was prepared and all of the completed questionnaires were coded. From the coded questionnaires the answers to each of the items were tabulated and the results summarized according to the sampled groups. Comparison of the various groups on the different items on the questionnaire revealed that the questionnaire responses could be categorized generally into four relatively distinct groups:

1. Parole Board, Central Staff and Institution Administrators
2. MAP personnel, treatment and clinical staff, and correctional officers
3. Residents with existing or completed MAP contracts.
4. Residents without MAP contracts.

Throughout the remainder of this report the information provided in response to each of the items are presented in the sections to which they are most relevant. In most cases the presentation of this information maintains a differentiation between these four primary groups. In isolated instances some disparities in the internal consistency in the groups has made it necessary to isolate the responses of some of the sub-groups.

C. Coordination with Division of Corrections Bureau of Planning, Development and Research.

Effective management decision making is based upon sound, longitudinal research and evaluation efforts. Accordingly, the John Howard Association's evaluation as outlined in this report should not be utilized as the sole determinate for making a decision with respect to the effectiveness of the Mutual Agreement Program in Wisconsin. The Association's effort began after the implementation of the Program and will conclude prior to availability of suitable outcome data. In addition, the Association's evaluation effort as called for in the RFP was not designed to be outcome oriented evaluation, but rather, a review of certain processes, policies and procedures integral to the MAP Program.

For this and other reasons, the Association coordinated its activities closely with the Wisconsin Division of Corrections Bureau of Planning, Development and Research. This included numerous meetings between Association staff and consultants and staff of the Bureau of Planning, Development and Research. While there was not always unanimous agreement on the Association's methodology, observations or activities, the Association felt strongly that communication between PDR and Association staff was absolutely necessary. This is particularly true since the Bureau of Planning, Development and Research has the responsibility for conducting an internal longitudinal assessment and evaluation of the MAP Program.

This report will represent the Association's findings and recommendations within the scope of the evaluation contract. However, as stated earlier, the Association strongly urges all parties involved in MAP funding and decision making to not view this report as the sole determinate of the future of MAP but rather use it as an interim assessment tool for the improvement of the Program.

Long-range decision making regarding the future of MAP needs to be based on the results of a comprehensive outcome and longitudinal evaluation.

III. PROGRAM ADMINISTRATION AND MANAGEMENT

A. Administrative Structure

The Mutual Agreement Program (MAP) is housed administratively within the Bureau of Institutional Services of the Division of Corrections. The Director of the Bureau of Institutional Services reports to the Division Administrator* of the Division of Corrections within the Department of Health and Social Services.

Within the Bureau of Institutional Services the Chief of Classification has been assigned the administrative responsibility for the implementation and on-going operation of the MAP Program. Reporting to the Chief of Classification is the MAP Supervisor who, at the present time, has direct supervisory responsibility for the MAP staff within the institutions. The MAP Supervisor devotes one-hundred percent (100%) of his time to the MAP Program. The placement of the MAP Program within the Bureau of Institutional Services and under the administrative direction of the Chief of Classification appears to be both logical and viable. This administrative arrangement is buttressed by the advent of the Program Review Committee which is also administered by the Chief of Classification.

As can plainly be seen, the Chief of Classification's services, in addition to the regular duties and responsibilities assigned to that position, has overall responsibility for the implementation and operations of the Program Review Committee process and the MAP Program. The Association believes that the Chief of Classification should continue to have the overall administrative responsibility for MAP but should shift the responsibility for the day-to-day operations of the MAP Program to the MAP Supervisor.

Based upon the observations of the John Howard Association's consultants and the results obtained from interviews and questionnaires it would seem appropriate that the MAP Supervisor devote all of his time directly supervising the day-to-day operations of the MAP Program. This would include coordination of training, communication with other bureaus and service entities, providing direct supervision to MAP staff, providing general technical assistance and being involved in problem solving regarding the MAP Program. In order to achieve this, the Association recommends that high priority be given to the funding of the MAP team for the Wisconsin Home for Women/Kettle Moraine Correctional Institution.

B. Program Decision Making

Major program decisions pertaining to MAP are made within the Bureau of Institutional Services by the Director of the Bureau and the Chief of Classification. In an attempt to secure added input into the decision making process and in effectively communicating decisions and procedures regarding MAP, an advisory committee including policy making administrative staff on an inter-bureau, inter-divisional, inter-agency and departmental level has been established. The membership of this committee is made up as follows:

MAP Director (Chief of Classification Services)

* At the present time this position is occupied by an Acting Administrator.

MAP Supervisor

Director of the Bureau of Institutions

Director of the Bureau of Probation and Parole

Director of the Bureau of Planning, Development and Research

Director of the Bureau of Clinical Services

Vice Chairman of the Parole Board

Work Study Release Chief

Representative of the Wisconsin Job Services

Correctional Planner of the Wisconsin Council on Criminal Justice
(Consulting basis)

Attorney General (Consulting basis)

This advisory committee has recently been convened to resolve issues presented by the Wisconsin Council on Criminal Justice regarding the MAP refunding application.

The Association believes that the development and involvement of the advisory committee in policy and decision making regarding the MAP Program will be of great assistance in alleviating problems in planning, communication and implementation. The Association recommends that the advisory committee be a permanent working body that would review all policies and procedures and provide consultation on a regular basis. As such, the Association believes it would be helpful to have the advisory committee functions and the advisory committee duties and responsibilities reduced to writing and made available to all members. The duties and responsibilities should include review of all policies, procedures and operations of MAP and the making of recommendations to appropriate administrators regarding the future operations of the MAP Program. As an example of the work that could be performed by the committee, the Association envisions that the group could provide valuable input into the revising of the MAP procedures manual which has not been updated since September, 1974.

The advisory committee could be assisted in their deliberations by input received from the process evaluator of the MAP project assigned to the Division of Corrections Bureau of Planning, Development and Research. The process evaluator will be both observing and gathering data pertaining to the MAP Program which could be provided to the committee for decision making purposes.

C. Program Understanding and Priority

As stated in the Request For Proposal one of the primary objectives of the evaluation was to assess the understanding and priority assigned to MAP by various administrative and management personnel. In general, the Association found MAP to be viewed as a significant program and to be considered of the highest priority.

However, the current state of indecisiveness regarding the leadership and future make-up of the Division of Corrections seem to override concern for the MAP Program itself. For instance, the current Acting Administrator has been serving since the retirement of the former Administrator of the Division of Corrections. The Association found considerable unrest within the Division as to the current Acting Administrator's future status. Recently, the Acting Administrator resigned from his position to accept employment in another state. This situation has been a source of great anxiety within the Division which tended to cloud understanding and priority of the MAP Program. This was further complicated by the proposed re-organization of both the Department of Health and Social Services and the Division of Corrections. Although it appears that no final decisions regarding re-organization have been made, rumors, draft proposals and general misunderstanding of these proposals added confusion and detracted attention from MAP.

The John Howard Association recommends that the advisory committee and the Acting Administrator of the Division of Corrections seek to develop clarification and understanding on the matters above and that the results be communicated effectively to all levels of administrative and line staff.

D. Staff and Resident Perceptions of MAP

The data compiled from MAP questionnaires indicated that staff and resident perspectives regarding the purpose of the MAP Program differed significantly. Residents, both MAP and non-MAP, indicated that the primary purpose of MAP was to provide a known release date. In contrast, the overwhelming majority of staff felt the primary purpose was to instill goals, responsibility and motivation in residents. Of equal importance is the fact that even though residents and staff differ significantly in their perceptions of the purpose of the MAP Program both group's perceptions were quite different than the formal, articulated goals and objectives of the MAP Program as stated in the funding application (i.e., to reduce prison time and to improve services and service delivery).

Another example of the differing perceptions toward the Program can be seen from results of a question asking individuals to rank in order of priority specific program objectives. The objectives were:

1. Encouraging responsibility of a resident.
2. Preparation of offender for a productive life after release.
3. Humane treatment of offender.
4. Reducing idleness in the institution.
5. Maintaining effective control and order in the institution.
6. Payment of a debt to society.

