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Since the founding of URC in 1965 and CHS in 1968, these organizations have been in the forefront of innovation in training, education, technical assistance, social research, and evaluation in the human services. The publication of this *Monograph Series* grows out of our sense of obligation to disseminate the results of our work not only to our clients but to the human service field generally.

Readers wishing to learn more about the topics covered in this monograph or about our organizations should write to the President, University Research Corporation, 5530 Wisconsin Avenue, N.W., Washington, D. C. 20015. We would also appreciate receiving your reactions to this monograph.

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Implementing FIRST-Technology YEAR Transfer: REPORT

of the

Executive Training Program
in Advanced
Criminal Justice Practices

By Sheldon S. Steinberg, Ed. D.

Report of a Project Conducted by

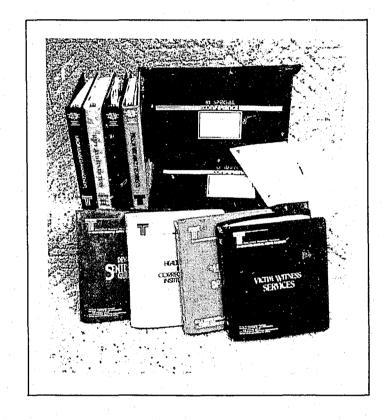
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FOREWORD

This report is one in a series of monographs describing work conducted by University Research Corporation (URC) and its nonprofit affiliate, the Center for Human Services (CHS).

URC was formed in 1965 by a small group of researchers interested in realistic efforts to combat the effects of poverty in America. The corporation's first work was to design job training and career development programs for the disadvantaged poor and to assist the federal government in trying out new approaches to education and employment for people living in poverty.

Through the years, URC has worked in hundreds of cities with educational institutions and human service agencies to restructure job systems and train people — on the job and in the classroom — for specialized careers. By the late 1960's, URC and CHS (founded in 1968) had broadened the scope of their work and were conducting nationwide training and technical assistance programs, evaluation and research studies, and publication projects in fields such as family planning, health care, human service career development, drug abuse prevention, and urban planning. Today, we develop and operate programs in early childhood education, civil rights compliance, problems of the aging, alcoholism and alcohol abuse, drug abuse, career development, and law enforcement and criminal justice.

PREFACE

This report describes the first year of an innovative training program in advanced criminal justice practices. The program is designed to transfer the findings of research and model projects to influential officials in the criminal justice system in states, counties, and cities throughout the country.

For years, executives and administrators in law enforcement and criminal justice have expressed the need to open lines of communication between the people involved in experimenting with new techniques and those who must put them into actual practice in the field if they are to produce genuine improvement in the system's functioning. According to first-year evaluations and reports from many jurisdictions, the ambitious outcome envisioned by the National Institute of Law Enforcement and Criminal Justice for this Executive Training Program — to bridge the gap between theory and practice — is being met.

We have learned a great deal from this program, and we are pleased to share this knowledge with you and other readers who are concerned with improving the delivery of human services.

Gary F. Jonas
President
University Research Corporation

All across the United States, criminal justice administrators are operating successful new programs that are responding to the changing needs and demands of their communities. In some cities, for instance, the police are making more arrests for serious crimes — arrests that hold up in court — because they have learned to conduct more effective investigations. Some judges are able finally to give a speedy trial to people accused of a crime because they are managing their jury systems more efficiently. In some communities, officials have faced the facts about sexual assault and have developed programs to aid rape victims, support them throughout the prosecution process, and increase the number of successful prosecutions. Still other cities and states have taken a close look at conditions in their prisons and have introduced procedures for improving justice for inmates by establishing prison grievance mechanisms.

These are just four of the ways in which important new criminal justice technology is developing nationwide. The National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration, U.S. Department of Justice, has supported many of the projects that have been testing new approaches. The Institute saw that their potential could not be fully realized until the concepts were transmitted directly to many other police, court, and correctional agencies. This is the purpose behind the Executive

Training Program in Advanced Criminal Justice Practices (ETP)—to find ways to distill and transfer new technology to the field through carefully designed training programs. ETP is aimed at local officials who have the influence and authority to install the new or improved techniques back home.

To meet the demands of such an ambitious undertaking, University Research Corporation has drawn on the talents of more than 150 people, including its training and support staffs and expert criminal justice and community consultants and agencies.

In the first year of ETP, training programs were developed in Managing Criminal Investigations, Juror Usage and Management, Rape and Its Victims, and Prison Grievance Mechanisms. Forty workshops were presented in all regions of the country on these topics and more than 2,100 administrators involved in criminal justice operations — police, courts, corrections, and community agencies — were introduced to provocative and practical techniques to improve their systems.

Early indications are that the concrete effects of ETP have been enormous. Officials from more than half of the agencies represented have stated that they are implementing one or more of the specific aspects of the technology that was presented to them at the workshops or other activities described in this report — Field Test Training, Follow-On Training, and Special National Workshops.

The success of this program has been enhanced by an extensive team effort. We have received outstanding direction and guidance from the Law Enforcement Assistance Administration and the National Institute of Law Enforcement and Criminal Justice, and the cooperative and supportive relationships that have evolved between the government and our staff have contributed directly to the accomplishments of this effort. We appreciate the assistance and insightful suggestions, too, that have been forthcoming from the State Planning Agencies and former staff of the LEAA Regional Offices. Finally, we are appreciative of the invaluable expertise provided by many individual consultants and agencies in law enforcement and criminal justice.

