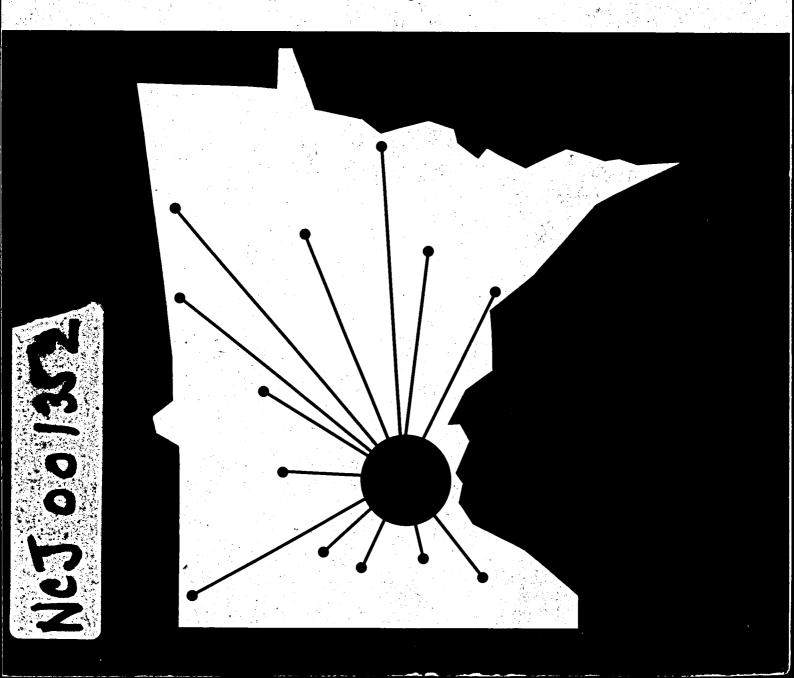# ESTABLISHING PRIORITIES

MINNESOTA CRIMINAL JUSTICE SYSTEM 1970

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Minnesota State Planning Agency
Governor's Commission on
Crime Prevention and Control
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St. Paul, Minnesota 55101

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PREFACE

The following study is part of the research of the Governor's Commission on Crime Prevention and Control to assess the problems of crime in Minnesota. The study was supported by a grant from the Office of Law Enforcement Assistance, United States Department of Justice, under the Law Enforcement Assistance Act of 1965. The research study is part of the research and recommendations reported by the four Task Forces of the Governor's Commission on Crime Prevention and Control.

The Commission is deeply indebted to the members of the Priorities Committee for their individual efforts in reviewing this report and advising on establishing priorities for the Criminal Justice System. Governor Harold LeVander and Attorney General Douglas Head strongly encouraged the Commission and staff to expand their vision and consider new management methods to establish a progressive Criminal Justice System for Minnesota.

St. Paul, Minnesota

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BACKGROUND TO PRIORITY ESTABLISHMENT

In 1968, the Task Force on Law Enforcement, Administration of Justice, Corrections and Crime Prevention Through Citizens' Action, made recommendations to the Governor's Commission on Crime Prevention and Control. These recommendations are detailed in the publication **Task Force Reports and Recommendations.**

A major recommendation of the Task Force called for a system's analysis of the Minnesota Criminal Justice System through application of scientific analytical techniques. In an effort to implement this recommendation, and to determine the feasibility of various action programs stemming from other recommendations, State and State-wide regional agencies were charged with planning and need-assessment tasks.

Each regional organization was authorized and encouraged to assess their current criminal justice needs, resources, information, and financial requirements and to complete a five year forecast of anticipated programs, projects, and needs. From regions and state agencies, a diverse set of recommendations were received that collectively formed the basic data for priority establishment.

In view of the increasingly divergent needs of the State's regions, together with the common problems within the Criminal Justice System in Minnesota, the Governor's Commission on Crime Prevention and Control requested assistance in obtaining, reviewing, and validating the State and regional priorities. This, in turn, required the design and development of a priorities establishment method, its application, and a review of results obtained.

MISSION AND OBJECTIVES

In establishing the Minnesota Criminal Justice System priorities, six basic needs and problems were recognized:

I.   The severely pressing demands for improved criminal justice resources from urban areas, based on increased concentration of criminal activity, plus previously unencountered forms of law violation.

2.   The mounting public indifference and, in some instances, hostility to usual and customary law enforcement practices and procedures.

3.   A growing divergence within public sectors and among professionals in criminal justice service as to the exact measures required to maintain social order and respect for law compliance.

4.   The problem of information available and required to guide planning and action programs implementation, plus the need for a unified frame of reference to gain understanding of what is happening within the Minnesota Criminal Justice System, its components, and the population it serves.

5.   The need to reduce the amount of lag time between problem identification and appropriate response. Critics of the current system argue that traditional responses are wholly inappropriate given the

mobility of persons, social values, and mounting subcultural tensions (youth, black—white, poverty, and protest) that prevail today.

6. The recent origin of the concerted effort to plan and implement regional and state agency programs through the Omnibus Crime Control and Safe Streets Act of 1968.

Against these needs and problems, the following objectives were sought:

- The identification, assessment, and review of the priorities of the Minnesota Criminal Justice System as a whole.

- The assessment and review of the basis for arriving at such priorities.

- The assessment and review of the proposed action programs for problems and needs relating to obtained priorities.

- Involvement of personnel at various levels to aid in priority formulation and establishment.

These objectives involve:

- Initiation, design, and development of a method for systematic establishment of priorities of the Criminal Justice System and its sub-systems in terms of functions.

- Organizing and analyzing proposals, requests, and recommendations from state agencies and state regions as inputs to the method, including problem and needs identification.

- Organizing and involving regional, state, and Priorities Committee personnel in the design and review of the method and results.

- Employing and revising the method to accommodate future use, and, at the same time, making recommentations for future use.

PRELIMINARY STATEMENT: IDEAS ON PRIORITY ESTABLISHMENT

The establishment of priorities is an early part of the total planning process. Unlike the purpose that might prompt the setting of objectives, goals, or targets, priority establishment is undertaken for quite different, but specific, reasons:

- A variety of pressing **problems** must be handled simultaneously in terms of available resources, information, or merely on the basis of demands for action.

- Available information and data on the problems are incomplete, controversial, or not easily resolved by experts or professionals who work with the information at the action program level. Further, the very need for information and interpretation may pose as problems such as how much, what kind, and what does the information mean?

- The system, agency, or group with responsibility for dealing with problems is itself newly formed or of recent origin. Therefore, they have not achieved a comprehensive overview of the System or what its goals

might be. Rather than setting goals or specific targets, the agency or system seeks to reach a level of management control through inductive planning. (This was intent of the Governor's Commission on Crime Prevention and Control for 1970.)

● The inability to set goals, plus the magnitude of problems would prompt the group to look at its problems in terms of priorities, rather than as deductively derived goals. This approach directs attention to system's analysis, with a view to the functions of the system and its current level of operation, rather than what it could or should be doing.

● Policies to aid in setting goals, objectives, and targets may not be available, except in the sense of broad guidelines. Thus, factual history and the need for specific policies to set goals may pose as a further problem in its own right.

For these reasons, plus the overriding concern for gaining a management understanding of the Minnesota Criminal Justice System, a decision was made by the Governor's Crime Commission to focus on priorities (January 19, 1970).

WHAT IS A PRIORITY?

In everyday terms, a priority means something that is more important that something else. It suggests a choice, where one ought to do a certain task before another task. Notions of priorities, such as the *"to do"* or shopping list, are adequate at the individual level, because usually the individual knows why he is doing things in a given order. But, when many persons are involved in a course of action, problems, and decisions, it is important that the reasons for action priorities be made explicit, clear-cut, and open to inspection for the sake of better understanding and agreement.

At the outset, a **priority** is defined simply as a value, a quantitative or qualitative judgment value that can be assigned to one or more aspects of a problem. The reason for considering a priority to be a value (as opposed to some verbal array or listing of items) is based on a management view of problems, the level of control sought, and the need to parallel human judgment on priorities with problem-solving criteria.

Because what individuals call "priorities" are often only personal preferences or feelings based on incomplete information, a method is needed in establishing priorities that organizes persons, their experience, judgments, and certainties. The method must isolate problems as actionable or non-actionable, and also supply a measure to problems as needs.

● Problems seen from a management perspective are not always related in a clearcut linear manner. Problems that appear to be related can be seen equally as well as *"branches"* from some common root problem. Therefore, priorities as values serve to group problems in considering resources to be applied and to separate problem categories into manageable blocks.

● Priorities as values serve as *"crude"* and, presumable, improvable measures of:

(I) level of system need suggested by the problems

(2) Likelihood of benefit if the problems are solved

(3) feasibility criteria

(4) system functions

With these factors, plus a method, individuals may collectively examine problems and the range of actions associated with problems in a program sense.

WHAT IS PRIORITY ESTABLISHMENT?

Individuals typically set priorities on simple factors such as urgency (deadlines), risk, cost/benefits and consistency. However, when many persons are involved, as in systems, agencies, or groups, priorities are established in several different ways, according to the decision-making latitude and centralization of authority.

Keyman Directive

Priorities are set for the entire group by authorized persons in their regular course of work. Such a procedure may be wholly reliable and effective in small organizations, where policy, control, and information are managed by one or a few persons.

Committee Consensus

Priorities are set by a periodically authorized panel of persons, where the committee allows one vote per member and operates formally or informally (parliamentary procedure, debate, or discussion). It is generally recognized that persons and their interests sway committee actions, and that members do not uniformly operate from the same criteria or guidelines. Thus, committee procedures may create consensus, but **little information on how the decisions were reached.** Hence, discontinuity in decision-making and uncertainty in criteria prompt review rather than progress.

Task Force Procedures

Priorities are set by panels of diverse "experts" on a task basis. The experts may introduce their concerns and criteria for priority exercises, as well as proposed courses of action. Through systematic replacement of task force personnel and successive refinement of criteria, a set of quantitative priority values are obtained through judgments and continuous judgmental approximations of problem parameters.

Where management decisions are critical, this method achieves a highly refined profile of priorities, plus the criteria on which decisions were made in the process. As exemplified by the *"Delphi"* method, engineering feasibility methods, and predicasting techniques, all such procedures aim at early identification of useful judgment factors, assessment of problems, and levels of confidence in a course of action.

WHAT ARE THE REQUIREMENTS OF
A METHOD FOR PRIORITY ESTABLISHMENT?

In order to achieve priority values, the methods for priority establishment using a task force approach will require that:

● The method achieves a reasonable and rapid statement of current priorities, where the duration of such priorities, if unfixed, may be regularly or periodically re-examined against new information.

● Quantitative measures are obtained as a result of the method and not aside from the method. Exogenous data may not be introduced unless a change in information requirements are built-in features of the method.

● The method, or any ensuing variation, is not only reusable, but that post information and judgments can be re-examined along with new information in an updating and review sense.

● The results of the method at any moment in time may be reviewed and changes made for improved task completion.

● The method groups and separates judgmental tasks for participating personnel, rather than having all personnel perform all tasks.

● The tasks and procedures for conducting priority development, assessment and consensus by individuals and groups are specific, agreed upon in advance, and allow the results of individual and group judgments to be periodically reviewed by the group as a whole.

● Once initiated, procedures and tasks may not be interrupted or changed, except for review of obtained results.

● Judgments made by individuals and groups are clearly related to information common to or shared by the participants, and that the judgments required would be reasonably within the individual's competence.

● Any composite results obtained shall be adoptable as the *"best possible judgments"* made at a given time, with the full understanding that a subsequent application of the method may change the priorities heretofore deemed valid.

● *"Best judgments"* may be constrained by the method's tasks, but the method shall not constrain the placement of individuals in task-groups. Thus, expertise shall be considered initially uniform among panel or task force participants, and, subject to their choice, placement of participants shall accommodate individual method's expertise, as well as subject matter expertise.

These requirements were observed in the design and development of the Minnesota Criminal Justice priority exercise, with major emphasis upon reuse and needs for revision.

AN OUTLINE OF PROCEDURES USED TO OBTAIN PRIORITIES IN THE CRIMINAL JUSTICE SYSTEM

The following procedures were used to create a priority method and govern its use. Detailed descriptions of each phase follow this outline.

