

Chapter 9:

Developing a Policies and Procedures Manual

by

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Introduction

A critical and often overlooked ingredient of juvenile probation administration is the development and maintenance of the juvenile probation agency's written policies and procedures. Sound management practice requires explicit policies and clearly defined procedures and rules. In a department of only a few staff, a simple, well-organized, and timely file folder of memos, rules, and regulations may suffice. In a large probation agency, on the other hand, several manuals may be needed to contain all the policies and procedures for numerous agency divisions and activities.

Indeed, a hallmark of a well-organized probation agency is an operations manual that is regularly consulted by staff to provide guidance in doing their work correctly and effectively. However, not all juvenile probation agencies have the luxury of an effective operations manual. Some agencies may be small and informally administered. In some agencies, the probation administrator may recognize the need for and value of an operations manual, but be unable to commit the time, energy, and organizational resources to develop one. In other agencies, the administrator may be willing to devote the resources, but unsure about what to do. Unfortunately, there are precious few resources available to assist juvenile probation administrators in the planning, development, and production of operations manuals. Although some state authorities require an operations manual of local departments (e.g., Pennsylvania Juvenile Court Judges' Commission, 1995), few provide assistance in developing such a manual.

Furthermore, training and technical assistance in the development of an operations manual is not readily available. Given the multitude of serious

challenges facing juvenile probation these days, the topic of how to develop policies and procedures manuals rarely makes the agenda at professional conferences or other probation training programs.

The purpose of this chapter is to address that resource gap by providing some basic guidelines for the development of an operations manual for juvenile probation agencies.

Benefits of Policies and Procedures Manuals

In spite of the time and effort required to develop effective operations manuals, the dividends the effort pays to the organization are high. A well designed policies and procedures manual provides many benefits to the juvenile probation organization (Bloom, 1983):

- **Management Tool:** The operations manual provides managers with the *blueprints* of the organization. It provides guidance for doing the work of the organization, and it provides documentation of how the work is intended to be done.
- **Training:** Good policy and procedural manuals are instrumental in providing training to employees, both new and veteran, regarding agency goals, objectives, functions, and activities.
- **Reference Document:** The manual provides a single, easily-accessible source of authoritative answers to questions about official procedures and policy positions.
- **Information Repository:** Operations manuals provide a central repository for often-scattered official documents for easy reference, review, and revision.
- **Organizational Archive:** A well-maintained and frequently up-dated manual provides a record of organizational changes over time in programs, priorities, and philosophy.

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An up-to-date policies and procedures manual is a pre-requisite for professional accreditation. Accreditation of juvenile and adult probation agencies by the Commission on Accreditation for Corrections, for example, requires a comprehensive manual of appropriate policies and procedures in numerous management and operations areas. The American Correctional Association advocates the utilization of a comprehensive, well-written manual as an indispensable management tool for promoting professionalism, efficiency, and consistency (American Correctional Association, 1981).

Distinguishing Policies from Procedures

The terms policy and procedure, while related, reflect different concepts (see Figure 1). A policy defines a course of action or a principle adopted and pursued by an agency, which guides or determines present and future decisions and actions of the agency. Policies are value-driven and tell why things ought to be done.

There are several types of agency policies. Operational policies deal with agency functions, strategic goals, and tactical objectives—for example, the graduated agency responses to non-compliance of a court order by a probationer. General agency policies, however, state official value positions taken on such issues as confidentiality or equal opportunity.

Procedures, on the other hand, tell how things are done; they prescribe the methods and actions for doing work. For example, while policy may dictate that a youth is detained upon referral, the procedures describe who is responsible for causing the youth to be detained and the actions that must be accomplished to complete the task.

A procedure is a detailed and sequential action to be executed to perform an operation, and includes an identification of the personnel responsible for the required steps. The underlying and often elusive operational system is made visible in the written procedure. Accordingly, a compilation of accurate statements of an organization's policies and procedures represents not just a rule book, but a blueprint of the agency's systems (Matthies, 1987).

