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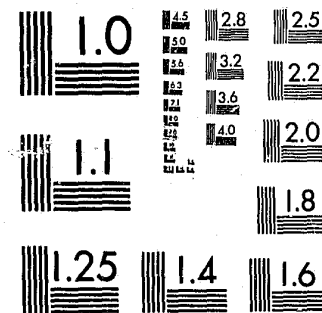
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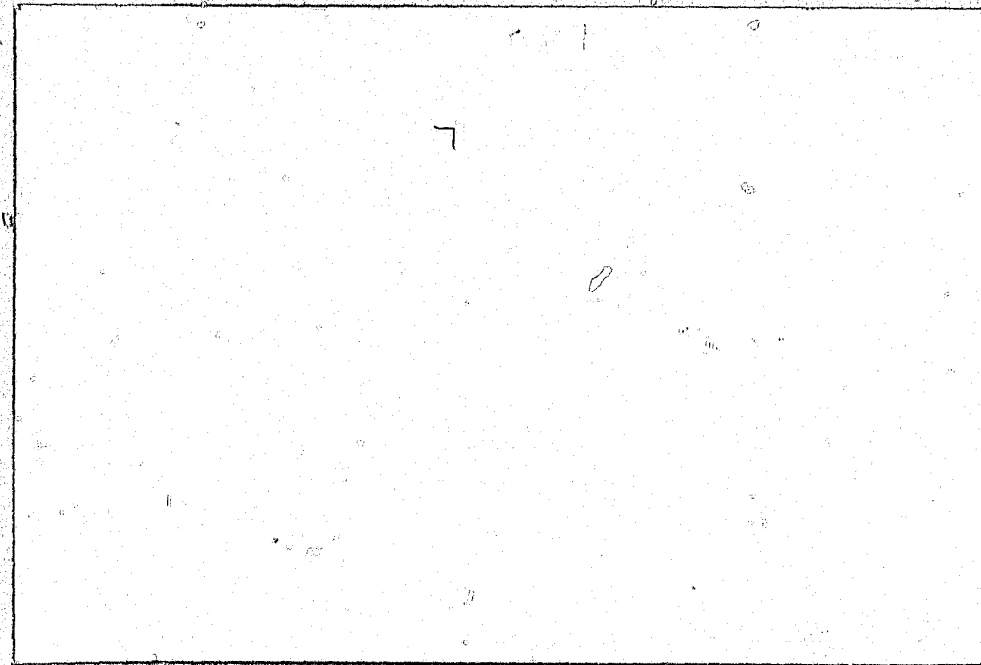United States Department of Justice
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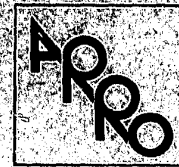
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NATIONAL EVALUATION PROGRAM
ASSESSMENT OF CORRECTIONAL PERSONNEL TRAINING PROGRAMS
PHASE II: DEMONSTRATION OF EVALUATION STRATEGIES

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NCJRS

APR 30 1981

ACQUISITIONS

Technical Report

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PREFACE

In the Phase I report on the assessment of the state-of-the-art of training of correctional personnel, conceptual models for evaluating training programs were described and documented.

This Phase II document reports the results of evaluation workshops conducted within correctional agencies by the project staff. The purpose of the workshops was to demonstrate the conceptual models, to assess their workability, and to determine what revisions of the models might be required to make them most useful to agency personnel in evaluating their own training. The Operations and Correctional Issues Models have been revised and amplified in the light of workshop experience; the Evaluation Model stands about as described in the Phase I report.

It became evident in the workshops that evaluation of a training program will nearly always involve all three models. How the three models integrate to be used conjointly is described. Suggestions for validation of the utility of the evaluation strategy developed in the project are presented also.

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NATIONAL EVALUATION PROGRAM
ASSESSMENT OF CORRECTIONAL PERSONNEL TRAINING PROGRAMS
PHASE II: DEMONSTRATION OF EVALUATION STRATEGIES

INTRODUCTION

Phase I of this project dealt with the state-of-the-art of training
of correctional personnel. On the basis of knowledge gained by way of
visits to 17 correctional agencies across the nation, a questionnaire
mailed to a national sample of state and local corrections agencies, and
review of literature dealing with the field of program evaluation, con-
ceptual models appropriate to development and assessment of correctional
personnel training have been generated and documented.

Three kinds of models were produced: (a) conceptual, generic Instruc-
tional System Operations Model of the training process; (b) an Instructional
System Evaluation Model of the evaluation process--evaluation of a program
prior to its installation, formative evaluation (evaluation of the training
process itself), and summative evaluation (evaluation of the outcome of a
training program); and (c) a Correctional Issues Model that illuminates
the valuative, policy, and practice issues in correctional personnel train-
ing. The three models have been tailored specifically to corrections.
Their utility has been tested in this second phase of the project.

OBJECTIVE OF PHASE II

The objectives of Phase II are to:

(a) Demonstrate the usefulness of the evaluation models by
applying them in three agencies selected especially
to test and illustrate the broad applicability of the
models.

(b) Refine the models as necessary, so that they can be
applied across a wide range of correctional personnel
training programs in a wide range of training environ-
ments.

Phase I produced information to enable description of the basic forms
of the models, and describe basic evaluation strategies. The Phase II
demonstration should show how evaluation concepts, practices, and procedures
formulated can locate, define, and indicate corrective action for dif-
ferences between expected job performance and actual job performance.

The concern most basic in the Phase II demonstrations is the rele-
vance of the models and evaluation strategies to real-world corrections
environments. Does what we have proposed truly apply? Are the models logi-
cally sound? Are they written in language that is appropriate and understand-
able? The ultimate value of these models will be seen in their being used by
agencies to improve the efficiency and effectiveness of their own training,
without the need for help and assistance of outside evaluation experts.

THE PHASE I ASSESSMENT

Conceptual Models

Both the Instructional System Operations Model and the Instructional System Evaluation Model are deductive logic models of the complete training and evaluation process. During Phase I site visits and in the questionnaire development, we have used the Operations Model as a general, all-inclusive guide to examine the development and completeness of training. It is rare that training programs are complete with respect to all aspects of the model. Although this does not diminish the usefulness of the model, the model will be improved as it is able to emphasize those parts of programs that appear to suffer in their development or implementation because of lapses in procedure or inattention to particular aspects of model processes. Site visits suggested where potential deficiencies are likely to occur; survey results helped corroborate and elaborate site visit findings.

We devoted considerable attention to issues and policies in the field of corrections that often have an overriding influence on training. It became clear that the issues that evolve in the Correctional Issues Model--the turbulent nature of the corrections environment, the organizational climate, individual worker dissatisfactions with progress, change, and reward in corrections work, changing the attitude of correctional job incumbents and of correctional organizations from survival in the correctional environments to innovation and problem solving to effect change and improvement in the system--are and should be explicit considerations in both of the other two models.

Phase I Findings Related to Models

Phase I assessments of training programs showed some fairly general lapses in program development and evaluation--in job analysis, in establishment of training needs, and in determining the outcome of training.

Need for Training Not Established

Training establishments should become aware that sound training for work cannot be developed unless it is known what kind of worker performance is required to do that work satisfactorily, and then be able to demonstrate by way of performance data that desired performance is not being achieved. The more evident aspects of front-end analysis often are neglected:

- The job and work place should be defined and described, with the outcome(s) to be expected if the job were done properly.

- There should be an understanding of the nature of the job in the context of the whole correctional organization.

- Physical, intellectual, personality, and attitudinal requirements of workers on the job should be established.

- Standards of worker performance expected for each task of the job should be established.

- The social, political, and legal constraints that impact on the job itself and on worker outputs ought to be known.

- One should ask whether training is the most cost-effective way to correct a recognized performance gap, or whether administrative/organizational/policy decisions might do it more easily and better.

- The importance of performance measures and records to define and assess work should be recognized.

To the extent possible, job analysis, performance standards, and performance measurement need to be objective, and stated in quantitative terms capable of being scaled or ranked.

Training Program Development and Implementation Not Complete

The most significant departures from the Operations Model deal with the training program itself, with lack of attention to defining the knowledge, skill, ability, and attitude changes that training should bring out, and evaluating the results of training.

The extent to which the knowledge, skill, ability, and attitudes required for a job are lacking in the population of potential trainees often is only conjectural. Furthermore, the relation of an attribute to performance is likely to be low, so even if there were a perfect match of lack of attribute with emphasis on that attribute in training, the effect on performance usually will be less than hoped for. The logic of sound program development--assessing the pertinent characteristics of the job incumbent, making accurate estimates of these attributes in task analysis/job analysis/performance standards, and designing the training program to match the deficiencies exposed--is not carried out.

Outcome of Training Not Assessed

There has been little rigorous investigation of the outcome of training programs. Many programs exercise the pro forma process of "before" and "after" testing to learn what was liked or disliked, to learn if expectations were met, if attitudes, perceptions, and confidence in one's skills have changed. But the more difficult tasks of comparing performance on the job before and after training, i.e., assessing transfer of training, is not done. More careful observation and study of the long-term effects of training are needed. The critical elements, usually missing, are objective performance measures, the same measures considered under the heading of performance standards.

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PHASE II METHODOLOGY

Schedule and Procedure

The conceptual models were demonstrated in a 2-day workshop during February and March, 1980 in three correctional agencies:

- Academy for Staff Development (10 participants)
  Waynesboro, Virginia
  25-26 February

- New York State Division of Probation (10 participants)
  Albany, New York
  5-6 March

- Tennessee Corrections Institute (18 participants)
  Nashville, Tennessee
  25-26 March

Most participants attended both days of the workshop. Each workshop was conducted by three ARRO project staff members according to the schedule in Figure 1. The procedure was essentially the same at all three locations. The morning of the first day was spent in a brief description of Phase I of the project, followed by detailed descriptions of each model. Each participant received as a handout, chapters of the Phase I report that related to the three models, plus those chapters that described various evaluation strategies. In the workshops, we always emphasized these points:

- We were not presuming to evaluate any of the agencies' programs; we were only presenting evaluation concepts and trying to assist participants as to how to use them.

- We sought as much feedback as possible to know how the models might be improved.

If more time for discussion of the models was necessary, the first hour of the afternoon session was used. Participants were then assigned to one of three working groups (sections). Each group was assigned a model, and one of the ARRO workshop members assumed "technical advisor" responsibility for the group. Each group elected a spokesperson for the group and the working group then met independently for the remainder of the first day, and for half of the next forenoon. The small group discussions

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Evaluation Workshop

Academy for Staff Development
Waynesboro, Virginia
24 - 25 February 1980

24 February

9:00	Introduction	Ron Angelone
9:10	Background	Howard Olson
	Objectives for Workshop	
9:30	Instructional System Operations Model	Shelley Price
10:15	Break	
10:30	Correctional Issues Model	Howard Olson
11:15	Instructional System Evaluation Model	Merri-Ann Cooper
12:00	Lunch	
1:00	Assignment to Evaluation Sections	Howard Olson
	Selection of Evaluation Topics	
1:30	Separate Section Meetings	
3:00	Break	
3:15	Continue Separate Section Meetings	
4:45	Plan for Tomorrow	Howard Olson

25 February

9:00	Operations Model Section	Shelley Price
10:15	Break	
10:30	Correctional Issues Model Section	Howard Olson
12:00	Lunch	
1:00	Evaluation Model Section	Merri-Ann Cooper
2:30	Break	
2:45	Discussion -- Review of All Models	Howard Olson
4:00	How Models Apply to Workshop Training	Howard Olson

Figure 1. Sample Workshop Schedule

focused on a training program (or often on contrasting training programs-- one successful and one that failed) selected by group members. Discussions were in the context of the particular model assigned to that section; discussion was stimulated by reference to the model and the questions associated with it (see Appendix A for model flow diagrams and associated questions).

Midmorning of the second day, all participants again met as one body and members of each section spent about an hour (the section spokesperson leading the discussion) relating how the program(s) which it had considered related to the model for which the group was responsible. Comments on the usefulness of the model and changes suggested were encouraged during this reporting period.

The workshop was concluded by the ARRO team leader with a summary and integration of section discussions and comments.

Differences in Workshop Composition

Backgrounds of workshop participants and the organization of the participating agencies differed in several important aspects. These differences appear to be related to the participant enthusiasm for the material presented, as well as to the presumed usefulness of the material.

The Academy for Staff Development at Waynesboro, Virginia is a state operated academy for training of correctional personnel. All of the participants were staff members of the facility, most of them on staff as trainers. Three participants had responsibilities for staff and program development. None of the participants, however (other than the director of the academy), had any major work responsibilities outside of the agency. Formal evaluation of training programs is carried on at the state level, so participants at that site did not feel strong obligation toward evaluation.

The New York Division of Probation is responsible for advising on probation on a state-wide basis, although local jurisdictions may deviate widely in practices. Although nearly half of the participants were trainers, in general, the members of this workshop had a broad range of

job responsibilities--two Deputy Directors within the New York Probation Division, an evaluation specialist within the Division, the director of training from one of the largest New York State county jurisdictions, and the Director of Training for the State Commission of Corrections. This wide distribution of work responsibilities seemed to enhance appreciation of the applicability of the evaluation concepts presented.

The Tennessee Corrections Institute (TCI) is a state agency, operating as a separate entity apart from the State Department of Corrections (DOC). TCI staff are responsible for (a) the delivery of decentralized training to correctional personnel in the state and (b) all criminal justice evaluation and research activities at the local, county, and state levels. TCI has about 18 staff members, most of them trainers, as well as several evaluation and research staff. The agency is governed by an executive board comprised of eight members--sheriffs, university professors, representatives of the governor's office, and state DOC personnel, including the Commissioner of Corrections. The TCI director, trainers, and evaluation staff, along with representatives of the governing board and the DOC attended the workshop. Discussions of the models seemed especially fruitful as a way of enhancing communication between this very heterogenous group.

Questionnaires Following Workshops

Some time (a week or longer) after workshops were conducted, each participant was mailed a brief questionnaire in an attempt to assess how the workshop was received. The questionnaire (see Appendix B) asked for indications of the anticipated use of each model, the difficulties in use, and suggestions for improving the models. It was urged that the questionnaires be completed independently by each participant and returned directly to ARRO without identification other than the agency from which it was sent.