- Development of definitions of the Minnesota Criminal Justice System, its sub-systems, and levels of operation: state, regional, county, and municipality.

- Development of system's components for each of the sub-systems, including the definitions of the functional categories as realistic ways of developing programs and needs, information requirements, and a basis for classifying the 1968 Task Force recommendations, state agency recommendations, and regional proposals.

- ¡The initial classification of the foregoing recommendations and proposals to determine which sub-system was involved (i.e., police, adjudications, corrections or prevention) and the likely functions involved. Based on regional and state agency reports, the state and regional staffs proposed twenty-four programs within twelve functional categories for consideration by the Priorities Committee.

- The organization and analysis of available and supportive data relating to the functions of the sub-systems at the state, regional, county, and municipal level.

- The formulation of specific priority assessment components, (i.e., needs, benefits, feasibility criteria, and system's factors) including the protocols.

- Review of the foregoing steps by state and regional personnel, together with revision of materials and specific assessment items.

- Formulation of tentative program titles based on functional categories and the multiple classification of recommendations and requests under "program titles".

- Development of tasks to be performed by the Priorities Committee in priority assessment.

  The Priorities Committee assessed twenty-four programs on the basis of need, benefit, feasibility criteria, and system's factors. The Delphi method and sub-committees were used to undertake specific tasks in assessing:

  - Needs and the level of need met in terms of programs by functional categories and sub-systems.

  - Feasibility criteria, including initial and terminal criteria, for programs by functional categories and sub-systems.

  - Benefits and certainty of benefits of programs by sub-system.
    System's factors and constraints

- The results of the first session's assessments were presented to the Priorities Committee in the form of a composite list of the relative position of the twenty-four programs. This activity involved analysis of data obtained from the first Delphi exercise, including review of results and validation by the Priorities Committee. The Priorities Committee then combined certain of the programs and rank ordered the resultant nineteen programs. This rank ordering conformed substantially to relative positions derived from their assessment procedures.

- Preparation of a report and recommendations for future method's use, including revision of the methods.

PROCEDURES FOR MINNESOTA DELPHI METHOD: CRIMINAL JUSTICE SYSTEM PRIORITIES

The following materials detail the stepwise thought and procedures used in developing, assessing, and employing a version of the Delphi method in establishing Minnesota Criminal Justice priorities.

Definition of system and subsystems.

The total Criminal Justice System* was defined as consisting of all activity performed by police, adjudication, corrections, and prevention agencies. This notion of a system treats policing, adjudication, corrections, and prevention as major subsystems** of the System. Also, a definition of criminal behavior was proposed which linked these four subsystems as a response to the liklihood of non-compliance with a law or ordinance.

Sub-systems and Functional Definitions.

A Criminal Justice Sub-system is defined as a set of related agencies and their respective personnel performing duties and tasks within a defined jurisdiction, having appropriate authority, resources, and sense of purpose. A sub-system was further defined in terms of the functions or tasks it performs. Twelve functions, defined below, were established for each of the subsystems.

Functional categories in this report should not be confused with the functional categories adopted by the Law Enforcement Assistance Administration (LEAA). In this report, functional categories are regarded as those activities common to all human systems as a prerequisite to the maintenance and operation of a system. In this sense, functional categories do not have a single or multiple problem orientation, e.g., juvenile delinquency, law enforcement, drug abuse, etc. As detailed on the accompanying scheme below, functional categories are addressed to four basic states of systems: requirements of maintenance, operation, problem, and change.

The functional categories developed for the Delphi exercise are broadly based classifications which are designed for a management understanding of a social system. These are:

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* A system is a word that means how persons, goals, policies, resources, information, and processes go together in some way to achieve a given purpose, such as an apprehension, sentencing, treatment, and rehabilitation, etc.

** A sub-system is a part of a system having all of the traits of a larger system, but with special duties, jurisdiction, style, and direction, such as the St. Paul Police Department, the St. Louis County Sheriff's Office, and the Stillwater State Prison.

SCHEMATIC ANALYSIS OF THE STATES OF THE CRIMINAL JUSTICE SYSTEM*

maintenance

change

opportunity

problem

FUNCTIONAL CATEGORIES:	SUBSYSTEM POLICING	SUBSYSTEM ADJUDICATION	SUBSYSTEM CORRECTIONS	SUBSYSTEM PREVENTION
1. Communication and Information				
2. Personnel Improvement, Education, and Training				
3. Physical Resources: Facilities, Equipment, and Material				
4. Human Factors Control				
5. Rewards				
6. Problem Identification and Response Capability				
7. Administration				
8. Inter-Agency Relations				
9. Program Planning, Research, and Development				
10. Policy				
11. Public and Community Relations				
12. Performance Evaluation				

*In examining the functional categories of administration within the subsystem of policing, there are four considerations. These four considerations are:

    a. The maintenance requirements
    b. The predicament and problem requirements
    c. The opportunities available
    d. The change requirements

Thus, the "functional categories" of LEAA represent a subset of the above functional categories largely focused on problem aspects.

COMMUNICATION AND INFORMATION

Information refers to, on the one hand, data collected, stored, and interpreted against some action frame of reference; communication refers to the spread of information throughout a network of persons responsible for specific interpretation and action.

PERSONNEL IMPROVEMENT, EDUCATION, AND TRAINING:

Personnel improvement refers to (a) all forms of pre-, in-, and post-service training, education, and other instructional services aimed at maintaining a level of performance; and (b) the recruitment and specialization of manpower.

PHYSICAL RESOURCES: Facilities, Equipment, and Material:

Resources refer to capital, physical, and organizational capabilities required by the system, budgeted and expended, in the course of work.

HUMAN FACTORS CONTROL:

Human factors control refers to ways and means for dealing with the emotional and psychosocial needs of the system's personnel in the course of providing services to the public, and also includes ways and means that such personnel may use to manage the collective tensions, emotions, and feelings of the client population.

REWARDS:

Rewards consist of ways and means for recognizing the performance level of an individual or agency. Rewards involve remuneration, job satisfaction, advancement opportunities, and incentives.

PROBLEM IDENTIFICATION AND RESPONSE CAPABILITY:

Problem identification refers to the ways and means that systems anticipate, monitor, and signal various levels of problems and needs. Response capability refers to alert procedures, involving the system's mobilization and focus of resources on problems, including the development and design of new resources and new courses of action.

ADMINISTRATION:

Administration involves equipment, material, human, and other resource organization, coordination, and management deemed essential to the overall maintenance and response capability of the system.

INTER-AGENCY RELATIONS:

Inter-agency relations refer to the network of working agreements, joint or cooperative efforts, and shared resources designed to improve the services and effectiveness of the participating agencies.

PROGRAM PLANNING, RESEARCH, AND DEVELOPMENT:

Planning refers to the development of feasible courses of action in light of needs, benefits, problems, and opportunities, including the design of action programs. Research refers to the collection of information and its interpretation, and is related to the identification of needs, system requirements, evaluation, and assessment.

POLICY:

Policy refers to directives, rules, regulations, and guidelines, including laws and statutes, used to guide and administer a system. Policy may be mandatory or discretionary in its administrative or everyday application.

PUBLIC AND COMMUNITY RELATIONS:

Public and community relations refers to how the sub-system and its personnel interpret their role and services to the community, the public and citizens. Public and community relations involve communication of system purposes and benefits and seek to elicit a spirit of mutual cooperation, understanding, and responsiveness to common problems.

PERFORMANCE EVALUATION:

Performance refers to the level of accomplishment of work, tasks, and activities for which the system is established. Evaluation refers to the review and assessment of the adequacy and aptness of performance.

These functional categories are viewed as sufficiently basic to policing, adjudication, corrections, and prevention sub-systems to permit their use in a management control sense. Thus, each functional category implies problem areas within itself which affect overall purposes of a sub-system and the system as a whole. Further, these functional categories involve "prerequisites." Unless the sub-systems achieve a level of management and performance within each functional category, the sub-system is correspondingly disabled. The notion of prerequisites is critical in discerning system maintenance needs versus wants.

Classifying Recommendations and Proposals.

Following the development of functional categories of the system and its components, the next task involved analysis of a series of regional and state proposals, agency recommendations and requests in terms of the functional categories. The purposes for this analysis were as follows:

- To identify needs and problems cited in such proposals.

- To develop criteria for project and program evaluation, expected benefits, and related systems implications.

- To organize data input in a common and uniform manner for use in the Delphi method.

All project proposals were subsequently classified in terms of the major functions to which the proposal related and further cross classified with respect to the subsystem involved. This analysis provided an overview of the direction of proposed projects and identified gaps in possible program areas.

Regional and state staff personnel were involved in a two-day session, February 2-3, 1970, with the aim of reaching agreement on methods development, discussion of proposals, and to assist in the development of program criteria in terms of their own proposals.

Organizing and Analyzing Available Support Data.

In order to achieve a preliminary overview of the State and regions, available agency data were examined to create a process view of the system and its components. Using available data, a limited number of indices were construed, but were subsequently not used because only 1966 data could be found. (The intent of data analysis at this point was to introduce certain basic data into the method to guide experts' judgments.) While available data were largely historically inappropriate, data relating to 1969 were analyzed to provide a process view of the four sub-systems. The limitation of data appropriate to the Delphi method prevented data inclusion for judgmental purposes.

Formulating Specific Priority Assessment Components.

The Delphi method requires one of two procedures with respect to how problem and date imputs are organized. The simplest procedure involves the design and review of protocols, e.g., questionnaires, survey forms, or card items by non-participants, followed by actual use by participants in a predicasting sense.

In this case, participants respond to a series of questions and criteria, offering judgments on those items submitted. In the more complex versions of the Delphi method, participants initially engage in the formulation of criteria, items to be examined, task analysis, and stipulation of data analysis.

As a result of the first meeting of regional and state staff, the desire for a *"simplified version of the Delphi method"* was adopted. The sentiments of participants favored the following approach:

- The components of the priority establishment method would be prepared in advance of the actual Prioritice Committee meeting

- Systems concepts would be minimized, although functional categories would serve as acceptable versions of systems ideas and would allow for program formulation

- The suggested functional categories required clarification and definition to avoid premature exclusion of program possibilities.
- Thus, efforts were directed to exploring possible program titles within functional categories

- Cost/benefit analysis items were deemed premature in assessing program and project items without budget and allocation data

- The variety of methods used by regional councils to obtain their priorities did not permit a reexamination of how such items were

obtained in terms of a single method. Nor did time allow this exercise to be undertaken

● The decisions on accepting feasibility criteria for programs within subsystems and in terms of their functions were made, providing that multiple criteria could be assigned to various project requests and recommendations. This problem was solved by two to three person groups of regional and state staff who compiled projects into "logical categories" and identified feasibility criteria.

The results of this work permitted the formulation of four protocols. Each protocol was designed to be completed by a Priorities Committee member, subject to review and preliminary assessment by a task force. The four components of priority establishment were:

● Benefit assessment

● Needs and program assessment

● Initial criteria of feasibility and terminating criteria assessment

● System factors assessment.

(The resulting protocols are included in Appendix A.)

Reviewing protocol materials, Delphi procedures, and formulation of program titles.

On February 16-18, 1970, regional and state staff reviewed the basic protocol materials to be used in establishing priorities. All suggestions and recommendations on the protocols were incorporated in the resulting materials, together with changes in format and design.

At the same time, the proposed procedures for conducting the Delphi exercise were reviewed and modified. Alternatives were also discussed and the results of discussion were incorporated in the documents to be presented to the Priorities Committee. (See Appendix B.)

During this meeting, the final classification of projects and recommendations was made in terms of functional categories and sub-system components. Program titles were formulated for the aggregated projects and recommendations. Thus, twenty-four programs were proposed, each related to a specific system function, and bearing a set of *"exemplar"* projects that might be considered representative of the program itself. The twelve functional categories were not evaluated as to their overall significance, inasmuch as the focus of priority assessment was deemed to perform this task.

Last, the tasks of regional and state staff were outlined prior to the first Delphi exercise. The objective was to stipulate within due bounds, the role of the regional and state staff to Priorities Committee members, without allowing such persons to serve in a decisionmaking capacity in the actual priority exercises.