Sheldon S. Steinberg
Director
Executive Training Program
Winter 1977

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about my city's community crime control project when its office is only eight blocks from mine at home." That probably sounds familiar to executives and administrators in any field. Still, as the speaker—the director of police-community relations in a large city—added, "it's rather embarrassing." It is also unproductive, especially since in the criminal justice field the police are most often the first to encounter citizens who are the victims of crimes or witnesses to them.

Administrators in a field as broad as criminal justice and one that is changing as rapidly, often under pressure from many parts of society, need access to the new ideas and techniques being developed that can improve the quality of justice, whether these ideas originate in their own city or across the country.

This is the purpose of the Executive Training Program in Advanced Criminal Justice Practices (ETP)—to transfer the results of research and proven new technologies to those directly involved in the administration of justice in police departments, courts, correctional agencies, and community organizations.

In May 1976, the Justice Department's Law Enforcement Assistance Administration (LEAA) awarded University Research Corporation a \$3.3 million contract to conduct this nationwide training program. Through the Executive Training Program, executives and administrators who shape criminal justice policy throughout the country (including the police

official quoted above) have an opportunity to meet each other as they participate in Training Workshops, Special National Workshops, and other training activities to learn about and discuss improved practices and to consider ways of applying them in their own locales.

THE NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

The Executive Training Program is sponsored by the National Institute of Law Enforcement and Criminal Justice (NILECJ), the research, evaluation, and technology transfer arm of LEAA. ETP is one of the Institute's high-priority efforts to help state and local jurisdictions put theory into practice using research findings or procedures designed and developed by its Office of Development, Testing, and Dissemination (ODTD), formerly known as the Office of Technology Transfer.

"Technology transfer" can help precipitate needed change when carefully planned. As ODTD's Director Paul Cascarano has pointed out:

The past decade has been one of change and transition for the nation's criminal justice system. Out of this period have come a variety of innovative concepts and techniques that deserve consideration and further experimentation by officials and practitioners in the field. Our goal is to provide the tools and techniques to help criminal justice agencies take

full advantage of this new knowledge by putting it to practical use.

To achieve its goal, ODTD operates, in addition to training activities, an Exemplary Projects Program, which identifies successful experiments that have the potential for improving the effectiveness and efficiency of some criminal justice practices. ODTD's Prescriptive Package publication series synthesizes research information and offers operational guidelines on new approaches.

THE ETP APPROACH

The Executive Training Program was conceived by the NILECJ and is conducted and managed by University Research Corporation (URC), a national training organization based in Washington, D.C. URC curriculum designers, trainers, evaluators, and media and logistics staff direct ETP in cooperation with the National Institute, noted criminal justice experts, and local projects that have successfully carried out advanced practices. To date, more than 150 experts in law enforcement, criminal justice, and related community agencies have worked with URC in all phases of the Executive Training Program—from program planning to delivery of training.

In some cases, portions of the training are conducted under URC's supervision by consulting firms experienced in a particular aspect of criminal justice training. For example, the Center for Community Justice assisted URC in the design and delivery of training on the topic of Prison Grievance Mechanisms, and Bird Engineering-Research Associates developed and presented the training in Juror Usage and Management. In all cases, National Institute staff members and researchers from the Exemplary and Prescriptive Package Projects provide guidance to the program to help ensure clear presentation of concepts and appropriate guidelines for implementation.

THE FIRST YEAR — A PERSPECTIVE

After one year of operation, ETP appears to be meeting its immediate goal of transfering new technologies. The majority of participants in the various training activities have consistently rated the usefulness of the programs as good to excellent and there has been some very positive feedback from the administrators involved: "You might be pleased to know that we've set as one of our goals of 1977, the implementation of... [this] program"; and "I and my staff who participated found that our understanding of... [these] procedures and the process of developing them was clear for the first time."

Even much of the criticism of the program points to its being a timely and useful training effort. Participants wanted more: "Lengthen the program"; "needs more time"; "need to ext ose more executives"; and so forth.

PROGRAM ACTIVITIES: THE FIRST YEAR

or each year of the Executive Training Program, potential training topics have been chosen from model programs identified or developed by the National Institute. The topics come from programs with demonstrated effectiveness and efficiency in helping control specific crimes or in improving criminal justice system practices. These topics and the techniques related to them are then presented to key criminal justice executives and decision-making officials in Training Workshops, Field Test Training, Follow-On Training, and Special National Workshops.*

THE TRAINING WORKSHOPS

Eight topics have been identified by the National Institute for presentation in Training Workshop series. The Workshops got underway in late 1976 and will continue through May 1978.

The first four series of Workshops were held in each of the 10 Regions for selected senior staff and officials of state and local agencies from the area.

The four topics chosen for the first-year Workshops (Cycle I, 1976-77) were:

- Managing Criminal Investigations
- Juror Usage and Management

- Prison Grievance Mechanisms
- Rape and Its Victims

Beginning in September, 1977, a second series of Workshops is being presented. The Cycle II topics are:

- Managing (Police) Patrol Operations
- Health Care in Correctional Institutions
- Developing Sentencing Guidelines
- Victim/Witness Services

Each Workshop runs for about three days and is devoted to one topic. Up to 60 top criminal justice decision makers are invited to attend each Workshop. Participants receive individual program planning guides, self-instructional materials, handbooks, and manuals on the topic.

To complement the Training Workshops and, in some cases, to give support to jurisdictions that have begun to use the new techniques they have learned, several days of Follow-On Training may be provided by ETP. Follow-On Training takes the form of training for additional people in the locale or an expanded version of the regular Training Workshops for participants from the original Workshops. To date, the demand for this extra training on all four of the Cycle I Workshop topics has been great—in many instances, beyond the means of the trainers and the program.