RESULTS

Reception of the Models

With few exceptions, workshop participants responded favorably to the models and the evaluation concepts presented. All of those attending the program demonstrated a strong desire to acquire evaluation skills and information that might enable them to improve the quality and effectiveness of their training programs. The workshop audiences worked earnestly with ARRO project staff members to understand the models, share their training experience, and to express their concerns with the use and future application of the models as tools for trainers. Participants found the models to be reasonably understandable and usable, particularly for planning and developing training programs.

The Instructional System Operations Model

The Instructional System Operations Model was perhaps the easiest to understand and use, given that it most closely represented processes and activities with which trainers were familiar and accustomed to working. The major difficulty with using the process model concerned the first part of the model, dealing with performance standards. Despite our awareness of deficits (in this area) typical of correctional programs, the model provided no options or guidance for how to deal with an absence of standards. The suggestion contained in the model was to develop performance standards, an undertaking which workshop participants pointed out required a major investment in time, expertise, and necessitated administrative agreement and assistance, which many individuals believed would not be forthcoming. We have revised the model to offer greater guidance in the event of absence of performance standards. Additionally, participants sometimes requested advice on specific training implementation issues. We were unable to offer much guidance with reference to the fine points of presenting training since, for our national study, the model was used employing a more global perspective in defining and assessing the training process.

The Evaluation Model

The Evaluation Model, to many participants, may have been the most technically complex model presented in the workshops. Most frequently, those working with the model had difficulties in making the initial decision about whether or not to conduct an evaluation. Since program evaluation is not traditionally required of trainers, questions about available funding and required expertise were unanswered. There were some difficulties in understanding development of criteria; and evaluation design was not readily understood nor accepted as important.

The Correctional Issues Model

Material contained in the Correctional Issues Model overwhelmed participants until it could be discussed in small groups and bolstered with relevant examples. The initial confusion in digesting the model is understandable, as the model takes into account a wide range of issues in corrections beginning with attention to global politics, economics, and values, narrowing to the task environment of corrections, and eventually, to environmental factors impacting directly upon the training unit. The model worked best as a framework for addressing the broad environmental forces impinging on the training agency, and for working to achieve more inter-system coordination and cooperation in the presentation of services. In all the workshops it was concluded that the Issues Model had impact and influence on the use of the other two models.

Workshop Presentation/Training Methods

The training methods used--brief lectures, followed by small group discussions and application of models, and group presentation with the entire audience involved in discussions--appeared to be effective teaching techniques. Each participant was involved in one model, each had more superficial exposure to the other two, and all participants learned how the three evaluation concepts could be integrated.

The acceptance and judged utility of the models varied, particularly with the audience to which the workshop was presented. In the workshops where mixed groups of individuals--trainers, evaluation staff, administrators, and representatives from different areas in the state system-- attended, the models proved most workable. This mix of participants was useful in fostering communication between individuals operating at different levels in the training process.

Particular models were more relevant to some staff members than to others. As will be discussed later, the Instructional System Operations Model was most related to the job of the correctional trainer; the Evaluation Model held most meaning for evaluation and research staff persons; the Correctional Issues Model was most relevant to administrators. It became evident, however, that the models became most useful when all three were used together.

The principal result of the workshops was realization of a need to integrate the three models, to present them and demonstrate their use in a more holistic manner. Application of the Operations, Issues, and Evaluation models jointly, by individuals involved in the training process, can have several beneficial outcomes. First, persons dealing in the presentation of personnel training and related correctional services may achieve a picture of the total training process in a way that demonstrates the functional relationship between their different roles. With this increased perspective and awareness of each others' jobs and responsibilities, personnel can strive to coordinate functions better at all line, staff, and administrative levels, as well as among different agencies within the system. Second, use of the models facilitates the identification of information gaps and areas of needed intervention in the training process, and to focus efforts where change is most likely to result. Finally, while all of the activities suggested by the models (e.g., methods for selection of trainers and program consultants, on-the-job follow-up of training, career rewards contingent upon good performance in training) are not formally within the control of all individuals operating within the training arena, ways can be indicated in which

training personnel can attain informal control over elements of the training process little recognized, but essential to successful training.

Suggested Changes In Program Presentation

Several changes in the workshop format and training methods may facilitate the acceptance, understanding, and subsequent use of the models. Owing to limited time, participants took part in small group work that involved application of only one model. Ideally, each participant should have the same kind of experience with each model; a 3-day workshop would provide the extra time so that could be accomplished. We found also that more attention should be given to integration of the models and discussion of their use in a complementary fashion. Once this has occurred, workshop activities can turn to planning for future use of the models in the specific agency setting.

We recognize also that the ARRO project staff members who conducted the workshops are not trainers or necessarily expert in teaching and workshop management. Future workshops might use trainers of recognized skill as presentors and facilitators.

Questionnaire Results

Information acquired through follow-up questionnaires sent to workshop participants supports initial impressions and perceptions of ARRO staff members who conducted the workshops. Most of the respondents indicated that they had used the models minimally or not at all since the workshop, commenting that too little time had elapsed since the program was presented. Estimates of anticipated use of the models were encouraging, suggesting that the concepts have practical value for planning and assessing training. A brief discussion of comments regarding each of the models follows:

The Instructional System Operations Model

Most individuals reported that they would use the Operations Model for planning training segments and programs and to update ongoing courses. As a comprehensive overview of the training process, it could serve as a reminder of critical training functions. The model, through focusing

attention on the need to develop or acquire objective measures of performance, was also seen as a vehicle for bridging the gap existing between the training agency and the trainees' home facility.

The Evaluation Model

Participants perceived the Evaluation Model as useful for formalizing the evaluation of existing courses, with emphasis on objective assessment of the impact of training, particularly as it affects facility operations. The model was seen to have value as a guide for designing evaluations appropriate to the organization, containing initial steps for defining the purpose of the evaluation and determining constraints (particularly available resources) within which the evaluator must work.

The Correctional Issues Model

Training administrators tended to perceive the Issues Model as most useful to them. This perspective was shared by other participants: "a good model for people at the 'top'." Participants felt that the model may be useful for creating a better understanding between consumers and providers of training through enhancing communication between the two parties. The model was seen as a method with which to define and evaluate the role of the training unit within its larger environment--to assess political issues and examine limitations of the organization.

Participant Perceptions Generally

Participants were limited in their comments about difficulties associated with use of the model and in suggesting ways to improve upon them because of the brief time between workshop activities and distribution of questionnaires. Several respondents indicated that they would like to have more time to apply and test the concepts--that future follow-up study might prove more enlightening for our research purposes. The general feeling was that the models were theoretically sound, but that adapting the models to reflect practical issues in corrections or specific program characteristics might make them more understandable and usable, e.g., the lack of performance standards, difficulties associated with release of personnel to attend training, the absence of clearly defined

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system goals and objectives, presented obstacles not addressed in our
suggested use of the models.

Aside from learning to work with the models, participants felt that
the program resulted in valuable outcomes for the training organization.
One questionnaire respondent stated, "your presentation sparked a level
of communication between executive staff, trainers, and evaluation staff
that had not ever been accomplished."

REVISION OF MODELS

One objective of the workshop was to learn how models might be im-
proved. Only modest changes have been suggested--very few for the Evalua-
tion Model, and more for the Operations Model. The Issues Model was
developed conceptually in Phase I, but was not as explicit as the other
two. The workshop experience has enabled the adding of detail. Refine-
ments to the three models are described in the section that follows.

The Instructional System Operations Model*

Model Utility

Workshop activities demonstrated that the Instructional System Opera-
tions Model (see Figure 2) has valuable potential as a tool for guiding
correctional personnel in planning for and developing new training courses.
The model appears to have most meaning and utility for trainers, those
persons directly responsible for the development and conduct of training.
The model works best as a checklist for program design and periodic examina-
tion of the training process. While the trainers who participated in the
workshops usually were familiar with the technical aspects of planning
and implementing activities specified in the model, it serves as a frame-
work to direct training activities in a more purposeful and systematic
manner. Since the model addresses explicitly assumptions and activities
involved in the design and conduct of training, identifies decision
points and options for action, requires that information and performance
gaps be specified, training personnel can more effectively plan programs
and identify points in the training process where intervention will produce
desired results.

The Instructional System Operations Model provides a map of the
ideal training process, working on the assumption that training should
be directly linked to on-the-job performance. The model focuses on job
activities and specific performance requirements of the trainees' job

*This model is developed fully in Volume 2, Chapter III of the Phase I
final report for the project.
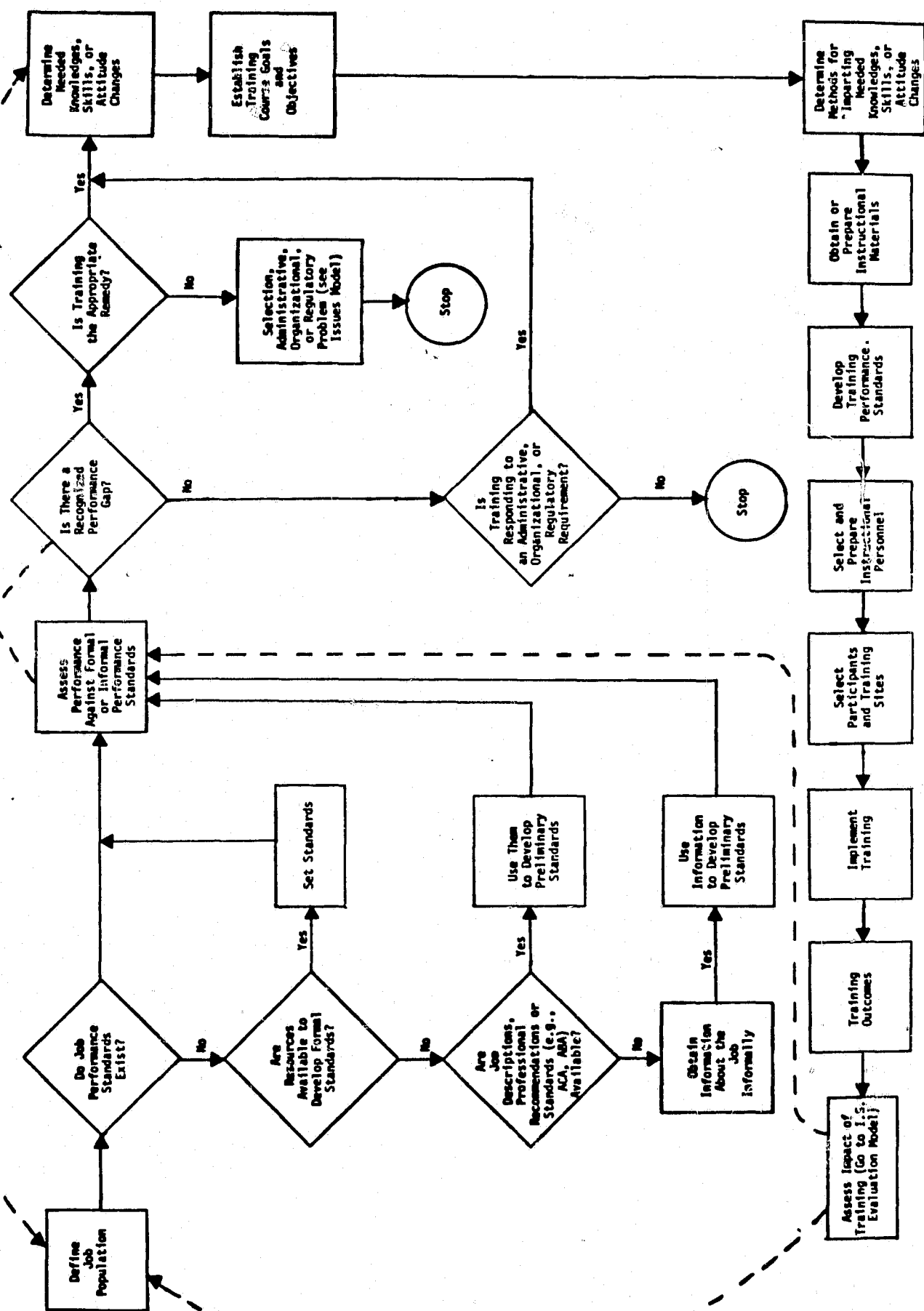
Figure 2. Revised Instructional System Operations Model

in assessing training needs, and strongly suggests use of written, documented, performance standards to identify training needs and to ensure that course content is relevant to the job. It was found throughout our project that typical correctional training programs deviated from the approach suggested by the model, particularly during the program planning and development stages, and again, in the final assessment of training outcomes. Written job performance standards usually are not adequate in most correctional agencies.

Revised Model

While there may be a requirement to develop comprehensive performance measures and standards for personnel positions, this task is time consuming, expensive, and often not currently within the capability or control of the correctional training staff member's job. There are, instead, a number of formal and informal means open to the trainer for establishing a link between training experiences and job performance. The revised process model includes several alternative measures which, in the absence of formal performance standards, can be adopted to identify on-the-job needs of personnel.

The Phase I national survey indicated that training courses developed using any data-based technique--be it job analysis, need assessment, use of job descriptions, or performance standards--were described by respondents as characteristics of the more useful courses. Such procedures (see Chapter X of the Phase I final report for a discussion of job analysis and need assessment activities) can be conducted by the majority of correctional training and evaluation staff, given adequate time for course preparation. It appears, however, that data-based information usually is not available, and training personnel are frequently not given sufficient time to plan and design a course in such a manner. Under such circumstances, training staff members may need to obtain informal indicators of training needs.

Collecting information for performance-based training and evaluation is facilitated by good communication networks between training personnel and job incumbents. Feedback from supervisors, ex-trainees, and (if

training occurs at a decentralized agency) institutionally-based trainers can assist in identifying training needs and assessing training impact. Frequent contacts between consumers and providers of training will enhance understanding of the adequacy of training; too frequently these contacts are not maintained--training and workplace do not get joined. Records such as facility incident reports, grievances filed against corrections personnel, and employee evaluations are additional sources from which job performance needs may be identified. These measures may also assist in the determination of changes that have occurred as a result of training. Communication links between the training unit and the trainees' organization to obtain performance measures and feedback on performance are essential to both good organization and effective training. An addition to the model emphasizes that such activity should be carried out.

Two additional components have been added. The first is a step for specifying goals and objectives of the training course; the second provides for development of training performance measures and standards. While these steps were assumed in the original Instructional System Operations Model, it was felt that they were not explicitly addressed or given sufficient emphasis. The new components are included as a reminder of the distinction between goals, objectives, and standards for a specific course, as compared with those of the system as a whole. To clarify this point, earlier stages of the model deal with a job population, standards, and performance requirements with reference to the entire correctional jurisdiction to which training applies. The initial assessment of job and organizational needs, then, might be conducted on a rather broad scale. As one progresses through the model, the scope of investigation is narrowed to focus on the processes within a specific training course. The two added steps should assist in making this transition.