What was each task force focusing on?

Needs and program assessment.

The protocol here required that participants assess the level of needs within each of the four sub-systems in terms of functional categories, using a 0-10 point scale to indicate the level of need. In only four instances did group discussion follow the individual's tasks. (Time limitations prevented discussions as required by the Delphi method. Discussions on programs were deferred until the following session.)

Each participant completed his individual form followed by discussion on the set of forms. Second, each participant was asked to judge the proposed program in terms of how it would meet needs. Naturally, wide discrepancies in judgments existed between participants, although discussion tended to reduce some judgmental ratings.

Since any functional category could have been selected and multiple functional categories used, the results are indicative of program coverage into two respects: breadth of functional categories involved in needs and perception of program coverage by sub-system.

Benefits and program assessment.

This protocol requires that participants make a series of judgments on expected benefits in terms of:

> Direct and indirect service benefits in terms of low and high percents, plus a certainty assessment of the same

> Direct and indirect systems capability benefits in terms of high and low percents, plus a certainty assessment of the same.

In addition, the time schedule of benefits, plus an assessment of funding requirements dollar, savings potential and centralization/decentralization assessments are made. While these judgments are unquestionably difficult without supportive data based on comparable programs, judgments are based on participant experience with kindred activities. These data are central to the Delphi method and serve as the predicasting basis for all programs.

Feasibility factors and program assessment.

The protocol requires that participants select those feasibility and terminating criteria on which a proposed program might be evaluated. Second, participants are required to indicate the likelihood that the selected criteria would be used in evaluation. (Order of program feasibility and termination criteria are typically inferred from the order of selected criteria as well as the probability figures supplied.)

Discussion in this task force serves to focus in on selection of the major feasibility and terminating criteria, using a list of possible criteria and their definitions. Unlike benefits and needs assessment,

feasibility criteria may not be merged readily with other criteria, except to provide an alternate view of the readiness of a system to undertake planned program development.

Systems factors and program assessment.

Because of limited data on systems performance, this protocol required only *"yes-no"* replies to a series of items which constitute system constraints. In the absence of any constraint, the proposed program was deemed adoptable, serviceable, i.e., not inconsistent with existing state and regional agencies activities. (Since so very few programs evoked constraints in these terms, the systems factors portion of priority establishment was of little value per se.)

Developing the tasks and procedures of the Delphi method for the Priorities Committee.

The tasks of the Priorities Committee were twofold: first, each member having been randomly assigned to a task force of four members, was then acquainted with the specific details of that group's work. Regional and state staff members assisted in instruction. Program materials were submitted to the groups one at a time and no time periods were specified for work completion.

Second, upon completion of the tasks of each program, each task force was instructed to review individual protocols and to reach preliminary agreement on the factors which they had treated. Next, from each task force a review committee was constituted for the purpose of determining the overall order of the four priority factors. (This procedure was observed for three programs considered throughout the morning of February 21, 1970, after which the procedures were abbreviated to task force concentration on protocol work alone.)

The exact tasks of each task force are outlined in Appendices A and B. The consultants were responsible for the overall design and implementation of the Delphi method and assisted in the introduction and on-site procedures.

The conduct and performance of task forces.

Despite the change in review procedures, each task force was able to complete a substantial part of the required program assessment. (Certain Priorities Committee members requested that they be allowed to return their protocol materials by mail.)

Data analysis and review of results.

Data obtained from this exercise were analyzed according to those cumulative ordering procedures which would allow an integration of data, and, thereby, an overview of results obtained as if each program had been equally weighted on the above criteria used for program assessment. During customary Delphi data analysis, each criterion factor and data are weighted in review procedures and quantitative values assigned to each factor; the absence of continuous review prevented this approach.)

Analyzing needs data.

Customarily needs data are analyzed through a comparison procedure which involves a ratio of needs by function to a likely achievement factor (the latter represented here by the measure of expected program need fulfillment.)*

Because a number of program assessments failed to conform to the above requirements, data were cumulatively treated.

Analyzing feasibility factors data.

The Delphi method requires that initial feasibility criteria be compared with criteria for termination, against the probability that such criteria will be uniformly applied until termination occurs.

In those instances where data requirements were met, cumulative feasibility criteria were designed to programs. The major difficulty in dealing with feasibility requirements was the participants' judgments that criteria applied at the outset **would likely become more stringent upon termination of a program.** Ideally, the probability of a criterion would be more stringent at the outset, and, as benefits accrue, the criterion in effect would be lessened or changed.

Analyzing benefits and certainty data.

The Delphi method uses various expected utility formulas to link expected benefit values with certainty measures.

In virtually all instances, the data requirements were met, thereby permitting an array of programs on expected benefit values.

REGIONAL AND STATE STAFF INVOLVEMENT IN THE DEVELOPMENT OF INFORMATION FOR THE PRIORITY COMMITTEE.

Within the regions, various procedures were used to identify priority-like purposes, needs, and projects to be considered by the Priorities Committee. Among the methods used to secure information for inclusion in the Delphi method were the following:

- Questionnaires distributed to Advisory Council members and residents of the region, including telephone surveys to ascertain public concerns, interests, and problems within the region.

- Personal interviews conducted by executive directors.

- Workshops and seminars that involved bringing Advisory Council members together for special sessions to identify and assess the needs and problems of the region's Criminal Justice System.

- The use of the monthly Advisory Council meetings as *"sounding boards"* for public interest and problem identification. Analysis of the preceding year's federal and state guidelines to identify relationships between previous programs and regional needs.

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* The mathematical expression of these procedures are detailed in Appendix D.

- The use of the Criminal Justice Component Profile to identify problems and deficiencies in the regions.

NEEDS, PROBLEMS, AND PRIORITIES

NEEDS OF MINNESOTA CRIMINAL JUSTICE SYSTEM

The following materials provide information on the current needs, problems and priorities obtained through priority assessment procedures and available data on the Minnesota Criminal Justice System.

WHAT ARE NEEDS?

In a system sense, needs refer to discrepancies between minimum systems maintenance requirements and the actual or measured state of systems performance. Needs arise when a system and its components are unable to achieve a level of effective operation and performance, simply called maintenance.

Further, needs arise when goals are set that despite their value and desirability are unachievable for various reasons, e.g., resource limitations, ambiguity of policies, lack of direction, personnel turnover, etc. Last, needs in the most general sense can be found throughout a system as a whole, as well as within various functional categories.

GENERAL NEEDS

The Minnesota Criminal Justice System has several broad needs which substantially affect its overall organization and effectiveness, as follows:

● Limited tax dollars available for Criminal Justice System operations.

● Availability of data and information organized for planning purposes, policy guidelines, problem identification and action programs.

● The factor of public understanding and support for the Criminal Justice System.

● The growing concentration of crime in urban areas and the concomitant diversity of criminal activity.

● Limited specialization within the criminal justice system and the gap between problem identification and program response.

● The level of management and control of the components of the Criminal Justice System.

NEED AND PROBLEM DESCRIPTION

The current state of funding of criminal justice systems at local levels of government critically handicaps systems maintenance. Faced with funding appropriate for an earlier period of need, criminal justice systems are burdened with increasing service demands, public requests for continued high population coverage with a growing inability to maintain past standards and levels of performance.

Not only is recruitment and holding of personnel affected by budgetary constraints, but more important, innovation is curtailed by the lack of funds to

develop and implement new programs. Needed resources, equipment and materials, are deferred, thereby creating a widening gap between demands for criminal justice services and the ability for the system to respond.

The dispersed and fragmentary character of information and data on the operation of criminal justice is a major constraint to overall systems assessment, planning and evaluation. At best, certain records are prepared annually or upon request. Currently available data are collected largely for internal agency usage, thereby limiting its value in overall planning, resource allocation and systems change.

Typically, action programs are predicated upon a partial information base and such information as is available is interpreted historically, rather than to specific needs and problems within the system. In particular, the need to develop an integrated information system is one of the most pressing needs.

By fostering *"grass roots"* data and information collection against a unified frame of reference, many diverse questions on systems operation, benefits, and needs could be better formulated and assessed. In like vein, the non-integrated communications system within the state inhibits agency response and personnel effectiveness.

The third major need relates to community and public understanding of the purposes, intentions, and ultimately to the support the public offers criminal justice work at all levels. Varying public support for Criminal Justice System actions is keenly related to the manner in which the public receives such benefits and their visibility. Equally important is the level of public support that directly affects the morale and dedication of system's personnel.

All to often, the public mind dwells on traditional stereotypes of criminal justice. Hence, efforts to improve the functions of policing, adjudication, corrections, and prevention require a change of attitude on the part of the community and public, a willingness to become involved in criminal justice work and a commitment to improve criminal justice services. Until public and community attitudes are directed to the meaning of social control in mass society, the public defers innovation and accepts traditionalism.

The fourth need of criminal justice operations is improved predictability of criminal trends, definitions of crime in a human factors sense, and a grasp of what criminal justice is seeking to do to persons it serves. The very concentration of crime in urban centers and, now, extending to suburban areas, creates an intensive focus of diverse criminal activity.

The predictability of such acts, their human and social consequences, and the methods of control are all problems related to the development of innovative systems programs. In a value diverging society, reliance upon one method of response may be wholly inappropriate in a rehabilitative or crime preventive sense.

Related to urban concentration of crime is the growing need for personnel specialization to deal, not so much with crime per se but with the specific criminal population sectors and diverse criminal action. While the simple every day demands for services may be more pressing, cause greater concern, and skew the management of systems services, the rate of new and previously unencountered criminal acts require special attention.

Growing rates of drug addiction, juvenile delinquency and organized crime are problems that cannot be addressed through traditional service precedures, but

require special personnel and resources to improve control. Equally important is the need to improve the rate of systems response to problems and to anticipate resource needs. So great a time lag appears between problem identification and the development of a method, approach and program that all too often the very problem has been aggravated in the interim. The need for rapid problem identification and the development of response ultimately cannot proceed through usual and customary planning. Rather, in light of specialized needs, ways and means are required to improve immediate diagnosis of problems and measures to be taken.

The sixth need involves training and improved competencies in management of the Criminal Justice System throughout the state. Management, here, involves leadership development as well as individual administrative skills. Notwithstanding the traditional view of policing, adjudication, and corrections to be separate and distinct agencies of government, there is growing need for cooperation among these agencies; such cooperation being aimed at the process of criminal justice, rather than the mere organization and local structure.

Management needs further relate to problems of consolidation and effective decentralization. Questions arise over matters of when and how consolidation can best improve criminal justice services, without creating additional complex bureaucracies. Decentralization plays an important role in stabilizing local units of criminal justice and expanding otherwise limited local resource bases.

WHERE AND HOW DO NEEDS ARISE WITHIN THE CRIMINAL JUSTICE SYSTEM?

Needs within the Criminal Justice System are related to four different states. First, needs arise from the inability of the system to maintain itself at a level of operation deemed consistent with its purposes. Second, needs are related to problems encountered by the system, including the frequency, intensity, direction and relevance of problems. Third, needs are related to opportunities that arise or would permit the system to capitalize upon advantages. Last, needs arise from the nature of change inside and outside of the system, including planned and unplanned change.

These four sources of needs must be considered along with the four sub-systems of the Minnesota Criminal Justice System. The four sub-systems are unique combinations of needs, based not only upon the primary functions they perform, but also based upon the manner in which each sub-system is able to respond to opportunity, maintenance, change and problems.

Considering only the four sub-systems; namely, policing, adjudication, corrections and prevention, the current judgments of the Priority Committee members identified needs in the following terms. These needs reflect problem solving, maintenance, opportunity, and change requirements by the sub-systems as follows:

- Forty per cent of all system's needs are related to policing functions;

- Twenty-six per cent of all system's needs are related to corrections, rehabilitation and treatment;

- Seventeen per cent of all system's needs are within the adjudication process;

- Sixteen per cent of all system's needs involve prevention activities.

HOW ARE NEEDS RELATED TO THE FUNCTIONS OF POLICING, ADJUDICATION, CORRECTIONS AND PREVENTION?

Table one details the origin of assessed needs by functional categories within the criminal justice subsystems. These needs should not be confused with priorities, nor with goals. Rather, the percentage figures represent a combination of criteria on which needs were assessed.

