

December 1976

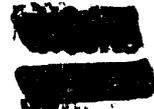
X
**A BRIEF ANALYSIS AND ASSESSMENT OF
THE CURRENT STATUS OF THE RHODE ISLAND
STANDARDS AND GOALS PROCESS**

By: BRIAN JUSTIN HOEL - Midwest Research Institute
DWIGHT K. HJNTER - Stanford Research Institute

Prepared for:

STATE OF RHODE ISLAND
GOVERNOR'S JUSTICE COMMISSION
197 TAUNTON AVENUE
EAST PROVIDENCE, RHODE ISLAND 02914

Contract J-LEAA-027-74



59309

December 1976

**A BRIEF ANALYSIS AND ASSESSMENT OF
THE CURRENT STATUS OF THE RHODE ISLAND
STANDARDS AND GOALS PROCESS**

By: BRIAN JUSTIN HOEL - Midwest Research Institute
DWIGHT K. HUNTER - Stanford Research Institute

Prepared for:

STATE OF RHODE ISLAND
GOVERNOR'S JUSTICE COMMISSION
197 TAUNTON AVENUE
EAST PROVIDENCE, RHODE ISLAND 02914

Contract J-LEAA-027-74

SRI Project 5736

Contents

List of Tables	iii
I. Introduction	1
II. Chronology of Significant Events	2
III. Current Status of the Standards and Goals Process	5
IV. Analysis and Assessment	11
V. Recommendations for Improvement	17

TABLES

Table 1	Task Force Activity Status	5
Table 2	Status of Work Completed	7
Table 3	Analysis of Work Remaining in Terms of Person/Days	10
Table 4	Quality Assessment of Standards Developed to Date	12
Table 5	Comparison of Processes Used by Each Task Force	18
Table 6	Proposed Schedule of Activities for the Development of Standards and Goals	21

I INTRODUCTION

During the month of September, Mr. David Jury, the director of the Rhode Island Standards and Goals project requested that LEAA provide technical assistance on standards and goal development to the state. Accordingly, Mr. Dwight Hunter of Stanford Research Institute (SRI) and Mr. Brian Hoel of Midwest Research Institute (MRI) were assigned, under contract with LEAA, to render assistance.

On September 21 - 22, 1976, they met with the standards and goals staff to review the work accomplished to date and to obtain some impressions of how the project was proceeding. The consultants analyzed available work products generated by the various task forces, reviewed minutes and meeting notices of each task force and interviewed each staff member and several key individuals on the task forces.

The following pages outline their impressions as well as some suggestions for improvements. The consultants have documented as nearly as possible the significant events occurring to date, the quality of the work product, possible problems and recommended solutions to them.

We cannot emphasize too strongly the limitations under which this brief effort was conducted. It is unfair to generalize too broadly or confidently the observations based upon only a two day visit to the state. At best, some obvious impressions may be obtained as an outsider based upon the forest and the trees phenomenon.

We applaud the foresight and concern for quality that has motivated the project staff to seek outside opinions on their work. This is a good way to identify at an early stage some indicators of potential problems. Accordingly, Mr. Jury has expressed a desire that technical assistance be sought periodically at key times during the next 15 months of the project to assess the quality of the process and the work products.

II CHRONOLOGY OF SIGNIFICANT EVENTS

Following a request from the Governor's Justice Commission staff, the Stanford Research Institute staff were assigned by LEAA to render technical assistance on the standards and goals development process in November of 1974. Messrs. John Guidici and Jack Isaacs of SRI developed and printed a Proposed Strategy for Developing Standards and Goals for Rhode Island. Little was done with respect to the standards and goals program until a discretionary grant was written and then awarded by LEAA to the Governor's Justice Commission in November of 1975. During November and December staff were recruited and hired and the process began.

The following historical outline shows the key events that have transpired to date in the life of the standards and goals project:

- November - • The Project Director, a secretary and functional special-
December 1975 ists in the areas of law enforcement, courts, corrections
 and juvenile justice were hired.
- January 1976 • Technical assistance was provided by SRI for orientation
 of staff and for firming up their strategy and method of
 approach.
- March 1976 • Task forces were appointed by Governor Noel for Law
 Enforcement, Corrections, and Juvenile Justice. The
 Walsh Commission was given the assignment of developing
 standards and goals for the courts.
- April 1976 • Governor Noel met with all task force members simulta-
 neously and informed them of the importance of standards
 and goals and challenged them to develop high quality work.
 • SRI staff visited on a technical assistance assignment to
 help determine the current Rhode Island status in infor-
 mation systems development vis-a-vis standards and goals.
 Some confusion existed with the Statistical Analysis Center
 (SAC) over the responsibility for developing standards
 and goals for the criminal justice information systems
 (CJIS) in the state. The Governor's Justice Commission
 determined that the SAC and their advisory committee
 would be responsible for their development.
 • The three task forces, Law Enforcement, Juvenile Justice
 and Corrections held their first meetings and outlined a
 schedule of meetings for the next few months.