Figure 1: Policy / Procedure Comparisons

Policy	Procedure
A plan for action by the organization	A description of the action
Reflects the overarching mission and goals of the organization	Reflects individual responsibility and activities for completing tasks
Statement of values	Statement of work
Addresses the "why" of the organization	Addresses the "how" of the organization

Agency policies and procedures are often related to professional standards—normative measures of the quality of organizations and their performance. Any agency policy or procedure should be measured against the applicable professional standard (American Correctional Association, 1994).

Developing the Manual

Several individuals and groups are critical to the development of policies and procedures: the probation administrator, the operations manual development coordinator, the operations manual development committee, and agency staff.

The Juvenile Probation Administrator

The responsibility for creating and maintaining a juvenile probation policy and procedures manual rests squarely in the domain of the agency administrator (American Correctional Association, 1983). The juvenile probation administrator authorizes, initiates, directs, and ultimately approves the development of policies and procedures. The degree to which the administrator demonstrates support for the development of an operations manual will determine, in large measure, the success or failure of the initiative.

Administrative support for efforts to develop policies and procedures is demonstrated in a number of ways: 1) the actual allocation of staff time and financial resources to the initiative; 2) the quality and status of the staff assigned to develop the manual; 3) the degree to which the administrator is a vocal advocate for the process; 4) the administrator's publicly personal commitment of time to assist in the

development of the manual; and 5) the administrator's prompt response to issues regarding policies, specific procedures, and other issues.

Manual Development Coordinator

Because of the level of effort required to develop an operations manual, the juvenile probation administrator is often prudent to delegate the responsibility for assembling a manual to one or more staff persons. While this does not relieve the probation administrator of the responsibility for providing the authority, direction, and leadership to develop the manual, it allows her to shift the workload to a coordinator and the manual development committee.

The manual development coordinator is responsible for planning, developing, implementing, and successfully completing the policies and procedures manual. This person serves as the liaison to the administrator, the convener of committee meetings, the assignor of tasks, and the editor-in-chief of the manual.

The manual development coordinator should be a senior staff person or supervisor with expert knowledge of all aspects of the organization, good project implementation and management skills, and good writing skills. The manual development coordinator should be able to make the initiative a priority project and dedicate a healthy proportion of his or her time (30 - 50 % or more) to the initiative for the duration. The coordinator should have good rapport with staff at all levels, probation administration, and judges.

The coordinator should provide the administrator with estimates of the man-hours needed for the project and the financial expenditures projected for the work. An outside consultant may be needed to assist the coordinator, if internal expertise or staff resources are lacking.

The Manual Development Committee

The manual development committee should be appointed by the juvenile probation administrator, preferably with input by the manual development coordinator. Committee members should include juvenile probation staff who collectively are knowledgeable in the various subsystems of the agency. The combined technical expertise of the members of the committee should be sufficient to identify the essential operational data needed and to know how to collect and to formulate agency policies and procedures.

The committee fulfills both advisory and task-oriented roles. They provide advice regarding the nature, scope, content, organization, and style of the manual. They are also responsible for researching policies and procedures, writing assigned sections of the manual, reviewing the work of others, and serving as an editorial board for the project.

An important component of the work of the committee involves collecting any existing agency documents that deal with policy and procedures. Every agency has memo material available that is germane to the task of creating a manual. Some may have older, virtually obsolete manuals or documents that may be reworked into manual sections. These and other organizational documents, such as mission statements, organizational charts, annual reports, enabling legislation, division reports, operational statements, etc., may help in determining the scope and the components of the manual.

Agency Staff

The policies and procedures manual is a working document. It must be useful to the people for whom it was developed. Therefore, the probation agency staff are critical actors in the manual development process. Agency staff should be employed to identify specific tasks or "action cycles," describe common procedures, identify relevant policies and policy issues, review drafts of the document, and suggest methods for completing tasks.

Agency staff, because they are the ultimate "target audience," should also be expected to be good consumers of the product. That is, they should be expected to use the manual regularly and they should be encouraged to provide feedback regarding the utility and relevancy of the manual on a regular basis.