Requests for Follow-On Training on individual topics are made directly to State Planning Agencies (SPAs) by agencies within the state concerned. The SPAs then notify the ETP office, which makes arrangements for the training.

^{*} Originally, the major ETP training activities were described as Regional Workshops, Field Test Seminars, Follow-On Training, and Special Conferences, respectively. The 10 geographic areas in which training is delivered across the country correspond to LEAA's former Regions.

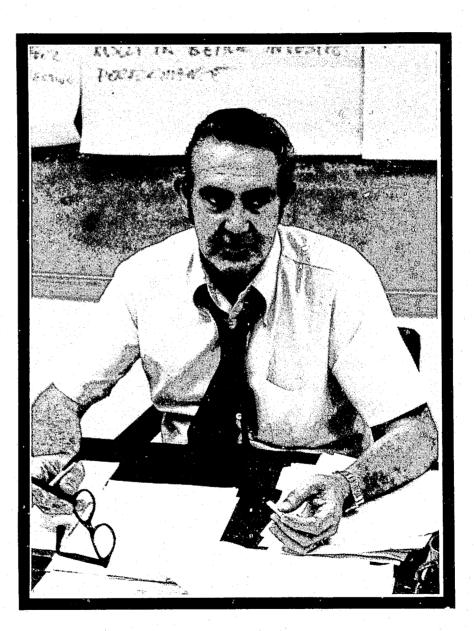
Managing Criminal Investigations

The major purpose of the criminal investigation process is to increase the number of arrests for serious crimes that are prosecutable, ultimately leading to an increased number of convictions. Criminal investigation policies and procedures in a police department should be directed to accomplishing this outcome. The Workshop in Managing Criminal Investigations (MCI), under the direction of former New York City Police Commissioner Donald F. Cawley, was designed to provide police managers with sufficient knowledge to apply recent advances in investigative procedures.

The specific training was focused on six key components of the total criminal investigation process:

- The patrol role in the initial investigation
- Case screening
- Management of continuing investigations
- Police-prosecutór relationships
- Monitoring the investigation system
- Police agency organization and management of resources.

Some 600 police officials representing more than 350 police agencies participated in the Managing Criminal Investigations Workshops. The MCI team leader, former Police Commissioner Cawley, believes that the training his team presented has "raised the consciousness of police officials." He believes that there will be some changes in the way police departments conduct criminal investigations because of this



program. And evaluations from many who attended the sessions seem to back him up. One participant said the team has:

Assembled and put on an excellent presentation of the critical problems in managing criminal investigations and implementing change The major complaint of the participants is that the course is not long enough.

Other participants said they gained:

Knowledge that there is a systematic method that can be applied . . . as a means of increasing arrests.

An awareness of how adaptable a program like this one is to departments of various sizes.

Knowledge of an integrated approach to managing investigations, rather than isolated programs aimed at meeting or reacting to specific problems.

The manual developed for the program drew special note from the police commissioner of one major eastern city:

The manual's clear, simple style and language enable it to be used by the broadest possible police audience. Its style is conducive to system implementation because of its step-by-step theme. . . . It will be most useful to those departments which have not performed any significant analysis of their criminal investigation branch.

A member of the Attorney General's staff in Wisconsin

noted that the subject matter presented in the Workshop was "long overdue." His observation seems particularly apropos in light of the number of requests for Follow-On Training that the MCI team has received. With only a half-dozen days available for each Region, the team has been faced with requests such as 47 days from the San Francisco area and 42 from the Denver Region. These requests apparently indicate how many police officials there are around the country who really want to learn ways to improve their services.

Juror Usage and Management

Juror usage and management is perhaps best described by an excerpt from an American Bar Association report:

Management of the jury system comprehends every aspect of selecting jurors and using their services, from defining the sources of names for prospective jurors and devising accurate techniques for forecasting the number of jurors who will be needed, to providing for the comfort and convenience of the jurors during their term of service.*

The Juror Usage and Management (JUM) Workshop was designed to present judges and court officials with techniques to make their jury process more responsive to the needs of the

^{*}Solomon, Maureen, Management of the Jury System: Report and Recommendations to the American Bar Association Commission on Standards of Judicial Administration. 1975.

"I would recommend JUM to all who have anything to do with a jury."

criminal justice system at the least cost to the courts, the community, and the individual jurors. About 450 court administrators were introduced to ways of using the tools of engineers and statisticians to improve their work, according to Workshop leader Burke Dorworth, a trainer with 15 years' experience as a community organizer and consultant to community development groups.

The Workshop was a high-level, technical presentation of all the operations involved in selecting and using jurors. Participants discussed seven rules of optimum juror usage relating to reducing juror waiting time, supplying the courts with enough jurors, and saving money for the courts by reducing the amount of jury fees paid.

Since jury systems differ markedly among courts, no single system was held up as ideal for all courts. Rather, the tools of good jury system management were developed and exposed to view in such a way that those attending the Training Workshops could observe their own systems against these standards.

The "systems" approach to juror management developed by URC's subcontractor, Bird Engineering-Research Associates, Inc., was generally received enthusiastically by Workshop participants. "I would recommend [this] to all who have anything to do with a jury," wrote one midwestern court administrator. A northwestern participant said:

It was the first time I honestly looked at jurors, their needs, their costs (personal and state), and felt compelled to review our entire process and seek improvements for everyone's benefit.

A participant from the South added:

I felt that the Workshop, more than anything, made me aware of the overall problems involved in the jury system, from selection to attitudes to management. I now more fully understand the process as a "system" and have a better idea of how to collect and analyze data in order to spot problem areas in the system

Many evaluation reports from the participants indicated that the process of transferring this improved technology in juror management was indeed taking place. For example, other comments on the value of the Workshops included:

Learning that the workload of the court (jury trials) could be handled by a smaller jury pool with attendant dollar savings.