- The director of the Governor's Justice Commission staff resigned to become the Director of the State Department of Corrections. The present director, Mr. Pat Fingless was appointed.
- May 1976
 - The corrections specialist resigned for personal reasons. The juvenile justice specialist resigned to become the juvenile justice planner for the Governor's Justice Commission, and the secretary resigned to go into business.
- June 1976
 - Three new staff members were hired to replace the three that had resigned.
- April -
August 1976
 - The task forces met frequently to consider issues as follows:
 - Law Enforcement--two subcommittees met a total of 16 times.
 - Corrections--the task force met 13 times.
 - Juvenile Justice--the task force met approximately 8 times.
 - Walsh Commission (Courts)--no meetings have been held yet on standards and goals.*
 - CJIS Committee--no meetings have yet been held on standards and goals.
- July 1976
 - The legislation mandating reorganization of the Department of Corrections of Rhode Island went into effect.
- August 1976
 - The Law Enforcement Task Force adopted standards and goals for "Community Relations" and "Planning and Management."
 - The Corrections Task Force adopted standards and goals for "Classification of Offenders."
 - The Juvenile Justice Task Force adopted standards for "Prevention."
 - The LEAA regional office notified the project director that central LEAA had denied the second year grant of \$100,000.
 - A series of telephone and written contacts were made by project staff, the Governor's Justice Commission, state planning staff, and the Governor's office to LEAA re the need for the second year funds.

* The Walsh Commission has been meeting since 1971 on courts' improvements and have compiled a great deal of background information on the courts' systems that will facilitate the development of the standards and goals.

September 1976

- The LEAA regional office notified the project director that funds for the second year grant had been found from reversionary monies and would be available to Rhode Island.
- SRI and MRI staff provided technical assistance by reviewing and assessing the status of the project to date, and discussing impressions with the standards and goals staff.

III CURRENT STATUS OF THE STANDARDS AND GOALS PROCESS

In this chapter, we are trying to pinpoint what progress has been made to date in the Rhode Island Standards and Goals program. This entails establishing what each task force has accomplished and the percentage of time and money that have been expended to date. No attempt is made here to discuss the quality of the effort, since that is dealt with in Chapter IV.

As will become more evident in the following section, the status of the Rhode Island effort vis-a-vis their project goals is difficult to determine because the standards and goals staff and their respective task forces have used different approaches and are at different points in the standards development process. A graphic depiction is shown in Table 1.

In general, the Law Enforcement Task Force has adopted standards for two of the seven topic areas scheduled for completion by December 1977. The Walsh Commission has not met to develop any standards and goals as yet, although the staff personnel assigned to that group have developed comparative information on national standards and Rhode Island's status with respect to them. The Corrections Task Force has adopted standards for the area of "classification," which is one of nine topic areas to be addressed by December 1977. The Juvenile Justice Commission has adopted one set of standards and have identified six major topics to be addressed. Draft standards have been prepared by staff for two of these areas.

Standards for the criminal justice information systems services in Rhode Island are to be developed by the Statistical Analysis Center of the Governor's Justice Commission. Although an advisory committee has been formed and user needs are being assessed, no progress has yet been made on standards and goals development.

The time budget covers approximately a 24-month period by two discretionary grants from central LEAA from December 1975 through December 1977. The time expended to date for each of the task forces is approximately 9 months or 38 percent. The CJIS Committee is an exception because their project is a continuing effort and funded from a different grant which creates different schedules and time frames.