Planning the Operations Manual

Before setting out to create a policies and procedures manual, it is important to take some time to reflect upon the scope of the project, the timetable for completing the project, and the need to revise long-standing policies.

Determining the scope of the juvenile probation operations manual is one of the first decisions to be made at the outset of a manual development project. In some agencies, the existing operations manual may be in relatively good shape and only needs to be updated.

In other agencies, the existing manual may be woefully outdated and in need of a total overhaul. In one large probation agency, for example, the existing operations manual had remained unchanged for 14 years. In spite of a rather large folder of memos updating procedures, this manual, as one might imagine, had very little utility for administration, staff, and supervisors. In this case an agency-wide effort was required to renew and revise the manual.

In jurisdictions where juvenile probation services are a division of a larger agency, the operations manual might be a single section in a multi-divisional book. In some complex juvenile court structures there may be several operational manuals produced by the probation or court services office—one for a detention facility, another for intake, and another for supervision services.

Another important project management practice for developing a manual is to establish a reasonable timetable for the completion of the individual sections and of the entire manual. The composition and editing processes should not be rushed. Nor should the work be allowed to drag on interminably, or be placed on hold too long in order to address other agency issues. The coordinator has the responsibility to set deadlines and follow up on them, and should be able to count on the support of the probation agency administrator in motivating staff to complete work on schedule.

The review of current agency policy and procedure documents is likely to turn up some policy and procedure areas in need of revision and other areas where policy is needed but absent. The manual project, predictably, will necessitate the formulation of new policies to fill the gaps found in the research phase of the project. This may involve considerable work for the agency leadership. Some policy issues may have been avoided by agencies as controversial or problematic. The manual project may shine a spotlight on these areas.

Contents of Policies and Procedures Manuals

When determining what, specifically, to include in the manual, the committee may want to consult a variety of sources, including:

- **The existing operations manual:** If an operations manual already exists, it may serve as an excellent initial point of reference. Many of the agency staff will be familiar with the format and content of the existing manual. In addition, many of the policies and

procedures will still be relevant, albeit in need of refreshment.

- **Operations manuals from other similar jurisdictions:** By reviewing other operations manuals, the committee may glean useful information regarding style, format, and substance. It is also possible to learn new and innovative strategies, approaches, or techniques that may be applied locally.
- **Professional standards:** Promulgators of standards will often identify specific policies and procedures in a number of functional areas. These areas may provide a useful guide to the content of the manual.

The American Correctional Association's standards for juvenile probation and aftercare services, for example, specify several areas, including:

- general administration;
- fiscal management;
- personnel relations;
- training and staff development;
- information management;
- case records; and
- relations with external agencies.

The ACA also requires policies and procedures for various juvenile case processes, such as intake, adjudication, disposition, investigation, assessment, placement, supervision, review, and discharge from probation (ACA, 1994).

Other areas worth considering include:

- the published standards for juvenile case processes established by the state oversight authority for juvenile probation agencies and services;
- the roles of probation officers in various court hearings and other probation activities;
- referral procedures from police and other agencies and transfer procedures to and from other jurisdictions, both interstate and intrastate;
- internal units and programs, such as detention alternatives, mental health assessment, and restitution programs; and

- referral procedures to facilities and other agencies providing services to delinquent youth.

An agency might decide to place its code of ethics in the manual, possibly in an appendix with other statements on professionalism and service. Personnel regulations, on the other hand, are usually promulgated systemwide and published separately. Thus, it is not necessary to reproduce them in the agency operations manual. A reference in the manual to the personnel regulations document would be sufficient.

The written position classifications of juvenile probation staff are usually developed by the human resources department of the parent agency. It is not necessary to republish them in the manual. It is pertinent, however, to state the major functions of the different staff roles, such as probation officer, probation supervisor, staff specialists, support staff, etc. A short functional summary of the task activities pertaining to each probation classification is useful. This forms a backdrop for the description of the steps and individual responsibilities in procedures that require the collaboration of several staff actors.