We have also added feedback loops (broken lines) to the model. Although it is implicit in our conceptualization of the training process that all of the components are interrelated in such a way that activities during one stage of training affect the outcome in other areas, the

additional loops emphasize the tie between several critical points in the process. One loop reminds us that any training program is presumed to be conducted to satisfy a problem or need; i.e., a need has been demonstrated, and the performance gap defines the problem specifically. Another loop extends from the stage of program development where needed changes in knowledge, skills, and attitudes are determined, to previous activities involving definition of job performance needs. This is done to reinforce that continuous monitoring must take place to assure consistency between system needs and training needs. Another loop ties assessment of training outcomes to performance standards; this is purely a reminder that the same criteria and standards can serve purposes both of identifying performance needs and assessing the extent to which these needs have been satisfied through training. A fourth loop connects the last component of the model--program evaluation--to the first step of training development in order to reflect that the training process and its assessment are continuing, ongoing activities.

Purposes Served

For trainers and training program developers, the model serves a functional role, offering a way of conceptualizing and examining the workings of the training process. An unintended effect of two of the workshops (those where participants were from a range of job categories and different corrections agencies within the state system) demonstrated another way in which the model has value. At these sites, the model served as a vehicle to focus discussion on existing training processes and related concerns of workshop participants. One of the characteristics of training in corrections which has been discussed in past reports (see Chapter VI in the Phase I final report) is the isolation of the training unit in relation to the system within which it functions. The major difficulty in using the Instructional System Operations Model--the lack of performance information and feedback links between training facilities and the organization(s) serviced--reflects that this isolation exists.

In the workshop discussions of the process model, training personnel were able to communicate to their administrators and policy makers how the lack of performance standards limited the effectiveness and impact of training activities. It is in this manner that the model can be used as a tool for organizational development. The correctional trainer is in a unique position--filling a role between line staff personnel and managers of the system--to educate both parties about information gaps and actions that might be taken to improve correctional programs and activities. In these instances, the workshops demonstrated that discussion of the model can provide a common ground for understanding of problems and their resolution.

Use of the model and its component parts will vary with the structure of the training unit. If training is regularly conducted at a training academy or another decentralized facility (as was the case in the three workshops), obtaining information on trainee job performance may require greater efforts to establish and maintain open feedback channels with agency-based personnel (although a training unit contained within an organization may still need to extend itself to obtain this information). Additionally, the various training functions--program development, classroom instruction, program coordination, and evaluation--are often delegated to persons whose job responsibilities appear to not require them to communicate with each other. Continuing and open communication between these offices is necessary. In particular, the process model requires that those who design training and those who conduct training work together to achieve consensus on goals and objectives of each program developed.

Conditions of Use

The acceptance and usefulness of the entire Instructional System Operations Model by correctional training personnel is dependent primarily upon the communication system or extent of cooperation maintained between the training unit and the organization or system within which it is contained. Since the model conceptualizes training as a performance-based activity, whether or not it can be applied is contingent upon the existence of a liaison or feedback network between the training unit and the trainees'

workplace. In order to identify necessary job behaviors and training needs and to assess the impact of the training program (with reference to the transfer and use of acquired skills and knowledge back on the job), an exchange of information about job activities, personnel performance, and organizational circumstances must occur. This includes not only a working relationship between trainers and supervisory personnel or some training representative within the home facility, but also adequate communication between administrative and policy level personnel in both the training and organizational arenas. The latter is necessary in the sense that changes in training activities may require policy support in the organization, and vice versa.

Finally, the Instructional System Operations Model should be used in conjunction with both the Correctional Issues Model and the evaluation strategy proposed. The training unit does not operate independent of the surrounding correctional environment; the Instructional System Operations Model, representing the training process, must be supplemented by considering the context within which training functions. The Correctional Issues Model provides a backdrop for studying the training process as it is affected by social, political, valuative, and economic issues. The Evaluation Model provides a guide for achieving reliability and validity in the assessment of training outcomes.

The Evaluation Model*

Workshop participants found this model (see Figure 3) interesting, but more overwhelming than the other models. The model is more technically complex, and thus requires dealing with concepts many participants had not studied since college. In addition, most participants had neither the formal responsibilities nor resources to perform an involved evaluation. Even though many participants thought that the fully developed evaluation was beyond them, they felt that certain parts of the model were useful. The initial stages of the model, those dealing with the purposes and limits on evaluation, were found to be helpful for planning. In

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*This model is developed fully in Volume 3, Chapter XI of the Phase I final report of the project.
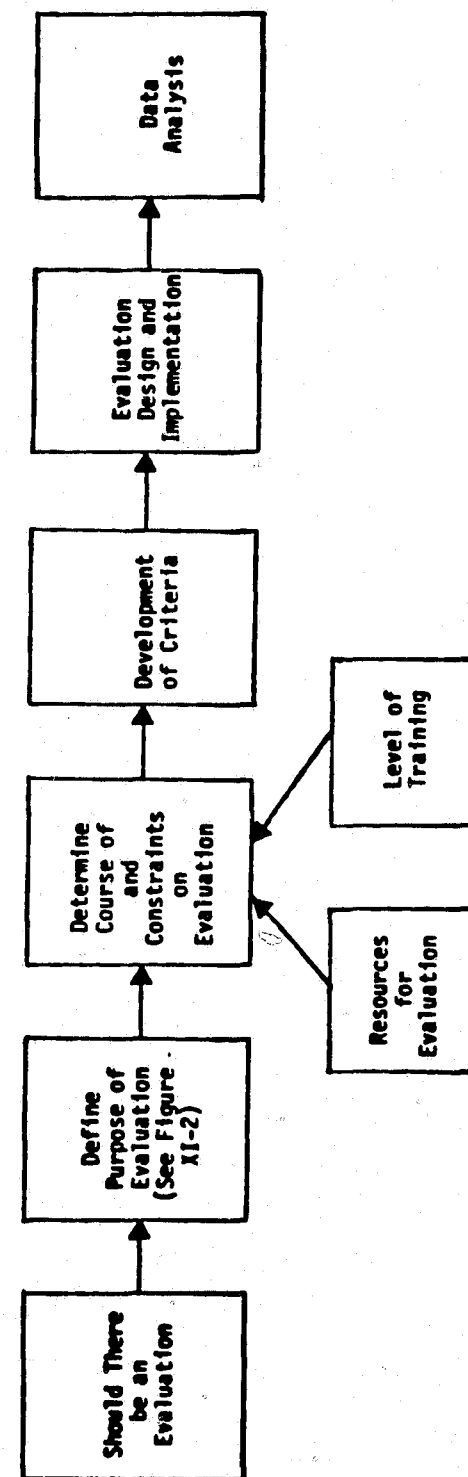
Figure 3. Steps in the Evaluation

addition, the ways of informally implementing and using evaluation were considered useful.

Comments from workshop participants indicated that certain specific revisions were needed to improve the model. First, some participants, mostly trainers, said that a formal evaluation procedure was an interesting, but generally wasteful, expenditure of time and money. They felt that such evaluations only duplicate the trainers' classroom-based conclusions about the effectiveness of training. An explanation of the usefulness of such formal evaluations seems needed. The other changes in the model involve clarifications of certain topics that participants found either confusing or too terse to be helpful. The needed revisions, then, are primarily additions to the model.

Reasons for Evaluating Training

At the beginning of the description of the model, a statement about the usefulness of formal evaluation is needed. In its present form, this procedure is justified only on the basis of reducing the chances for bias and incompleteness. (Chapter X in the Phase I final report contains a discussion of the need for and reasons to evaluate.) Many training personnel we spoke to firmly believed that their informal evaluations were both complete and unbiased. Experienced trainers may, indeed, have a good sense of what is learned in their courses.

However, the accuracy of informal evaluations is besides the point. Formal evaluations are not meant to supplant informal trainer observations, but rather to complement them. Formal evaluations serve several functions which are not adequately carried out using informal trainer evaluations. Often the major reason for performing a formal evaluation is political; it is a much more effective means of convincing decision makers. Regardless of the relative quality of formal and informal evaluations, formal evaluations appear more objective and are thus, more likely to convince adiminstrators about the efficacy of the work of a training program. Additionally, formal evaluations can be more thorough, considering not only the ideas of trainers, but also the views of trainees, administrators,

and supervisors. Formal evaluations also transcend classroom behavior
and usually involve the study of performance on-the-job. Trainer judg-
ments are, in contrast, more narrowly focused on behavior the trainer
observes, which is often far removed from the trainees' performance at
work.

Differences Among the Evaluation Stages

There are six stages in the evaluation model. Some workshop partici-
pants suggested that the stages differed in generality. Indeed, the first
three are general and the next three are more precise. Stages one and two
set the course of the evaluation. Stage three sets limits on the type of
evaluation that may be conducted. The evaluator works within these con-
straints and goals to make the more specific decisions required in the
other stages.

Participants had great difficulty with the first stage in the model--
deciding whether or not to carry out an evaluation. It was recommended
that the decision be made on the basis of cost-effectiveness, potential
impact of the findings, and availability of personnel competent to per-
form the evaluation. When trying to make the decision, participants
found that they needed information that would be gathered later in the
evaluation process. For example, since they had not decided what type
of evaluation to perform, issues of cost and personnel qualifications
could not be determined. It was not our intention to require such specific
information. Rather, at this stage, the evaluator is only required to
know about the general resources of his or her agency. The evaluator
should not be asking if a specific type of evaluation can be conducted,
but rather if there are resources available to perform some type of evalua-
tion. If some form of evaluation seems feasible, then more specific
decisions about its form can be made.

Another stage causing confusion concerned the development of criteria.
It is not surprising that this stage was difficult to understand, since
it involves the most information and requires the most decisions. One
source of confusion can be easily handled--the statement of goals. Goals
were written as questions. They should be written as goal statements.

The other problem is not so easily solved. That problem involves the
difficulties in developing criteria. Unfortunately, besides writing a
much longer description of this process, we see no way to revise the
model to accommodate this need. Nor is a revision the best way to handle
the problem. Greater experience in applying the model is needed. Some
of this experience may be gained in the training workshop itself. Other
experience should be gained the first time the model is used to make an
evaluation.

Participants also were concerned about one part of this stage--the
development of decision rules. In the model it was suggested that
standards for determining the effectiveness of training be made by all
parties before the evaluation. Workshop participants felt that standards
would only reflect administrator's desires. That is clearly a possibility.
Nor is there any easy way to reduce the role of administrators. Public
discussion of standards only makes clear what is usually unstated.
Administrators generally make the decisions about training; public
discussion about these decisions may allow others to know the decisions
and to discuss them.

If the administrator is using arbitrary and overly demanding standards,
training can always be evaluated by inferential statistics. Unfortunately,
because of the small number of trainees in most evaluations, and the
nature of the measures in these studies, the results may not support (on
a probability basis) the influence of training. Thus, trainers and evalua-
tors need to decide which technique--judgment or statistics--will be a
fairer technique in evaluation.

Correctional Issues Model*

Background

In the original Correctional Issues Model, the factors bearing on
training were classed in three groups--valuative, policy, and practice
issues (see Figure 4). The valuative dimension represents the diverse

*Earlier discussion of the model will be found in Volume 2, Chapter III
and Chapter VI of the Phase I final report.

Valuative Issues--

Values
Morals
Beliefs
Standards

Policy Issues--

Social
Political
Economic
Legal

Practice Issues--

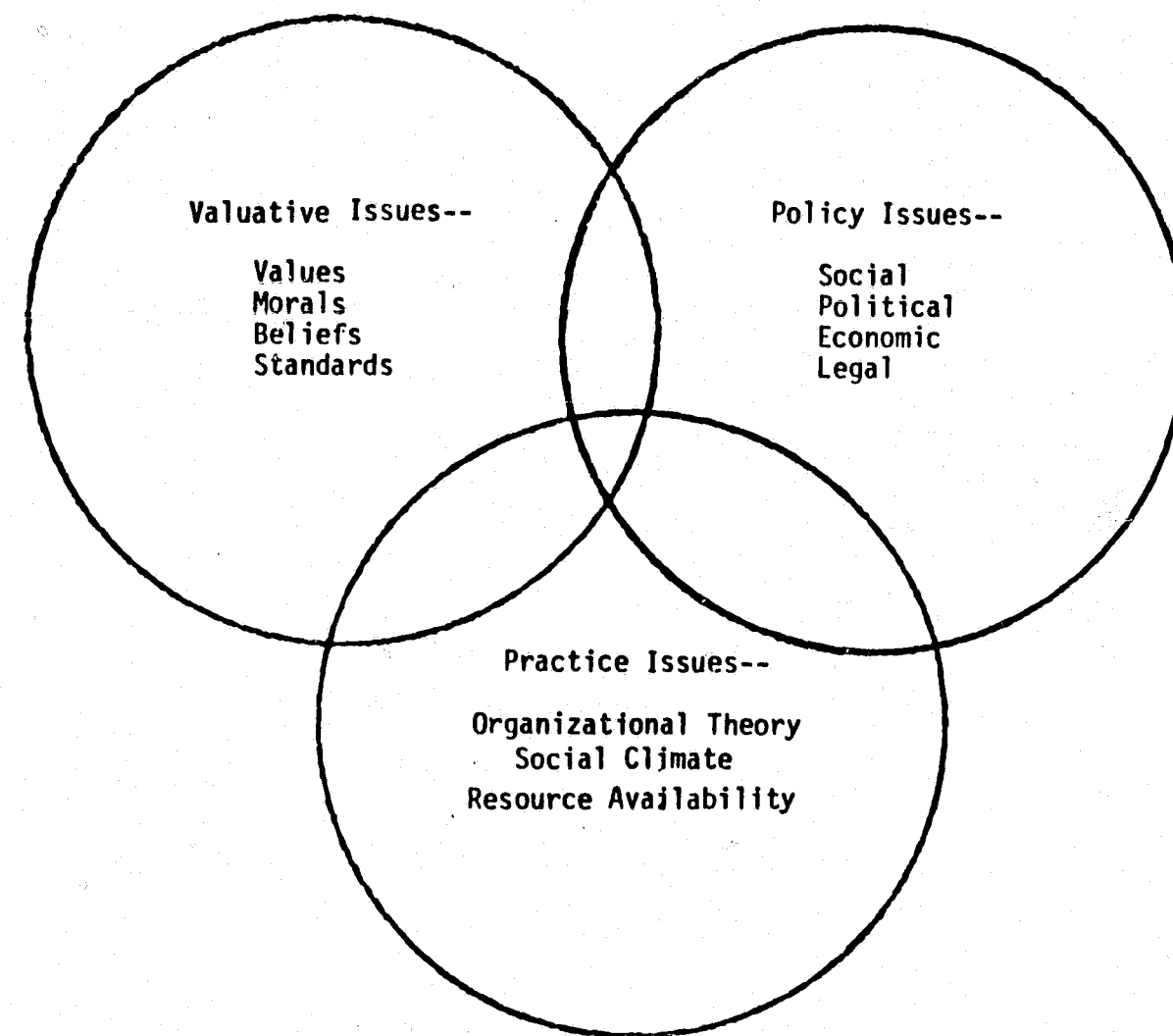Organizational Theory
Social Climate
Resource Availability

Figure 4. Initial Correctional Issues Model

and changing values, morals, beliefs, and standards found in today's society. Policy issues include the larger social, political economic, and legal conditions under which correctional organizations operate. Practice issues include more specific organizational activities generic to corrections, including the types of administrative activities, job definitions, agency policies, and levels of funding which directly influence correctional procedures.