Table 1

TASK FORCE ACTIVITY STATUS

ACTIVITIES	TASK FORCES				
	LAW ENFORCEMENT	WALSH COMMISSION	CORRECTIONS	JUVENILE JUSTICE	CRIMINAL JUSTICE INFORMATION SYSTEM
1. Task Force is formed and is meeting on a regular basis	Two Task Force sub-committees have held 9 and 7 meetings respectively	The Commission, formed in 1971, meets on a regular basis but has not yet met on standards and goals	Task Force has met 13 times	Task Force has met 12 times	The Task Force is formed and has met, but not on standards and goals
2. Task Force has identified the major issue areas they will address	7 issue areas have been identified	15 major areas have been identified	9 issue areas have been identified	6 major areas have been identified	No issues to date have been identified
3. Priorities have been established among problems or issues	Priorities have been established among goals within each issue area	Speedy trial and sentencing are the two overall priorities of the Commission	Two broad priorities have been established	Formal priorities have not yet been established	No priorities have been established
4. Some standards and goals (S&G) have been drafted for consideration by task forces	S&G's have been drafted for: <ul style="list-style-type: none"> ● Community Relations ● Planning and Management 	No S&G's have been drafted	S&G's have been drafted for: <ul style="list-style-type: none"> ● Classification ● Education 	S&G's have been drafted for: <ul style="list-style-type: none"> ● Prevention ● Diversion 	No S&G's have been drafted
5. Task Forces have at least preliminarily adopted or approved certain standards and goals	Approved S&G's for: <ul style="list-style-type: none"> ● Planning and Management ● Community Relations 	No S&G's have been approved	Approved S&G's for: <ul style="list-style-type: none"> ● Classification 	Approved S&G's for: <ul style="list-style-type: none"> ● Prevention 	No S&G's have been approved
6. Some attempt has been made to localize issues, standards and goals to Rhode Island conditions	Issue papers, a survey of PDs and a survey of task force members have localized S&G's	Comparative analysis information for the issues are localized	Standards for the two issues are localized	Issues and standards are localized	Staff is performing user needs analysis
7. Strategies for implementation have been drafted and approved by the task forces	Implementation strategies have not been drafted	Implementation strategies have not been drafted	Implementation strategies have not been drafted	Implementation information has been drafted	Implementation strategies have not been drafted

The fiscal budget is a combination of three grants, the two discretionary grants and one block grant from the Governor's Justice Commission, including local hard match which makes up a total of \$209,341. No attempt has been made to split the project costs incurred by each task force and staff. We have determined the rate of expenditure for the entire project which seems to be in accord with the time budget. That is, approximately 38 percent of the project's funds have been expended.

The amount of project work accomplished to date is much more difficult to assess because the scope of work is greatly impacted by the following:

- The complexity of the process chosen for the development, review and adoption of the criminal justice standards.
- The number of topics chosen for consideration.
- The amount of time committed by the staff and task forces to each topic.
- The quality of final products desired by the staff and task forces.

In Table 2 that follows are the consultants' estimates of where each task force is in its development process according to scope of work. No judgements are made here regarding the consultants' assessment of the quality of the products generated and the process used. This will be covered in Section IV.

Table 2

STATUS OF WORK COMPLETED

TASK FORCE	Percentage of Work Completed										
	10	20	30	40	50	60	70	80	90	100	
Law Enforcement											(29)
Walsh Commission											(12)
Corrections											(21)
Juvenile Justice											(26)
CJIS Standards & Goals											(0)

The Law Enforcement Task Force is fairly close to schedule and will likely move more quickly since experience has been gained with the previous subcommittees and working relationships and formats have been worked out to the satisfaction of the subcommittees and task forces.

The Walsh Commission has not made as much progress as the others in terms of focusing on specific standards and goals. While a lot of effort and time has been expended on background materials, other state's approaches, and the like, the development of "what should Rhode Island do" is behind schedule. The process and approach being used is significantly different from that of the other three task forces.

The Corrections Task Force is fairly close to schedule and is pursuing a course similar to the Law Enforcement Task Force in terms of process. The schedule and working relationships between the staff and the task force is dynamic and shows signs of coalescing as the staff continues to exhibit leadership and maintain their schedules.

The Juvenile Justice Task Force is fairly close to schedule according to our estimates. They have fewer standards and goals actually adopted but they also have selected fewer topic areas to address.

The CJIS Committee and staff are involved in a user needs analysis which is tantamount to an identification of informational problems, needs and possibly goals and objectives for CJIS development. Because of their recent start and the project being funded from a different source which is on-going, we have insufficient information based upon the short visit to estimate their progress at this time.