POLICING

The major needs of policing involve: the development of ways and means to improve rewards, recognize merit, provide incentives and balance wage scales. Next there is a problem-based need for expansion of communication facilities, information processing and analysis, together with equipment and materials.

A third class of need involves personnel improvement through education and training, including development of career opportunities. A special aspect of this latter need involves personnel training in problem identification and improved response capability. Last, a need was signalled regarding the development of resources.

ADJUDICATION

Within adjudication, three major needs were cited:

1. Resource development.

2. Improved inter-agency relations.

3. Assistance in problem identification and response capability.

CORRECTIONS

The major cited need within corrections was the management and creation of opportunities, such as the development of ways and means to improve rewards, recognize merit, provide incentives and balance wage scales. A second need involves programs relating to human factors control, including treatment and rehabilitation programs, personnel motivation and morale. Another major need in corrections involves improvement of personnel competencies through additional training. Lesser needs involve communication and information and wider inter-agency ties and relations.

PREVENTION

Within prevention, the single largest need falls within the function of planning and research, including feasibility and demonstration projects. Another assessed need involves increased inter-agency cooperative relations. Further, needs relate to human factors control and management programs, plus increased personnel competencies through education and training.

TABLE ONE

ORIGIN OF NEEDS BY FUNCTIONAL CATEGORIES WITHIN THE CRIMINAL JUSTICE SUBSYSTEMS

Functional Categories	Policing	Adjudication	Corrections	Prevention
Administration	10.5 (6)	12.3 (5.5)	5.8 (11)	9.5 (7)
Physical Resources: Facilities, Equipment, and Material	11.4 (4)	14.8 (2)	8.9 (8)	9.1 (8.5)
Communication and Information	12.5 (2)	11.8 (8)	7.4 (10)	11.1 (5.5)
Policy	10.3 (7)	11.1 (9)	11.2 (4.5)	9.1 (8.5)
Performance Evaluation	---- (12)	---- (11.5)	---- (12)	---- (10)
Rewards	15.6 (1)	---- (11.5)	16.2 (1)	---- (10)
Personnel Improvement, Education and Training	11.6 (3)	12.3 (5.5)	11.5 (3)	11.6 (3.5)
Program Planning, Research and Development	6.9 (10)	12.3 (5.5)	8.6 (9)	13.8 (1)
Public and Community Relations	7.8 (9)	9.8 (10)	9.7 (6.5)	11.1 (5.5)
Inter-Agency Relations	6.4 (11)	14.8 (2)	11.2 (4.5)	13.3 (2)
Problem Identification and Response Capability	11.3 (5)	14.8 (2)	9.7 (6.5)	---- (10)
Human Factors Control	9.5 (8)	12.3 (5.5)	13.7 (2)	11.6 (3.5)

This table details the origin of cited needs by functional categories within criminal justice subsystems. The percentage figures on the left hand side of the column refer to cumulative assessment of needs by functional categories. The bracketed figures refer to relative range ordering of needs within functional categories. The data indicate variations in needs between criminal justice subsystems as well as major differences within the subsystems as to their identified needs.

RESULTS AND PRIORITY PROFILES

The results of the analysis of data are detailed in the following tables:

- Table One, Description of Proposed Programs by Functional Categories Prior to Final Review by the Priority Committee, consists of program titles and functional categories. These programs, together with possible projects under each program, were submitted to the Priorities Committee in the order indicated.

- Table Two, Priority Value for Programs Based on Benefit Assessment, details an array of programs based on the ordering of expected benefits. This table involves twenty-four programs and does not indicate any combination of programs affected by the Priority Committee review procedures.

- Table Three, Priority Value for Functional Categories Based on Benefit Assessment, details an ordering of functional categories and the degree to which functional categories would benefit by the proposed twenty-four programs.

- Table Four, Priority Value for Program Based on Level of Need and Degree to Which Program Meets Needs, provides an array of programs based on the level of need.

- Table Five, Priority Value Based on Need Assessments, details the origin of needs by functional categories. Thus, the function of personnel improvement, education and training, ranks highest in terms of overall need followed by resource needs and communication and information needs.

- Table Six, Priority Value for Programs Based on Feasibility Criteria, details the ordering of programs based on feasibility criteria. The array based on feasibility criteria differs in several instances from the arrays obtained when needs and benefits are used as criteria. For this reason, feasibility criteria were not aggregated with needs and benefits as a decision making factor.

- Feasibility criteria were substantially skewed higher than might have been expected; the initial criterion values were typically higher than terminal criterion values. This can substantially affect the current use that can be made of feasibility criteria.

In order that a single statement of possible priorities can be prepared, it was necessary to determine the amount of agreement on rank order.

Using a rank order correlation procedure, sufficient agreements were found in the rank orders of programs based on need, expected benefits and feasibility. These rank order correlations are as follows:

1. Expected benefits and needs .734

2. Feasibility criteria and needs .674

Despite some variation within the three rank orders of program items, an average rank of programs by needs, feasibility criteria, and benefits was prepared.

- In Table Seven, Average Rank of Programs by Needs, Feasibility Criteria, and Benefits, the average rank of programs appears based on aggregate needs, feasibility criteria, and benefits.

On February 28, these tables were presented to the Priority Committee members with an interpretation of their meaning. The Priority Committee, as a whole, was asked to make final decision on the overall position of programs.

- Table Eight, Final Array of Programs in Order of Priority, details the final array of programs obtained by the Priority Committee in their order of precedence.

TABLE ONE

DESCRIPTION OF PROPOSED PROGRAMS BY FUNCTIONAL CATEGORIES PRIOR TO FINAL REVIEW BY THE PRIORITY COMMITTEE

No.	FUNCTIONAL CATEGORIES	PROGRAMS
1	Communication and Information	Computerized Criminal Information Retrieval System
2	Communication and Information	Communication and Information Facilities and Equipment Programs
3	Administration	Identifying and Developing Administrative and Service Competencies
4	Administration	Current Program Modification, Design and Development
5	Physical Resources: Facilities, Equipment and Material	Resource Development
6	Physical Resources: Facilities, Equipment and Material	Resource Assessment and/or Upgrading
7	Physical Resources: Facilities, Equipment and Material	Resource Coordination
8	Personnel Improvement, Education and Training	Personnel Training: Pre-Service, In-Service, College, Curriculum, and Special Problems
9	Personnel Improvement, Education and Training	Manpower Increase and Specialization
10	Personnel Improvement, Education and Training	Law Enforcement Evaluations and Information File
11	Performance Evaluation	Review and Evaluation Programs: Service, Training, and Operations
12	Rewards	Career Mobility Opportunities Program
13	Rewards	Wages, Incentives, Merit and Related Benefits Programs
14	Program Planning, Research and Development	System and Agency Research and Planning
15	Program Planning, Research and Development	Applied and Feasibility Studies: Program Development
16	Human Factors Control	Human Factors: Agency and Personnel
17	Human Factors Control	Human Factors: Community Sectors and Clients

No.	FUNCTIONAL CATEGORIES	PROGRAMS
18	Public and Community Relations	Public and Community Relations
19	Policy	Policy Formulation and Development Program: Centralization and Consolidation of Services and Facilities
20	Policy	Policy Formulation and Development Program: Decentralization of Services and Facilities.
21	Problem Identification and Response Capability	Personnel Problem Identification and Response Cabability
22	Problem Identification and Response Capability	Agency Problem Identification and Response Capability
23	Inter-Agency Relations	Inter-Agency and Client Relations
24	Inter-Agency Relations	Agency Service Relations

TABLE TWO

PRIORITY VALUE FOR PROGRAMS BASED ON BENEFIT ASSESSMENT

Program	Position
Personnel, Training: Pre-Service, In-Service, College, Curriculum and Special Problems	1
Communication and Information Facilities and Equipment Programs	2
Resource Development	3
Resource Assessment and Upgrading	4
Public and Community Relations	5
Design and Program Development	6
Computerized Criminal Information Retrival Systems	7
Career Mobility Opportunities Program	8
Agency and System Research and Planning	9
Creating Administrative and Service Competencies	10
Manpower Increase and Specialization	11
Applied and Feasbility Studies: Program Development	12
Agency Problem Identification and Response Capability	13
Law Enforcement Evaluations and Information File	14
Inter Agency and Client Relations	15
Review and Evaluation Programs: Service, Training and Operations	16
Agency and Personnel	17
Policy Formulation and Development Program: Centralization and Consolidation of Services and Facilities	18
Agency Service Relations	19
Wages, Incentives, Merit and Related Benefits Program	20
Resource Coordination	21
Human Factors: Community Sectors and Clients	22
Policy Formulation and Development Program: Decentralization and Consolidation of Services and Facilities	23
Personnel Problem Identification and Response Capability	24

TABLE THREE

PRIORITY VALUE FOR FUNCTIONAL CATEGORIES
BASED ON BENEFIT ASSESSMENT

Functional Category	Value	Position
Physical Resources: Facilities, Equipment and Material	16.81	1
Personnel Improvement, Eductation and Training	14.26	2
Communication and Information	8.96	3
Administration	6.57	4
Program Planning, Research and Development	5.30	5
Public and Community Relations	4.41	6
Rewards	4.16	7
Inter-Agency Relations	2.76	8
Problem Identification and Response Capability	2.29	9
Human Factors Control	1.96	10
Policy	1.79	11
Performance Evaluation	1.66	12

Table three details the array of functional categories in terms of benefit assessment. The value of 16.81 refers to the relative liklihood of benefits being obtained through physical resources. The array further indicates that, in the order presented, that resources, followed by personnel improvement, education and training, communication and information, and administration, etc., are more likely than not to improve the capability and service of the Criminal Justice System.

TABLE FOUR

PRIORITY VALUE FOR PROGRAM BASED ON LEVEL OF NEED
AND DEGREE TO WHICH PROGRAM MEETS NEEDS*

Program	Position
Communication and Information Facilities and Equipment Program	1
Manpower Increase and Specialization	2
Personnel Training: Pre-Service, In-Service, College, Curriculum and Special Problem	3
Resource Assessment/Upgrading	4
Agency Problem Indentification and Response Capability	5
Human Factors: Agency and Personnel	6
Resource Development	7
Agency Service Relations	8
Inter Agency/Client Relations	9
Career Mobility Opportunities Program	10
Agency/System Research and Planning	11
Design and Program Development	12
Policy Formulation and Development Program: Decentralization of Services and Facilities	13
Wages, Incentives, Merit and Related Benefits Program	14
Resource Coordination	15
Review and Evaluation Programs: Service, Training and Operations	16
Personnel Problem Identification and Response Capability	17
Computerized Criminal Information Retrieval Systems	18
Policy Formulation and Development Programs: Centralization and Consolidation of Services and Facilities	19
Public and Community Relations	20
Human Factors: Community Sectors/Clients	21
Creating Administrative/Service Competencies	22
Law Enforcement Evaluations and Information File	23
Applied and Feasbility Studies: Program Development	24

*This array of twenty-four items indicates program feasibility prior to terminal review by the Priorities Committee.

TABLE FIVE

PRIORITY VALUE BASED ON NEED ASSESSMENTS

Function Category	Value	Position
Personnel Improvement, Education and Training	15.7	1
Physical Resources: Facilities, Equipment and Material	11.5	2
Communication and Information	11.3	3
Problem Identification and Response Capability	10.7	4
Inter-Agency Relations	9.3	5
Human Factors Control	9.1	6
Rewards	8.9	7
Policy	8.4	8
Administration	7.0	9
Program Planning, Research and Development	5.1	10
Performance Evaluation	3.6	11
Public and Community Relations	3.2	12

The array of functional categories detailed in Table Five is based upon the origin of needs within the system. This array suggests that based on needs, personnel improvement, followed by physical resources, communication and information, etc., are the major problem areas within the criminal justice system.