Gaining an understanding of the techniques of evaluating the needs of courts for particular numbers of jurors and how to meet those needs economically.

Learning how to cut down on unnecessary jurors being called in and better use of time and of the juror process.

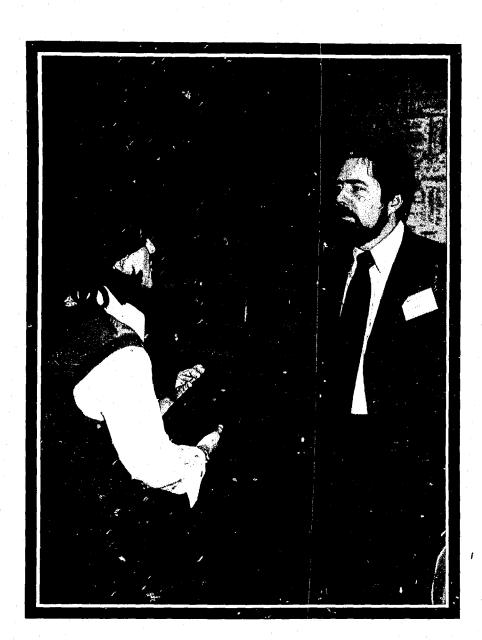
Concern for more efficient jury system management is attested to by diverse requests made for Follow-On Training

and technical assistance. For example, the chief judge in one southern state has requested all judges in his jurisdiction to attend a special presentation of the JUM training program this summer, and court officials in two Alaskan cities have asked for technical assistance to implement components of the recommended system.

Prison Grievance Mechanisms

The Prison Grievance Mechanisms topic was led by J. Michael Keating, formerly of the Center for Community Justice, a URC subcontractor that has specialized in developing and evaluating prison grievance mechanisms for over five years. The Workshops on Prison Grievance Mechanisms (PGM) were designed to provide policymakers from state and local correctional institutions with:

- An understanding of the principles essential to creating effective prison grievance mechanisms
- An awareness of the potential benefits of effective grievance mechanisms
- An appreciation of the importance of thorough planning and implementation
- A grasp of the techniques for solving problems of planning and implementation
- A knowledge of the national, regional, and local resources available to a correctional system that is about to implement its own grievance mechanism.



Close to 500 executives from correctional facilities attended the PGM Workshops. Administrators from seven of the 10 LEAA Regions have requested Follow-On Training. Some have requested a review and critique of the grievance mechanisms they now operate, while others have sought help in developing and implementing a mechanism. For instance, Massachusetts requested training for correctional personnel from throughout the state, including staff from its Department of Youth Services and several county facilities. The Tennessee Department of Corrections, which is considering establishing prison grievance mechanisms in its system, sought training for all the superintendents of its facilities. Both New York City and New York State have also requested systemwide training for their managers in corrections.

As a direct result of the PGM Workshops, grievance mechanisms based on the principles presented in the Workshops have been introduced into Maryland's Baltimore City Jail. And the Kentucky Bureau of Corrections is now planning to expand grievance mechanisms from one test institution to the entire state system within the next year.

In this Workshop series, as in the others, the officials invited have represented a broad spectrum. Apparently, some participants were being introduced to the technology for the first time in a useful way. As one PGM participant exclaimed, "Now I know what a prison grievance mechanism really is!" A judge from the Northwest also found the program of benefit: "I think the whole experience was and will be of great value to me

not only as a judge, but in my association with correction people and inmates."

For the most part, participants seemed pleased with the concrete information they were able to take back home. Some said they gained:

An understanding of a grievance mechanism as a tool, not a panacea.

An understanding of the concepts of a prison grievance mechanism and how to get one started even in a small system.

A clear idea of how to start planning and implementing the program.

Technical knowledge...concerning the actual, mechanical processing of a grievance.

Finally, one participant enjoyed, as he put it, "The opportunity to participate. In most workshops you are 'talked to' by 'experts.' We learned by doing."

Rape and Its Victims

Mary Keefe, former commanding officer of the New York City Police Department's Sex Crimes Analysis Unit, led the Rape and Its Victims (RIV) program, which was designed around two basic assumptions:

 Communitywide coordination of activities among agencies and programs that deal with rape will result in more effective and efficient delivery of services. • It is the responsibility of management to ensure that such coordination occurs.

With these assumptions in mind, the RIV team set out to accomplish four basic goals in the Workshops:

- To raise participants' awareness of 1) rape as a crime of aggression and violation of person, 2) the impact on the victim, and 3) the victim's needs
- To increase participants' understanding of the actual and potential roles, responsibilities, and interactions of the significant actors—including the victim—and agencies concerned with delivering rape-related services
- To increase participants' understanding of and skill in applying systematic techniques for defining local problems and their causes in the delivery of raperelated services
- To increase participants' understanding and skill in the application of a problem-solving approach to delivery of rape-related services.

During many of the Workshop sessions, participants were asked to act as a "community team." Representatives of prosecutors' offices, police agencies, hospitals, and community organizations from one jurisdiction worked together—often for the first time.

It is too early to tell how much cooperation will ensue, but a recent letter received by the team is encouraging:

I wanted to write you about the follow-up of our

delegation to your Workshop. The group gathered all the participants who interact with sexual assault victims and we now have a working task force and for the first time have a county coordinated effort. Only because of your Workshop was this able to happen. The Task Force has invited all hospitals (24) to help develop a plan and we expect that when we are through Allegheny County will have developed a comprehensive plan and continuous care for the victim and family.

