

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

By the

Division of Law Enforcement Assistance
State of Mississippi

April 20, 1973

Prepared by:

Public Administration Service
1313 East 60th Street
Chicago, Illinois 60637

(Per Contract J-LEAA-015-72)

37624

I. PRELIMINARY INFORMATION

A. Consultant Assigned:

Lewis G. Bell
Police Management Consultant
LaGrange, Georgia

B. Date Assignment Received:

February 26, 1973

C. Date of Contact with LEAA Regional Coordinator:

March 1, 1973

D. Dates of On-Site Consultation:

March 13-16, 22-29, 1973

E. Individuals Contacted:

Mr. Wayland Clifton, Jr.
Acting Executive Director (Outgoing)
Mississippi Division of Law Enforcement Assistance

Mr. William Grissett
Acting Executive Director (Incoming)
Mississippi Division of Law Enforcement Assistance

Ms. Elaine Woods
Manpower Development Specialist
Mississippi Division of Law Enforcement Assistance

Mr. Wayne Bennett
Hazardous Devices Course Coordinator for Mississippi

Mr. Beavers Armstrong
Regional Program Specialist
Mississippi Division of Law Enforcement Assistance

Mr. Bill Maxey
Corrections Specialist
Mississippi Division of Law Enforcement Assistance

Mr. Tommy Waldrop
Planner
Mississippi Division of Law Enforcement Assistance

Dr. Jack Rogers
Law Enforcement Program Director
William Carey College
Hattiesburg, Mississippi

Mr. Wayne Parrott
Law Enforcement Program
William Carey College
Hattiesburg, Mississippi

Mr. Bill Austin
Monitor
Mississippi Division of Law Enforcement Assistance

Mr. Charles Robinette
Monitor
Mississippi Division of Law Enforcement Assistance

II. STATEMENT OF THE PROBLEM

A. Problem as per Request for Technical Assistance:

Survey of needs leading to recommendations for the specifications of a master plan for criminal justice manpower development.

B. Problem Actually Observed:

The Mississippi Division of Law Enforcement Assistance requested technical assistance in surveying the needs and making recommendations regarding specifications for a master plan for criminal justice manpower development. The wording of the request fully covered the task to be performed, and was broad enough to cause some apprehension as to whether a creditable job could be done in the allotted time.

Constant contact was maintained with the LEAA Regional Office in Atlanta. Two trips were made to Atlanta during the course of the study, and Mr. Ben Jordan of that Office, Police TA/State Representative for Mississippi, spent one day on-site during the survey.

The core of the task, as the survey evolved, was to gain enough insight into the programs and activities now in progress or already planned in order to identify areas of need and be able to make valid recommendations based on existing conditions. This was the approach adopted.

It was readily apparent that each component of the Criminal Justice System in Mississippi was fragmented and uncoordinated. Although much data is available, it is not only scattered geographically, it is in many different state agencies or bureaus.

Much of the available data was found to be incomplete, which somewhat complicated the task. The Mississippi Division of Law Enforcement Assistance had just completed a survey of police personnel in the State. They tabulated much good information as to the training needs and related items, but this survey did not include the smaller police departments. Part of the task then was to try to properly evaluate available data.

With excellent cooperation from those agencies and people contacted, much good information was made available. With the information at hand, the task now is to draw up specifications for a comprehensive plan for criminal justice manpower development in Mississippi. The plan must not only encompass all areas, but must also provide for coordination of effort by all phases if a common goal is to be reached.

III. FACTS BEARING ON THE PROBLEM

Mississippi is one of the older states, having attained statehood on December 10, 1817. It was the 20th state admitted to the Union. Mississippi has an area of a little less than 50,000 square miles, and a population of about two and one-half million.

For a long time, cotton was king in this state. The economy of the State was based on the cotton production industry. Many large fortunes were made on the farms, and the old Southern Plantation with all accoutrements was nowhere more in evidence than in Mississippi. The people of Mississippi are justifiably proud of the role the State has played in the history of the nation. Many "firsts" are credited to this state. At Corinth and Vicksburg, two of the battles were fought which determined the outcome of the War Between the States. Natives of the State have attained national and international fame in many fields.