TABLE SIX

PRIORITY VALUE FOR PROGRAMS BASED ON FEASIBILITY CRITERIA

Program	Position
Human Factors: Agency and Personnel	1
Wages, Incentives, Merit and Related Benefits Program	2
Personnel Problem Identification and Response Capability	3
Policy Formulation and Development Program: Decentralization of Services and Facilities	4
Agency Problem Identification and Response Capability	5
Inter Agency/Client Relations	6
Resource Development	7
Career Mobility Opportunities Program	8
Communication and Information Facilities and Equipment Programs	9
Manpower Increase and Specialization	10
Agency/System Research and Planning	11.5
Applied and Feasibility Studies: Program Development	11.5
Design and Program Development	13
Personnel Training: Pre-Service, In-Service, College, Curriculm, and Special Problem	14
Law Enforcement Evaluations and Information File	15
Review and Evaluation Programs: Service, Training and Operations	16
Creating Administrative/Service Competencies	17.5
Public and Community Relations	17.5
Policy Formulation and Development Programs: Centralization and Consolidation of Services and Facilities	17.5
Resource Coordination	20
Computerized Criminal Information Retrieval Systems	21
Resource Assessment/Upgrading	22.5
Human Factors: Community Sectors/Clients	22.5
Agency Service Relations	24

*This array of twenty-four items indicates program feasibility prior to terminal review by the Priorities Committee.

TABLE SEVEN

AVERAGE RANK OF PROGRAMS BY NEEDS, FEASIBILITY CRITERIA, AND BENEFITS*

Program	Position
Communication and Information Facilities and Equipment Programs	4
Resource Development	6
Personnel Training: Pre-Service, In-Service, College, Curriculum, and Special Problems	6
Human Factors: Agency and Personnel	8
Agency Problem Identification and Response Capability	8
Manpower Increase and Specialization	8
Career Mobility Opportunities Program	9
Resource Assessment and Upgrading	10
Inter-Agency and Client Relations	10
Design and Program Development	10
Agency and System Research and Planning	11
Wages, Incentives, Merit and Related Benefits Program	12
Policy Formulation and Development Program: Decentralization of Services and Facilities	13
Public and Community Relations	13
Computerized Criminal Information Retrieval System	15
Personnel Problem Identification and Response Capability	15
Review and Evaluation Programs: Service, Training and Operations	16
Applied and Feasibility Studies: Program Development	16
Law Enforcement Evaluations and Information File	17
Inter-Agency Service Relations	17
Policy Formulation and Development Program: Centralization and Consolidation of Services and Facilities	18
Resource Coordination	19
Creating Administrative and Service Competencies	20
Human Factors: Community Sectors and Clients	22

*This array of items was submitted to the Priorities Committee for final review and their decisions on any change in prioirty.

RECOMMENDATIONS AND ASSESSMENTS

The following recommendations are made regarding the use of the Delphi method in the establishment of Criminal Justice System priorities, conditions which will facilitate future priority establishment, and general use procedures. Assessments are made largely in terms of current adequacy of the method and problems encountered.

- Personnel who where involved in the design and review of the Delphi method were unfamiliar with its purposes and techniques. Early and complete introduction of priority assessment techniques to state and regional personnel would go far toward assuring the collection of data needed for future use. Second, Priority Committee members require more time to learn the procedures and what is expected of them as *"experts making judgments."*

- Data from regional component profiles should be collected with an eye to its further possible uses, including needs assessment, priority establishment, goaling and evaluation. Recognizing that data assists only in prediction in an actuarial sense, human judgment and estimates--key elements of the Delphi method--are based upon data, observation, cases and experience. While the method seeks to capitalize on human predicasting of the future, many persons feel *"uneasy and reluctant to make judgment"* if data are not at hand.

- A version of the Delphi method might be introduced to regional commissions to acquaint such persons with the procedure used at the state level. In like vein, regional constitution of commission members might be reviewed; not so much from a veiwpoint of political representation, as from a social and human relations perspective. Broadly based representation within regions, coupled with periodic use of *"tailor-made"* regional versions of the Delphi method, would go far in assuring regional inputs and uniformity of procedures for the State Priority Committee.

- Procedure might be prepared and distributed to regional personnel in advance of actual use. Such guidelines would not only detail the sequence of procedures to be used, but would also aim at looking at concerns, problems and considerations from regional council members and the general public for review and processing by the former. Such guidelines might approximate those prepared for Region G, with certain revisions of the measures, the addition of quantitative features on problem statements and an "open-ended" section for descriptive comment.

- Ideally, the procedures of the Delphi method should be presented at all times as minimizing "factual prediction." The intent of the method is directed toward assessment, estimation, and problem-solving. Since persons, not data, are the critical component in priority establishment as well as other planning activities, participants should be psychologically prepared to perform those tasks, rather than sense frustration over what the other persons are thinking.

- The adherance to a pre-specified operation of the Delphi method is critical. While the exercise departed from the planning use because of time limitations, the review procedures should be conducted immediately

upon completion of a single item, program or factor. The significance of successive judgments is diluted if participants do not review their immediate work at hand. Further, as noted in these exercises, participants strain for consistency and rationality, which, if not interrupted by group evaluation, devolves to individual evaluation and decision-making and an imbalance in problem-solving.

- With respect to instruments and measures used, certain recommendations may now be made. First, quantitative, rather than qualitative measures, should be used in assessing system's factors. Specifically, the items 1-5 should have been treated in quantitative question form to allow assessment of these factors. In the absence of such measures, no assessment could be made of current programs with respect to systems implications. Second, measures of certainty of needs and measures of the certainty that proposed programs would affect, should now be added. Third, cost data should be added to benefit assessment, even if the cost data are themselves predicated upon judgments, if not actual or proposed dollar amounts. Fourth, the item on systems factors should also include a manpower component and related personnel factors.

- Indices should be constructed on a state and regional basis for priority and goal establishment. These indices, even if crude, might focus on the levels of operation, with the aim of achieving some uniform levels of operational states. And, priority matters, in turn, might then be first addressed to up-grading system's maintenance, with remaining matters addressed to goals and objectives in a planned program sense. This recommendation would have the effect of splitting proposed programs into two classes: systems maintenance questions and special problem questions.

- Regional and state agency personnel should, from this point forward, undertake their separate and collective evaluation of this effort. And, at the same time, an early meeting of such persons is suggested to plan out future requirements of priority assessment and *program evaluation methods.*

- If such effort is deemed valuable and the method receives favorable judgment, then, regional and state personnel might consider the following tasks: a) the refinement and conceptualization of sub-functions with the aim of improving the picture and data needs of the criminal justice system; b) early collection of problem statements, and monitoring of selected sample municipalities, courts and regional correctional agencies, and prevention programs to gain a process understanding of the criminal justice system; and, c) a *"dry-run"* of the Delphi method in advance of state work.

- If feasible in terms of time and manpower, political factors and the Delphi method would be improved through the creation of a matching procedure. This procedure would *"match"* each Priority Committee member with an *"occupational.* near equal service longevity, and authority" counterpart in the state or on an inter-state basis. Matching counterparts would provide an added measure of reliability of judgments, without compromising the duties of the Priority Committee.

●   If such counterpart judgments were available to Priority Committee members as a reference, it should focus estimation parameters more rapidly. Naturally, a greater number of matched counterparts would facilitate statistical predictability, providing the intent of priority establishment is reached and system goaling becomes the purpose of the Governors Commission on Crime Prevention and Control.

APPENDIX A

Task Force Reports and Recommendations

The recommendations of this report, "Establishing Priorities for the 1970 Criminal Justice System" supplements the recommendations of the Task Force Reports of the Governor's Commission on Crime Prevention and Control. Subject matter reported by the Task Force is as follows:

REPORT OF TASK FORCE ON ADMINISTRATION OF JUSTICE

REPORT OF TASK FORCE ON CORRECTIONS

REPORT OF TASK FORCE ON CRIME PREVENTION THROUGH
CITIZEN'S ACTION

The reports of the four Task Forces may be obtained from the Governor's Commission on Crime Prevention and Control, 806 Capitol Square Building, St. Paul, Minnesota 55101. Titles of the two publications are:

"Task Force Reports and Recommendations"

"Summary of Task Force Recommendations"

A. Region "A"

1. Attitude change toward law enforcement through education
2. Establish a curriculum of courses on the Criminal Justice System at Bemidji State College
3. Develop regional training centers for police officers
4. Centralized record system for police
5. Create information centers
6. Correction of inequities in Justice of the Peace courts
7. Reorganization of judgeships
8. Correction of inequities in judge salaries based on number of cases
9. Juvenile training facilities
10. Radio communications equipment

B. Region "B"

1. Develop centralized communications facility and program
2. Education and training of law enforcement personnel
3. Improve efficiency of law enforcement through increased manpower and equipment
4. Improve community relations programs for law enforcement officers
5. Development of a regional criminal prosecution system
6. Development of a formal program to keep sentencing courts familiar with the institutions to which the criminals are being sentenced and related programs for rehabilitation of criminals
7. Development of local treatment and detention facilities for all age groups on a regional basis
8. In-service training for Corrections and Juvenile Court personnel
9. Pre-delinquent programs in the schools and community
10. Juvenile Court Programs relating to treatment methods to meet the varied needs of the problem children
11. Assisting agencies and court contact program for dealing with young offenders, their problems, and their families
12. The Task Force study of the relationship of alcohol and drugs to delinquent and criminal behavior
13. Program aimed at citizen volunteers in the Criminal Justice System and in the welfare program areas
14. Part-time juvenile judges
15. Special workshops to help teachers identify pre-delinquent behavior at the earliest possible time in the elementary school environment

C. Regional "C"

1. Narcotics field director
2. Development of a detention center
3. Development of a coordinate radio channel communication system
4. Secure a tape cutter system (teletype)
5. Development of a juvenile detention center, Moorhead
6. Creation of a regional information center

D. Region "D"

1. Development of an educational resource center
2. Analysis of current training program
3. Mobile evidence collection and training units
4. Fund to subsidize operating costs of local law enforcement agencies during temporary loss of men to training
5 Police officers tuition aid program
6. Purchase of ten walkie talkie units to assist law enforcement
7. Grant to study levels of cooperation on an inter-agency level
8. Teletype tie-in between state and local police (training involved)
9. Installation of scrambler units (pilot project) St. Cloud Police Department
10. Juvenile half-way house
11. Juvenile detention center in Planning Region "5" of Region "D"
12. Study on reduction of juvenile delinquency in rural counties
13. Grant to prepare "White Paper" on earnings and compensation forms for law enforcement
14. Drug research in non-metro Minnesota
15. Employment of firm to provide analysis and evaluation of law enforcement agencies in Region "D"
16. Research grant to study extent and nature and impact of crime in non-metro Minnesota (pilot)

17. Study to examine feasbility of using non professionals to a greater extent
18. Establishment of psychological testing screening of applicants, and establishment of a profile on law enforcement personnel.
19. Human relations and community involvement program
20. Riot control equipment pools
21. Study of regional detention center jail for seven counties
22. Study of public safety department--police and fire--St. Cloud.
23. Indian half-way house
24. Mobile evidence collection and communications unit
25. Financial assistance of ongoing Indian Education Program at St. Cloud Reformatory
26. Pine County night patrol car

E. Region "E"

1. Upgrading of existing communications equipment
2. Narcotics information program in schools
3. Juvenile officer training program
4. Legislative seminar for all southwest Minnesota legislators
5. Communication center for each county
6. Information and education programs for public on drug abuse and law enforcement
7. Juvenile development training for law enforcement personnel
8. Vocational technical law enforcement program
9. Funding of central communication centers
10. Half-way house for regional juvenile offenders
11. Juvenile detention center
12. Funding of narcotics officers

F. Region "F"

1. Manpower Development
   a. In-service training (line staff)
   b. Pre-service training
   c. Recruiting service teams
   d. Shared salary program

2. Facilities
   a. Multi-county/regional law enforcement centers
   b. Multi-county/regional detention centers

3. Equipment
   a. Scrambler equipment
   b. Inter-department communication equipment
      (1) Tape cutter boxes
      (2) Portable communications equipment
      (3) Central dispatching equipment
   c. Clerical communication equipment
   d. Breath analysis equipment
   e. Riot control equipment

4. Education (special)
   a. Drug education

5. Studies
   a. Feasibility studies for regional law enforcement centers

REGION G MATERIALS

REGION G was invited, along with the other regions, to participate in the planning exercises prior to the design and development of their actual use. Because Region G lacked a regional field director, certain leadership activities could not be initiated as in the other regions. To assist Region G, the Governor's Crime Commission staff worked with staff members in Region G in preparing a set of materials. These materials were formulated as a simplified version of the Delphi method.