A Workshop participant from the Dade County, Florida, Criminal Justice Planning Unit said that her area also developed a "useful product" as a result of the program—a "regional network" to assist rape and sexual assault victims.

One participant from the Middle West noted that "Even those discussions I did not agree with forced me to reassess my own attitudes." That, of course, was really part of the first goal of the Workshop and the foundation for change so badly needed in the field.

Another sign of change came from the State of Maine. A district attorney, fresh from one of the Workshops, wrote to say he had just won his first rape conviction. "I have no doubt that going to your Workshop made the difference," he explained.

Requests for Follow-On Training have come in from participants in all the areas where the Workshop was presented. In fact, the RIV team has had to turn down numerous requests due to limitations on time and funds.

FIELD TEST TRAINING

During the first year of the Executive Training Program, two Workshop topics—Managing Criminal Investigations and Juror Usage and Management—were selected for Field Test Training. This part of ETP is designed to try out promising new technology in various types of jurisdictions. The field tests allow NILECJ to evaluate the effectiveness and transferability of model programs to other locations throughout the country.

Representatives from field test sites — jurisdictions that have received LEAA grants to implement new procedures — attend ETP's Field Test Training. The training covers essentially the same ground as the Training Workshops on the selected topics, but it also offers the participants specific assistance on problems unique to their locale and an opportunity to discuss requirements of the LEAA grant program under which they are operating. The training sessions also give the various site representatives a chance to exchange developing ideas and experiences with each other. In addition, 30 days of Follow-On Training and technical assistance are prescribed for each field test project over a 15-month period. This allows for continued expert input and review at each site.

Five police agencies are involved in the Field Test Training program in Managing Criminal Investigations—Birmingham, Ala.; Montgomery County, Md.; Rochester, N.Y.; Santa Monica, Calif.; and St. Paul, Minn. Each jurisdiction sent a team of six or seven top managers—chiefs of police,

chiefs of detectives, or chiefs of uniformed patrols; executive aides; project managers and evaluators; and prosecutors — to the introductory seminar held in Washington, D.C., in November 1976. A second session was held in Birmingham in May 1977, at which the MCI Field Test project staff reviewed progress of each agency's plan. A third MCI session is scheduled to be held in Montgomery County in November 1977.

The second topic selected for Field Test Training during ETP's first year was Juror Usage and Management. The JUM team is working with policymakers of 18 field test courts that have received LEAA grants of up to \$100,000 to study and implement the new technology in jury system management.

The 18 court systems are: Connecticut State Courts; Middlesex County (New Brunswick), N.J.; Delaware County (Media), Pa.; Jefferson County (Louisville), Ky.; Summit County (Akron), Ohio; Dallas County (Dallas), Texas; St. Louis County (Clayton), Mo.; Salt Lake City, Utah; Maricopa County (Phoenix), Ariz.; Spokane County (Spokane), Wash.; Suffolk County (Boston), Mass.; New York, N.Y.; Dane County (Madison), Wis.; DuPage County (Wheaton), Ill.; East Baton Rouge Parish (Baton Rouge), La.; Polk County (Des Moines), Iowa; Pennington County (Rapid City), S. Dak.; and Ada County (Boise), Idaho.

Bird Engineering-Research Associates, Inc., the originator of this unique jury system management process, working with URC, continues to provide technical assistance to each of the field test courts. In addition to this Follow-On Training in jury system management provided to project directors, data

processors at these courts participated in Field Test Training in jury system computerization in July 1977.

SPECIAL NATIONAL WORKSHOPS

Special National Workshops are a major ingredient of the Executive Training Program.

The Special National Workshops are held for criminal justice policymakers on a variety of issues of national significance selected by NILECJ. Recommendations for problem-solving are provided by experts whose theoretical and practical contributions may be helpful to those directly involved in implementing programs.

To date, three Special National Workshops have been held:

- Argersinger v. Hamlin (October 11-12, 1976)
- Update '77 (May 4-6, 1977)
- Determinate Sentencing (June 2-3, 1977)

The Workshop on Argersinger v. Hamlin was held in response to the interest generated by a 1972 Supreme Court decision. The Court ruled that indigent defendants in misdemeanor cases in which incarceration is a possible penalty must have legal counsel. The seminar explored the impact this decision is having on already overburdened lower courts and analyzed the results of National Institute research in this area. More than 100 members of the legal profession attended.

The Update '77 Workshop looked at criminal justice issues and problems from the perspective of mayors and chair-

persons of county boards of commissioners or supervisors. The program drew together 83 local chief executives and representatives of national organizations to discuss both common and unique law enforcement and criminal justice problems, approaches to solving the problems, and the resources available from NILECJ.

The most recent Workshop, Determinate Sentencing, was held in cooperation with the Boalt Hall School of Law at the University of California at Berkeley. This Workshop focused on an analysis of alternative approaches to sentencing, including the implications of the recent trend in several states toward determinacy in sentencing for a variety of crimes and the effect on the judiciary and the correctional system. Some 73 legislators, judges, researchers, offender representatives, and administrators of correctional institutions attended this two-day program.

In May 1977, LEAA formally modified the Executive Training Program to add as many as 10 Special National Workshops to the four originally proposed. A subcontract also was signed with the Correctional Information Service, Inc., of New York City to: 1) deliver to URC a comprehensive national study on determinate sentencing and its ramifications; and 2) attend, monitor, and prepare a report on the Determinate Sentencing Workshop. As part of this subcontract, the September 1977 issue of Corrections magazine was devoted to the topic of determinate sentencing. A report on the Workshop will be available from the National Criminal Justice Reference Service early in 1978.

rue to its name, the Executive Training Program was aimed at people from all parts of the country who, by virtue of their place in the criminal justice system, had the influence and authority necessary to take what they learned at ETP training events and use it to bring about change in their home jurisdictions. ETP sought out and invited men and women who were in a position to ensure the realization of the program's goal of implementing technology transfer.