While Mississippi has taken pride in her glorious history, changes have slowly but surely taken place which must be recognized in state government. It is obvious, as one motors over the State, that fat cattle are grazing where cotton used to grow. It is also obvious that new industrial plants are springing up all over the State, many of them in rural areas. Farming has become diversified, and manufacturing has gained a solid foothold. The two main urban areas, Jackson and Biloxi—Gulfport, are growing. The broadening of the economic base of the State has increased demands on state government. The problems have grown in size and complexity, and state government has not always adapted to the changes in all areas. This is especially true in the criminal justice area, although several good programs have been developed from time to time.

Mississippi, as well as other states in the South, is now in a position to enter an era of prosperity and growth. To take full advantage of the opportunities, though, much careful planning should be done. This is especially true in the criminal justice area. Due to present conditions and the possible availability of federal funds, it seems that a master plan for manpower development in the criminal justice area should certainly be in the making at this time.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

The programs now in progress in the criminal justice manpower development area are very inadequate. What programs are in progress are not coordinated. Some common meeting place is certainly indicated. There is now in existence in this state a committee sponsored by the Mississippi Division of Law Enforcement Assistance which is known as the Manpower Development Advisory Committee. This group is loaded with talent, and would probably welcome an opportunity to promote common goals throughout the system.

Another way to achieve complete coordination would be by enacting legislation setting up a Department of Justice within state government and bringing all components into this new department.

The establishment of common goals in criminal justice manpower development is definitely a problem. Once goals are established all programs reaching toward those goals should be properly coordinated.

There are several ways in which goals for upgrading manpower may be attained, depending on the specific goal. It could be accomplished by direct legislation, through rules and regulations of a legally authorized branch of state government. It could be gradually effectuated through personnel requirements at time of employment. Whatever course is used, the objective is upgrading of personnel comprising the manpower in the system.

Mississippi has a Mandate Training Act that applies to sheriffs and deputy sheriffs only. It does not apply to any state or local police agencies. The Act specifies that if a sheriff does not receive the prescribed basic training within six months from the time he goes into office, his salary will no longer be paid. A deputy sheriff has 12 months within which to get the basic training before his salary is suspended. This is a good piece of legislation, so far as it goes, and the penalty provided certainly makes it enforceable.

Other than the requirements for sheriffs, there seems to be no training standards or goals even in the law enforcement component. State Troopers, of course, receive training, but the average local officer away from Jackson is a different story.

There should not only be educational standards set for all criminal justice manpower, there should be specific standards and goals in the training area. Standards and goals set by each component without respect to the other two

components could cause problems. The thing is further complicated in Mississippi by each component being fragmented. Some courses should apply to all sectors, of course. A comprehensive plan should recognize the need for each member of the system to have some knowledge of other components. Any goals established, however, should be flexible enough for the training to also be adapted to the particular needs of each individual group.

There should be a time schedule set for any goal or standard established, and this should be realistic and attainable.

A real need in Mississippi at present is some sort of state coordinating agency with authority to coordinate both training and education in the criminal justice system.

If standards and goals are established, then they must be realistic and attainable. Professional training must come in for considerable consideration. At the present time, many college courses are available in Mississippi and many students are majoring in criminal justice. Basic training, however, is weak. The provisions for in-service training are inadequate. There is no organized or ongoing program for carrying basic training to regions of the State for more than one phase of one component. There is one good program in progress at this time in which the Training Officer of the Mississippi Training Schools is providing in-service training for cottage parents at juvenile detention homes. This program should be retained and possibly expanded.

Housed within the Mississippi Department of Public Safety is the Mississippi Law Enforcement Officers' Training Academy, located in Jackson. As the name implies, this academy specializes in the training of law enforcement officers, and does not have regional or satellite facilities. In order to attend this academy, an officer must remain at the academy, and necessarily unavailable to his own department. This seems to discourage many towns from sending their officers there. The academy might better meet local needs by establishing regional branches, or by sending teams of instructors to remote areas of the State. These regional efforts should include training in all criminal justice manpower areas.

As a final analysis, the problem of criminal justice manpower development in Mississippi is so broad and complex that an in-depth study is clearly indicated in order to base any long-range plan on valid grounds.

V. RECOMMENDED COURSE OF ACTION

It is recommended that the Mississippi Division of Law Enforcement Assistance prepare a Request for Proposal for the development of a master plan for criminal justice manpower development. This is the only practical course to take.