This initial model was very broad and flexible, with a lack of clear-cut boundaries between the three factors and the significance of each issue was thought more likely to be situationally determined. Rather than specifying the precise impact of these factors on training in corrections, the initial model was useful primarily as a hueristic device to point out the range of potential influences on training in corrections. Of particular concern were the generally unrecognized forces that are beyond the direct control of those being trained and those doing the training.

The initial attempt in revising the model entailed a specification of the different institutional arrangements of training. In the early stages of the project, we became aware of the variety of institutional arrangements for providing training. The different training environments included (1) training programs conducted within a correctional organization by its own personnel, (2) training conducted within a correctional organization by consultants or trainers from outside organizations, (3) correctional organizations sending their personnel to other organizations offering training, (4) a correctional training academy or centralized regional training agency serving several correctional organizations and/or systems such as state departments of correction, state probation and parole departments, or local detention facilities. We assumed that these institutional arrangements would have a significant influence on the type of training and the process of providing training.

Although institutional arrangements do affect training, we found that forces outside of the training program itself may have an even greater role. Some of those environmental forces were identified as

directly affecting the organization in securing resources and program support from its immediate environment. For example, budget deficits in local communities might result in a reduction of the work force among correctional personnel, reducing both the number of potential trainees and trainers. Other pressures identified were not as precisely focused; they seemed to be attributed to the general state of the nation. Economic and political conditions have the potential to transform a nation's economy and social character with respects to its willingness or unwillingness to support social programs; the same is true at local levels.

It also became apparent that these external forces impinging upon correctional training produced a turbulent environment characterized by uncertainty, complexity, and instability. The extent of turbulence varied significantly from community to community and between agencies. Some correctional systems seemed to operate in highly turbulent fields with little control over the forces in their local community, and the larger social and political environment. Other correctional organizations operated as having support and power to influence some aspects of their local task environment, but little control over larger system forces.

After recognizing the role of these environmental influences, we were able to identify a series of reactions of correctional agencies and their personnel in coping with turbulence (see Figure 5). In further refining our model, we used the concept of the Correctional Turbulence Line to show the relationship between perceived environmental turbulence by correctional agencies and the limitations on their organization's decision-making and effectiveness. As the level of complexity and turbulence in the environment increased, there was a corresponding reduction in the agency's ability to acquire resources and to make and control decisions about the agency's organizational destiny (see Figure 6).

Site visit data further suggested that training was one mechanism used by correctional agencies to deal with the turbulent environment. Training strategies became one method of coping with the environment. Training strategies were also consistent with other organizational techniques in reaction to turbulence.
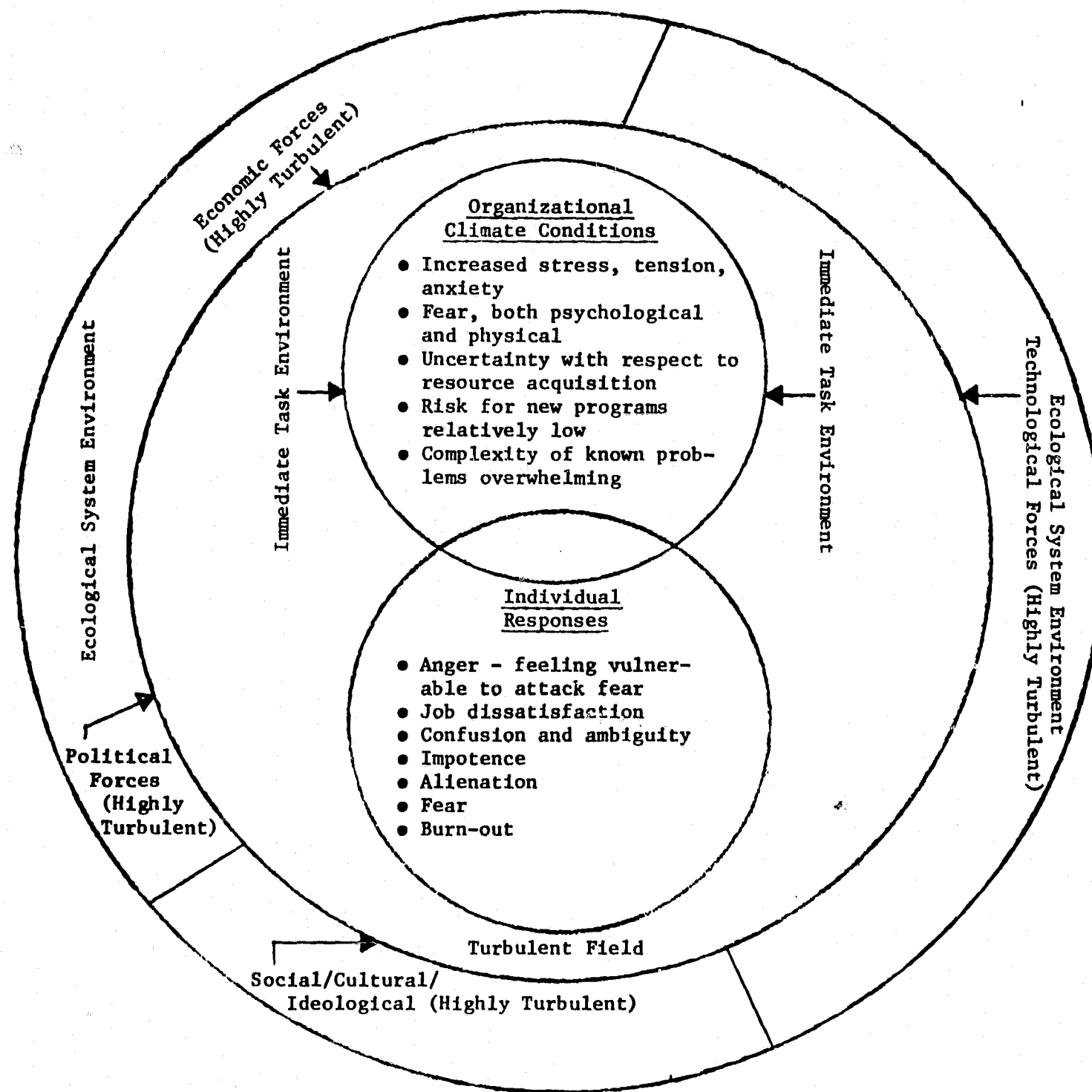
Figure 5. Turbulence in the Correctional Environment

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Economic Forces
(Highly Turbulent)

Ecological System Environment

Immediate Task Environment

Ecological System Environment
Technological Forces (Highly Turbulent)

Immediate Task Environment

Organizational Climate Conditions

- Increased stress, tension, anxiety
- Fear, both psychological and physical
- Uncertainty with respect to resource acquisition
- Risk for new programs relatively low
- Complexity of known problems overwhelming

Individual Responses

- Anger - feeling vulnerable to attack fear
- Job dissatisfaction
- Confusion and ambiguity
- Impotence
- Alienation
- Fear
- Burn-out

Turbulent Field

Political
Forces
(Highly
Turbulent)

Social/Cultural/
Ideological (Highly Turbulent)

Figure 6. Correctional Turbulence Line

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On the basis of our site visits, we concluded that the environment outside of training required greater understanding. The Issues Model was revised in an attempt to focus on these factors. One of the major changes concerned the specification of these factors.

The Revised Issues Model

Ecological/Larger Systems Environment. Forces in the ecological or larger system environment are identified first in the model (see Figure 7). Here we refer to the nature and shape of global forces-- political, cultural, economic, legal, and ideological--existing today. (We have, for example, begun to experience the turbulence produced by the search for energy reserves, efforts to maintain international stability, the oil cartel, and trade deficits.) Within the larger ecological environment are various political and legal forces that work to shape public policy in certain directions. Varying ideological and social-cultural forces determine activities of the government, private industries, and social service systems. Equally significant is the shape of technological developments including methods of information gathering, storage, and dissemination, all which affect the knowledge base from which we work. Each of these variables is a source of pressure in the nation and distinct localities differentially affect the national scene, the criminal justice system, its correctional component, and individual agencies.

Local Task Environment. Any organization, whether it be a correc- tional agency or an educational institution, is embedded in what we have chosen to call a task environment--the environment from which re- sources and support must be secured to carry out the work of the organi- zation. Organizations can only perform tasks to the extent that they are successful in having others recognize their domain. Resources, both human and monetary, represent the crucial way other units show their support for the organization. Within this framework, the task environ- ment consists of organizations, groups, and individuals who have the potential to enhance or constrain the correctional agency in its efforts to perform its major tasks.
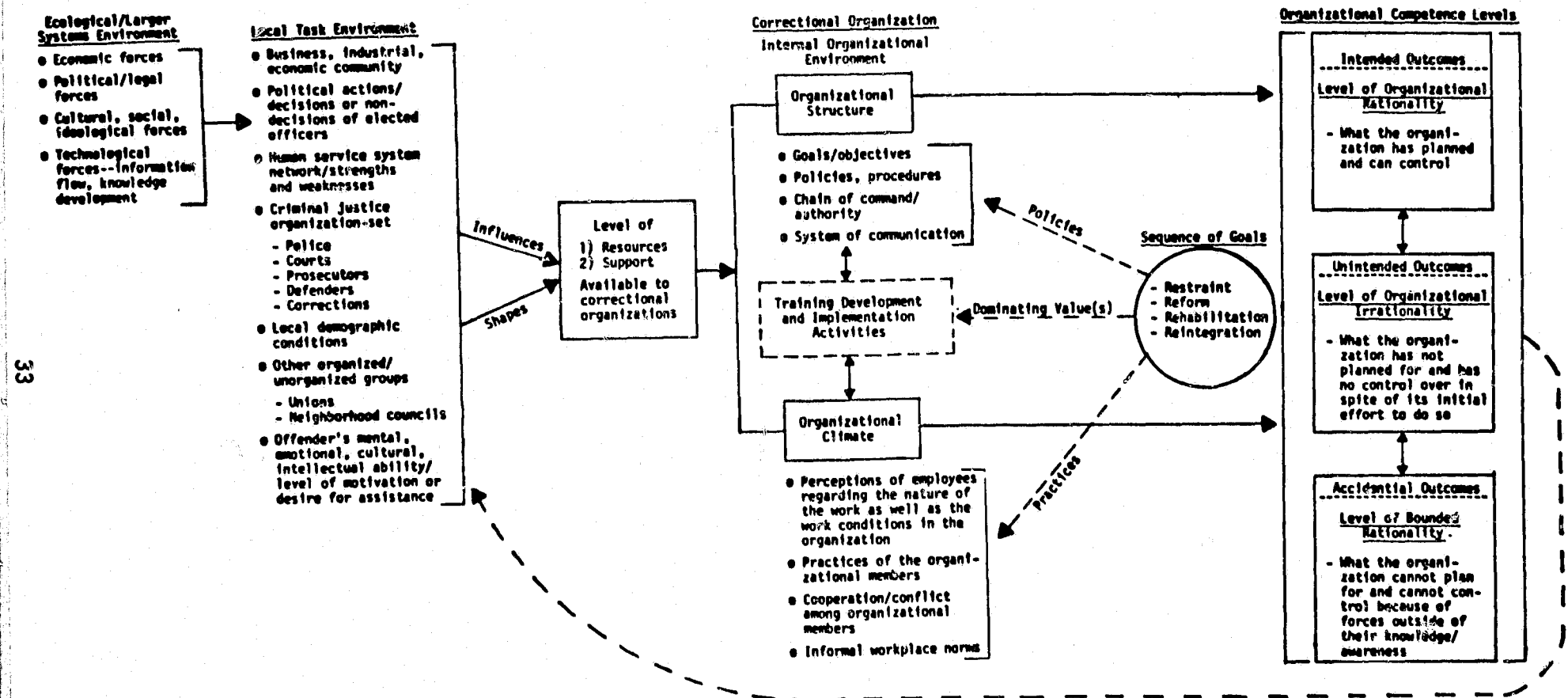
Figure 7. Revised Correctional Issues Model

The larger ecological or system environment significantly influences the task environment, determining the level of available resources to all the member organizations. The task environment is made up of the local business, industrial, and economic communities. Local political and governmental structures influence public policy decisions, which, in turn, often affect correctional goals and objectives. Correctional agencies are significantly affected by actions and decisions mady by other criminal justice organizations. Law enforcement and prosecutorial agencies, for example, have the power to prevent correctional agencies from releasing offenders too quickly into the community under some form of release status.

Another important element in the local task environment is the network of human service organizations. Correctional organizations generally have been unsuccessful in developing effective interagency linkages with the human service network. As a consequence, many offenders have been denied access to human services. As resources and support for human service programs become even more limited, the human service network is likely to further tighten its boundaries, particularly with respect to clientele deemed troublesome and risky.

Several organized and unorganized groups, to the extent they become mobilized around a strategic issue of concern, also have the potential to affect the programs and activities of correctional agencies. When they organize, local community residents have the power to block correctional decisions to open community correctional centers in their neighborhood. Conversely, these groups can be mobilized to support correctional decisions. Recently, for example, correctional employee unions have forced changes with both positive and negative consequences to correctional organizations.