Parole Board members and Central Office staff ranked maintaining the effective control and order in the institutions significantly higher than did correctional officers. Normally, one might expect correctional officers would have seen this as a more important aspect than Central Office and Parole Board members.

When asked, "What should be done when a resident completes his MAP obligations early?" and "Should release of a resident be directly related to the completion of his (her) MAP contract provisions?" one again sees wide variations in responses. For example, the majority of staff (68%) stated that residents should be released

upon the completion of contract provisions. Also, most staff felt that residents should be immediately released if contract provisions are completed early or, at the very least, the contract should be reviewed and re-negotiated for an early release date. In contrast, the majority of those Parole Board members who responded did not feel that release should be directly related to the completion of contract provisions and did not feel that a resident should be released if contract provisions were completed early. Also, Parole Board members did not feel that a contract warranted review and re-negotiation if it appeared that contract obligations would be completed prior to the negotiated release date.

These differing perceptions, particularly those sighted immediately above, have serious implications for the MAP Program. To begin with, the data suggests that the Parole Board, as a group, views the negotiated release date as absolute while it is expected that contract provisions be completed at the time of the negotiated release date. The Parole Board does not see release being particularly related to the completion of contract objectives. This suggests that the Parole Board is more concerned with the amount of time served rather than the programmatic ingredients of a contract. Also, the different perceptions on the part of staff and residents with respect to the purposes and the intent of the MAP Program may contribute to behavior that is contrary to the formally articulated objectives as stated in the funding application.

IV. MAP PROGRAM STAFF

As stated earlier, MAP administrative staff consist of the Chief of Classification Services and the MAP Supervisor. All other MAP staff are located in the various institutions. A MAP staff team in an institution consists of a MAP Coordinator, an Institution Representative, and a Program Review Coordinator. In addition, various other support staff (i.e., clerical, clinical, assessment and evaluation staff, etc.) assist in the implementation of the program.

At the present time there are four MAP staff teams in operation. The teams are located at the Wisconsin State Reformatory at Green Bay, the Wisconsin State Prison at Waupun, and the Wisconsin Correctional Institution at Fox Lake. The only other MAP staff team serves both the Wisconsin Home for Women at Taycheedah and the Kettle Moraine Correctional Institution. Currently, the MAP staff team serving these institutions consists of only a MAP Coordinator. The second year funding application submitted to the Wisconsin Council on Criminal Justice identified the need to fund this team in full. As stated earlier, the MAP Coordinator at these two institutions also serves as the MAP Supervisor.

A. MAP Coordinator

The MAP Coordinator is responsible for orienting and coaching prospective MAP candidates during the proposal development phase, acts as a resource person for resident and staff during all stages of the proposal and negotiation development process, and serves as an advocate for residents during formal negotiations. With respect to the contract, the MAP Coordinator certifies by affixing his signature to the contract that the negotiations were conducted in good faith by all parties and that all parties freely agreed to and understand the terms and conditions of the MAP agreement.

All of the individuals serving as MAP Coordinators have been previous employees of the Division of Corrections. One has served as a Clinical Services staff member within the institution he is currently serving as a MAP Coordinator. This previous employment experience with the Division of Corrections has proven beneficial with respect to the orienting and coaching of prospective MAP candidates and the development of proposals. The Association has observed that MAP Coordinators are well aware of services available at all institutions and are helpful to residents in the preparation of proposals that are realistic in nature.

While previous employment experience with the Division has proven beneficial, it has, on the other hand, contributed to a problem with respect to the MAP Coordinator functioning as an advocate for the resident. For example, previous working relationships, the fact that MAP Coordinators have received little or no training in areas of advocacy, negotiation, arbitration, and previous job positions with respect to organizational relationships with institutional administrative staff and Parole Board members tends to limit their ability to function as effectively as possible. This is reinforced by the finding that most residents did not see the MAP Coordinator as an advocate during the negotiation process nor did they see the MAP Coordinator as someone to turn to in the event a problem arose.

Accordingly, the John Howard Association recommends that the Division of Corrections consider the utilization of other staff resources to serve as Resident Advocates for MAP. These staff should be clearly identified as being advocates and should be afforded training in the areas of advocacy, negotiation, and arbitration. In

order to be fully devoid of conflicts of interest or internal divisional "pressures," the Association recommends that consideration be given to establishing these positions outside of the Division of Corrections but within the Department of Health and Social Services.

B. Institutional Representative

The Institutional Representative serves the dual function of representing both the Bureau of Institutions and the Warden as a signatory in the contract recommendation to the Secretary of the Department of Health and Social Services. An additional role is to coordinate program availability with the Program Review Committee and the contract communication-monitoring system through contacts with all service units in a given institution. The Institutional Representative, as a participant in the negotiation process and as a signator, promises that those services in the MAP agreement that are to be provided by the institution will be available to the resident in a timely fashion so that the resident may complete his objectives on or before the expiration date of the MAP agreement. He further understands that failure to deliver services on the part of the institution and/or institutional staff does not cause the MAP agreement to be voided and that the resident will be released at the expiration date of the MAP agreement.

Institutional Representatives perform a critical function in the MAP process. They not only must be in a position to respond to the availability of programs but must coordinate efforts and maintain open communication with the Program Review Coordinator and the Bureau of Institutions' Chief of Classification.

The initial observations of MAP negotiations by Association staff identified a significant problem in relation to program availability. Institutional Representatives were not in a position to guarantee program space availability due to lack of information regarding an up-date projection of program availability at a future date. This problem has been somewhat alleviated with the implementation of a new communications system whereby Institutional Representatives during the negotiation process or prior to it are able to communicate with the Chief of Classification regarding program space.

The Institutional Representative is limited in his ability to make on-line decisions in the negotiation process in regard to program placement. If the parole board, as it frequently does, desires to see an individual move from maximum to medium to minimum placement, the Institutional Representative has to go back to the Program Review Committee for this clearance. Many times the Institutional Representative is able to anticipate this and receives prior agreement from the Program Review Committee. Other times negotiation sessions must be suspended for further clearance.

The Association recommends that the Institutional Representative and the Program Review Coordinator continue to work closely together to anticipate alternatives prior to the negotiation sessions and to authorize the Institutional Representative to make approval for future placements based on security clearances and program availability within certain agreed upon guidelines.

The Institutional Representative functions according to the reliability and availability of information regarding the resident proposal. This includes accurate computations of mandatory release dates, accumulation of good time,

and program availability. The planned service delivery information system will greatly enhance his ability to make on-line decisions on an accurate basis. The Association suggests that the Institutional Representatives be an integral part in the development of this system since at the critical negotiation stage they must have this information readily available.

C. Program Review Coordinator

The Program Review Coordinator function integrates the entire program planning process and provides a necessary continuity of planning between the assessment and evaluation center and MAP. A further role is to serve as the delivery of service information point through which program availability between institutions can be disseminated for the purpose of developing contract objectives on a projected delivery basis.

As discussed earlier, the program review process was initiated at approximately the same time as MAP. Consequently, there have been certain procedural problems which have had to be resolved in the operational and implementation phase. As stated earlier, the need for constant and accurate communication between the Program Review Committee and the Institutional Representative is a function of the relationship between the Program Review Coordinator and the Institutional Representative.

D. Support Personnel

Support personnel to the MAP process include clerical staff to produce records and provide necessary clerical functions to the MAP process. JHA's observation of this phase of the operations seems to indicate that adequate levels of support staff are available to the fully staffed MAP teams.

The other major support staff are Psychologists and Psychological Services Associates who are housed at the Wisconsin State Reformatory and the Wisconsin State Prison. These individuals provide psychological services to both the Assessment and Evaluation process and the Program Review Committee so as to develop a timely indication of residents' needs and availability of services. They have input to the treatment components of contracts.

Currently, recruiting efforts are underway in order to fill two Social Worker positions. These individuals will serve the Camp System as Institutional Representatives.

The entire issue of service delivery beyond this Assessment and Evaluation and Program Review Committee phase will be discussed in the service delivery section of this report. At the current time the Association feels that the level of MAP support staff is adequate. As a MAP team is fully implemented at the combined Wisconsin Home for Women and Kettle Moraine Correctional Institution additional support staff may be needed.