If the task forces continue as they are now and a policy decision is made that consistency in format and products is not necessary, then the task force should have no problem in developing their standards and goals for the number of topical areas they have selected by December 1977. If consistency and a more thorough effort is desired, however, several of the task forces will have to fill in certain steps that were omitted initially and much of the work already accomplished will have to be rewritten into different formats. Our recommendations with respect to these issues are found in Section V.

In Table 3 we have attempted to estimate the amount of staff time required to perform each of the standards and goals activities if the task forces and staff were just beginning their process. The table also shows the estimate of work completed to date for each task force. Since the corrections and juvenile justice task forces deal with a service that is fairly centralized, fewer person/days were estimated for their scope of work. A service such as law enforcement which involves some 39 different agencies requires more coordination, more input from agency leaders and more work on the part of the staff. Consequently, the scope of work estimates are higher for this task force than the others. Again, the amount of work completed is a subjective guess at best, but is based on the consultants' experience in similar endeavors as well as their experience with other states. These estimates have also been modified to reflect the difference between Rhode Island and many other states, namely, the relatively small number of state and local agencies that are involved in the criminal justice system.

One of the key decisions that is still up in the air, is whether or not the task forces and staff will undertake the development of detailed strategies for the implementation of the high priority standards and goals in each task force area. If the staff and task forces decide to develop the strategies, it will increase their current and foreseeable workload. The estimates in Table 3 include person/days for this activity.

Table 3

ANALYSIS OF WORK REMAINING IN TERMS OF PERSON/DAYS

Activities	Law Enforcement		Walsh Commission		Corrections		Juvenile Justice		Statistical Analysis and CJIS	
	Total Staff Time* (days)	Work Remaining	Total Staff Time* (days)	Work Remaining						
1. SELECT TOPICS	15	0	10	0	15	0	15	0	10	10
2. PROBLEMS AND NEEDS	20	15	10	6	15	11	15	12	10	10
3. PRIORITIES	10	8	5	5	5	5	5	5	5	5
4. GOALS AND STANDARDS	60	45	60	60	60	45	50	30	30	30
5. COMPARATIVE ANALYSIS	30	10	20	15	20	20	20	20	20	20
6. PUBLIC RESPONSE	15	15	15	15	15	15	15	15	15	15
7. ADOPTION	10	8	10	10	10	9	10	9	10	10
8. IMPLEMENTATION STRATEGIES	40	40	30	30	30	30	25	25	25	25
TOTAL	200	141	160	141	170	135	155	116	125	125
PERCENTAGE	100%	71%	100%	88%	100%	79%	100%	74%	100%	100%

*These are total estimates of staff person/days required to perform each activity, including time already spent. Task force members' time has not been factored in.

IV ANALYSIS AND ASSESSMENT

Ten qualitative criteria for an idealized standards and goals process are presented in Table 4. Based upon the experience of other state and local agencies, standards and goals developmental processes that match the criteria should find acceptance with the criminal justice system professionals and hopefully the public served by them. In the following paragraphs the process and products of the Rhode Island standards and goals project to date are discussed with respect to each criteria.

1. A Broad Number of Issues Have Been Considered

Comprehensiveness can be defined in several ways. The treatment of a topic area can be intensive in terms of the depth with which the subject is covered. Given a fixed amount of time, staff and task forces can deal with a few subjects in a very thorough manner for vertical comprehensiveness. Or within the same time constraints, they can deal with more issues at a lesser depth and increase their horizontal comprehensiveness.

The approaches taken by the task forces are fairly consistent in horizontal coverage. That is, they have each selected 5 to 8 topic areas which the task forces have considered to be the most important to the State of Rhode Island. Given the small amount of LEAA funds provided for financing improvements, that number of topic areas is probably sufficient. This should provide enough issues to offer horizontal comprehensiveness while providing sufficient focus for concentrated implementation.

2. The Topics Have Been Dealt With in Sufficient Depth

The depth of analysis is not consistent among the topic areas. Labor relations in law enforcement issues are treated in great depth, while others are subject to less consideration. It appears this is true in each of the other task forces as well. What seems to have occurred is that because task forces have been meeting often (sometimes weekly), the staff have had insufficient time to gather the same level of detailed materials for each issue. Thus, on some topics a wealth of material may already be at hand and can be presented, while for others, materials are more scarce, and insufficient time exists for the staff to gather original research data in time for agenda mailouts to the task forces. This may account for the irregular treatment on different issues within task forces as well as among them.