Local demographic conditions also affect correctional organizations. The greater the number of poor individuals residing in a community, the more likely the correctional and other criminal justice agencies will be used as agencies of social control to deal with the problems of poverty and crime.

Another set of forces tied to the demographic make-up of a community include the neighborhood characteristics, family system, and peer group associates of offenders. To the extent these forces support pro-social activity, the greater is the likelihood the offender will make an effort to conform. Conversely, to the degree these forces support anti-social activity, the more likely it is the offender will continue to engage in deviance.

Part of the task environment also includes the individual characteristics of offenders entering the correctional system. Individual characteristics include the level of mental and emotional maturity of the offenders, their cultural and intellectual abilities, their prior experience with the system, their levels of trainability, and their levels of motivation or willingness to receive assistance. The problem of delivering services to offenders is a complicated matter, involving not only the offender's needs and level of motivation, but also the degree to which the human service network is open to provide these services.

Correctional Organization. Correctional organizations not only respond to forces in their task environment. They must respond to forces internal to their own organizations; training, for example, is influenced by both the climate and structure of the organization.

Organizational structure. Each agency develops an organizational structure to define and facilitate its work. Goals and objectives are set; policies and procedures delineate routes to meeting goals and objectives. A formal chain of command and authority identifies the roles and the power of workers. Communication lines provide the connective tissue that holds the organizational structure together. Organizational structure allows the organization to operate in service of its goals.

Operating practices vary. In a prison, for example, goal-related activities may include providing secure custody of offenders as a means of protecting the community. They might also include preventing inmates from doing violence to themselves or to one another, providing adequate food and other essential services, such as medical and dental care, recreation, and possibly job training, education, and other remedial

services. These operating activities are designed to produce definite outcomes for different groups of consumers. Protecting the community is one tangible output of a prison of interest to the larger community; providing for the care and protection of inmates is a tangible output of the correctional organization of interest to the prison community. Probation organizations, on the other hand, have quite different operating activities from those of the prison. The basic objectives of the corrections organization determine the basic operating practices.

Another important activity within a correctional organization relates to maintenance. Maintenance activities replenish the resources, both human and material, used in performing operational activities. Maintenance activities include the upkeep of equipment and the physical plant, securing supplies, socializing staff to required work norms, conducting training designed to equip staff with the requisite skills and knowledge to perform their tasks, and other activities that support or facilitate the correctional agency in performing its primary task.

In addition to operating and maintenance activities, correctional organizations carry out regulatory activities. Regulatory work is designed to assure that performance is in conformity with standards. It involves both monitoring the work within the organization and controlling the relations between units or sub-units within the organization to one another in ways that enhance the performance of its operating activities. Similar activities also relate the organization to its external environment in terms of the flow of resources and information.

Operating, maintenance, and regulatory activities help the correctional organization to define its goals and objectives. In order to explicate these different goals and objectives into guidelines for its organizational personnel and its clients, organizations develop policies and procedures as a means of socializing personnel to required work norms, behaviors, and tasks.

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Organizational climate. By organizational climate we mean the workers' perceptions concerning the nature of their work, as well as the work conditions themselves. Employees have attitudes about the organization and how it treats them, as well as about the nature of the various tasks they must perform. As a result of these work attitudes, personnel develop behaviors that may be functional or dysfunctional to individuals in the organization, as well as to the organization as a whole. When personnel become dissatisfied with their jobs and/or the work conditions, they tend to minimize the importance of the task or operating activity system, and emphasize, instead, the importance of their own needs. When this occurs, correctional organizations usually have not attempted to balance the organization structure and the organization climate in ways that are functional to meeting the needs of the organization for productivity, and of the individual workers for satisfaction.

Sequence of Goals. The corrections field in general, and agencies, specifically, vary in the strengths attached to correctional goals of restraint, reform, rehabilitation, and reintegration. National survey results of Phase I demonstrated, for example, that prisons training personnel attach greater importance to restraint than do probation and parole personnel--who, conversely, place significantly greater importance on rehabilitation and reintegration of offenders. While this is not an unexpected finding, it illustrated the effects that these general correctional goals will have on the organizational structure, the training program, and the organizational climate within an organization. These goals should not be assumed in an organization's charter. They should be recognized, and explicitly stated in organizational and training doctrine.

Organizational Competence. The last component of our revised issues model concerns organizational competence. When the organization fails to plan for specific outcomes, is unclear about its goals and objectives, and has no system for allocating priorities for dealing with organization-environment transactions under various conditions, these organizations have great difficulty planning and controlling their own fate. Knowledge

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of the environment allows the organization to anticipate events and plan
their reaction. Correctional organizations that can define the environ-
ments affecting them, define the constraints they face, and identify the
forces they can influence, are better able to cope with their environment.
We refer to this as the Level of Organizational Rationality.

When the organization fails to plan for specific outcomes, is un-
clear about its goals and objectives, and has no system for allocating
priorities for dealing with organization-environment transactions under
various conditions, then technical rationality becomes impossible. Such
deficiencies are characteristic of the Level of Organizational Irrationality.
There is, of course, the possibility that correctional organizations may
achieve a level of success or failure strictly on an accidental basis or
as a result of luck. We are referring here to the operation of forces
that are totally outside of the organization's control, as a result of
knowledge or forces that are unknown and could not be known beforehand.
Such accidental outcomes characterize the Level of Bounded Rationality.

The Correctional Issues Model concludes with a feedback loop. The
organization's competence level is associated with actions that are fed
into the task environment; task environment forces most likely again
exert impact on the correctional organization itself, to the point of
once again affecting the training offered by the organization. When
training is conducted by another organization, organizational problems
become highly complex interorganizational problems. In particular, dif-
ficulties relating to boundary control and exchange become exacerbated.
The model presented here is most relevent to a correctional-organizational
organization with its own internal training unit. When training becomes
enmeshed in the interorganizational terrain, the same basic forces are
at work, but we can only speculate at this time on the extent and nature
of the difficulties encountered under such an arrangement.

The model points to the significance of the organization's structure
and climate in helping to shape the design, development, and implementa-
tion of training. Ideally, the training unit should be responsive to the
forces generated by the interplay of organizational structure and climate,

and should provide feedback to the organization's management on changes
that may need to be made within the organization. If either the structure
or the climate of the organization is ignored, training more than likely
will have little payoff in preparing and socializing personnel for their
work. These organizational processes are connected in the Correctional
Issues Model in terms of questions assessing (a) the clarity of organi-
zational goals, objectives, and task requirements, and (b) the fit among
these organizational attributes. Listed below, these questions also have
relevance to the Instructional System Operations Model and the Instruc-
tional Systems Evaluation Model:

1. To what extent does the organization formulate and trans-
   mit clear information regarding organizational/sub-unit
   goals and objectives to personnel?

2. To what extent does the organization formulate and trans-
   mit clear information regarding job/task requirements and
   the criteria to be used for evaluating task performance
   to personnel?

3. To what extent are organization and sub-unit goals and
   objectives integrated with job/task performance require-
   ments?

Use of Model

The Correctional Issues Model was presented at workshops conducted
with correctional personnel in three states. The model was presented
as (a) a means to obtain perspective on the various environmental forces
impinging on corrections, (b) a framework or scaffolding in terms of
which agency goals might be better aligned with environmental demands,
and (c) a vehicle for workshop participants to conceptualize training in
relation to the environmental and organizational context in which train-
ing occurred.

The model served to orient workshop participants to the broader
forces affecting correctional work. In particular, the aspects of the
model relating to the ecological and task environments were readily under-
stood by participants. Thus, workshop participants indicated that the
various components of the ecological and task environments, as depicted

in the model, were relevant to understanding and gaining perspective on agency operation. The model directs users to assess agency operation in terms of levels of competence. Workshop participants, again, were able to do this. The feeling of the participants was that an understanding of environmental forces affecting the organization truly facilitated assessment of agency competence.

The model proved more difficult to use when attention was focused on the section devoted to the internal organizational environment of the correctional agency. The model requires the user to adopt broader perspective in which inputs originate in the external environments, throughputs are processed in the correctional organization, and outputs serve as indicators of organizational competence. Workshop participants were less able to use the model effectively to examine the internal operations of the correctional agency. Part of the difficulty lay with the composition of the workshop groups, which often were top-heavy with correctional system administrators and light on managers or line personnel with direct organizational responsibility. Presumably, persons with more direct involvement with correctional organizations would have been in a better position to analyze the workings of the internal organizational environment and its impact on training.

The model may also have contributed to the difficulties encountered by workshop participants in understanding the role of the internal organizational environment. That is, while it is fruitful to examine the internal organizational environment in terms of structure and climate, as is done in the model, the intricacies of these relationships have not been clearly explicated in the correctional literature*. As a consequence, the model has been elaborated to make clearer the various components of organizational climate and structure both as they relate to training and to the manner in which the organization interacts with its external environment.

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*An exception to this observation is the recent text by Duffee, Correctional management: Change and control in correctional organizations. Englewood Cliffs, NJ: Prentice Hall, 1980.

Integration of the Models

While each model has been presented and discussed separately, it must be emphasized that, to achieve full benefits that can come from application of the models, the models must be used together in order to acquire a total picture of correctional personnel training and factors affecting the training process. Used together, they make up a broad evaluation strategy.

The Venn diagram in Figure 8 provides a simple illustration of how the models relate to each other. The Issues Model has greatest breadth. Most of the Operations Model is imbedded in Issues; training technology could be considered to be outside of the Issues circle. Evaluation is more focused, but still cuts across both of the other two. Again, parts of Evaluation, such as experimental design and inferential statistical techniques can be considered to be exclusive to Evaluation, and in a sector by itself.

In using the models, we believe it proper to examine a training program (whether anticipated, or extant) first, using the Issues Model, then by applying the Operations Model, and finally, as appropriate, the Evaluation Model.
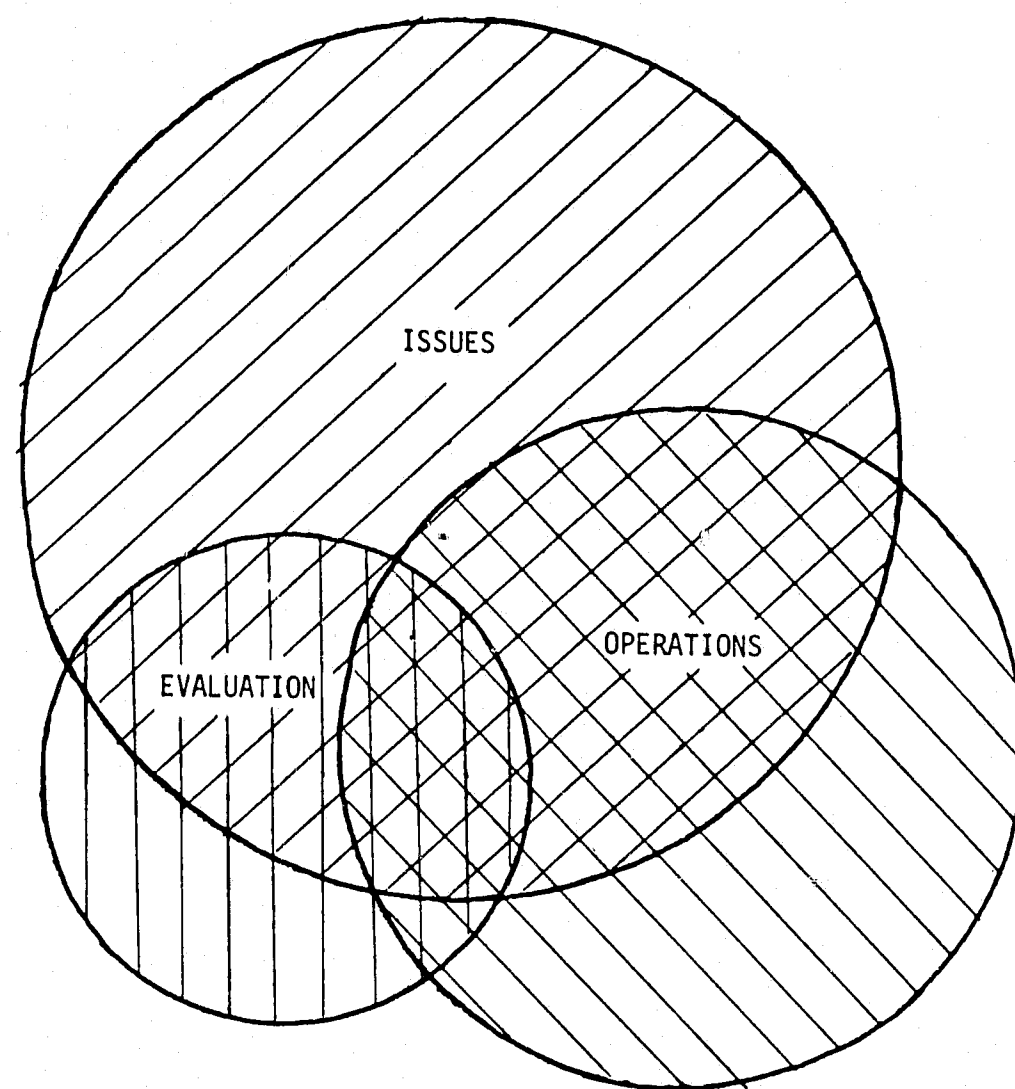
Figure 8. Integration of the Three Models

RECOMMENDATIONS FOR CONTINUING STUDY

Our experience in the evaluation workshops points to a combination of the three models into a single, broad set of guides for planning, developing, conducting, and evaluating training. The workshops demonstrated the interest in, and the presumed applicability of, the models. There needs to be continuing study and application of the models (a) to verify further their usefulness and (b) to encourage and reinforce agencies in the use of good evaluation strategies. A number of alternatives for continuing study are suggested:

(1) Follow participants of the three workshops over an extended period to learn to what extent the models have been used, and with what success.

(2) Follow agencies that the participants represent to assess the impact of the use of the models.

(3) Select additional agencies to try out the evaluation strategies, i.e., conduct additional workshops.

(4) Contrast, by a summative evaluation process, the effectiveness of agencies that have been exposed to the evaluation strategies with similar agencies that have not.

Follow Participants of Workshops

Workshop participants have many different responsibilities in the correctional system. Some were trainers with little or no explicit responsibility for evaluation. Some were evaluators whose principal roles were to conduct, assist, and promote evaluation practices. Some had staff and program development obligations. Some were managers and administrators of correctional agencies. And some were makers of public and institutional policy. It would be very informative to maintain active contact with all these persons, say, on a 3-month basis, over a period of a year, to learn the extent to which the materials and ideas presented in the workshops proved useful. This kind of follow up work would be done by a combination questionnaire and telephone survey at 3 and 9 months, followed by personal interviews at 6 and 12 months.