A number of propositions relating to policing, adjudication, corrections and prevention were compiled and organized for individual and group evaluation. The constraint of time, together with the disposition of the Region G Committee, did not permit use of the intended exercise. Nonetheless, propositions that would have been treated by Region G were, by and large, advanced by other regions in kindred terms. This assured that general coverage was provided to those purposes that the Region G Committee would have otherwise examined.

PROPOSED CRIMINAL JUSTICE PROJECTS SUBMITTED TO
REGION G FOR CONSIDERATION

Policing

1. Conduct a systems analysis of the Criminal Justice System in Minnesota.

2. Establish a central state staff that can coordinate and aid all law enforcement agencies in the State in carrying out research and development functions.

3. Establish a computer assisted command and control system for law enforcement agencies in the Metropolitan area.

4. Establish and expand community relations bureaus and activities within major metropolitan area law enforcement agencies.

5. Develop coordinated planning for civil disturbances that involves law enforcement authorities and elected leaders at all levels, other agencies in the Criminal Justice System, private utilities, central city and suburban human relations agencies, etc.

6. Establish a unified radio system usable by all law enforcement and related agencies in the metropolitan area.

7. Establish a division of narcotics control in the Bureau of Criminal Apprehension.

8. Encourage reorganization of small rural and suburban police agencies through contractual arrangements, pooling of functions or consolidation of agencies.

9. Establish a state or metropolitan criminal justice personnel training academy and research center.

10. Revise law enforcement recruiting and promotion procedures to eliminate veterans preference for promotion, to permit lateral movement and to permit direct entry at supervisory management, and other levels above patrolmen level.

11. Develop a common records system for use by all agencies in the metropolitan area (or state).

12. Upgrade training requirements to require training of all new personnel, in-service training and management training.

13. Develop a state-wide drug abuse and alcohol information education program.

14. Adopt a uniform state firearms control law.

15. Provide special training for handling of juveniles, minority group persons, addicts, alcoholics, mentally disordered offenders, and sex offenders, including alternative methods of handling.

16. Provide a system of on-going, regular participation of police representatives in all community planning.

ADJUDICATION

1. To evaluate performance of lower courts, especially justice-of-the-peace and municipal courts.

2. To establish new and more uniform district and municipal court procedures in such problem areas as bail, plea bargaining, sentencing, court-related investigative services and the jury system.

3. To review evaluate and improve selection as well as pre-service and in-service training for judges, attorneys, defense counsel, probation officers and other court-related personnel.

4. To evaluate, review and improve public defender system.

5. To initiate, review, and design of rules of substantive and criminal procedures.

6. To promote work in finding non-correctional treatment modes for certain kinds of conduct presently designated as criminal, such as alcoholism and drug addiction.

7. Establish improved sentencing policies and procedures which would incorporate screening and diagnostic services and would make use of current corrections information and techniques.

1. Establish educational programs for pre-school children and for children at all grade levels as part of the normal school curriculum.

2. Establish summer job information centers through high schools to serve as clearinghouses for processing applicants and job openings.

3. Open school gyms, pools, playgrounds and all other recreation resources for use after school, on weekends, and during summer months.

4. Expand remedial and enrichment programs such as Head Start and Upward Bound.

5. Train teachers in the identification of pre-delinquent behavior.

6. Implement regional programs of assistance to potentially delinquent youths.

7. Establish police-school liaison programs on central city and suburban police departments.

8. Develop a region-wide program of volunteers for direct interaction with offenders, especially first-time offenders and juveniles.

9. Develop work-study programs for the potential drop-out by cooperative efforts of business, labor and schools.

10. Establish methods and procedures to identify potential offenders and provide more effective counseling and social services to the potential offender and his family.

11. Establish a Youth Services Bureau to provide and coordinate the services and programs available to potential offenders and released or probationed offenders.

12. Expand the involvement of youth in the activities of community agencies and the involvement of community agencies in the provision of services to youth. Include educational, religious, recreational, family, social service and employment agencies.

8. Use professional court administrators to insure proper planning and management of court services and court personnel, and to insure prompt disposition of all cases.

9. Reorganize lower courts to establish full-time juvenile judges and provide for adequate salaries, staff, and physical facilities to insure sufficient time for and proper handling of each juvenile offender.

10. Adopt the negotiated plea concept to fix punishment which meets the crime, especially for juveniles and first offenders.

11. To establish intake admission units in detention homes and local jails to screen out juvenile cases not needing detention.

12. To establish an intake procedure which would enable all court services departments to review juvenile cases before they are sent to court, to conduct preliminary conferences between parents and child and to screen out those cases which do not require judicial processing or treatment in correctional programs.

CORRECTIONS

1. All offenders should, upon release, receive adequate supervision unless determined to be unnecessary in a specific case.

2. All jurisdictions should examine their need to improved recruitment and training of probation and parole officers as well as their need for a more appropriate distribution of cases and a more manageable caseload.

3. Correctional authorities should develop more extensive community programs providing special intensive treatment centers/programs as an alternative to institutionalization for both juvenile and adult offenders.

4. Innovate and make improvements in probation and parole services by use of volunteers and para-professional aides, making funds available to probation and parole agencies for filling unmet but imperative needs of individual offenders, varying caseloads in size by type and intensity of treatment, classifying and assigning offenders according to their individual needs and problems.

5. Train correctional managers and resource staff to operate their programs in such a way that rehabilitation is a joint responsibility of staff and inmates.

6. Expand and institute graduated release and furlough programs. Include guidance and coordination with community treatment services.

7. Integrate local jails and institutions into the state correctional system instead of allowing them to be operated by law enforcement agencies.

8. Provide separate detention and treatment facilities for juveniles.

9. Provide shelter facilities, including group homes and foster homes, outside the correctional system for abandoned, neglected, or runaway children.

10. Expand and upgrade educational and vocational training programs, extending them to all inmates who might profit from them. Such programs should be designated to include special techniques and new methods such as programmed instruction.

11. Establish immediate programs to recruit and train academic and vocational instructors to work in correctional institutions.

12. Establish with Federal and State funds, model, small unit correctional institutions for flexible, community-oriented treatment.

13. Strengthen screening and diagnostic resources at every point of significant decision making in order to classify and assign offenders according to their needs and problems and in order to give separate treatment to all special offenders groups whenever this is desirable.

14. Establish a parole system in which members of parole boards would be appointed solely on the basis of competence, would receive special training and orientation, would serve full time, and would be compensated accordingly.

15. Develop explicit standards and administrative procedures to enable those under correctional control to test the fairness of key decisions affecting them. These procedures would include gathering and recording facts and provision for independent monitoring and review of the actions of the correctional staff.

RECOMMENDATIONS OF THE STATE AGENCIES

1. Improve communications between Computer Services Division and the segments of the Crimminal Justice System
2. Update computer equipment
3. Computerize all criminal histories
4. Computerize a traffic warrant file for the Twin Cities metropolitan area.
5. Enter into cooperative agreements with neighboring states to utilize MINCIS computers for a regional crime information center
6. Computerize a fingerprint classification system
7. Increase personnel in investigation, statistics, drug abuse, and organized crime
8. Increase police training capacity
9. Build police training facility
10. Develop MINCIS
11. Build a new physical plant for the Bureau of Crimmal Apprehension and increased laboratory space
12. Extend the basic training course for police
13. Institute refresher training for police
14. Provide supervisor training for officers
15. Develop a resource center including library, films, bulletins
16. Develop a standard written test to evaluate training effectiveness
17. Develop a personnel file on every police officer
18. Develop a peace officer training course in junior colleges
19. Establish a criminal justice training academy
20. Develop a mobile training unit
21. Recruit additional staff for the training board
22. Recruit personnel
23. Modernize radio system
24. Obtain riot control equipment
25. Train patrol officers
26. Acquire radio teleprinters for the mobile units
27. Increase physical facilities
28. Acquire alcohol detection equipment
29. Train officers in alcohol apprehension problem
30. Institute general in-service training
31. Institute riot training
32. Institute sensitivity training
33. Acquire training aids and equipment
34. Establish a program to deal with delinquent and pre-delinquent children
35. Establish a program to deal with criminal-mental health offenders
36. Build a communications center including radios, close circuit television, burglar alarms
37. Undertake study and research on the polygraph
38. Develop a State operated community corrections center for the Twin Cities
39. Develop regional correctional centers for sentenced misdemanants
40. Upgrade local lockups
41. Upgrade treatment and custodial staff to shift major focus from custody to treatment
42. Develop special intensive programs in segregation areas to achieve therapeutic impact on problem prisoners
43. Develop programs to aid in the treatment of special problem inmates, drug addicts, alcoholics and sex offenders
44. Replace Minnesota Correctional Institution for Women at Shakopee
45. Develop improved facilities to accomodate medically and mentally ill offenders
46. Divert chronic alcoholics from correctional system to place them under the care and guidance of medical and social agencies
47. Continue and refine the development of specialized caseloads
48. Develop special parole support programs
49. Develop computerized retrieval of information
50. Develop pre-training academy and post-service training programs
51. Develop certification courses for corrections agents and correctional officers
52. Upgrade library services
53. Acquire audio visual equipment
54. Develop a community residential center for boys
55. Develop a secure facility for incorrigible juvenile offenders
56. Augment treatment focus of the three forestry camps
57. Expand Institute of Community Continuum

APPENDIX B

AN INTRODUCTION TO CRIMINAL JUSTICE PRIORITY ASSESSMENT

Forward

The task of setting priorities in Minnesota criminal justice systems begins with understanding and agreement of purpose. The purpose is to assess the future direction and development, scope and emphasis, of action programs to be subsequently examined from a funding basis. To this end, it is deemed important that a fair and equitable method be used in the assessment of priority items under consideration. The method that follows, together with follows, together with the accompanying information, has been designed specifically to recognize diverse regional and state interests. Your role as members of the Priorities Committee is to observe the method, assess information, and render judgments.

Priorities - What is a priority?

A priority is a value given to a particular item. What supports a priority and gives it a particular value are priority criteria. Things we call priorities may rest on a single criterion or many criteria, depending upon how persons think and agree. Only at the end of a systematic analysis are priorities arrayed as a *"shopping list."* But, at the outset, it is more important to use the criteria and the application of criteria than to wonder how the final array will appear. Priorities cannot be easily established if persons do not recognize diverse criteria, nor if persons are using criteria for the different purposes.

- In the Delphi method that has been tailored for assessing Minnesota criminal justice system priorities, an exhaustive set of criteria has been reduced to a manageable number, in light of the current regional and State agency recommendations, the relevance of criteria, and their feasible use at this point in planning/development time.

Priority assessment - What is it?

Priority assessment means setting priorities, not evaluating the past unless you want to go that way. Priority assessment means the systematic use of a method to apply criteria to many new alternatives for the purpose of reducing the alternatives to those which are most feasible and manageable. Priority assessment in a management sense is a central part of overall planning.

Priority assessment further means exposing the planning and decision-making activities of persons and groups to review. It means that what we think is important has to be examined against benefits and possible later evaluation; it means addressing the problems which prompt needs without undue pressures to persuade others from a largely selfish perspective. Last, priority assessment means for some, a venture into areas which they would rather have remain unexamined. Thus, priority assessment at the level under consideration means a diligent and thoughtful *"pulling together"* of people, ideas, needs, benefits, problems, resources, and agreed-upon criteria.

- Your regional directors, together with the Commission staff members and the consulting team, have gone through much of the preliminary work relating to priority criteria. Not that this by itself guarantees a successful session, but rather it should assure your of a level of confidence that the

method has been examined. This is, I repeat, this is no test or scrutiny of your capabilities or expertise. Priority assessment takes individual freedom of dissent for granted, but aims at the target of group decision-making as a profitable way to achieve this phase of overall planning.

Delphi method - What is it?