Table 4

QUALITY ASSESSMENT OF STANDARDS DEVELOPED TO DATE

QUALITATIVE CRITERIA	TASK FORCES				
	LAW ENFORCEMENT	WALSH COMMISSION	CORRECTIONS	JUVENILE JUSTICE	CRIMINAL JUSTICE INFORMATION SYSTEM
1. The task forces have considered a broad number of issue areas or concerns	2 of 7 topic areas	1 of 5 or 6 areas considered to date	2 of 8 areas considered to date	2 of 6 areas considered to date	No data yet
2. The issues have been dealt with at a great deal of depth	<ul style="list-style-type: none"> Detailed analysis of labor relations Less detailed analysis on use of civilians Centralized on rest 	<ul style="list-style-type: none"> Compliance with National Advisory Committee (NAC)/Am. Bar Assoc. (ABA) Some survey of other status 	<ul style="list-style-type: none"> For one area only Dept. of Correction status reports Also survey of Northeast states 	<ul style="list-style-type: none"> For one area only reviewed current status statistics Problems and needs compared with list of laws and agencies 	No data yet
3. Either the issue areas or the standards and goals are localized to Rhode Island environments	<ul style="list-style-type: none"> Started with NAC Task force has modified or added to meet Rhode Island needs 	<ul style="list-style-type: none"> Yes for issues Not yet at this stage for standards 	<ul style="list-style-type: none"> Task Force localized standards 	<ul style="list-style-type: none"> 50% diversion future needs and trends based on NAC Task Force did not seem to be bound to NAC's 	No data yet
4. The appropriate state agency officials are involved or are knowledgeable re the standards and goals development project	<ul style="list-style-type: none"> Police Chiefs - 10 Other Law Enforce. - 9 Human Relations - 2 Representative - 1 Senator - 1 Attorney General - 1 Councilman - 1 Professor - 1 	<ul style="list-style-type: none"> Judges-4 Attorney Gen. - 1 Pub. Defender - 1 Lawyer-1 Senator-3 Representatives-3 Police Chief - 1 Citizens - 2 	<ul style="list-style-type: none"> Dept. Corr-4 Community-2 Community Corr. Assn. Rep. - 1 Judge - 2 Pub. Defender - 1 Police Chief - 1 Senator - 2 Rep - 2 Gov. Off - 1 Gov. Ad. Comm - 2 Professor - 1 	<ul style="list-style-type: none"> Juv. Institution - 2 Comm.Base-2 Dept. Mental Hlth-1 Dept. Education-1 Judge-1 Public Defender - 1 Juv. Officer - 1 Lawyer-2 Rep-1 Professor - 1 Citizen-2 	<ul style="list-style-type: none"> Police Chiefs - 4 Court Admin-1 Attorney General-1 Correction-1 Lawyer-1 Citizen-2 Dept.Admin-1
5. Local Criminal Justice System Agency officials are aware or involved in the development effort	19 of the 26 members are local CJS	Chief judges plus 2 local agencies	2-community based police departments	2-community based police departments	4-chiefs

Table 4 (Continued)

QUALITATIVE CRITERIA	TASK FORCES				
	LAW ENFORCEMENT	WALSH COMMISSION	CORRECTIONS	JUVENILE JUSTICE	CJIS
6. Functional specialists at the SPA are kept up-to-date on the S&G process and incorporate S&G s into the State Plan	Yes	Yes	Yes	Yes	Yes
7. The level of specificity provides the opportunity for measureability and program assessment in the future	<ul style="list-style-type: none"> • Same level as NAC 	<ul style="list-style-type: none"> • No standards yet 	<ul style="list-style-type: none"> • Mixed-some very specific 	<ul style="list-style-type: none"> • Diversion-brief no goals • Prevention-more detailed, but hard to measure mixed specificity 	<ul style="list-style-type: none"> • No standards yet
8. Acceptance, commitment and enthusiasm for the project is evident	See Commentary				
9. Key legislators and the Governor's office are linked to the project	<ul style="list-style-type: none"> • 2 legislators • No representatives of government 	<ul style="list-style-type: none"> • 3 key legislators • 2 members judiciary committee • No representatives of government 	<ul style="list-style-type: none"> • 1 key senator now running for mayor • 1 representative of government • 2 Gov. Adv. Comm. on Corr. 	<ul style="list-style-type: none"> • 1 key representative • No representative of government 	<ul style="list-style-type: none"> • No legislator • No representative of government
10. Special interest groups and the public are aware and/or have been involved in the project	<ul style="list-style-type: none"> • Professor and representatives of 2 human relations groups • No other public members or interest groups 	<ul style="list-style-type: none"> • 2 citizens that are lawyers • Meetings with interest groups 	<ul style="list-style-type: none"> • Corrections Assn. and two citizen members of Gov. Adv. Comm. on Corr. and one professor 	<ul style="list-style-type: none"> • 2 citizens and one professor 	<ul style="list-style-type: none"> • CJS is an interest group • 2 citizens