Follow Agencies Represented by Participants

Following agencies would be an extension of following participants; possibly the two activities should be combined. Following agencies is more global. This presupposes, of course, that participants have influenced their agencies to pay greater attention to planning and evaluation. The outcome might be seen in cost and effectiveness measures. This kind of continuing effort probably should extend beyond the 12-month period suggested for follow-up of participants. It is likely that a 24-month period might be required to learn if the evaluation materials had impact on the organization.

Continue Workshop Demonstrations

The workshops appear to be successful from several standpoints: presenting evaluation ideas and materials; helping participants to be more alert to planning and evaluation; and serving as a means of bringing together correctional persons of differing responsibilities and roles, with the serendipitous corsequence of presenting a discussion environment wherein little-discussed policy and administrative matters could be aired. The usefulness of the workshops in this role should be recognized. It would appear to be of value to continue using the evaluation workshop information and techniques as a catalyst for developing better understanding among correctional personnel.

Contrast Agencies

To complete and verify the usefulness of the evaluation strategies, it would be wise to develop a quasi-experimental design to compare agencies exposed to the evaluation strategies with those that had not had such exposure. Such a project would require the selection of, for example, six matched pairs of agencies, in which each member of a pair was similar in size, function, and resources. One member of the pair would be trained and counseled in the use of the evaluation strategies; the other would not. The members of the pairs would then be compared as to the effectiveness of its respective organization in carrying out agency functions. Such an effort would require 18 to 24 months to carry out properly.

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APPENDIX A

CONCEPTUAL MODELS AND QUESTIONS

Questions for the INSTRUCTIONAL SYSTEM OPERATIONS MODEL

A. DEFINE JOB POPULATION

1. To what target group of employees is training to be provided?

   a. What job titles do they hold?

   b. What are their duties and responsibilities?

   c. What is their job level (organizational level)?

2. What is the educational level/trainability of available manpower?

   a. What is their educational background?

   b. What is the extent of related job experience of those to be trained?

3. Homogeniety of job activity, job level mix:

   a. Are individuals of different job classifications/specialties to be given the same training?

   b. Are employees with varying job experience, knowledge, and prior training in the same training class?

4. How comparable are job qualifications and responsibilities between institutions (if the population definition encompasses multiple institutions)?

B. SET OR ASCERTAIN PERFORMANCE STANDARDS

1. With respect to the job population to be trained, what are the specific performance objectives and standards related to their jobs? Who set them? How was this done?

   a. Is there professional agreement and consensus on the standards?

   b. Are standards realistic/compatible with abilities and task of the worker?

   c. Are standards based on up to date and accurate job descriptions?

2. Has the organization clearly stated and made easily accessible a set of standards for worker performance?

3. To what extent are individuals aware of the performance standards for their jobs?

4. To what extent do employees accept the performance standards for their jobs?

   a. How do the employees perceive their job descriptions and performance standards? (good, helpful, too demanding...)

   b. Do social systems within the organization support or undermine the standards?

A-1

C. ASSESS PERFORMANCE AGAINST STANDARDS

1. How is employee performance assessed? (subjective vs. objective assessment; adequacy of tests)

2. What purposes are served by the performance assessment (e.g., merit raise determination, promotion, developmental feedback)?

3. Are there drawbacks or penalties (e.g., withdrawal of funds, disciplinary actions) as a result of performance flaws?

4. Is the organization resistant to assessment of performance?

5. What kind of performance feedback is provided to personnel?

6. Do workers view performance assessment as a threat, or a tool for feedback and improvement?

D. IS THERE A PERFORMANCE GAP?

1. What are the criteria for deciding whether a gap exists between standards and the actual performance of the job population?

2. Do organizational administrators and line personnel share the same goals and ideas of whether tasks and functions have been properly achieved?

3. What proportion of the job population exhibit significant deviation from satisfactory performance levels?

E. IS GAP A TRAINING, ORGANIZATIONAL, OR SELECTION PROBLEM?

Training

1. Are people performing unsatisfactorily because they don't know how to correctly carry out work tasks?

   a. Have they never received training?

   b. Is training failing to equip employees with needed knowledges and skills?

Organizational

1. Are there formal or informal social systems existing among organizational groups that interfere with performance?

2. Are organizational policies and training in agreement?

3. What type and quality of communication exists within the organization and among different levels of organizational personnel?

4. Are agency goals defined and agreed upon?

5. Is there sufficient manpower to achieve goals?

Selection

1. Is gap due to intra- or extra- individual factors?

2. If the gap is due to intra-individual factors, are these factors innate abilities, motives or traits, or trainable knowledges, skills, or attitudes?

F. IS TRAINING REQUIRED FOR NONPERFORMANCE REASONS?

1. What nonperformance goals (not job-related) is training expected to achieve?

2. How do these nonperformance goals relate to the training activity?

3. What were some of the specific pressures or assumptions that encouraged the development of this program?

   a. How do regulations and legislative mandates effect the training program?

   b. What are political and community influences?

G. DETERMINE NEEDED KNOWLEDGES, SKILLS, OR ATTITUDE CHANGES

1. What is the method of making the determination (ie., empirical, clinical, rational/intuitive)?

2. Have the trainees, their supervisors, or trainers voiced specific training needs?

3. What types of needs are determined to exist: knowledge, skill, attitude change, or some combination?

4. What are the overall goals of the training program?

H. DETERMINE METHODS FOR IMPARTING NEEDED KNOWLEDGES, SKILLS, OR ATTITUDE CHANGES

1. What kinds of instructional methods are used in training (e.g., classroom lecture, self-study, group work, on-the-job training, etc.)?

2. Is training based on the active or passive learning model?

3. Are there rewards/sanctions linked to success in training?

4. Is the progress of participants assessed and fed back during or upon completion of training? On what basis is feedback derived?

5. Are instructional methods suitable for the trainee population?

6. Are trainers comfortable with the methods used?

7. Can teaching methods be fitted to the purpose and content of training?

I. OBTAIN OR PREPARE INSTRUCTIONAL MATERIALS

1. What type of materials are selected: texts or manuals, programmed instructions, films, models, etc., and their combinations?

2. Are materials and curriculum obtained from outside sources or prepared by training personnel especially for this training project?

3. Have the training materials been used previously to impart the specified knowledges, skills, or attitude changes?

4. Are materials appropriate to participant abilities?

J. SELECT AND PREPARE INSTRUCTIONAL PERSONNEL

1. Are training staff selected from in-house personnel or from external sources?

2. How were the instructors selected/recruited?

3. Are trainers specialists in the subject area or non-specialized instructors?

4. Are trainers familiar with teaching techniques and learning theory?

5. What kind of training is received by training staff to prepare them for their assignment? How much, how often, where do they receive their training?

6. Does the training unit have sufficient manpower to provide needed services?

7. Are there any special rewards or incentives available to trainers for doing a good job?

8. Is there resistance to trainers from outside of the participating organization?

9. Are "outside" trainers aware of the organizational functioning and climate of participating agencies?

K. SELECT PARTICIPANTS

1. Is participation in the training voluntary or mandatory?

2. In the case that sufficient funding and resources for training all personnel is not provided, on what basis is the selection of participants made?

3. Have participants been informed of the reason that they were selected to attend training?

4. Are participants with different levels of prior knowledge about the subject area assigned to the same training group?

5. Are participants from different organizational levels assigned to the same training group?

L. SELECT TRAINING SITES

1. Do facilities provide an atmosphere conducive to learning (i.e., comfortable, interruption free)?

2. Are the training sites located at or away from the institutions where the participants work?

3. Does the distance that must be traveled to training present a problem?

M. IMPLEMENT TRAINING

1. Is there sufficient funding, allocation of resources, availability of facilities to carry out training?

2. Is the administration supportive of, and committed to the training program?

3. Are training logistics (number of training sessions, length of each training session, total number of hours of training) coordinated as efficiently and conveniently as possible?

4. Is release time with pay provided for training?

5. If training is held during regular work hours are replacement personnel available to cover for those attending training?

6. If training entails extra hours of work, is overtime premium pay or compensatory time provided?

7. Are participants aware of the purpose of training and what is expected of them during and after training?

8. Are there any special rewards or incentives available to trainees for doing a good job?

9. Are trainees given feedback (graded, evaluated) on their performance? How so?

10. Do trainees feel this information (grades, evaluation) is a good indicator of how well they think they are doing in training?

11. Do trainees have any input into how the program is conducted?

12. How is the problem of absenteeism from training dealt with?

13. What other services (i.e., career counseling, remedial assistance, supplementary programmed instruction) are provided to trainees? By whom? How often?

14. Is training coordinated with other correctional or social agencies? How does this work out?

N. TRAINING OUTCOMES

1. What changes in program participants have occurred as a result of the training program?

   a. What are the internal training outcomes (i.e., learning or attitude change)?

   b. What are the external training outcomes (job behavior or results)?

2. When does assessment of impact take place?

   a. During the program?

   b. Upon completion of the program?

   c. (Six months) after being on the job?

3. Is trainer performance assessed?

4. How many people ultimately fail/drop out of the program? What are the major causes for people failing/dropping out? Who fails/drops out?

5. Are participants given the opportunity to utilize learned skills once they return to the job?

6. How does the organization encourage or facilitate the use of training on-the-job?

   a. Supervisor support?

   b. Policy support?

7. Are outcomes publicized; results shared and benefited from?
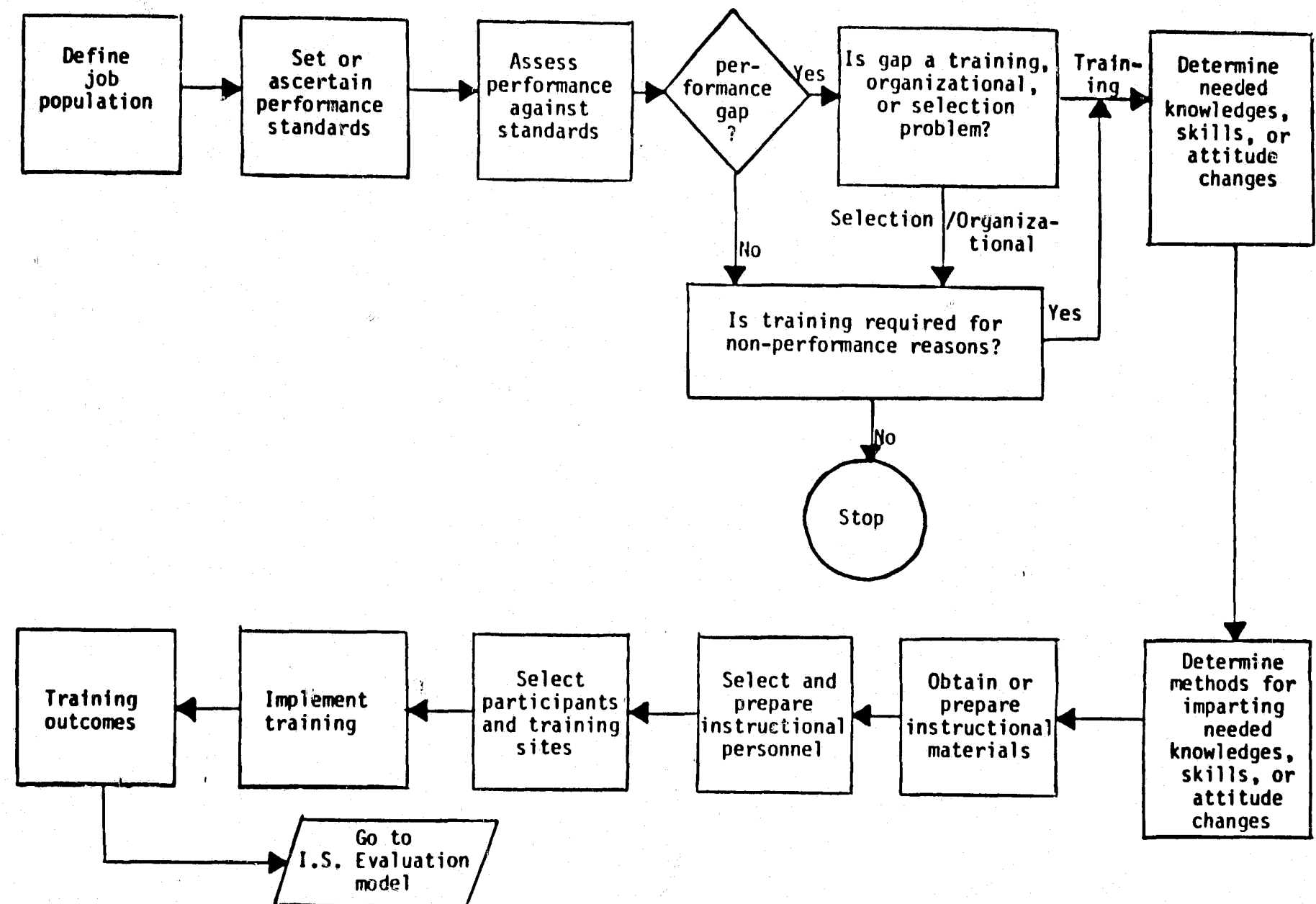
Instructional System Operations Model

Questions on the Evaluation Strategy

A. WILL A PLANNED, SYSTEMATIC EVALUATION BE CONDUCTED?

1. Is training more costly than the evaluation?

2. Is the training provided infrequently or to few people?

3. Will the results of the evaluation influence training decisions?

4. Are there financial resources to carry out the evaluation?

5. Are there personnel to carry out the evaluation?

B. WHAT IS THE PURPOSE OF THE EVALUATION?

1. What sort of data or information will be most relevant to the decisions made about the training? What are these decisions?

2. At what stage is the training course being planned (program installation), in the process of development (formative evaluation), already completed (summative evaluation)?

3. For Program Installation Evaluations:

   a. Is the planned program addressing the most intense needs of the organization? How do you know what these needs are?

   b. Is training the best way to meet these needs? What other approaches might be used?

   c. Are there financial, personnel, and material resources available to produce the training?

   d. Are there resources available to maintain the program?

   e. Is there organizational support for the training?

   f. Is there organizational support for the behavior that will be trained?