The Delphi method is a procedure used by industry, government, military, service agencies and private groups to organize various planning activities including priority assessment. The name, Delphi, comes from the ancient Greek oracle at Delphi, where an "expert" prononunced statements on the future. Unfortunately for the ancient Greeks, as for our own society, what the *"experts"* said was open to at least two meanings: thus, an ancient prediction that "he who crosses the river shall be the victor" led to the defeat of the Greeks because they interpreted the oracle as suggesting that they should cross the river first, when in fact, the "more exact meaning" was who crosses the river last, crosses victoriously. But so much for the Greeks. Today's experts are prone to equal ambiguity and qualification of statements. Thus, the Delphi method is intended to extract the ambiguities and the opinions of experts and to examine the "unexamined" in terms of critical factors.

How does the Delphi method work?

The Delphi method is based on diverse criteria prepared in advance and reviewed, in this case, by the regional and state personnel. (The ancient Greeks may have been willing to accept the statements of experts at face value and act accordingly. But today's critical decision-makers will only accept expertise and the statements of experts in terms of evidence weighed against contingencies and probable alternatives.) Hence, the Delphi method depends upon experts who are willing to have their statements examined against strategic criteria, not philosophic guidelines.*

In short, the Delphi method will require you to do the following:

● **Observe** the guidelines for the method's application, trusting in your own ability to make judgments. After all, everyone is capable of making judgments and decisions within some range of accuracy.

● **Recognize** that the range of accuracy is being set by your decision, not by your ability to pre-judge what the range is or might be. Consider that Minnesota has not previously engaged in this procedure with respect to criminal justice system priority assessment, and, hence, has no sure bases for determining what is *"expert opinion"*

● **Make judgments** as an expert, where your expertise is unchallenged except by your own assessment of your certainty. You will be asked to make judgments in a variety of instances. But, you will also be asked to state your degree of certainty. IF MORE INFORMED PERSONS COULD HAVE BEEN FOUND, THEN, SURELY THEY WOULD HAVE BEEN FOUND. BUT, THIS HAS NOT BEEN THE CASE. Thus, despite any

*The Delphi method has been used in various forms for complex planning activities since, 1943. Under the name of "engineering feasibility" program analysis, EFPA, the method has been used by various industrial and governmental agencies as a means for organizing opinions and evidence when groups and persons are likely to hold a different criteria on feasibility, and thus, support different versions of success of a project, program or enterprise.

personal humility or uncertainty, you would find that, were you replaced, your replacement would fine the same situation you now confront. Do not be timid in making judgments. **REMEMBER:** we all make judgments in areas which depend upon our state of knowledge. **THE POINT IS:** we all make judgments, nevertheless, the method only requires that reasonable judgments be made.

Assume that others' opinions may differ from your own. Each person approaches a decision with different experience and evidence. Both experience and evidence are very relative factors in a changing world. There are very few things which can be taken for granted, and even fewer things which we all share as *"given,"* especially in terms of agreed-upon criteria. (But, rest assured, your Regional Director has played an important role in deciding what criteria will be interpreted.) Therefore, if you feel certain criteria either do not apply or cannot be considered from your experience or expertise, then the freedom of dissent is yours.

Equally important do not be swayed in any group decision-making phase without reasonable evidence or an **assessment** of the other person's experience. In this method, each person is an **equal** in the fullest sense. You will not be given more decision-making power than another person, because there is no reason to give one person more power than another; nor may another person unduly influence you unless you wish that to occur. So, let's see how this method works in practice and what you are to do in more specific terms.

The Delphi procedures - What are they?

The Delphi method is designed to use a minimum number of rules and procedures in arriving at priorities, and to have the same persons applying and re-applying the procedures. In this exercise there are six steps:

1. Forming the four groups, assigning resource persons in each group, and selecting the persons from within each of the four groups who will serve as the review team.

2. Becoming familiar with the tasks of your group.

3. Becoming familiar with the report forms to be used in recording your judgments.

4. Becoming familiar with your resource persons, their information and purpose.

5. "Walking through a first exercise:" this will allow you to see how the procedures and information go together.

6. Going through the review procedures.

Let's see how these procedures work

I. First, four task groups must be organized. It has been suggested that these task groups be randomly created from among the priority committee members. This will mean that there will be three groups of four persons and one group of three perons.

A. **WHAT WILL THESE GROUPS DO?** Each group will have a specific set of tasks involving judgments and evaluation. No group will be performing the same tasks.

B. I would ask you now to move to your designated group areas. The resource personnel will now be assigned to each group. The resource personnel will be free to move from group to group as needed. Initially, the resource personnel will answer questions concerning definitions and actual procedures.

II. Getting acquainted with the tasks of your group will require that you now be briefed in the background thinking that has gone on beforehand. This is common information and will assist you to focus your attention upon the specific tasks at hand.

A. In approaching the task of priorities assessment, the State regional staff defined the "criminal justice system" in terms of four related sub-systems, namely, policing, adjudication, corrections and prevention. These four sub-systems are really a set of processes, beginning as you will note on the accompanying pages with policing.

B. Every system can be viewed for planning purposes as a set of functions.

For example, a car can be viewed as a set of processes, such as carburation, transmission, braking and safety. So, too, can the criminal justice subsystem be examined in terms of a series of functions. And, functions are simply the things the system is expected to do in order to achieve its purposes.

Twelve functional categories were developed for the criminal justice subsystems. These are as follow:*

- ADMINISTRATION AND ORGANIZATION
- RESOURCES
- INFORMATION AND COMMUNICATION
- POLICY DEVELOPMENT AND IMPLEMENTATION
- PERFORMANCE EVALUATION
- REWARDS, WAGES, AND BENEFITS
- PERSONNEL TRAINING AND IMPROVEMENT
- PLANNING AND RESEARCH
- PUBLIC AND COMMUNITY RELATIONS
- INTER-AGENCY RELATIONS
- PROBLEM IDENTIFICATION AND RESPONSE CAPABILITY
- HUMAN FACTORS CONTROL

At the outset, you are to consider that priority criteria have been developed with these functional categories in mind, subject to addition of possible new categories if needed.

Also, consider that priorities will emerge within these functional categories as logical program responses from the regions and State agencies as well as between two or more functional categories.

*Examine the definitions of these terms.

C. Each regional commission, plus the State agencies, were requested to supply background information.

    1. From the regions, information was requested such as profile data on the various components (subsystems) of police, adjudication, corrections and prevention. The resource personnel have this information. Second, each region was requested to use a method for gaining statements of needs and priorities **This latter information has been used to frame programs within the functional categories** together with recommendations from the State agencies.

    2. The State agencies were contacted and requested to supply recommendations for programs/activities to be considered by the priorities commission.

D. You will receive information for your use in two ways:

    1. On a program-by-program basis, you will receive a copy of a form details the following:

        a. The functional area under consideration, such as "Administration, Information and Communication, etc."

        b. The program title under the functional category, e.g., *"Resource Development"* under RESOURCES

        c. The source of the recommendation--region or State agency.

        d. The likely subsystem to be involved or benefitted by the program and the specific recommendations.

        Specific items that would be considered under the program as drawn from State and regional recommendations. (This classification of items under programs was done by regional and State staff personnel. Since many of the items relate to more than one functional category, the item will appear in those functional categories.)

    2. The resource personnel will be able to supply great detail on the various regional recommendations.

        KEEP IN MIND THAT THE FOCUS OF PRIORITY ASSESSMENT IS NOT THE PARTICULAR ITEMS OR RECOMMENDATIONS THAT APPEAR UNDER A PROGRAM TITLE. ALL SUCH ITEMS SHOULD BE REGARDED AS "EXAMPLES OF FUTURE REQUESTS THAT WOULD LIKELY BE SUBMITTED, BUT ARE NOT AS YET AVAILABLE IN FINAL FORM." THUS, THE PURPOSE IN SETTING PRIORITIES IS AS MUCH TO GIVE GUIDANCE TO SUCH FUTURE REQUESTS, AS IT IS TO NOTE THE CURRENT THOUGHT AND ITEMS WHICH MIGHT BE SUBMITTED.

E. I am now going to give each member of each group a copy of the first set of information. This information deals with the functional category of COMMUNICATION AND INFORMATION. THERE WILL BE TWO ADDED SETS OF INFORMATION OF THIS SAME TOPIC. THE PROGRAM IS ENTITLED: **COMPUTERIZED CRIMINAL INFORMTATION RETRIEVAL SYSTEMS.** Will you examine the items listed. Next, note the parts of the system involved. The letters, S, P, C, and A stand for Prevention, Policing, Corrections and Adjudication, in that order.

You should now ask your resource persons any questions that you have about the specific items or the general program area.

F. After you have examined this material and feel reasonably confident that you understand the intention and direction of the program, then you may turn to the task of actual priority work in your group.

GROUP A

Will treat as part of its task the matter of criteria that could be used to evaluate the program; this task focuses upon the probability that the program would be evaluated critically against against pre-specified criteria at the outset and upon termination so that benefits can be equally as well measured.

GROUP B

Will assess benefits in terms of specific benefit topics, as well as judge the likelihood that these benefits would accrue.

GROUP C

Will assess a series of systems factors and the program, noting certain conditions and effects that the program might create.

GROUP D

Will treat level of need within components of the system and the degree to which a proposed program will meet the need.

YOUR RESOURCE PERSONNEL WILL NOW GO OVER THE FORMS WITH YOU AND ANSWER ANY QUESTIONS YOU MAY HAVE BEFORE WE BEGIN A "WALK-THRU" ON THIS FIRST PROGRAM.

AT THE END OF THE FIRST EXERCISE, SELECT ONE PERSON FROM YOUR GROUP WHO WILL REPRESENT IT ON THE REVIEW TEAM. AS THE GROUPS ARE LIKELY TO COMPLETE THEIR WORK AT DIFFERENT RATES, YOU MAY REQUEST TO GO AHEAD TO THE NEXT PROGRAM.

THE TASKS OF THE REVIEW TEAM WILL BE EXPLAINED TO THEM WHEN THEY ARE READY TO PROCEED.

NOTE:

As a group, you must decide whether you wish to prepare your judgments individually and record them, or whether you wish to make a single group judgment.

GROUP C is requested to complete their forms individually because of its smaller number.

LAST, DO NOT INVOLVE THE RESOURCE PERSONS IN THE DECISION-MAKING.

DIRECTIONS
for
Benefits and Constraint Factors Worksheet

1. Estimate the degree of improved capability to system/agency. Under 1a indicate the lowest and highest percentage of direct benefits as a percentage of total benefit; under 1b indicate the lowest and highest percentage of indirect benefits as a percentage of total benefit.

2. Estimate degree of improved service to public/community sectors.

3. Consider an average length of time of program funding to be 12-14 months. (Unless otherwise indicated). Estimate the number of months to reach first benefits/effects; estimate number of months to reach last/sustaining benefits.

4. Identify the probability that the program could reach stated benefits on the bases of funding requirements. Use a 0-100 rating.

5. Estimate the likelihood of dollar savings. Use a 0-100 rating

6. Estimate the intent of the program with respect to whether it fosters centralization (6a) or decentralization (6b).

PROGRAM TITLE		Col 1	Col 2	Col 3	
BENEFITS/CONSTRAINTS		o/o or Probability		(Certainty-0-10)	
		(lowest)	(highest)		
Improved capability of the System/Agency:					
Direct	1a	%			
Indirect	1b	%			
Improved service to public/ community sectors					
Direct	2a	%			
Indirect	2b	%			
Schedule of benefits					
No. of months to first benefits/effects	3a	MO			
No. of months to last/ sustaining benefits	3b	MO			
Funding Requirements:					
One-time request only	4a	P			
Likely to increase	4b	P			
Likely to decrease	4c	P			
Likely to remain constant	4d	P			
Likelihood of dollars savings	5a	P			
Proposal Fosters					
Centralization	6a	P			
De-Centralization	6b	P			

NEEDS WORKSHEET

PROGRAM TITLE: DURATION_____

FUNCTIONS	POLICING	ADJUDICATION	CORRECTIONS	PREVENTION	(OTHER)
ORGANIZATIONAL ADMINISTRATION					
RESOURCES USE AND BUDGETING					
INFORMATION AND COMMUNICATION					
POLICY					
PERFORMANCE EVALUATION					
REWARDS AND COMPENSATION					
PERSONNEL IMPROVE-MENT AND TRAINING					
PLANNING AND RESEARCH					
PUBLIC & COM-MUNITY RELATIONS					
INTER-AGENCY RELATIONS					
RESPONSE CAPABILITY					
HUMAN FACTORS CONTROL					
(OTHER)					

Procedures:

1. Note the functional areas to which the program is directed. One or more functional areas may be chosen.

2. Determine the sub system(s) to which the program is directed.

3. Place an "x" in each cell involved

4. In each cell so "x"-ed, use a 0-10 noting as follows:

A. Rate the level of need; 0=Low, 10=High

B. Rate degree to which program will meet needs: 0=low, 10=high

FEASIBILITY CRITERIA WORKSHEET

PROGRAM TITLE: DURATION

CRITERIA													
INITIAL													TERMINAL

Procedures:

1. List those criteria which you feel will provide a feasible basis for evaluating the program's intent, aims or objectives throughout its execution administration or implementation.