PARTICIPANTS AND AGENCIES: A PROFILE

Some 2,107 participants attended the 40 Cycle I Training Workshops. Of these, 1,179 (about 56 percent) were classified as criminal justice "executives"—that is, chiefs of police, sheriffs, judges, directors of state correctional systems, district attorneys, and so forth. Most of the others represented significant support staff of these executives. For example, police participants included chiefs of patrol, planning, or investigation; courts sent court administrators or chief clerks; representatives from correctional facilities often included assistant commissioners and wardens; community participants included rape/sexual assault counselors and other types of crisis counselors; legislators and governors' representatives also attended. In all, 1,464 agencies were represented at the first 40 Workshops. In addition, more than 200 observers attended—mostly State Planning Agency, LEAA, and NILECJ staff.

Workshop invitations seek to identify and involve executives from the major political jurisdictions in all 50 states and

territories. Overall, Cycle I Training Workshops served 55 of the 56 cities with a population of 250,000 or more.

The mix of participants varied, as expected, from Region to Region and from topic to topic. The chart below summarizes the cities and agencies served and the number of executives reached by Cycle I topics.

Topic	No. of Cities Over 250,000	Percent Served	Total No. of Cities/ Agencies Served	No. of Par- ticipants	No. (Percent) of Executives
PGM	37	66	175/330	487	226 (46)
MCI	46	82	268/351	601	330 (55)
JUM	40	71	226/268	448	309 (69)
RIV	50	89	218/515	571	314 (55)
TOTAL				2,107	1,179 (56)

Attendance averaged about 53 participants for all Training Workshops in Cycle I. The range, depending on the topic, was from 34 to 74 participants. Juror Usage and Management (JUM) averaged about 45; Prison Grievance Mechanisms (PGM), almost 49; Rape and Its Victims (RIV), 57; and, Managing Criminal Investigations (MCI), 60.

The following chart summarizes Training Workshop attendance by Region and topic.

WORKSHOP ATTENDANCE

Region	PGM	JUM	MCI	RIV	TOTALS
\	48	41	57	58	204
	37	53	63	48	201
111	43	40	58	60	201
IV	51	53	50	56	210
. V	51	43	74	62	230
VI	54	53	54	57	218
VII	57	34	67	55	213
VIII	44	42	51	51	188
IX	59	55	63	65	242
X	43	34	64	59	200
Totals	487	448	601	571	2,107
Average					
Attendance	48.7	44.8	60.1	57.1	52.7

PARTICIPANT EVALUATIONS

All Executive Training Program events are evaluated by participants. Their aggregate evaluation of all 40 Training Workshops indicates consistent satisfaction with their experience. The scores were in the 4.0 to 5.0 range, on a 1.0 to 5.0 scale, where 5.0 is "excellent" and 4.0, "good."



The chart below summarizes participant Training Workshop evaluations, by topic:

Topic	Partic-	No. of Re- spond- ents	spond-		Objec- tives Met	Con- tent	Staff	Mate- rials	Hand- book	Logis- tics
PGM	487	282	58	4.3	4.2	4.2	4.5	4.4	4.4	4.0
JUM	448	352	79	4.4	4.2	4.2	4.7	4.5	4.6	4.0
RIV	571	448	78	4.3	4.1	4.0	4.6	4.4	4.6	3.8
MCI	601	523	87	4.4	4.2	4.3	4.6	4.5	4.6	4.1
Total	2.107	1.605	76	4.4	4.2	4.2	4.6	4.4	4.6	4.0

Participant evaluations of the three Special National Workshops thus far are consistent with those of the Training Workshops.

he second year of ETP includes the same basic range of activities as the first year—Training Workshops, Field Test Training, Special National Workshops, and Follow-On Training. ETP staff members responsible for designing and delivering the training programs for Cycle II have built upon their first-year experiences. They have been able to refine and improve the process of transferring new technology from the "laboratory" setting of the National Institute to the field level represented by the executives and decision makers invited to participate in ETP.

THE TRAINING WORKSHOPS

For the second year of ETP, four new topics have been designed for presentation at Training Workshops beginning in late September. These are: Managing Patrol Operations, Developing Sentencing Guidelines, Victim/Witness Services, and Health Care in Correctional Institutions.

Managing Patrol Operations

The goal of the Managing Patrol Operations Workshop is to introduce innovative and experimental models for managing a department's patrol force to best advantage.

At the end of the Workshop, participants should:

- Understand and be able to implement change strategies through development and implementation of new programs
- · Be able to identify and allocate resources needed to

implement those programs

- Know a range of patrol strategies
- Understand the benefits of, and strategies for, citizen participation and its potential impact on patrol operations.

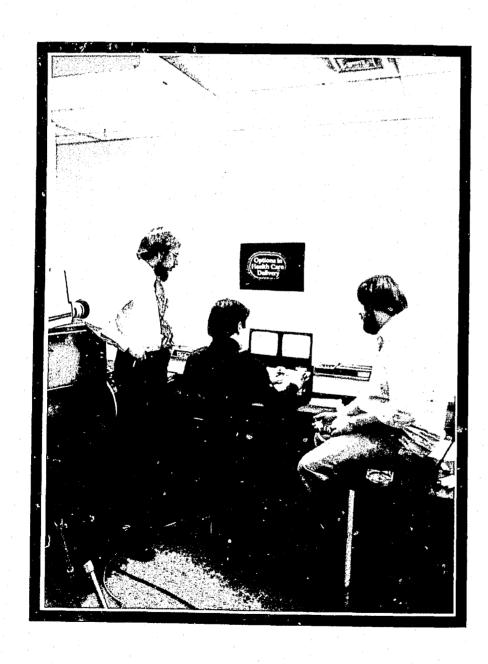
Workshop participants will include police executives—police chiefs, chiefs of operations, and chiefs of uniform patrols—and directors of planning and research from law enforcement agencies that have 100 or more sworn officers or serve communities of more than 50,000.