4. For Formative Evaluation:

   a. Are course objectives linked to the needs of the organization?

   b. Is the course content relevant to the course objectives?

   c. Is the course level geared to the trainees?

   d. Is the training method appropriate for training the program content?

   e. How are people selected as trainees?

   f. Are the people who need and can use the course included as trainees?

   g. Is the training staff qualified to teach the course?

5. For Summative Evaluation:

   a. Is there a continuing need and demand for the training?

   b. How will course effectiveness be measured?

   c. What are the unintended effects of this training?

C. WHAT ARE THE LIMITS THAT MUST BE PLACED ON THE PLANNED EVALUATION?

1. How much money is available for the evaluation?

2. How stable is the funding? Is the funding available for a long-term evaluation?

3. When must the evaluation be completed?

4. Is the cooperation of administrators, supervisors, and other staff needed for the evaluation? Is it likely to be given? Is there apt to be any opposition?

5. What are the skills of those who will perform the evaluation? What evaluation methods do they have the knowledge to use?

D. WHAT SPECIFIC GOAL(S) WILL BE USED IN THE EVALUATION? (SEE THE FOLLOWING LIST OF GOALS.)

1. Which goal(s) are appropriate to the type of evaluation (e.g., formative, summative, program installation) being carried out?

2. Which goal(s) are most relevant to the training course?

3. Which goals are measurable within a reasonable amount of time and for an acceptable cost?

4. Which goals would be most acceptable and useful to decision makers?

5. Are certain training goals particularly important to your agency? Consider problems with prior training, the criteria used by your agency in making decisions about funding, as well as any other issues that are of special concern to your agency.

6. Which goals are related to the major objectives of the training program being evaluated?

E. WHICH METHOD(S) WILL BE USED TO EVALUATE EACH GOAL? (SEE THE FOLLOWING TABLE.)

1. Is funding available to use the method?

2. How much agency staff cooperation is required to use the method?

3. Do the evaluators know how to use the method, analyze, and interpret the results?

4. Will decision makers understand and accept the method and results?

5. What are the sources of possible bias in using this method? What might be done to overcome the problem?

F. HOW WILL THE IMPROVEMENT AFTER TRAINING BE MEASURED USING THE METHOD SELECTED?

G. WHAT AMOUNT OF IMPROVEMENT IS NEEDED TO DECIDE THAT TRAINING IS EFFECTIVE? HOW WILL THIS DECISION BE MADE?

H. HOW WILL THE EVALUATION BE CONDUCTED?

   1. Can a control group be used? Is it appropriate? Is it feasible? How will the control group be selected?

   2. Can a pretest-posttest design be used?

   3. Might several limited designs be required?

I. HOW WILL THE DATA FROM THE EVALUATION BE ANALYZED? DO STAFF UNDER-STAND THE ANALYSIS TECHNIQUES? DO DECISION MAKERS?

J. OTHER THINGS TO CONSIDER FOR WHICH THE EVALUATION MODEL HAS NO ANSWERS:

   1. What might be the consequences of negative findings for a proposed evaluation? Budgets cut? Staff laid off? Programs eliminated? Is the evaluation worth the risk?

   2. Is someone going to lean on you to get positive results?

   3. Is there any likelihood that the evaluation would be halted if it looks as if it might produce negative results?

The Selection of Goals

In an installation evaluation, conducted prior to the development of the program, the evaluator might consider the degree that the proposed program fulfills the following goals:

(1) Will the course teach a skill, information, or an attitude that is needed?

(2) What proportion of the staff can use the course?

(3) How critical is the need for the course, relative to other training and to other organizational needs?

(4) Are there alternatives--cheaper and easier ways--to get the skill? Should selection of trained personnel or the use of already available programs be considered?

(5) Are there available resources--money, trainee time, trainer skill and knowledge, etc.--to offer the course?

(6) Is the course acceptable to those involved?

(7) Can the skills or knowledge, once acquired, be applied in the organization?

When the training program is being developed and revised, using a formative evaluation strategy, the following points can be raised:

(8) Is the program content relevant to the skills, knowledge, or attitudes that are to be changed in the course?

(9) Is the training method an appropriate and effective one for teaching the skills, knowledge, or attitudes?

(10) Is the training presented in such a way that trainees attend to the material?

(11) Is the level of training consistent with the abilities and prior knowledge of the trainees?

(12) Can the training staff successfully present the course?

(13) Are trainees who take the course selected appropriately?

When the training course is fully developed, summative evaluation is used to judge its effectiveness. The issues to consider at this stage are:

(14) Is the program still needed?

(15) Do trainees find the course interesting, understandable, and useful?

(16) Have the trainees learned the content of the course?

(17) Do the trainees use the training back on the job, i.e., is the training transferable?

(18) Has the program affected organizational functioning?

(19) Has the program helped the agency carry out its goals?

(20) Are there any other behavioral or attitudinal consequences of training?