Each of the staff has obtained some data on other state practices or their standards and goals for selected topics. The juvenile justice and the Walsh Commission specialists have determined Rhode Island's statutory and case laws related to several of their topic areas. The law enforcement specialist has obtained good information on local agency conditions as well as their problems and needs.

3. Localizing the Issues or Standards and Goals to Rhode Island

In general, the staff forces seem to have done a good job of identifying Rhode Island's problems and proposing Rhode Island solutions to them. They have done a much better job in this regard than have many other states. Where the standards and goals of the American Bar Association (ABA) or the National Advisory Commission on Criminal Justice Standards and Goals (NACCJSG) have been utilized, they have generally been modified to Rhode Island conditions.

The law enforcement specialist has added two additional methods for localizing the standards and goals. He has surveyed his task force members for their judgment on some of the national standards in terms of applicability to Rhode Island. And, in conjunction with his counterpart in the planning department of the Governor's Justice Commission, he has surveyed each department with regard to their manpower, workload, and other data that will be useful in describing conditions in the state.

4. State Criminal Justice System Agency Involvement

All task forces have a strong representation of state criminal justice system professionals in their area of concentration and all have a reasonable intermixing of professionals outside the area, as well as, citizens and elected officials. With the exception of law enforcement, most of the criminal justice functions are administered by state agencies, all of whom are well represented in their respective task forces. However, with the attendance at less than 50 percent for some of the task forces, the amount of comprehensiveness of viewpoints represented is less than was intended when the task forces' plans were drafted.

5. Local Criminal Justice Service Agency Representations

Law enforcement is the only criminal justice service in Rhode Island where the bulk of service is provided by local government instead of a state agency. On paper, nearly 22 police chiefs or officers are members of the task forces, which is a much higher percentage of involvement than most other states in the nation.

6. Coordination between Standards and Goals Specialists and State Planning Agency (SPA) Functional Planners

During the development of the 1977 plan, the standards and goals specialists worked closely with their functional counterparts of the SPA to develop the state plan. This resulted in their writing large sections of it and inculcating some of their research and goals' statements into the appropriate sections. In addition, a working relationship among the specialists and the functional planner has been developed. The SPA functional planners attend some of the task force meetings and are generally kept aware of what is occurring.

The present juvenile justice planner for the SPA is the former functional specialist with the standards and goals program. Also, the law enforcement planner and the law enforcement specialist for the project collaborated on a departmental survey that provided data needed in both planning efforts.

7. Standards and Goals are Measurable

At this time neither the Walsh Commission nor the CJIS Committee has drafted standards and goals so a judgment cannot be made on their work. Those of the Law Enforcement Task Force are judged to be at the same level of measurability as those of the NACCJSG which are of medium specificity. The corrections' standards are mixed in specificity with some very general and others very specific. The diversion area of juvenile justice is brief with no goals and the preventions' standards are, more detailed but mixed in their degree of quantification.

8. Acceptance and Enthusiasm for the Project

A non-scientific sample was made of task force members and SPA functional planners to determine their subjective evaluations of the quality of the work. The following people were interviewed by telephone:

Sharon Andrade Dennis Revins Dr. Gamal Zaki Ira Shriber
Tanya Saunders Nancy Pelletier Robert Black

Since this was an unstructured and non-scientific poll, the results are somewhat suspect, however, overall impressions can be of value. The majority of those polled felt that the staff was doing an excellent job and that the task forces were representative and included key decision makers and change agents. One person mentioned the lack of interaction with other task forces as a problem, and one mentioned the poor attendance in his task force. Another mentioned that progress was slow because they were educating task-force members, many of whom do not work in the system. This individual felt the time was well spent, however, because these same persons would be active in the implementation process and be well informed.