Developing Sentencing Guidelines

Using the results of a three-year testing program, the Workshop on Developing Sentencing Guidelines will seek to inform judges and other court officials about the concept of establishing parameters for sentencing people convicted of various offenses. The training will concentrate on the idea of guidelines as structured aids for judges to use in making decisions about sentences. Practical information will be presented on the various factors to consider in developing sentencing guidelines for specific court systems.

Through the Workshop training, participants will:

- Gain an increased awareness of current sentencing proposals developed by legislative and judicial bodies
- Obtain first-hand experience in the range of disparity in sentences for offenders with similar characteristics who commit similar offenses



- Gain a working knowledge of sentencing guideline models through which the judiciary structures its own decisions
- Understand the effects that sentencing guidelines will have on other criminal justice practices, including plea bargaining, probation, and parole
- Be prepared to make a thorough and convincing presentation of sentencing guidelines to colleagues in their court systems.

Workshop participants will include presiding judges, chief criminal trial judges, and either the chief probation officer or the court administrator. Each such team of three judicial decision makers will represent one of the 18 largest state court systems in each Region. Federal courts will not be included in these Workshops.

Victim/Witness Services

The Workshop on Victim/Witness Services is being developed to provide representative teams from large jurisdictions with the knowledge and skills they need in order to initiate or improve the delivery of services to the victims and witnesses of crimes in their communities. Recent research has produced strong evidence that the needs of victims and witnesses hav een overlooked by the criminal justice system as it strives to protect the constitutional rights of the offender and reintegrate the offender into society.

Implementation and improvement of victim/witness services should result in more and earlier reporting of crime;

greater victim/witness satisfaction with and involvement in the system; retention of victims and witnesses throughout the court process; and greater sensitivity of police and prosecutors to the needs of victims and witnesses, resulting in improved criminal justice and community relations.

Participants will be invited to the Workshops as members of community teams and will spend enough time together to begin to work out plans of action to take home. These teams will be composed of the police chief, director of community relations, or other police designee; the chief prosecutor; and the mayor or the chairperson of a county board or commission. Where a community group has been active in the delivery of victim/witness services, a representative of that group also will be invited.

Health Care in Correctional Institutions

Health Care in Correctional Institutions (HCCI) is the fourth Cycle II Workshop topic. The HCCI Workshop is designed to increase participants' knowledge of issues in planning, organizing, and implementing adequate health care services for inmates of correctional institutions. Topics include: lega: issues; health care standards proposed by the American Medical Association, the American Bar Association, the American Public Health Association, and others; health care services needed in various correctional institutions; models available to help institutions meet these standards; and options for organizational structure, personnel, and finances affecting health care delivery.



The Workshop should enable participants to:

- Specify the key elements of an effective health care delivery system
- Apply a process for developing health care performance criteria (or standards) against which to assess their present services and resources
- Identify deficiencies in services and resources
- Identify obstacles to developing an effective health care delivery system
- Use their knowledge of standards, deficiencies, and obstacles to effect change within and outside the corrections system
- Apply their skills to at least two areas of concern pertinent to health care delivery in their own correctional institutions.

Participants in this Workshop will include adminis-

"In most workshops you are 'talked to' by 'experts.' We learned by doing!"

trators of correctional facilities and correctional personnel with medical and legislative duties.

NEIGHBORHOOD JUSTICE CENTERS: FIELD TEST TRAINING

During the second year of Field Test Training, the Executive Training Program will become involved in one of the most innovative experiments in the criminal justice system—Neighborhood Justice Centers.

Attorney General Griffin B. Bell recently described his department's new program this way:

The Department of Justice is launching the Neighborhood Justice Center program to make justice in the United States faster, fairer, and more accessible to the people.

In many disputes, it costs too much and takes too long to go to court. We are setting up three experimental Neighborhood Justice Centers to develop a mechanism that will provide access to justice for people who are now shut out and to provide relief to our overburdened courts by diverting matters that do not require a full court proceeding.

The Centers will be in Atlanta, Kansas City, and Los Angeles. Specially trained members of the community will offer mediation or arbitration services to settle some of the kinds of disputes that tend to clog court dockets, such as family disputes, consumer complaints, and conflicts between

landlords and tenants.

Although the Neighborhood Justice Centers' services will be available to all parties who can mutually agree to submit a dispute to mediation or arbitration, officials expect that the Centers will be especially helpful to people who previously have not had or sought access to the courts because of lack of money, lack of knowledge, or suspicion of the criminal justice system.

The Centers also will make referrals to other agencies or to the courts in cases where mediation or arbitration is not appropriate.

Officials hope that the three pilot centers, which are expected to be in operation by 1978, will produce models that can be copied around the country.

SPECIAL NATIONAL WORKSHOPS

Special National Workshops designated thus far for presentation in Cycle II are:

- Stochastic Modeling
- Plea Bargaining
- Forensic Science
- Update '78
- Mental Health Services for Acutely Mentally Ill Persons in Jail
- Diversion and Release.