Table XI-1

Methods That Can be Used to Evaluate Training Goals

Training Goals	(a) Interviews with Staff	(b) Questionnaires to Staff	(c) Observation of Job	(d) Review Organization Records	(e) Review Laws & Professional Standards	(f) Review Performance Standards	(g) Content Validity Methodology	(h) Interviews with Trainees	(i) Tests of Knowledge and Skill	(j) Measures of Trainee Interest	(k) Observation of Training Session	(l) Interviews re Training Techniques	(m) Records of Prior Training	(n) Observation of Performance	(o) Interviews with Supervisors	(p) Questionnaires to Trainees & Supervisors	(q) Contact Other Agencies & Persons
Program Installation Evaluation																	
1. Training needed skill	X	X	X	X	X	X											
2. Proportion of staff has need	X	X	X	X	X	X											
3. Significance of need	X	X	X	X	X	X											
4. Alternatives available	X																X
5. Available resources																	X
6. Course acceptance	X	X	X														
7. Apply skills on job	X	X	X														
Formative Evaluation																	
8. Content relevant to skills	X		X			X											
9. Method appropriate											X	X					X
10. Promotes interest								X	X	X	X	X	X				
11. Appropriate level								X	X	X	X	X	X				
12. Staff able to teach								X	X	X	X	X	X				
13. Selection of trainees								X	X	X	X	X	X				
Summative Evaluation																	
14. Program still needed	X	X	X	X	X	X											
15. Course is interesting								X		X						X	
16. Learning									X								
17. Use training on job														X	X	X	
18. Affect organization														X	X	X	
19. Affect organization's goal	X			X													
20. Other consequences															X	X	X

```
┌──────────┐   ┌──────────┐   ┌──────────┐   ┌──────────┐   ┌──────────┐   ┌──────────┐
│ Should There│ │   Define   │ │ Determine  │ │            │ │ Evaluation │ │            │
│   be an    │→│ Purpose of │→│ Course of  │→│Development │→│ Design and │→│   Data     │
│ Evaluation │ │ Evaluation │ │    and     │ │ of Criteria│ │Implementation│ │ Analysis   │
│            │ │(See Figure │ │Constraints │ │            │ │            │ │            │
│            │ │   XI-2)    │ │    on      │ │            │ │            │ │            │
│            │ │            │ │ Evaluation │ │            │ │            │ │            │
└──────────┘   └──────────┘   └──────────┘   └──────────┘   └──────────┘   └──────────┘
                                   ↑    ↑
                          ┌──────────┐ ┌──────────┐
                          │ Resources │ │  Level of │
                          │    for    │ │  Training │
                          │ Evaluation│ │           │
                          └──────────┘ └──────────┘
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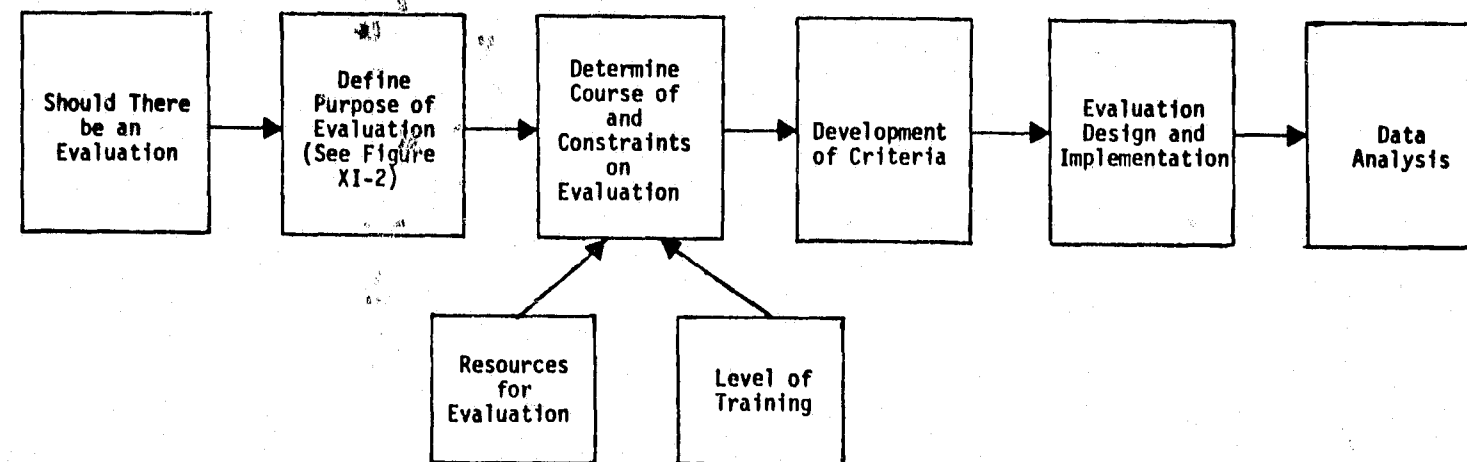
Steps in the Evaluation

Purpose

PROGRAM INSTALLATION	OR	FORMATIVE	OR	SUMMATIVE

Considerations in the Evaluation

Need for Program	Program Objectives	Continuing Need
Program Conception	Program Content	Global Effectiveness
Program Feasibility	Program Methodology	Side Effects
Demand and Support for Program	Program Context	Cost Effectiveness
	Personnel Policies and Practices	Demand and Support for Program
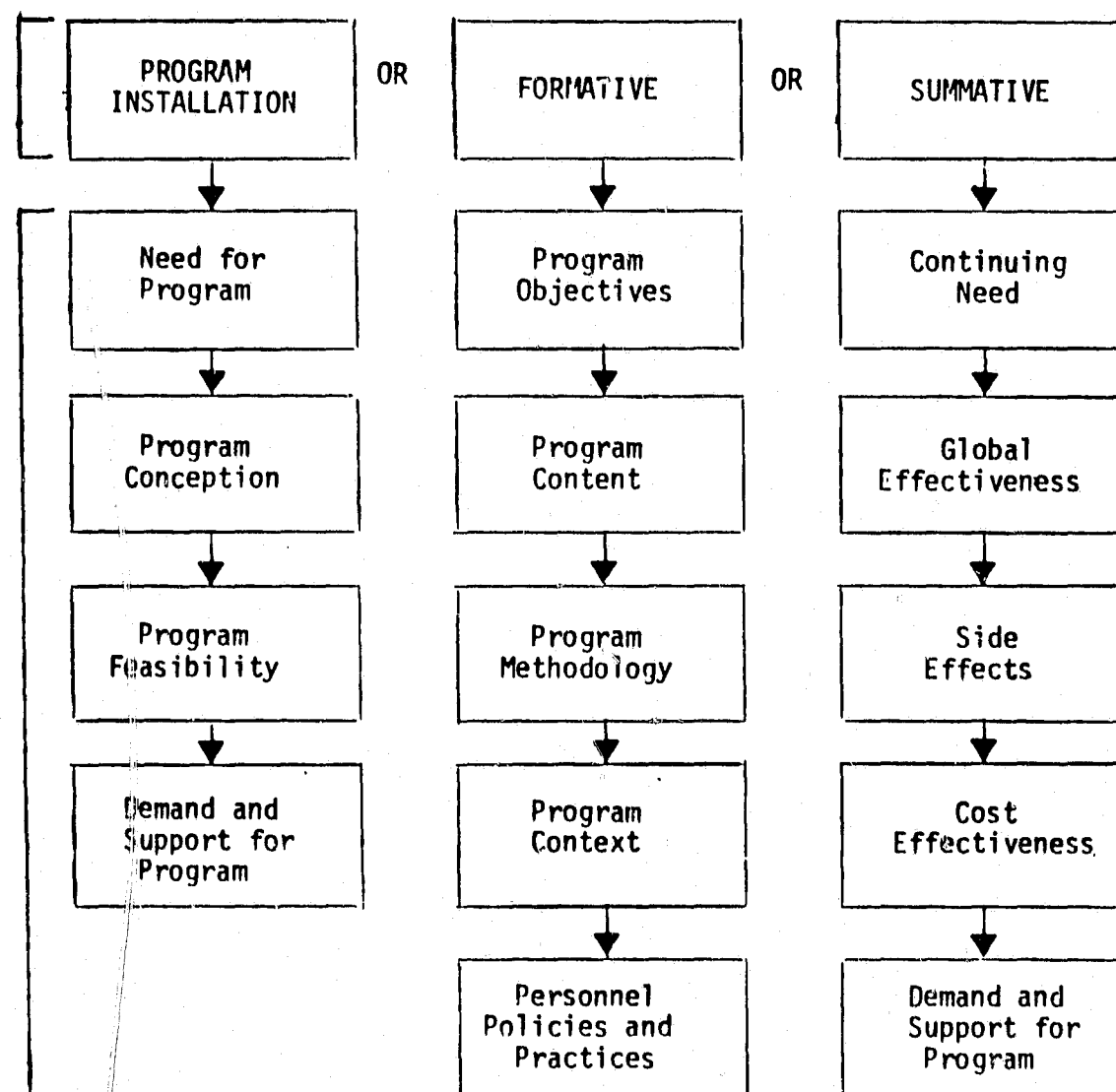
Definition of Purpose of Evaluation

Questions for the Correctional Issues Model

A. ECOLOGICAL AND TASK ENVIRONMENTS:

1. Valuative Issues--What are the current views and values regarding the nature and causes of crime, offenders, and the role of corrections in dealing with criminals and their behavior?

    a. What is the major philosophy underlying public opinion regarding crime and its control?

    b. How do the various components of the criminal justice system view the task and responsibilities of corrections?

        (1) Academicians

        (2) Police/law enforcement personnel

        (3) Courts/members of the legal profession

        (4) Corrections

    c. What is the orientation of the immediate community within which the correctional organization is located?

    d. How does the organization perceive its own role and activities?

    e. How do social and political sectors judge the status and credibility of corrections? As reflected by:

        (1) Media coverage of events

        (2) Interest group activities

        (3) Intensity of public interest in correctional activities

        (4) Willingness of the local community to assist and employ ex-offenders

        (5) Scrutiny of correctional activities by other criminal justice agencies

        (6) Working relationship among criminal justice agencies

        (7) Employee union demands

        (8) Standards issued by professional associations and commissions

        (9) Problem areas granted political attention; projects receiving resource allocations

2. Policy Issues--How are social concerns and standards translated into policies, laws, and regulations? Within each jurisdiction--federal, state, agency, local.

    a. How are social policies regarding the task and responsibilities of corrections defined in correctional codes, i.e., What exactly does legislation say about the task of corrections insofar as how to deal with the offender?

b. What administrative agencies have been legislatively created and granted decision making authority over correctional activities (e.g., LEAA, NIC, State Departments of Correction)?

c. What are the policies and regulations issued by these administrative agencies?

   (1) Departmental directives

   (2) Accreditation and licensing requirements

d. How do legislative/administrative standards for staff selection and training affect organizational activities, especially personnel recruitment and retention?

   (1) EEOC Guidelines

   (2) Specific training mandates

   (3) Policies establishing employee compensation, hiring qualifications, and job security

e. What legal restrictions exist that regulate the discretionary power and activities of correctional organizations and personnel working within the system?

   (1) Constitutional safeguards of individual rights

   (2) Statutory provisions

f. How do they translate into direct effects for the organization?

g. Have there been any formal court rulings that carry implications for correctional operations? What are they, and how have these court orders influenced agency activities?

3. Economic/Technological Forces:

a. How have current economic conditions influenced activities in the field?

   (1) What changes have correctional organizations been forced to make?

   (2) How has this affected staff training?

b. How have changes in technology affected correctional organizations and personnel training activities?

B. RESOURCES AND SUPPORT--HOW ARE THE ABOVE ISSUES AND FORCES VIEWED AS:

1. Pressures placed on the correctional system and its employees.

2. Support for correctional endeavors and personnel working in the system.

3. Are resources needed to achieve goals accessible?

a. Is sufficient and reliable funding for programs available?

b. Are facilities and working conditions suitable--comfortable and safe for residents and staff?

---

c. What are present manpower capabilities?

   (1) What is the educational level/trainability of employees?

   (2) Are there recruitment incentives (financial compensation, personal reward, job security) to attract qualified personnel?

   (3) Does the organization have replacement personnel or provide overtime pay for employees attending training?

   (4) Does the agency have difficulties with staff absenteeism, performance deficits, or turnover?

d. Does the organization receive support from community service agencies, i.e., social service, health care, and welfare agencies?

C. ORGANIZATIONAL ENVIRONMENT - PRACTICE ISSUES--HOW ARE VALUATIVE ISSUES (SOCIAL PRESCRIPTIONS OF WHAT CORRECTIONS SHOULD DO) AND POLICY ISSUES (LEGAL PRESCRIPTIONS OF WHAT CORRECTIONS MUST DO) COMBINED AND ABSORBED AT THE ORGANIZATIONAL LEVEL?

1. What are the functional realities of maintaining a corrections agency?.

a. Organizational Structure

   (1) Are requirements for corrections agencies set forth in legislation and by administrative agencies appropriate and feasible, i.e., relevant and applicable to agency operations?

     (a) Does the organization attempt to comply with legal demands?

     (b) Have the requirements been met? If not, why not?

     (c) Are the legal conditions enforced?

   (2) Are standards and recommendations created by commissions and professional associations appropriate and feasible? How are they used?

   (3) Is the organizational task or mission operationally defined?

     (a) Is the definition of goals explicit?

     (b) Are policies made public?

     (c) Is the organizational philosophy accepted by the employees?

   (4) Is there a formal chain of command or organizational structure that provides for distribution of information to personnel?

     (a) Is the communication structure clearly defined?

(b) Does communication flow two ways (up and down the ranks) to ensure that administrations and managers are aware of line staff concerns? Do they care?

b. Organizational Climate--Is the social climate of the organization conducive to a comfortable and productive work environment?

(1) What type of relationship exists among administrators, management personnel and line staff? How is this demonstrated? (e.g., How many employee complaints or grievances are filed? Are there cooperative networks or formal planning committees comprised of staff members of different levels?)

(2) Are informal work place social systems and norms supportive of organizational policies and administrative desires? (e.g., Are older, long-time employees supportive of what trainees are taught in training?)

(3) Do staff members with different functions work together cooperatively? (e.g., Staff members in Industries, Security, and Housing divisions; treatment and custodial personnel.)

(4) Are job requirements and demands placed on each worker compatible?

(5) On what basis are appointments, promotions, and salary adjustments made? Are they based on merit? Are employees satisfied with the current advancement system?

(6) Are employees apprehensive about their physical safety while on the job?

(7) Are personnel concerned with job stress, psychological pressures placed on them?

(8) Are the legal liabilities associated with correctional work viewed by employees as a substantial job risk?

(9) How is morale--are personnel satisfied with their jobs?

D. IMPLICATIONS OF THE CORRECTIONAL ISSUES MODEL FOR TRAINING

1. Valuative Issues--Does training reflect an awareness of the environmental context of the organization?

a. Does it help the trainees become aware of possible differences in public values and concerns?

b. Does it prepare the trainees to deal with complexity and uncertainty--how to adapt and perform the job acceptably?

2. Policy Issues--Does training provide the trainees with knowledge and understanding of the structure of the system, of legal restrictions, policies, and regulations that apply to their job?

3. Practice Issues--Are trainees given a true picture of realities of the work environment and equipped with adaptive skills to help them cope with difficult and conflicting situations?

Social Values and Correctional Tasks

Ideology Regarding the Nature and Causes of Crime:

Criminal behavior is a near-justifiable response to the failure of society to equally meet the needs of all citizens; social ills such as poverty, urban deterioration, blocked educational and job opportunities are causal factors of crime.

Criminal behavior results from individual inability to cope with social pressures and personal problems. Often the offender is suffering from debilitating emotional upsets that play a role in the commission of illegal acts.

Criminal behavior occurs in individuals who have failed to develop proper internal controls, self-discipline, and a strong moral conscience. Having been deprived of appropriate role models and rearing practices, the offender is unable to make responsible decisions or to behave in a responsible manner.

Criminal behavior is performed knowlingly and willingly by individuals who present a major danger to all citizens and the social order. Habitual offenders and those who commit violent crimes are to be held accountable for their behavior.

Correctional Responsibility and Task:

Reintegration - The correctional system should provide the offender with skills and knowledge that will facilitate his ability to function in a law abiding manner. Community intervention to reduce discrimination due to economic and cultural factors and to provide opportunities for offenders should compliment offender services.

Rehabilitation - The correctional system should provide treatment geared to meet individual needs of select offenders. This includes psychological counseling coupled with understanding and support to assist the offender in developing insight and solving personal problems. Resultant attitude change will enable the offender to successfully re-enter and cope with society.

Reform - It is the responsibility of corrections to see to it that the offender conforms to values and ideals of the larger society.

Restraint - The correctional system must isolate and contain the offender from the society at large. The primary objective is quiet control.

Miller (1973) and O'Leary & Duffee (1971) provide models and extensive analysis of correctional philosophies and goals and their influence on correctional practices.

Valuative Issues--

Values
Morals
Beliefs
Standards

Policy Issues--

Social
Political
Economic
Legal

Practice Issues--

Organizational Theory
Social Climate
Resource Availability

Correctional Issues Model

A-22

Ecological/Larger Systems Environment

- Economic forces
- Political/legal forces
- Cultural, social, ideological forces
- Technological forces--information flow, knowledge development

Local Task Environment

- Business, industrial, economic community
- Political actions/ decisions or non-decisions of elected officers
- Human service system network/strengths and weaknesses
- Criminal Justice organization-set
  - Police
  - Courts
  - Prosecutors
  - Defenders
  - Corrections
- Local demographic conditions
- Other organized/ unorganized groups
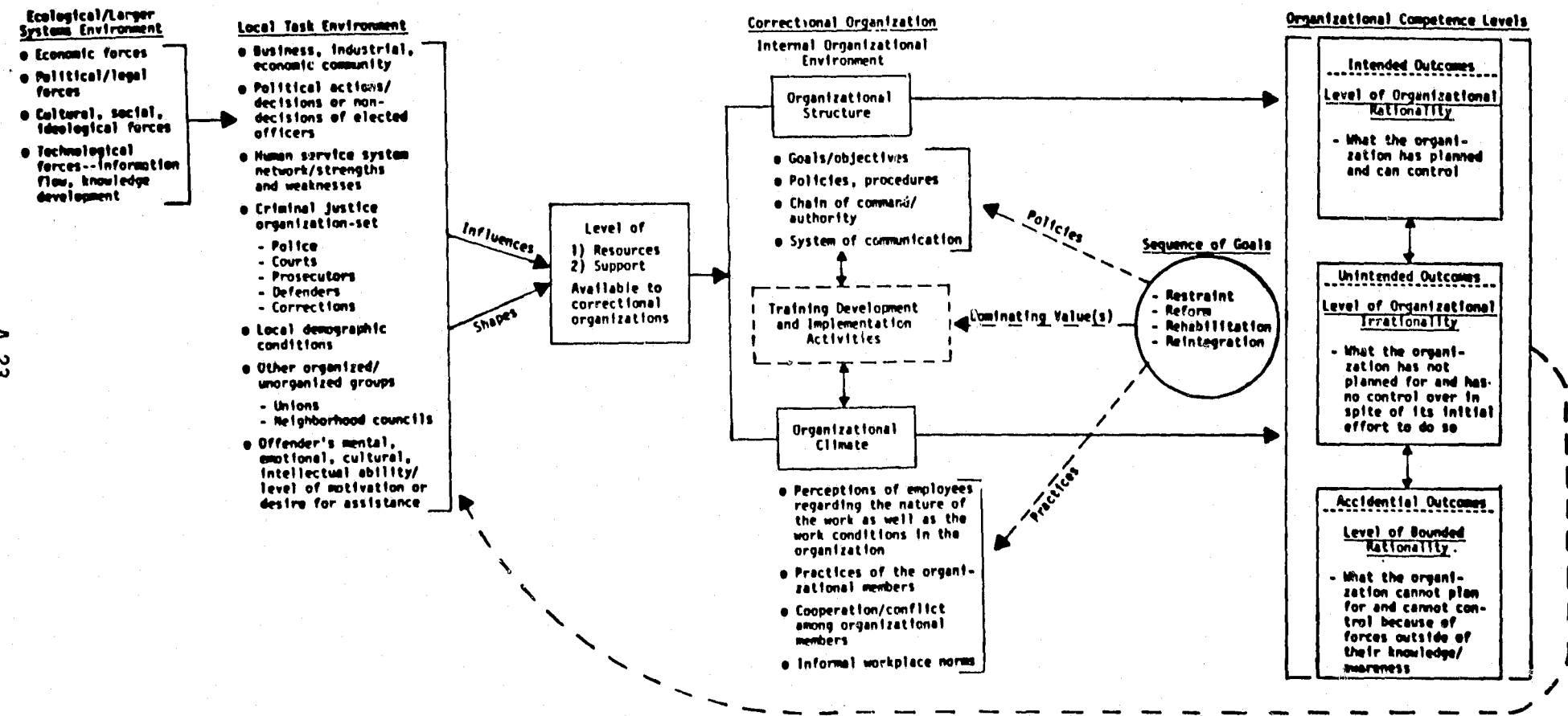 - Unions
  - Neighborhood councils
- Offender's mental, emotional, cultural, intellectual ability/ level of motivation or desire for assistance

Influences

Shapes

Level of
1) Resources
2) Support

Available to correctional organizations

Correctional Organization

Internal Organizational Environment

Organizational Structure

- Goals/objectives
- Policies, procedures
- Chain of command/ authority
- System of communication

Training Development and Implementation Activities

Organizational Climate

- Perceptions of employees regarding the nature of the work as well as the work conditions in the organization
- Practices of the organizational members
- Cooperation/conflict among organizational members
- Informal workplace norms

Policies

Dominating Value(s)

Practices

Sequence of Goals
- Restraint
- Reform
- Rehabilitation
- Reintegration

Organizational Competence Levels

Intended Outcomes

Level of Organizational Rationality

- What the organization has planned and can control

Unintended Outcomes

Level of Organizational Irrationality

- What the organization has not planned for and has no control over in spite of its initial effort to do so

Accidental Outcomes

Level of Bounded Rationality

- What the organization cannot plan for and cannot control because of forces outside of their knowledge/ awareness

Correctional Issues Model

ADVANCED
RESEARCH
RESOURCES
ORGANIZATION

4330 East-West Highway, Washington, D C 20014 ● 202 986 9000

March 26, 1980

EVALUATION WORKSHOP QUESTIONNAIRE

We appreciate your participating in the evaluation workshop a few weeks ago. As promised, we are asking you to think back and give us your frank comments about the evaluation strategies discussed. Please complete the questions following independently and return the form in the attached envelope within 2 days after you receive it.

1. Use of models since workshop. To what extent have you used the models so far? (Circle one number in each line.)

	Not At All						Very Frequently
Operations Model	1	2	3	4	5	6	7
Evaluation Model	1	2	3	4	5	6	7
Issues Model	1	2	3	4	5	6	7

2. Anticipated use of models. To what extent do you think you will be able to use evaluation concepts within the next year? (Circle one number in each line.)

	Not At All						Very Frequently
Operations Model	1	2	3	4	5	6	7
Evaluation Model	1	2	3	4	5	6	7
Issues Model	1	2	3	4	5	6	7

3. Purpose of use. If you can use the evaluation concepts, how would you use them?

Operations Model

Evaluation Model

Issues Model

CONTINUED

1 OF 2

4. Part of model used. If you can use the evaluation concepts, which part of the model would be of greatest use?

   Operations Model

   Evaluation Model

   Issues Model

5. Difficulty in use of models. Which model or part of a model do you think you would have most difficulty in applying?

   Operations Model

   Evaluation Model

   Issues Model

6. Improving the models. In what ways do you think a model might be changed so as to be more useful?

   Operations Model

   Evaluation Model

   Issues Model

7. Any other comments?

8. Only if you wish to, add your name and position; otherwise leave blank.

   Name _____

   Position _____