9. Key Legislators and the Governor's Office are Linked to the Project

The governor's office has been the guiding force and impetus behind the project. When the project has lagged, it has been prodded into action because of the active efforts of the Governor or his staff. The Governor, however, will be leaving office shortly as will some of the state legislators who are members of the task forces. Seven legislators are among the current task force membership, as is one representative of the Governor's office. The impact of the upcoming elections upon the whole effort is not known at this time.

10. Special Interest Groups and the Public's Awareness of the Project

Time constraints and the short length of this assignment did not allow this criterion to be fully explored, but initial reactions are that some special interest groups have been involved, while the general public is unaware of the project. Each of the task forces have two citizen members on record, and the Corrections Task Forces and the Walsh Commission have held meetings with special interest groups on certain issues. Public hearings are contemplated in 1977 for obtaining more public awareness and input.

V RECOMMENDATIONS FOR IMPROVEMENT

The major problem we see in the Rhode Island standards and goals effort to date is the fragmentary fashion in which it is proceeding. Each staff member seems to be going his/her own way as are their respective task forces. We are positive that the quality of the final product will suffer if this continues. We predict that by the end of 1977, if the project continues in the same fashion, a mixed bag of products will be developed that may be as disjointed as the system the standards and goals seek to treat.

Most of our recommendations are aimed toward unifying the process and the ultimate products. Others address some of the areas in which the project's efforts to date fall short of the criteria mentioned in previous sections.

RECOMMENDATION ONE: THE STANDARDS AND GOALS STAFF SHOULD AGREE UPON A COMMON FORMAT TO BE USED FOR ALL TASK FORCES

As can be seen in Table 5, the approaches being used by the task forces have differed markedly. Some have used problem statements; some have priorities; some have standards, but no goals. No two task forces have used the same process.

A common format will allow the staff and task forces to trade work and look for conflicting and supporting recommendations among the various task force standards and goals. The consistency in format should make the resulting standards and goals more easily understood by agencies, special interest groups and citizens that may review them. Also, their use in the Governor's Justice Commission comprehensive plan will be facilitated by commonality in form and depth.

1. The staff should develop common definitions for goals, standards, etc. We think that the goals for each topic area should be fairly broad and timeless, and they should be few in number.
2. More specific objectives or standards should be developed in support of each goal. If desired, they could include dates for their performance, i.e., "by 1982"...

Table 5

COMPARISON OF PROCESSES USED BY EACH TASK FORCE

TASK FORCE/TOPIC AREAS	Research Components for Standards Development							DRAFT OF GOALS AND STANDARDS
	CURRENT RHODE ISLAND PRACTICE	PROBLEMS AND NEEDS	PRIOR RHODE ISLAND STUDIES	COMPLIANCE WITH NAC/ABA	SURVEY OF OTHER STATES	LITERATURE SEARCH	SURVEY OF TASK FORCE	
CORRECTIONS TASK FORCE								
Classification of Offenders	Statistics		Senate Report		New England			Yes
Educational and Vocational Training								
Medical Treatment								
Psychological Treatment								
Recruitment and Training								
Community-Based Services								
Probation and Parole								
Women Offenders								
WALSH COMMISSION		Overview						
Continuing Education	Yes							
Judges	Yes	Yes		Yes	Yes			
Defense	Yes			Yes	2 States			
Prosecution	Yes			Yes				
Court Personnel	Yes			Yes	Brief Review			
Court Procedures								
Court Programs and Services								
The Prosecution Function								
The Defense Function								
Speedy Trial	Yes	Yes		Yes				
Probation and Sentencing	Yes	Yes		Yes				
JUVENILE JUSTICE TASK FORCE								
Delinquency Prevention and Community Involvement	Some Data	Comparative Analysis				NAC's		Yes
Diversion	Some Data	General			3 States	Yes		No Goals
Status Offenders		General				Yes		
Juvenile Corrections		General						
Alternatives to Corrections		General				Yes		
Juvenile Justice System								
Inter-Relationships		General	Yes					

Table 5 (Continued)

Research Components for Standards Development								
TASK FORCE/TOPIC AREAS	CURRENT RI SYSTEM PRACTICE	PROBLEMS AND NEEDS	PRIOR RI STUDIES	COMPLIANCE WITH NAC/ABA	SURVEY OF OTHER STATES	LITERATURE SEARCH	SURVEY OF TASK FORCE	DRAFT GOALS AND STANDARDS
<u>LAW ENFORCEMENT TASK FORCE</u> Community Relations Planning and Management Training Specialized Capabilities Private Security Police Police Chief Executives Equipment and Transportation	General General				Yes	Limited Yes	Yes Yes	Yes Yes
<u>CJIS COMMITTEE</u> Family Court Court Corrections Law Enforcement	Yes In Process In Process	Yes In Process In Process						