V. POLICIES AND PROCEDURES

A. Eligibility

Initially, eligibility for the MAP Program was limited only to those residents who were within two years of the mandatory release date. This cut off was selected so as to avoid an influx of applications during the early implementation phases of the Project.

On May 1, 1975 the eligibility criteria was modified to include those residents who were within three years of their mandatory release date. The broadened eligibility criteria will allow MAP to be made available to at least three-fifths (3/5) of the institutional resident population. Accordingly, there will be a need for increased staff resources, particularly at the Wisconsin Home for Women/Kettle Moraine Correctional Institution in order to implement the program according to the new criteria in a timely fashion. Another criteria which has been added is that there must be no felony detainees or pending court actions against the residents.

The John Howard Association recognizes the current limitations of the staff resources in the MAP Program. Nevertheless, the Association recommends that the MAP Program be made available to all residents regardless of the number of years pending to mandatory release date. The making of the MAP Program available to all residents was strongly supported by interview and questionnaire results from residents. Also, MAP staff, treatment staff, and correctional officers ranked this first in response to, "How can MAP be improved?"

The Association feels that extending MAP to all residents would aid in involving some longer sentenced residents in meaningful programs at an earlier stage. This would avoid having some residents waiting until they reach three years from their mandatory release date before becoming involved in meaningful programs.

B. Orientation of Residents

There are two major groups of residents who are eligible for orientation to the MAP Program. First, there are those residents who are received at the Reformatory and Prison through the Assessment and Evaluation process. Second, there are those residents currently in the institutional population who arrive prior to the implementation of MAP or who are not deemed eligible under the criteria at the time of their processing through Assessment and Evaluation.

New residents who go through the Assessment and Evaluation process are contacted within the first two weeks of Assessment and Evaluation by either the MAP Coordinator or, as in most cases, the Assessment and Evaluation staff. The other group, which is larger and made up of those already in the institutional population, are supposed to be contacted about MAP through the Program Review Committee or their Social Worker.

Results obtained from the questionnaire and interviews point out wide discrepancies between staff and residents concerning how a resident first learns about MAP and discrepancies between how residents are supposed to learn about the MAP Program and what actually takes place. For example, in response to the question, "How does a resident first learn about MAP?" 50 percent (50%) of the staff indicated

the resident first learns about the Program at Assessment and Evaluation orientation. On the other hand, both MAP and non-MAP residents indicated that they learned of the program in the following manner:

- 54% - from MAP representatives, social workers, other staff
- 22% - from other residents
- 9% - at Assessment and Evaluation orientation
- 12.5% - from other sources (i.e., newspaper, memorandum, bulletin board, etc.)

It seems apparent that there is an over-emphasis on the part of staff as to the importance of Assessment and Evaluation orientation plays in helping residents first learn about MAP. In fact, residents indicate that the institutional grapevine is more often the source through which a resident first learns about MAP than during Assessment and Evaluation. In response to the question, "At what point does the resident decide whether or not he wants a MAP contract?" the following responses were reported:

Resident Responses

- 30% - Both MAP and non-MAP, indicated before any official contact.
- 38% - Both MAP and non-MAP, indicated after the MAP representative interview.
- 16% - Indicated at Assessment and Evaluation.

Staff Responses

- 78% - After the interview with the MAP representative.
- 22% - Made a decision before the interview.

These data indicate that MAP staff greatly misperceive both their impact and their results with residents with respect to helping a resident decide whether or not he wants a MAP contract. Residents obviously do not perceive that they receive the same level of decision making assistance during the orientation-information process as do staff.

In light of the above, the Association recommends that MAP staff develop a simplified handbook that should be distributed to all residents. The handbook should describe the MAP Program comprehensively and in terms which can be understood easily. It is important that accurate information be made available to all residents regarding MAP. Accurate information reduced to writing would help in alleviating confusion and misunderstanding regarding the program. The Association also recommends that residents be involved in assisting in the development of such a handbook.

C. Assessment and Evaluation

Assessment and Evaluation is a process of orientation and assessment of residents at initial intake in the Division of Corrections' institutions. Assessment and Evaluation is conducted at the Wisconsin State Reformatory at Green Bay and the Wisconsin State Prison at Waupun. The Assessment and Evaluation process takes approximately 30 days to complete. It serves as the one intake point for MAP. It is at this stage that a resident is involved in a thorough assessment program which helps the resident to define his own needs and identify which services within the Bureau of Institutions that can best meet these needs. He is also afforded the opportunity to meet with institutional staff and a member of the parole board.

The end result of the staffing that is held at the end of the Assessment and Evaluation process is a detailed program for the individual resident, including an assignment to an appropriate facility. The Assessment and Evaluation philosophy stresses that every effort is made to determine specific goals and objectives and to help the individual to be motivated to accomplish these goals.

As stated earlier, there are specific criteria for determining eligibility for MAP. However, observations made by the Association indicate that the criteria are not always adhered to and examples have been noted where decisions have been made to exclude individuals prior to entering into negotiations. For instance, some Parole Board members and Institutional Representatives have, on occasion, stated that a certain individual "does not deserve a contract." This has resulted in some residents being talked down to and lectured during the negotiations process. The forming of "hard" opinions on the part of either staff or Parole Board members is not in the best interest of the resident and detracts from the integrity of the entire MAP Program. Fortunately, instances such as these have been isolated and significant improvements appear to have been made.

D. Program Review Committee

The Program Review Committee serves as the major program development and classification process after the resident completes the Assessment and Evaluation process. The Program Review Committee was implemented at the same time as MAP as a new method for internal classification, program development and review. The Program Review Committee also serves as the major entry into the MAP Program at the Assessment and Evaluation process.

The Program Review Committee process operates on a six-month recall basis whereby each resident's program is reviewed at least every six months.

The Association has observed one major problem between MAP and the Program Review Committee process. There is a need for improved communication between the Program Review Committee and the Institutional Representative so that accurate information regarding security clearance and availability of program space is available prior to and during the negotiation process. As discussed earlier in the report, it is necessary that the Program Review Committee provide the Institutional Representative with some degree of flexibility at the negotiation sessions. This will facilitate the development of a contract that can be implemented without deferring the negotiations and referring back to the Program Review Committee.

The Association is aware of consideration being given to having the contract reviewed by the Program Review Committee after negotiation and prior to the

secretary's signature. This is an unnecessary step particularly with the implementation of improved communications and the automated service delivery information system.

It is unclear at this time to the Association as to the formal relationship and possible veto powers that the Chief of Classification has over Program Review Committee decisions. It was noted in several negotiation sessions attended by Association staff that the Institutional Representative was concerned regarding the fact that the Chief of Classification would not approve a security clearance for specific individuals. The nature of this relationship needs to be clarified for all parties and should be reduced to writing.

E. Communication Patterns

The implementation of any new program, particularly one as innovative and complex as MAP, requires effective communication between all interested parties. As stated earlier, the Association believes that the advisory committee has the potential for serving as a major communication vehicle.

Communication at the institutional level operationally becomes the responsibility of the MAP Coordinator. The Association has observed the process and feels that MAP Coordinators are serving this function adequately.

It is hoped that with the development and implementation of the automated service delivery information system that the communication will increase particularly as to program availability on a projection basis.

The major area where communication needs to be improved is with institutional residents. The Association has recommended the development of a MAP handbook. This should assist in improving communication with residents about the program. Also, the addition of residents on the Advisory Committee would be of great value. Certainly the internal newsletters of each institution could also serve as a viable communication vehicle.

F. Identification of Conflicts

In response to the question, "What organizational rules, policies, practices or standards are in conflict with MAP?" the following responses were reported:

Staff ranked the following in order of importance:

1. Security needs.
2. Administrative transfers.
3. Poor program scheduling, insufficient program options.
4. Bureaucracy and tradition.
5. Authority relationships.

In contrast, residents responses were ranked as follows:

1. Limited eligibility for the program.
2. Excessive Parole Board control.
3. Excessive reliance on conduct reports.

4. Bureaucracy and tradition.
5. Insufficient program options.
6. Inadequate staff knowledge and training.

It is interesting to note that the responses of staff seem to focus on administrative problems and operations while the responses from residents focus on programs and policies and the perceived "power" of the Parole Board in the MAP process. While some issues are repeated in the general responses of each group, this general focus stands out.