2. Supply a probability (0-100) that the program will be evaluated, guided continued/discontinued on the basis of the criteria.

3. Initial criteria refers to those criteria on which the program can be early evaluated; terminal criteria refers to those criteria on which the program would be evaluated when completed or reasons for terminating the program.

SYSTEM FACTORS WORKSHEET

PROGRAM TITLE   COMMENTS

SYSTEM FACTORS	YES	NO	D.K.	COMMENTS
(X) Is the program aimed at:				
Specific Problems				
Opportunity				
Change/Re-Organization				
Maintenance				
Mix of above:				
Is the program request consistent with other:				
State Activities				
Regional Activities				
County Activities				
Municipal Activities				
Joint Powers				
or is Unique				
Is there EVIDENCE that:				
The Program/Request				
Relates to Systems				
Manageability				
What evidence supports this program/Request				
Public Opinion				
Expert's Opinion				
Survey Data				
Research Data				
Other:				
Could the Agency support or undertake the Program without assistance (X) without				
Federal Aid				
State Aid				
Local Aid				
Other				
Creates links with other Agencies				
Police				
Adjudication				
Corrections				
Prevention				
Other				

(A) Is there agency readiness/support for the program?

(B) Is there public/community sector readiness/support?

(C) Will the program create diversion of current effort or handicap existing levels of operation?

FINAL ARRAY OF PROGRAM PRIORITIES AND FUNCTIONS

FUNCTIONAL CATEGORY	PROGRAM TITLE
Communication and Information	Communication and Information Facilities and Equipment Programs, including computerized criminal information retrieval system
Personnel, Improvement, Education and Training	Personnel Education and Training: Pre-Service, In-Service, Curriculum, Special Problem, Problem Identification and Response Capability
Physical Resources: Facilities, Equipment and Materials	Resource Development
Personnel Improvement, Education and Training	Manpower Increase and Long-Term Specialization
Human Factors Control	Human Factors: Agency and Personnel
Rewards	Career Mobility Opportunities Program, Including Law Enforcement Evaluation and Information File
Rewards	Incentives, Merit, Wages and Related Benefits Program
Problem Identification and Response Capability	Agency Problem Identification and Response Capability
Administration	Current Program Modification, Design, Development
Physical Resources: Facilities, Equipment and Materials	Resource Identification, Assessment, Upgrading
Inter-Agency Relations	Inter-Agency Relations
Program Planning, Research and Development	System and Agency Research and Planning
Policy	Policy Formulation and Development Program: Centralization Versus Decentralization of Services and Facilities
Public and Community Relations	Public and Community Relations
Performance Evaluation	Review and Evaluation Programs: Service, Training and Operations
Program Planning, Research and Development	Applied and Feasibility Studies: Program Development and Demonstration Projects
Administration	Identifying and Developing Administrative/Service Competencies
Human Factors Control	Human Factors: Community Sectors/Clients

APPENDIX C

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FEASIBILITY CRITERIA AND DEFINITION BY FUNCTIONAL CATEGORY

ADMINISTRATION

Attracting/holding	ability to retain personnel, as measured by turnover rates
morale	the degree of personal and group trust, confidence, enthusiasm, commitment and work willingness
resource needs	human, economic, physical, and social factors required to perform a task
identification, interpretation, application of information	includes data, reports, and communications
goaling	capability to define agreed upon objectives and ends
accountability	holding others accountable for their use of resources, policy and work within their job description
deliverability	the ability of an administrative task to produce outputs of complete tasks
cost/substitution	price paid with respect to alternatives: can be measured by maintenance cost or durability
certaintly	the likelihood of administrative tasks being performed
adequacy	the level and coverage of administrative tasks being not performed
availability	having or not having resources, equipment, manpower, facilities when needed
wage scale	the levels of wages per period of time
coordination	ability to bring resources into proper or effective order or relation

RESOURCES

deliverability	the ability of a resource to produce anticipate outputs
cost/substitution	price paid with respect to alternatives: can be measured by maintenance cost or durability
certainty	the likelihood of resources being used
adequacy	the level and coverage of resource being used
immediacy	long and short term state of urgency
cost/benefits	resources expended with respect to gains (anticipated or realized)
constancy/variability	uniformity of resources or their interchangeability
quality control	concerned with the relationship of output to a standard performance
multiple use	the ability of a resource to be employed elsewhere
availability	having or not having resources to be employed elsewhere
utility	the relative degree of real or anticipated advantage or disadvantage derived from resources
coordination	the ability or likelihood of a resource to be brought into proper order or relation

INFORMATION

resource needs	human economic, physical, and social factors required to perform a task

certainty   the likelihood of information being usable

adequacy   the level of and coverage of information being used

quality control   concerned with the relationship of output to a standard performance

multiple use   the ability of information to be employed elsewhere

availability   having or not having resources, equipment, manpower and facilities when needed

verifiability   the degree of accuracy or correctness of information

maintainability   the ability to anticipate and meet the informational needs of the system

legality   the degree of compliance with sanction-backed regulations or rules

scope/skew   coverage or breadth of information/clustering of information

frequency   the number of times an action or occurrence is repeated with respect to information

reliance   the degree of consistency of information

POLICY

certainty   the likelihood of policy compliance

adequacy   the level and coverage of a policy

constancy/variability   uniformity of policies or their interchangeability

uniformity   the degree of similarity among policies

legality   the degree of compliance with sanction-backed regulations or rules

scope/skew   coverage, breadth, or clustering of policies

visibility   the likelihood that policy will be known or disseminated

standardization   the degree of similarity among policies

relevance   the degree of applicability of policies to that which the system serves

PERFORMANCE EVALUATION

goaling   capability to define agreed upon objectives and ends

adequacy   the level and coverage of performance evaluation tasks being performed

constancy/variability   uniformity of performance measures or their interchangeability

uniformity   the degree of similarity among performance measures

scope/skew   degree of coverage or breadth of tasks performed/degree of clustering in a particular area of tasks performed

frequency   the number of times an action or occurrence is repeated with respect to performance evaluation

standardization   the degree of similarity among performance measures

relevance   the degree of applicability of performance measures

feasibility   likelihood of accomplishment

frequency	the number of times an action or occurrence is repeated with respect to rewards
opportunities	the likelihood of circumstances in the system being favorable to personnel
relevance	the degree of applicability of rewards
adequacy	the level and coverage of rewards being applied
frequency	the number of times a reward is repeated
relevance	the degree of applicability of rewards to that which the system serves

PLANNING

goaling	the ability to establish objectives and ends to be obtained
adequacy	the level and coverage of planning tasks being performed
immediacy	long and short term needs
cost/benefits	resources expended with respect to gains (anticipated or realized)
multiple use	the ability of planning to be employed elsewhere
scope/skew	degree of coverage or breadth of tasks performed/degree of clustering in a particular area of tasks performed
frequency	the number of times an action or occurrence is repeated with respect to planning
relevance	the degree of applicability of planning to the system
duration	the length of time of the planning effort
strategic, tactical analysis	the degree of long term or short term method used in reaching a goal
feasibility	likelihood of accomplishment
implementability	the likelihood of a plan being put into operation
research and development	systematic uncovering, interpretation and analysis of planning and its use
coordination	ability to bring plans into proper or effective order or relation
reasoning	the ability to think, form judgments, and draw conclusions

PUBLIC & COMMUNITY RELATIONS

identification, interpretation application of policy	examination of alternatives and implications of rules and regulations
identification, interpretation application of information	includes data, report, and communications
goaling	capability to define agreed upon objectives and ends to be obtained
accountability	the ability to induce responsibility in personnel as a check upon previously agreed upon areas of performance
deliverability	the degree of limitation of resources

certainty	the likelihood of public and community relations tasks being performed
adequacy	the level and coverage of public and community relations tasks being performed
symbolic	the degree to which public and community relations implies other meanings
immediacy	long and short term needs
cost/benefits	resources expended with respect to gains (anticipated or realized)
constancy/variability	uniformity of public and community relations activities or their interchangeability
scope/skew	degree of coverage or breadth of tasks performed/degree of clustering in a particular area of tasks performed
frequency	the number of times an action or occurrence is repeated with respect to public and community relations
relevance	the degree of applicability of public and community relations activities
feasibility	likelihood of accomplishment
research & development	systematic uncovering, interpretation and analysis of information and its use
creativity	the degree of inventiveness

INTER-AGENCY RELATIONS

morale	the degree of personal and group trust, confidence, enthusiasm and commitment and work willingness
identification, interpretation application of policy	examination of alternatives and implications of rules and regulations
goaling	capability to define agreed upon objectives and ends to be obtained
accountability	the ability to induce responsibility in personnel as a check upon previously agreed upon areas of performance
immediacy	long and short term needs
quality control	concerned with the relationship of output to a standard performance
multiple use	the ability of inter-agency relations to be employed elsewhere
utility/misuse	the relative degree of real or anticipated advantage or disadvantage derived from inter-agency relations
frequency	the number of times an action or occurrence is repeated with respect to inter-agency activity
relevance	the degree of applicability of inter-agency relations
reasoning	the ability to think, form judgments, and draw conclusions

PROBLEM IDENTIFICATION & RESPONSE CAPABILITY

identification, interpretation, application of information	includes data, report, and communications
immediacy	long and short term needs

constancy/variability   uniformity of problem identification and response capability of their interchangeability

feasibility   likelihood of accomplishment

reasoning   the ability to think, form judgments and draw conclusions

appropriateness   the likelihood that a problem will be accurately identified and responded to

HUMAN FACTORS CONTROL

reasoning   the ability to think, form judgments, and draw conclusions

APPENDIX D

DATA TREATMENT FORMS

The following data forms were used to analyze data obtained during the 1969 Delphi exercise. These forms are applicable only to data obtained from the questionnaires used in 1969.

1. DATA ANALYSIS FORMS--Needs Data

$$N = \left(\frac{|\Sigma n - \Sigma e|}{\Sigma n} - 1 \right) \cdot \left(\frac{1}{\frac{\Sigma n - \Sigma e}{NiNp}} \right) - 1$$

Where N = Sum of Need rating (0-10)
e = expected need--satisfaction
Ni= No. of items on which ratings are based
Np = No. of persons involved in rating
N = Need factor on absolute (0-10) scale

Conditions: $\Sigma n > \Sigma e$

2. DATA ANALYSIS FORMS--Feasibility Data

$$Fr = \frac{X(P_1 x) - Y(P_2 y)}{P_1 xy} - 1$$

Where X = The ordered value of item X
y = The ordered value of item y
PX = The subjective probability of initial use of x
PY = The subjective probability of terminal use of y

Conditions: $P_1 > P_2 ; \quad x > y$

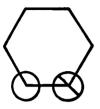3. DATA ANALYSIS FORM--Benefit Data

$$\sum_{i=1}^{n} P_i U_i$$

Where n = mutually exclusive benefit statement outcomes
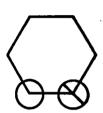Ui = The certainty value assigned to the i - th possible item
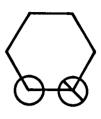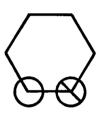Pi = The benefit value assigned to the i - th item

GROUP A

GROUP C

GROUP B

GROUP D

◯ = State Staff Member - Resource Person

⊘ = Regional Director - Resource Person

⬡ = Groups Comprised of Priority Committee Members

✦ = Validating Team

△ = ISI Consultants