3. The staff should give a lot of thought to how the Governor's Justice Commission intends to use the goals and standards in their planning and allocation process. Are they mandatory, minimum or ideal?
4. At some point, the task forces should set priorities among all of the problem statements, topics, or even standards and goals. At present, only the Law Enforcement Task Force has consciously placed their standards in priority order. Other task forces have several very broad priorities but these will not be useful later on when implementation and competition for resources occur.
5. Problem statements should be included in the document in which the standards and goals are finally placed. Professional agencies and the public should be able to see what problems in Rhode Island the standards, goals, and other issues are to address.
6. The staff should decide now if implementation strategies are to be a part of this effort. We feel that they should be because they will increase the chances that the Governor's Justice Commission as well as the state and local agencies will use them as the basis for their planning and implementation programs in the years ahead.

RECOMMENDATION TWO: EACH STAFF SPECIALIST SHOULD PLOT OUT ALL MAJOR ACTIVITIES ON A TIME LINE FOR THE DURATION OF THE PROJECT

Once the common formats are agreed upon, as suggested above, each staff specialist should use a time line for the rest of the project such as that shown in Table 6 to schedule all significant work elements left to achieve in the project.

1. A period of time should be dedicated to filling in the blanks in their existing work processes or products. For example, problem statements with attendant supporting data should be written for all topic areas.
2. Task force meetings in our opinion should be spread out to perhaps once per month so that the staff has more time to prepare adequate and complete staff papers on a number of topics or issues for each meeting. It seems that staff time and mail-costs, not to mention down time, could be reduced by consolidating mailings.

Table 6

PROPOSED SCHEDULE OF ACTIVITIES FOR THE DEVELOPMENT OF STANDARDS AND GOALS

MAJOR ACTIVITIES TO BE ACCOMPLISHED	1976												1977											
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec

3. In preparing the schedule, the staff should be aware that the agenda usually gets crowded at the end of the project. Consequently, any desires for end of project time allowances for agency review, special interest group consideration, public hearings, and the Governor's Commission review will have to be scheduled in backwards from the project termination date.

Printing time requirements are usually ignored and cause a problem at the end of the project. They should be included in the schedule.

When all of these things are on the schedule, the staff will probably be surprised at how little time is left for them and the task forces to do their developmental work.

4. The staff specialists should make their own schedule on Table 6 and should allocate "X" number of working days for each topic area, after the "end of project" requirements, mentioned above, have been determined.
5. The project director should consolidate the individual schedules into an overall master schedule that he can administer and monitor. It will likely be necessary for modification of the individual schedules to fit into the overall schedule.

RECOMMENDATION THREE: THE STAFF INDIVIDUALLY AND COLLECTIVELY SHOULD COMMIT TO BE A PART OF A COHESIVE AND COORDINATED TEAM EFFORT IN WHICH EACH IS RESPONSIBLE FOR THE TOTAL OUTPUT AND QUALITY OF THE PROJECT

1. We had the strong impression from our visit that some members of the staff felt little responsibility for the overall quality of the product which the project is generating. We strongly recommend that each team member extend themselves beyond their own agendas and concern themselves, as well, with the overall impact of the project.
2. There may be times in the course of the project that one specialist will be overloaded, while another may have a less exhausting schedule. Likewise, some of the issues are multi-discipline in nature and require several heads to perform some of the staff work or at least review and comment upon the work. These conditions call for more cooperation, sharing and support among team members.

3. Several states, including NACCJSG produced standards and goals that, when taken as a whole, contained gross inconsistencies and conflicts among various components of the system. The staff should be trading papers and helping one another resolve conflicts or at least alert their task forces to the conflicts as well as the supporting recommendations from the other task forces.

The possible ripple effects of each of the proposed standards and goals should be understood and incorporated into the implementation strategies. For instance, should the Law Enforcement Task Force recommend something like interagency narcotics task forces, the result may be increased arrests which may result in excessive case loads for prosecutors, defenders and the judiciary. This could also effect increased overcrowding in the state's correctional facilities and programs.

At present the work as it is developing is fragmented and will be difficult to pull together as an integrated and cohesive blueprint for criminal justice improvement in the future.

END