VI. CONTRACT DEVELOPMENT AND CONTENT

A. Information Available to Residents

Once a resident has made the decision to initiate the development of a MAP proposal, he has completed the Assessment and Evaluation and will go through the Program Review Committee processes. In addition, he would have had a great deal of communication with the institutional social worker about MAP and would have heard about it from his fellow residents.

Data reported earlier in this report about how a resident first learns about MAP and at what point the decision to be involved in MAP is made, both indicate a need for a more uniform, timely, and effective delivery of information to residents about MAP.

B. Nature of Support to the Resident

In the development of the MAP proposal, the major support for the resident comes from his social worker and the MAP Coordinator. Both of these individuals draw upon information derived from Assessment and Evaluation and Program Review Committee to work with the residents towards developing a proposal. In addition, and because of their working knowledge of the functions and expectations of the Parole Board, they can be of great assistance in the development of a realistic proposal that has a good chance of being accepted.

Related to this, and in response to the question, "Who is primarily involved in planning MAP Proposals?" the following were most often indicated:

1. The MAP representative.
2. The resident.
3. Social Worker or other clinical services staff.

While the composite rankings were similar between staff and residents, it is interesting to note that administrative staff and Parole Board members listed the MAP representative just slightly ahead of the resident in response to this question. Residents only listed themselves half as much as the MAP representative. This is indicative of the difference in how residents perceive their level of power and involvement. In short, it indicates that the residents feel a distinct lack of power in the MAP process.

C. Residents Role in Contract Proposal Development

All contract proposals must be developed with the major input and concurrence of the resident. While the resident does have a lot to say about what goes into his contract, the Association is concerned about the apparent lack of flexibility in contract proposal development and in the contracts that are signed.

For example, almost all proposals seem to look alike. While the Association understands the need for some uniformity, it seems that the need for uniformity has been translated into rigid contract specifications. There needs to be

room for flexibility and imagination in the development of new programs. Also, the limited number, type and availability of service programs limits the imagination that can be used in contract proposals. Hopefully, the contract negotiation process can be utilized to identify current service needs which would provide the basis for the development of new and expanded service programs.

This problem was also identified by residents. When asked, "How could MAP be improved?" MAP residents identified increased and improved services as the number one priority.

D. Assessment of Contract's Content

From the Association's experience in observing contract negotiations, pre-negotiation planning meetings, and an actual review of signed contracts, the Association reiterates the opinion articulated above that most contracts seem to look the same and somewhat devoid of substance. With relatively few exceptions, most contracts follow along the same lines in the areas of skill training, educational programs, behavioral reports, etc. There needs to be a conscious effort to encourage and promote more imaginative development of contract proposals.

Also, a concern consistently voiced by many residents pertains to the issue of conduct reports. The Association is cognizant of the need for a measurable definition of acceptable institutional conduct but there is concern about the utilization of minor conduct reports as benchmarks. Many residents express the feeling that minor conduct reports are very easy to get and can be, and in some cases have been, manipulated by some staff members.

Equally important is the fact that 72% of all resident said they could do nothing when asked, "What can you do about actions or write-ups that you think are not fair?" Another 15.5% of the residents indicated they could simply file a complaint. It is interesting to note that the responses for MAP and non-MAP residents were not significantly different. Also, only a very few residents indicated that MAP or other staff could effectively serve as an advocate for recourse in grievance situations. This, too, is another indication of the resident's feeling of a lack of power to resolve conflicts.

The Association recommends that the Parole Board and Institutional Representative eliminate the utilization of three minor conduct reports as the standard measurement tool in that area of conduct. The Association believes that major conduct reports should serve as the only behavioral standard to consider for behavioral purposes.

VII. NEGOTIATION PROCESS

A. Description of Process

The chief participants in the negotiation sessions are the contract signators - the resident, two parole board members, and the Institutional Representative. The MAP Coordinator acts as a spokesman and advocate for the resident, a reference person for all parties and a witness to the negotiations.

The process is initiated by the resident formally reading to the other parties his contract proposal. Prior to this reading copies of the contract proposal have been reviewed by all the parties. At that point in time, the parole board members usually ask questions to clarify items in the contract and to obtain background information regarding how and why specific items in the proposal were derived at.

The Institutional Representative is usually asked to respond regarding program availability and clearance from the Program Review Committee. If the Institutional Representative does not agree with the initial proposal he often makes a counter-proposal based on program availability or Program Review Committee recommendations.

Negotiation sessions were originally intended to be scheduled 10 days after the initial proposal reached the various parties. This process has been delayed since the inception of the program. For example, recently scheduled negotiation sessions were being conducted approximately a month and a half behind schedule at the Wisconsin State Prison. While the extent of the problem varies at each institution, it certainly points up the need for additional resources in order to conduct negotiations in a timely fashion. This delay seems to be due to the apparent lack of adequate MAP Coordinator staff resources and parole board member resources.

After the process of clarification regarding contract proposals and the discussion of any counter-proposals, the parole board usually asks the resident to leave the room so board members may caucus. The caucus procedure usually focuses on the issue of whether the board can accept the program provisions provided and the proposed target release date.

In most cases, the major issue in negotiations is the release date. The institutional representative, the MAP Coordinator and the resident's social worker usually have screened out unrealistic program demands.

In most of the negotiation sessions observed by the John Howard Association the parole board rarely accepts the initial release date proposed by the resident. There seems to be an understanding among the residents that they must "rush" for a release date earlier than expected realizing they will have to negotiate backwards from that date.

One of the major criticisms that has been observed in the actual negotiation sessions and documented in the results obtained from the resident questionnaires is the fact that residents still see the parole board as primarily interested in the amount of prison time served.

If either party involved in the negotiations cannot accept certain portions or all of the contract specifications and/or counter-proposals or if there is a need for further clearance from the Program Review Committee or classification, or there is a question as to program availability, the negotiations will be temporarily suspended. The options at the end of the suspension are to resume negotiations when new information is presented, for the resident to submit a new proposal or for the resident to accept a counter-proposal.

B. Preparation of Parties

The Association has observed that prior to the negotiation sessions all parties would have received copies of the proposed contract. The Institutional Representative almost always comes to the session prepared to respond regarding program availability and clearance from the Program Review Committee. Parole board members usually do not review the cases until they arrive at the institution that day for negotiations. This is primarily due to a problem of lack of adequate Parole Board resources which will be addressed in the section of this report having to do specifically with the Parole Board.

The party that seems least prepared for the negotiation sessions is the resident. In those sessions monitored by the Association, the resident was observed to be apprehensive about what the process would entail, concerned about the level of advocacy, and, in general, lacking an understanding of what was going to take place.

These observations were reinforced by data collected from the questionnaire. For instance, when asked, "What are the main disadvantages of MAP to the resident?" all respondents, both staff and residents, identified increased anxiety of the resident as the main disadvantage.

C. Interests of Parties

It was pointed out earlier that there were wide variances between staff and residents with respect to the purposes and objectives of the MAP Program. These differences were also paramount with respect to the primary interests of each of the parties involved in MAP negotiations. For example, staff who responded to the questionnaire identified that the resident was primarily interested in a release date. They felt the MAP Coordinator was mainly interested in having the proposal accepted by all parties. With respect to the MAP Coordinator, this again raises a question regarding their performance of the advocacy role. The objective of having a proposal accepted may tend to limit the extent and degree of advocacy performed on behalf of the resident. Social workers were identified as being primarily concerned with the needs of the resident while the Institutional Representative was identified as being mainly concerned with program scheduling and service delivery. Parole Board members were identified as being mainly concerned with the development of a good contract.

Also, it was interesting to note that data also revealed differing levels of support for the resident during the negotiation process. All staff clearly indicated that the resident is the most supportive person of his position during the negotiation process. The MAP Coordinator ranked second in terms of being supportive of the resident, with Social Worker, Institutional Representative and Parole Board member being listed respectively.