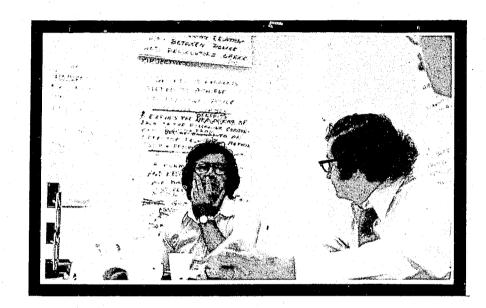
Other Special National Workshop topics are under review by NILECJ for possible presentation in Cycle II.

PROGRAM ORGANIZATION AND SUPPORT GROUPS

Program to date can be attributed to the close liaison among all the staff members of the participating organizations—the National Institute of Law Enforcement and Criminal Justice, University Research Corporation, Bird Engineering-Research Associates, the Center for Community Justice, Correctional Information Services—and the various ETP support units, including the Evaluation Group, the Media Group, and the Logistics Group.

For each major topic area of ETP, a liaison person from the National Institute's Office of Development, Testing, and Dissemination has been designated to work as a member of a particular team and play a critical role in each step of planning, developing, and conducting the numerous training events. This liaison arrangement has provided a continuous, open, two-way flow of information between LEAA and URC and ensured appropriate review and agreement about the way activities should proceed.

Another reason for the consistently high ratings given to each training event is the detailed process followed by each team in clearly defining its goals and objectives and then developing sound, effective training materials. Furthermore, only participants who stand to benefit most from this kind of training are invited to attend the training events. Finally, a variety of training methodologies are used and all are carefully and regularly evaluated.



LOGISTICS GROUP

To help coordinate and monitor the numerous staff and project activities involved in planning and implementing the Executive Training Program, a computer-assisted Training and Management Information System (TAMIS) was developed. Such a system was necessary to assist the Logistics Group in keeping management apprised of the many items to be delivered under the ETP contract—more than 40,000 deliverables, including multiple mailings to all ETP participants, contacts with regional and state agencies, participant handbooks and manuals, and so forth.

A TAMIS deliverables summary is produced at the beginning of each week for the subsequent two-week period and distributed to all ETP management staff. An example of a deliverables summary, which incorporated events for a specific

two-week period and the planning process underway, appears on the following page.

This summary provides the URC project staff, the ODTD Government Project Monitor, and other appropriate LEAA/NILECJ staff with a continuing round-up on the progress of all contract activities. It clearly identifies deliverables that are expected, dates, and the person responsible for ensuring that the particular task and step concerned is accomplished on time.

In addition, in weekly ETP management meetings, written summaries of progress on each major task area or activity are distributed to all management personnel. The ODTD Government Project Monitor and, when appropriate, other LEAA/NILECJ staff participate in these management meetings. Quarterly meetings are held with the Government Project Monitor and other appropriate staff from ODTD to review with the URC Corporate Monitor the general perspective on "how things are going" and to identify strong points and problem areas. Other task-oriented meetings routinely take place with varying mixes of LEAA/NILECJ staff and URC staff.

MEDIA GROUP

From the beginning of the contract and throughout the Cycle I training design period, the members of the ETP Media Group have worked closely with the various training teams and consultants to produce the original materials for the Workshops and other ETP events. This collaboration ensures

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"Even those discussions I did not agree with forced me to reassess my own attitudes."

that the numerous handbooks, manuals, charts, and various visual aids are substantively sound in all respects.

More than 2,500 handbooks and manuals have been produced for participants in the first series of Training Workshops, Field Test Training, and Special National Workshops, as well as detailed handbooks for the trainers. In some cases, members of the Media Group have collaborated with team experts in writing original manuscripts for both the participant's handbooks—detailed outlines, descriptions, and worksheets that follow the presentations of the trainers session-bysession—and the manuals, which present extensive background papers and, in some cases, original research findings about the topic.

These written materials are generously illustrated and coordinated with numerous graphs and charts, many originally designed by the Media Group's artists. In addition, the artists have made over 400 flip charts, as well as slides and transparencies that have been used as training aids. Distinctive designs are also created for each training topic, and certificates are individually inscribed for each participant by the artists.

Another part of the Media Group's work is the production of videotapes on selected training topics. These explore some of the most innovative technology in a field by looking at how new techniques are applied and by interviewing the people directly involved in the work. These videotapes, in conjunction with the other media materials, are proving especially valuable to the many jurisdictions that are seeking Follow-On Training.

EVALUATION GROUP

The ETP Evaluation Group has also worked closely with the training teams during the design phase and in the presentations of all ETP events.

The Evaluation staff has helped each training team determine appropriate training goals and objectives and how to translate these into a training design. They also assess each topic's products as they are developed.

Before Training Workshops get underway, pilot Workshops on each topic are presented to representative participants and various observers for the express purpose of assessing the presentations. By surveying the participants and observers at these pilots, the Evaluation Group is able to assist the trainers in identifying the strengths and weaknesses of a program and ways of improving it before nationwide delivery.

In addition, the Evaluation staff continues to monitor every Workshop, activity, and product under the ETP contract. This monitoring provides a continuing check on the effectiveness of the trainers' presentations, the materials, and the facilities, as reported by program participants. Detailed evaluation reports are delivered to the trainers, ETP managers, and the Government Project Monitor following each event so that improvements or alterations can be made as appropriate.

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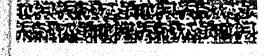
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The Executive Training Program was nominated to receive the 1976 Service Award of the American Society for Training and Development, an 18,000-member national training organization. The nomination represents a professional acknowledgment that our efforts are considered important to the expansion of the art and discipline of human development training.

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