It is recommended that the study and plan as portrayed in the RFP include, but not necessarily be limited to, the following specifications:

1. The plan must be developed in accordance with LEAA guidelines and must meet the requirements and merit the approval of the LEAA Atlanta Regional Office.
2. The plan must be based on an in-depth study of the State's Criminal Justice System and manpower conditions, facilities, and programs.
3. The plan must delineate for the three component sectors a five-year program of action improvements.
4. Contracting firm will delineate goals and objectives.
5. The report of the study will contain a detailed section showing exactly what is to be done (including legislation), who will do it, and when it will be done.
6. Specific statements of policy for current and future priorities.
7. A common base for long-term planning, budgeting, measurement of accomplishment, and continuing assessment of needs, problems, and priorities which will apply throughout the criminal justice system.
8. A thorough analysis of how maximum advantage may be achieved from utilization of existing staff and facilities, including a study of possible advantages and disadvantages of sharing, pooling, and consolidating resources.
9. Creation of an evaluation component arranged in such a manner as to continually evaluate the effectiveness of the Manpower Development Program as related to the reduction of crime and the improvement of the Criminal Justice System.

10. It should be stated in the RFP that any valid data already gathered or in the process of being gathered by the Mississippi Division of Law Enforcement may be integrated with data in this study, and that data gathered in this study may be utilized in future studies conducted or sponsored by the Mississippi Division of Law Enforcement.

The reason this course of action is recommended is because it is the only practical way to develop a master plan for criminal justice manpower development for Mississippi that would be based on needs, deficiencies, and available resources.

A draft of the proposed Request for Proposal follows.

(D R A F T)

REQUEST FOR PROPOSAL TO ESTABLISH
A MASTER PLAN FOR CRIMINAL JUSTICE MANPOWER DEVELOPMENT
DIVISION OF LAW ENFORCEMENT ASSISTANCE
STATE OF MISSISSIPPI

The Division of Law Enforcement Assistance desires to employ the services of a qualified firm to devise and document a Master Plan for Criminal Justice Manpower Development for the State of Mississippi.

The plan shall be developed in accordance with the LEAA Guidelines and shall meet the requirements and merit the approval of the LEAA Atlanta Regional Office. The Comprehensive Criminal Justice Manpower Plan shall be based on an in-depth study of the State's Criminal Justice Manpower conditions, facilities, and programs and shall delineate for the three component sectors, i.e., police, courts, and corrections, a five-year program of action improvements to effect upgrading of the system's personnel.

Elements to be addressed in the development and publication of the Master Plan shall include but not necessarily be limited to:

- a. A definition of the goals/objectives for the upgrading of Criminal Justice Manpower in Mississippi.
- b. A concrete portrayal of the Criminal Justice Manpower needs in sufficient detail to support the general content and direction of the five-year plan for implementation.
- c. A section entitled "Implementation" which shall describe what is to be done (including legislation), who will do it, when it will be done, and how much it will cost.
- d. Comprehensive statements of specific policy for current and future priorities.
- e. A common base for long-term planning, budgeting, measurement of accomplishment, and continuing assessment of state and local needs, problems, and priorities in the manpower/personnel field.

- f. A presentation of how maximum advantage will be achieved for effective utilization of existing facilities and staff, as well as sharing, pooling, and consolidation of proposed resources.
- g. A thorough assessment and evaluation of the training and educational programs, facilities, and resources within the State.
- h. An evaluation component arranged in such a manner as to continually evaluate the effectiveness of the Manpower Development Program as related to the reduction of crime and the improvement of the Criminal Justice System.

Competitive proposals are hereby solicited from qualified interested bidders. Proposals for the work associated with this project must be received by the Division of Law Enforcement Assistance, 345 North Mart Plaza, Jackson, Mississippi 39206, on or before _____, 1973.

QUALIFICATIONS OF BIDDERS

Firms submitting proposals for this work must certify that the firm is not engaged in any activity or program at any time which might be used as the basis for a charge of conflict of interest.

Prospective contractors should note the following qualifications criteria and fully address each item in their proposals. Based on this criteria, proposals will be analyzed, evaluated, and the prospective contractor selected.