These data are significant in that they tend to indicate that the Institutional Representative and Parole Board members are perceived to be least supportive of the resident. Data also point out that the resident is, for the most part, perceived as being the most significant advocate for his own position, which again casts some doubt on the actual advocacy role of MAP Coordinators as perceived by others.

When taken collectively, results obtained from questionnaires along with direct observations by the John Howard Association, one must conclude that the MAP Coordinators are not effective in their advocacy role and there is serious doubt as to whether they ever will be able to function appropriately in that role. This is not to say that MAP Coordinators desire to be poor advocates. In fact, the contrary appears to be true. However, MAP Coordinators are called upon to serve several functions in the MAP process and it is difficult to fill several multiple roles simultaneously. This, coupled with the lack of training in advocacy and previous employment in the Division of Corrections, make the advocate role an unrealistic expectation for MAP Coordinators to achieve.

In light of this, the John Howard Association recommends that consideration be given to the following alternatives:

1. That an outside and independent advocate be identified to act on behalf of the resident during the negotiation sessions. The advocate should be accountable to the Department of Health and Social Services, preferably to the Deputy Secretary or Secretary and not administratively accountable to the Division of Corrections. The MAP Coordinator would continue to serve the role and function of coordinating the process, aid in the development of proposal development, orientation of residents, and general witness to the negotiations. He would not be asked to serve the role as advocate in the negotiation process. The Association believes this to be the more appropriate of the two options.
2. That additional resources be developed to aid the MAP Coordinator in the regular duties defined above and that he be given special training in the areas of advocacy, negotiation and arbitration. In order for this alternative to be fully effective, it may be necessary to develop a different reporting relationship for the MAP staff (i.e., MAP Supervisor report directly to the Director of the Bureau of Institutional Services).

D. Outcomes

There are a range of outcomes one could expect from the negotiation process. In general, they are:

1. Initial resident proposal accepted and contract signed.
2. Counter-proposal by either resident, parole board or institutional representative accepted and contract signed.
3. The negotiations suspended for further clarification or proposal development.

4. Resident withdrawal.
5. Resident determined ineligible because of dates or legal detainers.
6. Board refusal to negotiate.

In examining the possible range of outcomes, it is interesting to note that a majority of the outcomes of successful contracts resulted from having counter-proposals being accepted. Of a total of 301 contracts in force, only 57 were the result of initial proposals of residents being accepted. The remaining 244 were the result of counter-proposals.

This should be surprising in light of the fact that residents feel somewhat powerless during the negotiation process. Also, it is not surprising in light of the fact that Parole Board members have often told residents that if a counter-proposal was not accepted that the contract would not be signed and that the resident "would have to take (his) chances before the Board" on a parole hearing. Unfortunately, the Parole Board members who would refuse to sign the resident's contract would, in all probability, be the very same Parole Board members who would hear the resident's parole request. This situation is coercive and in reality provides no alternative but to accept the Parole Board counter-proposal.

E. Improvements in Negotiations

In monitoring the negotiation process, the Association has observed that negotiation sessions are quite similar to regular Parole Board hearings. Also, as stated above, there appear to be definite elements of coercion that can be used to pressure an inmate into signing a contract. These problems need to be resolved if negotiations are to be carried out within an atmosphere of mutual respect and equity.

In addition, Central Office, institutional administration, and Parole Board members stated that the following was needed in order to improve the negotiation process:

1. More efficient and thorough information to be used in contract processing.
2. More realistic proposals - goal directed.
3. More reasonable consideration by the Parole Board - less coercion.

It is interesting to note that the third item - more reasonable consideration by the Parole Board - less coercion - was reported exclusively by institutional administrators.

MAP staff, treatment staff, and correctional officers identified that more input and power from the resident, more reasonable consideration by the Parole Board, and an effort to reduce or eliminate the power of the Parole Board would improve the negotiation process. Residents stated that the negotiation process could be improved if more respect and encouragement was given to residents. Residents also stated that it was important to reduce or eliminate the Parole Board power and during the negotiations there should be less concern regarding

one's past record. They also felt that more input and power for residents was needed, that perhaps attorney representation was needed to assist them in the negotiation process.

It is interesting to note that the primary issue of concern to residents regarding how improvements in the negotiation process can be made did not relate to power. While reducing power of the Parole Board was an important consideration residents stated the need for more respect and encouragement during the negotiation process as being of utmost concern. This again points out the need for more effective advocacy on behalf of residents during the negotiation process.

It must also be pointed out that only 12.5% of the MAP residents and 7.5% of the non-MAP residents stated that the negotiation process was adequate as is. Obviously, residents are displeased with the negotiation process and feel strongly that improvements need to be made.

VIII. CONTRACT MONITORING

A. Monitoring Procedure

There is an elaborate and well-defined procedure for monitoring MAP contracts. This procedure has been reduced to writing that is contained in the MAP Procedures Manual. In general, the contract monitoring process is as follows:

1. The Program Review Committee is responsible for reviewing all residents' programs on a regular six month basis. However, specific issues or problems arising with respect to an individual resident's program can be reviewed immediately by the Program Review Committee.
2. When a problem occurs where it appears that there has been a violation of the contract (i.e., conduct violation, lack of program attendance or unsatisfactory progress toward completion of objectives), a staff member is responsible for preparing a report and submitting it to the Institutional Representative. The Institutional Representative, after reviewing the problem, brings the report to the attention of the resident's social worker.
3. The social worker is responsible for determining the basis of the problem and, if possible, attempting to resolve it. It is anticipated that most problems could be resolved at this level on a satisfactory basis. However, if the problem cannot be resolved and it is determined that it is of such a nature that it would affect the conditions of the contract agreement, the social worker is responsible for documenting the facts and findings of the case and referring the matter to the Program Review Committee.
4. The Program Review Committee conducts its own independent review of the problem and reports its findings to the MAP Coordinator. The MAP Coordinator is responsible for preparing the case for return and a review by the original signators for consideration with respect to continuation, re-negotiation or cancellation of the agreement.

While the monitoring procedures appears to be elaborate and well-defined, responses from the questionnaires on the part of both staff and residents indicate that most people involved with the MAP Program feel that the residents have the major responsibility for seeing to it that the contract is followed and that the objectives are successfully completed. In other words, it seems that the MAP monitoring procedure is viewed as a system that should be used when there is a possible contract violation or major problem that might affect the conditions of the agreement. It is not viewed as a system to assist any on-going monitoring process of individual MAP agreements.

B. Re-negotiation

A resident may petition for a re-negotiation of the provisions of his contract at any time. The process is initiated as a resident first discusses the matter with his social worker and/or the MAP Coordinator to see if it could be handled without convening a re-negotiation session. However, if a re-negotiation session is determined as being necessary, the case is referred to the Program Review Committee for their review and recommendations. Once this has been completed, the formal re-negotiation proposal is developed and the date for the session is scheduled.

The re-negotiation session is similar to that of the original negotiation process.

Re-negotiation can also be initiated after violation of any of the contract provisions if the resident wants to re-negotiate either a cancelled or a withdrawn contract.

C. Cancellation

A resident may, at any time, without prejudice cancel his contract. At the same time, the other signators of the party have the right to cancel a contract but must do so only for cause. When alleged contract violations are reported or it appears that there is a lack of compliance to one of the specific conditions of the contract agreement, a report must be submitted to the resident's social worker for review. If it cannot be resolved at that level it is referred to the Program Review Committee. The Program Review Committee prepares and submits a report to the MAP Coordinator with one of two possible recommendations - re-negotiation or cancellation.

The MAP Coordinator then independently reviews all the findings and submits all reports to the contract parties for review. A review date is scheduled if the Parole Board or Institutional Representative decide that re-negotiation is desirable. However, if those two signators decide that contract violations are too serious to allow continuation, they will notify the MAP Coordinator of their decision to cancel. He then notifies the resident and all concerned staff of the decision in writing. Receipt of a cancellation notice by the social worker and the Program Review Committee means that a resident is being returned to non-MAP status and will be scheduled for development of a new program.

D. Dispute Settlement

All questions, issues and/or disputes arising out of the performance of the contract, including any decisions or findings regarding the completion of any agreement, program, or service objective, shall be decided through the following fact finding procedure:

1. Any party except the Secretary of the Department of Health and Social Services may submit in writing to the MAP Supervisor a statement of the question, issue, or dispute to be resolved. Within 10 days hereafter, the MAP Supervisor shall make a written decision sending forth the facts as found, the decision he has reached, and the reasons for such a decision. The MAP Supervisor may extend the 10-day limitation period an additional 10 days by giving notice within the original 10 day period to all parties to the dispute stating good cause for such an extension. Prior to making any decision, the MAP Supervisor shall consult with the resident and any other persons having factual information regarding such question, issue or dispute. The MAP Supervisor may, in his discretion, mediate and consult jointly with all knowledgeable or interested parties in an effort to resolve the question, issue or dispute.
2. The decision of the MAP Supervisor may be appealed to the Secretary of the Department of Health and Social Services within five days after rendering of that decision. The Secretary, within 15 days after receipt of an appeal, shall make a final, written determination of the question, issue, or dispute.

The written decision of the Secretary shall be final and binding on all parties as to the facts, except as it may otherwise be judicially revealable in the Circuit Court for Dane County as being arbitrary and capricious.

In computing any period of time prescribed by these dispute settlement procedures, the date of the act or even from which the designated period of time begins to run shall not be included. Each calendar day shall be counted consecutively except that if the last day of the period falls on a Saturday, Sunday, or legal holiday as defined by Section 256.7, Wisconsin Statutes, the period shall run until the end of the next day which is not a Saturday, Sunday, or legal holiday. Any failure to make a decision called for in paragraph one within the time specified shall have the effect of adopting the contentions of the party who submitted the question, issue or dispute for settlement. Any failure to make a decision called for in paragraph two within the time specified shall have the effect of adopting the decision of the MAP Supervisor.

It is interesting to note that, to date, only one formal request for dispute settlement has been filed. There are many possible explanations for this. To begin with, it is conceivable that there has been no reason to appeal a decision that has been made. Another possible explanation is that residents may lack information about the dispute settlement procedure and/or they may lack confidence in it. In any event, the development of the MAP handbook for residents recommended earlier will help to insure that each resident will be aware of the dispute settlement procedure and how the process can be initiated.

IX. PAROLE BOARD

A. Role and Function in MAP

The Parole Board plays a vital role in MAP. Parole Board members are signators to the contract agreement and, as such, they certify that they will release a resident on or before the agreed upon release date if the resident successfully completes all the objectives stated in the MAP contract.

Parole Board members formally enter into the MAP process at the Assessment and Evaluation stage. During Assessment and Evaluation a Parole Board member meets with the staffing team and the resident to discuss the Assessment and Evaluation process and to assist in the planning of programs. For new admissions to the Division of Corrections Bureau of Institutions, this provides the first formal orientation of MAP and contact with the Parole Board.

During the negotiation sessions, the Parole Board members assess the parolability of the resident in relation to the proposal content and determine a suggested release date. Parole Board members may, and usually do, suggest changes and offer counter-proposals to residents during negotiations with respect to program, behavioral and release date issues.

In examining the function of Parole Board members in the MAP negotiation process, the John Howard Association has concluded that there is little difference between regular Parole Board hearings and MAP negotiation sessions. While there is understandably a greater degree of give and take in the putting forth of a specific proposal by the resident in MAP negotiations, the overall tenor and form of negotiations are similar to regular Parole Board hearings. For example, the Association has observed such things as Parole Board members quizzing residents, considerable Parole Board members focusing extensively on past criminal and community behavior, and, on occasion, rejection of a specific contract proposal prior to the negotiation sessions.

Also, on occasions, when Parole Board members did not agree with a proposal submitted by a resident they suggest to the resident that he "take his chances with the regular Board." As stated earlier, they then state parenthetically that while they cannot speak for the entire Board, they think the chances for parole would be slim.

While the Association understands that much of the above identified behavior is a normal part of the negotiation sessions, there is little question that this process is coercive and that more favorable results would be obtained if appropriate modifications were made. Some of these problems may well be alleviated through the implementation of a training program for all staff, including Parole Board members, with respect to procedures and policies in negotiation, arbitration, etc. This type of training should be considered of the highest priority and every effort should be made to implement such a program.

Also, the Association recommends that Parole Board members who participate in negotiation sessions with a resident not be the same Parole Board members to sit in and conduct a regular parole hearing with that particular resident if a successful contract has not been negotiated and/or completed.

B. Resources

One of the most glaring deficiencies in the MAP Program is the obvious lack of resources of the Parole Board to schedule and conduct negotiation sessions in a timely fashion. The current compliment of Parole Board members cannot be expected to conduct regular Parole Board business, i.e., Assessment and Evaluation, staffings, review, regular hearings, etc., and, at the same time, schedule MAP negotiation sessions in a timely fashion. It is beyond the present resources of the Parole Board to accomplish this task, particularly with the recent decision to have the Parole Board hear juvenile cases.

During the initial implementation stages of the program it was not possible to know the exact nature of the time and resource requirements that would be needed. However, experience has shown that approximately six negotiation sessions can be completed per day. The Parole Board members, who are burdened with a heavy work schedule to begin with, cannot adequately absorb their MAP responsibilities and are not able to schedule negotiation sessions in response to all of the proposals that have been generated. As has been pointed out earlier, negotiation sessions at the Wisconsin State Prison are approximately a month and a half behind schedule.

The Association recommends that consideration be given to either increasing the number of Parole Board members or that there be single member negotiation Parole Board panels. The Association feels that one member can effectively handle the negotiation sessions.

While there are two Parole Board members present during negotiation sessions now, the format followed is that of members rotating the major responsibility for handling the negotiation sessions and use the other member to serve to clarify issues, respond to proposals and suggestions, and, in general, provide a consulting viewpoint. While there may be some value in this process, the Association does not believe that this is the best use of the limited resources of the Parole Board and that it would be more economical and in the best interest of the Program to implement single member panels. This Association is aware that this is contrary to the advice of the Attorney General and that an official opinion may have to be sought in this matter.

C. Orientation and Training

There has been minimal orientation and training of Parole Board members pertaining to the MAP Program. One Parole Board member who participated in the MAP pilot program at the Wisconsin Correctional Institution has provided on-the-job training for other Parole Board members. This on-the-job orientation and training has continued from Parole Board member to Parole Board member and has been of tremendous assistance.

However, the Association feels there is a need for the development of a formal orientation and in-service training program for all Parole Board members. The training should be made available on a regular basis and should include training in such areas as negotiation, arbitration, etc.

Please refer to the section of the report entitled "Training" for a more detailed discussion of the issue.

X. SERVICE DELIVERY

As discussed earlier, one of the most important needs with respect to service delivery is for the immediate development and implementation of the plan for the automated service delivery information system. The proposal for such a system was contained in the refunding application submitted to the Wisconsin Council on Criminal Justice. It is the opinion of the Association that it would be difficult, at best, to proceed with MAP on a larger and more effective basis until this system is operational.

One of the priority goals of the MAP Program is to improve the availability and utilization of treatment programs. The operationalizing of this goal should not be limited to simply increasing access to currently available programs. Instead, a major effort should be directed to improve the Division's ability to develop new and more creative services to meet with resident needs. The automated information and service delivery system would be a valuable tool in this process if it would be integrated and coordinated with MAP planning efforts.

Hopefully, one of the primary results of this effort would be the development of contract provisions more closely related to needed resident services rather than making decisions based upon positions available within current programs.

One of the major issues affecting service delivery voiced by residents revolves around the question of "What would happen if the institution fails to deliver the service that it was contracted for?" It appears that in most instances the resident is either offered another program or his contract is not prejudiced in any manner. There is a definite lack of understanding on this issue with respect to residents and it is important for the MAP Program and the advisory committee to provide clarification. This is particularly important since the Association is aware that discussions have occurred amongst residents regarding possible legal action in the event that contract services are not delivered.