1. *Firm qualifications:* Prospective contractors must document experience and qualifications of their firm in the Criminal Justice Manpower Consultant field by documenting their previous performance record in plan development and consultant activities, availability of consultant staff to be assigned to and complete the project within the time requirement, and the adequacy of supportive administrative and clerical staff.
2. *Project personnel qualifications:* Curriculum vitae should be contained within the proposal detailing the qualifications of the professional personnel, both supervisory and regular consultants, who will be assigned to this project. These vitae should clearly demonstrate prior performance records, proficiency indicators, and staff capabilities to work effectively with the Division of Law Enforcement Assistance Staff, related agencies, and representatives of state government in plan development.

FORM OF THE PROPOSAL

Proposals submitted in reply to this request shall contain the following sections:

I. Plan of Study.

- A. Research Plan: (1) a thorough presentation of the methodology to be used for the acquisition of necessary data and information forming the basis of the plan, (2) the specific methods and procedures to be utilized in the data collection, data analysis, and systems analysis for the plan formulation.
- B. Assurance of compatibility with (1) LEAA Guidelines for comprehensive state law enforcement plans and (2) planning activities of the Mississippi Division of Law Enforcement Assistance.
- C. Phased Implementation Plan: Assurance of conversion of recommended action improvements with defined goal/objectives for Criminal Justice Manpower Development as stated in section (c) of the "Elements to Be Addressed."
- D. Delineation of how "Elements to Be Addressed" shall be developed.
- E. Assurance that a written report and an oral presentation of the results and recommendations will be provided.

II. Estimated Time and Cost.

- A. *Management:* Description of the techniques: (1) to be employed to assure timely completion of the project, (2) to maintain adequate liaison with the Division of Law Enforcement Assistance, (3) to ensure adequate corporate review of the program, and (4) to report progress, delays, and problems associated with the performance of the tasks proposed.
- B. *Financial:* (1) Delineation of the cost for the services to be supplied. Particular emphasis must be placed on the number of man-days of service to be supplied by the bidder, the number of full-time employees to be devoted to the task, the estimated cost for expenses occurring during the field investigations, and the total cost for the program; (2) Tasks, as outlined by the bidder, must include the estimated number of man-days required for completion, and a program time table should be included which indicates the beginning and completion points for all such tasks. Major milestones must be clearly defined in the time table; (3) Bidders must include the desired terms of payment for the work associated with this program.

III. Resources.

- A. *Corporate experience*: Establishment of the qualifications of the firm to successfully complete the work associated with this program.
- B. *Personnel Experience*: Establishment of the qualifications of personnel to successfully complete the work associated with this program. Particular emphasis must be placed on directly related experience.

COMPLETION OF THE WORK

Bidders must state the time required between contract signing and start-up of on-site investigations. Early completion of the program is desirable commensurate with the amount of effort required in the program. Bidders must clearly indicate the elapsed time between program start-up and submission of the final reports for the project.

DOCUMENTATION

Bi-monthly progress reports must be submitted in writing throughout the course of the program. Ten draft copies of the final report must be submitted for review prior to publishing 100 final copies of the report to be submitted. Bidders must be required to provide a briefing for the Division of Law Enforcement Assistance and other interested persons in Jackson during the working period of this program and following the review of the final draft report. The time and exact location of the briefings will be determined by the Division of Law Enforcement Assistance and the contractor.

Any data or information developed in other studies in the criminal justice area in Mississippi and under the jurisdiction of this agency may be integrated with this study and any originally developed material in this study covering a pertinent area of any future study may be integrated into such a study, but the source of such integrated data will be identified.

EVALUATION OF THE PROPOSALS

Proposals received due to response to this request will be evaluated on the following points:

1. Understanding the problem.
2. Techniques to be employed in data collection.

3. Experience with the personnel assigned to the program.
4. Cost.
5. Magnitude of services to be supplied in terms of man-level of effort in areas of investigation as set forth in the "Form of the Proposal, Plan of Study" section of the proposal.

Bidders who have questions regarding this request for proposal may contact:

Ms. Elaine Woods
Manpower Development Coordinator
Division of Law Enforcement Assistance
345 North Mart Plaza
Jackson, Mississippi 39206
Telephone: (601) 354-6591

END

7 miles from me