It is important to note that the Bureau of Clinical Services is currently undertaking a task that will be of great assistance in improving service delivery. Specifically, the Bureau has launched an effort of defining in measurable terms the standards for satisfactory completion of treatment programs. The Association believes this is an important effort but would suggest that resident input be secured in this process. As stated earlier one of the objectives of the MAP Program is to improve and increase the service delivery system. This effort should be of high priority because residents, as consumers of service, have expressed a low level of satisfaction with respect to services currently being provided in the MAP Program. For example, in response to the question, "Do residents get better service if they are in MAP?" the following responses were recorded:

MAP Residents

12% - MAP better
57% - No difference
31% - MAP worse

Non-MAP Residents

24% - MAP better
31% - No difference
45% - MAP worse

The results of the questions listed below will provide the reader with additional data with respect to how MAP services are perceived by both staff and residents. (Responses were ranked according to those listed most frequently.)

"Which services in MAP are particularly good?"

Central Office - Institutional Administration - Parole Board

Educational
Vocational
Counseling/Therapy

MAP, Treatment Staff and Correctional Officers

Vocational
Educational
Counseling/Therapy

MAP Residents

Educational
Counseling/Therapy
Vocational

Non-MAP Residents

Educational
Counseling/Therapy
Work Release

"Identify which MAP services are not particularly good?"

Central Office - Institutional Administration - Parole Board

Counseling/Therapy
Work assignments in institutions

MAP, Treatment Staff and Correctional Officers

Counseling/Therapy
Educational
Work Assignment in the institution

MAP Residents

Counseling/Therapy
Alcoholism Programs
Educational

Non-MAP Residents

Work Release
Counseling/Therapy
Poor evaluation of individual performance

Although many of the responses to both questions seem to be similar it is important to note that in response to the question asking to identify which services are particularly good, in no instance was work assignment within the institution identified by any of the groups. Similarly, when asked to identify programs that were not particularly good, in no instance was the vocational program identified by any of the responses.

In response to the question, "Identify the main disadvantages of MAP", all staff identified difficulty in scheduling services as the main disadvantage to the institutions.

XI. TRAINING

The Division of Corrections recognized the need for the development and implementation of an orientation and training program for all Division of Corrections staff regarding the MAP Program. The Division, as an example of their commitment to this objective, included training as a part of the MAP Program refunding application to the Wisconsin Council on Criminal Justice.

The John Howard Association cannot overstate its support for and encouragement to implement such a training program. The description of the proposed orientation and training program contained in the refunding application seems appropriate and relevant to the needs of the Division of Corrections staff.

The John Howard Association suggests that the Division of Corrections seek to contact outside training and resources in addition to utilizing their own staff training specialist to implement this program. Possible sources to consider for this training would be:

The American Arbitration Association, National Center for Dispute Settlement

Center for Teaching and Research in Dispute Settlement,
University of Wisconsin

Administration of Justice Program, Community Relations Services,
United States Department of Justice

The Institute for Mediation and Conflict Resolution

Center for Correctional Justice

American Bar Association

This list of resources, although a limited one, identifies possible resources as trainers for MAP staff. These individuals have been involved in correctional issues in the past, specifically in the area of conflict resolution within institutions. Other resources should be drawn from labor and industry in the area of negotiation, arbitration, and mediation, etc.

The need for orientation and training is highlighted by the fact that many Division staff could not answer basic questions about MAP. This lack of knowledge regarding operations, procedures, policies, etc. was apparent at all levels.

XII. RECOMMENDATIONS

The Wisconsin Division of Corrections, with a statewide implementation of the MAP Program, has launched a major and innovative approach in correctional planning and programming. There is considerable evidence that the Mutual Agreement Program has had a substantial impact upon all aspects of the operations of the Division of Corrections. The Division of Corrections pilot MAP Program at the Wisconsin Correctional Institution at Fox Lake provided a testing ground for the Program and an initial learning experience. There is little question that the system-wide implementation of the MAP Program took advantage of the early learning experiences of the pilot program.

While there have been a number of problems associated with the division-wide implementation of the MAP Program and it appears that there are major issues which need to be addressed in the immediate future, it is apparent that the MAP Program could well emerge as a major Program and planning tool for the State. The John Howard Association, while identifying some of these problems in this report, visualizes the Mutual Agreement Program as a positive step toward improved correctional services. The Association urges that the Division of Corrections staff and other interested officials in Wisconsin view this report as an assessment tool to be utilized in improving and expanding upon existing efforts.

Accordingly, and in an effort to assist officials in Wisconsin, the Association has identified the following major priority recommendations for consideration:

1. The MAP Supervisor should devote one-hundred percent (100%) of his time directly supervising the day-to-day operations of the MAP Program. The duties of the MAP Supervisor would include coordination of training, communication with other bureaus and needed individuals and services, providing direct supervision of the MAP staff and general technical assistance with respect to the overall planning and implementation of the Program.
2. The MAP Coordinators should terminate their role as resident advocates during the MAP negotiation process. The Association believes that additional staff resources should be recruited and trained to function as resident advocates. Also, the Association recommends that the resident advocates be accountable to an appropriate unit within the Department of Health and Social Services and that there be no direct reporting relationship, if possible, within the Division of Corrections itself.
3. The current advisory committee should become a permanent on-going working body charged with the responsibility to review all policies and procedures regarding the MAP Program. The Association believes that the advisory committee could be enhanced greatly by adding resident representation.
4. The proposed automated service delivery information system should be developed and implemented as soon as possible. This coupled with improved communications and coordination between the Program Review Coordinator and Institutional Representative should resolve some of the problems of program clearance, space availability, negotiation, contract suspension and contract monitoring.
5. The current eligibility requirements for MAP should be amended to make all residents eligible regardless of time to be served to their mandatory release date.

6. Parole Board members who participate in the negotiation sessions with a particular resident should not be the same Parole Board members to conduct a regular Parole Board hearing with that resident.
7. The elimination of minor conduct reports as a standard for behavioral performance in the MAP contract.
8. The development of a handbook to be distributed to all residents of the Wisconsin Correctional Institutions which describes MAP in simplified and understandable terms.
9. Consideration be given to having only one Parole Board member in a negotiation session so as to conserve resources and conduct negotiation sessions in a timely fashion.
10. Development and implementation of a formal orientation and training program for all MAP, Division of Corrections and Parole Board staff be implemented.

APPENDIX A
JOHN HOWARD ASSOCIATION
MUTUAL AGREEMENT PROGRAM (MAP) STUDY

The John Howard Association, a private, non-profit, Chicago-based organization, is studying the Mutual Agreement Program (MAP) for the State of Wisconsin.

For this study we are examining the policies and procedures of MAP to help us determine how well MAP is working. The information that you can give us will help in deciding how the program might be improved, expanded, or limited in the future.

The answers that you give us will not be shown to anyone in the Parole Board, the Division of Corrections or in any institution. We will not provide information to anyone in a way in which you could be identified.

Please fill out the questionnaire as completely as possible. Thank you very much for your help.

DATE: _____

1. Who first told you about the Mutual Agreement Program (MAP)?

2. What was the first official contact you had with MAP? (When did it happen? Who contacted you?)

3. Did the MAP representative give you enough information to decide about the program? (Check one)

No; Yes; Please Explain _____

What information was most important to you? _____

4. When did you decide whether or not you wanted to be in MAP? (Check one)

Before any official contact

During A & E (or right after A & E)

After a talk with MAP representative

During negotiations

After my MAP contract was in force

- 5. Was the MAP representative helpful to you?
 No; Yes; Please explain: _____

- 6. Who was involved in planning your MAP proposal?

- 7. Did you have very much to say about what went into your proposal?
 No; Yes; Please explain: _____

- 8. What were your main concerns when you were planning your proposal?

- 9. Were you prepared for what happens during the negotiation sessions?
 No; Yes; Please explain: _____

- 10. Did it seem like anyone was working against you during the negotiation session?
 No; Yes; If yes, who? _____
- 11. Did it seem like anyone was supporting you during negotiations?
 No; Yes; If yes, who? _____
- 12. What is wrong with the negotiations? _____

 How could negotiations be improved? _____

- 13. What are the most important parts of the MAP contract to you? _____
 to the institution? _____
 to the Parole Board? _____

- 14. What should be included in MAP contracts that usually is not included?

- 15. What should not be included in MAP contracts?

- 16. What are the main advantages of the MAP program to you? _____
 to the institution? _____
 to the Parole Board? _____
- 17. What are the disadvantages of being in MAP?

- 18. Who is responsible for making sure that you follow your contract?

- 19. How does that person act toward you? _____

- 20. What can you do about actions or write-ups that you think are not fair?

- 21. Which services or programs provided through MAP are particularly good?

- 22. Which services or programs are not good? _____

 Why not? _____

- 23. How could those services or programs be improved? _____

- 24. Do residents get better services if they are in MAP?
____ No; ____ Yes; Please explain: _____

- 25. What rules or policies keep MAP from being better? _____

- 26. What are the main purposes of MAP? _____

- 27. What's wrong with the MAP program? _____

- 28. What is particularly good about MAP? _____

- 29. How would you improve MAP? _____

- 30. What other comments would you like to make? _____

JOHN HOWARD ASSOCIATION .
MUTUAL AGREEMENT PROGRAM (MAP) STUDY

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For this study we are examining the policies and procedures of MAP to help us determine how well MAP is working. The information that you can give us will help in deciding how the program might be improved, expanded, or limited in the future.

The answers that you give us will not be shown to anyone in the Parole Board, the Division of Corrections or in any institution. We will not provide information to anyone in a way in which you could be identified.

Please fill out the questionnaire as completely as possible. Thank you very much for your help.

DATE: _____

- 1. How does a resident first learn about MAP? _____

- 2. What basic information is provided at that time? _____

- 3. Is the information provided sufficient to make a decision about MAP participation?
____ No; ____ Yes; Please explain: _____

- 4. What is his next formal contact with MAP? _____

- 5. When does that occur? _____
- 6. What information is provided? _____

- Is it adequate to make a decision?
____ No; ____ Yes; Please explain: _____

- 7. Is the resident "pressured" into MAP? ____ No; ____ Yes;
By whom? _____

8. How important is the information received from other residents? _____

9. At what point does the resident usually decide whether or not he wants the MAP contract? _____

10. Who is involved in planning MAP proposals? _____

11. What is the involvement of the resident in planning his own proposal? _____

12. What is the primary interest of each of the parties involved in MAP contract negotiations? How supportive are each of these parties to the resident? (Please rank the parties in order of greatest support (1) to least support (5).)

	<u>PARTY</u>	<u>PRIMARY INTEREST</u>	<u>SUPPORT FOR RESIDENT</u>
a.	_____	_____	_____
b.	_____	_____	_____
c.	_____	_____	_____
d.	_____	_____	_____
e.	_____	_____	_____

13. What improvements could be made in the negotiation process? _____

14. How familiar are residents with their MAP contract provisions? _____

15. How important is a MAP agreement in terms of the following concepts? (Please rank in order from most important (1) to least important (6).)

- _____ payment of a debt to society
- _____ humane treatment of the offender
- _____ reducing idleness in the institution
- _____ preparation of the offender for a productive life outside
- _____ maintaining effective control and order in the institution
- _____ encouraging responsibility of a resident

16. What are the most common elements of a MAP agreement? _____

17. What do you think are the most important elements of a MAP agreement? _____

What do residents think are the most important elements in their MAP agreements? _____

18. How strictly are MAP contracts monitored? _____

Please explain: _____

19. How would you characterize the relationships between the monitors of MAP contracts and the residents? _____

20. Fulfillment of all of a resident's MAP contract provisions (Please check the one item that you most agree with.)

- _____ is the most that can be expected from a resident.
- _____ assures an adequate correctional experience for a resident.
- _____ is only a part of what is expected from a resident.

21. What should be done when a resident completes his MAP obligations early? _____

22. Should release of a resident be directly related to the completion of his (her) MAP contract provisions?

_____ No; _____ Yes; Why, or why not? _____

23. Which services or programs are particularly good? _____

24. Which services or programs are not very good? _____

Why not? _____

25. What organizational policies, procedures, standards, or practices are most in conflict with MAP? _____

26. What are the main purposes of MAP? _____

27. What are the main advantages of MAP

to the resident? _____

to the institution? _____

to the Parole Board? _____

to the public? _____

28. What are the main disadvantages of MAP

to the resident? _____

to the institution? _____

to the Parole Board? _____

to the public? _____

29. How could MAP be improved? _____

30. What other comments would you like to make? _____

APPENDIX C

1. In response to the question, "What are the main advantages of the MAP Program?" the responses are recorded in rank order as to how often they appeared:

(a) To the resident:

All staff - MAP Residents

1. Known release date.
2. Earlier release date.
3. Provides incentive, motivation and responsibility of resident.

Non-MAP Residents

1. Earlier release.
2. Known release date.

(b) To the institution:

Central Office-Institution Administrators - Parole Board responses

1. Residents more contented - better conduct.
2. Greater control of residents.
3. Provides incentive, motivation and responsibility of residents.

MAP Treatment Staff and Correctional Officer Responses

1. More contented residents - better conduct.
2. Greater control of residents.
3. Provides increased and improved programs.

MAP Residents Responses

1. Greater control of residents.
2. No advantages.
3. Contented residents.
4. Promotes good public image and encourages funding.

Non-MAP Resident response

1. Greater control of residents.
2. No advantages.
3. Earlier release.
4. Provides incentive, motivation and responsibility of resident.

(c) To the Parole Board:

Central Office - Institutional Administration - Parole Board response

1. Resident demonstrates ability to accomplish.
2. Greater involvement in program development.
3. Reduce parole board hearings.

MAP Treatment Staff and Correctional Officer responses

1. Resident able to demonstrate ability to accomplish.
2. Ability to view resident outside stressful parole board hearing.
3. Reduce parole board hearings.

MAP Resident responses

1. Reduce parole board hearings.
2. Greater control of residents.
3. Promotes good public image and encourages funding.

Non-MAP Resident responses.

1. Reduces parole board hearings.
2. Greater control of residents.
3. No advantages.

2. In response to the question, "What are the disadvantages of being in MAP?" the following responses are recorded in rank order as to how often they appeared:

(a) To the Resident:

Central Office - Institutional Administration - Parole Board responses

1. Increases anxiety over resident - too much responsibility.
2. No disadvantages.
3. Not enough flexibility - program rigidity.

MAP Treatment Staff and Correctional Officer responses

1. Increases anxiety of the resident.
2. Increases pressure from other residents.
3. Incomplete program services.
4. No disadvantages.

MAP Resident responses

1. Increases anxiety of the resident.
2. Conduct reports too important and control of conduct too strict.
3. No disadvantages.

Non-MAP Resident responses

1. Increases anxiety.
2. Conduct reports too important and control of conduct too strict.
3. No resident power.

(b) To the Institution

Central Office - Institutional Administration - Parole Board responses

1. Difficult to provide scheduled services.
2. Increased paperwork.
3. Time consuming.

MAP Treatment Staff and Correctional Officer responses

1. Difficulty in scheduling services.
2. Insufficient program flexibility.
3. Increased paperwork.

(c) To the Parole Board:

Central Office - Institutional Administration - Parole Board responses

1. Need to make release decisions too early.
2. Time consuming.
3. None.

MAP Staff Treatment Staff and Correctional Officers responses

1. Time consuming.
2. Need to make release decisions too early.
3. Paper work.
4. None.
5. Difficulty of the Board to determine effectiveness of the program.

3. In response to the question, "How would you improve MAP?" the following responses are recorded in rank order as to how often they appeared:

Central Office - Institutional Administration - Parole Board Member

1. Increase or improve services.
2. Increase knowledge related to process and effectiveness. Avoid over-emphasizing benefits - be more practical.

MAP and Treatment - Correctional Officer Staff

1. Increase eligibility.
2. Increase and improve services. Improve staff knowledge and ability.

MAP Residents

1. Increase and improve services.
2. Increase eligibility.
3. Reduce or eliminate parole board from negotiations.

Non-MAP Residents

1. Increase negotiation power of residents.
2. Improve staff knowledge and ability.
3. Increase eligibility.

Composite Responses

1. Increase and improve services.
2. Abolish MAP - Remove from Division of Corrections.
3. Increase eligibility.
4. Reduce or eliminate Parole Board role in negotiations.