It is also useful to outline the functions of the different probation units, both client service delivery units and staff support units. In larger agencies services can be very specialized, and specialized supervision units are common. These include intensive units, aftercare units, and programs for substance abusers, sex offenders, and mentally ill youth. Each of the specialized programs should be described, including information on referral procedures, target populations, and supervision standards. The processes of basic probation services in traditional general services units should also be covered in the manual sections.

Writing the Manual

The manual committee must determine the sections to be included in the volume and then assign each section of the manual to a writer. The committee members should be expected to write many of the sections, although some sections may be assigned to others who have the expertise in the subject. The manual should be organized into main sections, or chapters, and each chapter should include individual sections. The committee must organize the flow of manual sections in a logical and functional way. A common approach is to follow the juvenile case processes from intake to final

discharge, presenting policies and procedures for the individual functions in their places in the sequence.

A review of manuals produced by other probation departments may assist the committee. Likewise, manuals developed by other agencies in the administrative system of the juvenile probation department are potentially useful to the project. These may provide valuable guidance in format and terminology and in conceptualizing the organizational environment.

The writers will, more than likely, require some training in the skill of manual writing. This form of composition has its own standards and rules (see Goldfarb, 1981; Matthies, 1987). Learning the techniques of writing procedural statements and following the statement format selected by the agency for the individual procedural statements will improve the final product.

Organization of the Policies and Procedures Manual

The way the manual is organized can be a critical component of the success or failure of the initiative. Operations manuals should be organized so that they are logical, easy to use, reference, and cross-reference, and easy to revise as needed.

Each chapter in the manual should be numbered in sequence. For example, chapter 1 might be designated as the 100 Section, Court Intake. The individual sections within chapter 1 are then numbered in the 100 series, such as, Section 101, Referrals. The numbering system should be open-ended to allow the introduction of new sections indefinitely. A table of contents should be created to list the locations of all of the individual chapters and sections, after the manual is completed. The introductory part of the manual should state its purpose and intended uses.

Each individual section of the operations manual should begin with an identification page that specifies the name and number of the section and the chapter name. It also should give the date of the promulgation of the procedure and the number of pages in the section statement. These elements and others are usually placed in the headings and the footers of each statement section.

Other informational items sometimes found on the first page of a section in an operations manual include the name of the issuing authority and references to a statute, regulation, or standard that is the basis for the policy or procedure; statements about the purpose of the policy and the scope of the

statement's applicability with respect to agency personnel; and a glossary of the key terms and the effective date for the implementation of the changes.

The American Correctional Association (1981) suggests that the heading of each manual section have separate block headings for the chapter, subject, section number, number of pages, related ACA standards, and the name of the probation department, but recognizes other formats for the section headings for agencies developing manuals as part of a project to attain accreditation. The ACA also recommends that the body of each individual manual statement contain six sections: the authority, the purpose, applicability, definitions, policy, and procedures.

Characteristics of Effective Operating Procedures

While writing procedures in an operations manual is something less than writing great literature, creating effective procedures requires a certain amount of skill and practice. Effective procedures generally share five basic characteristics, they:

- **have immediate face value to those reading them.** Effective procedures are clearly recognizable as procedures. They are visually interesting to the reader. As such, written procedures are orderly, uncluttered and balance the page. Finally, they are organized and easily read consisting of short paragraphs, recognizable words, and clear language.
- **reflect the true substance of the work they describe.** This requires a title that clearly identifies what the procedure is about and reveals the actual purpose of the procedure. It also requires an adequate summary of the subject and an answer to all "how to" questions. In addition, effective procedures provide a logical, step-by-step action sequence.
- **provide guidance regarding the work they describe.** Effective procedures clearly identify appropriate action steps, coordinate the action, and secure cooperation among workers. They provide simple instructions and adequate information. They specify appropriate policies, forms, conditions, and required approval.
- **are clearly written:** Effective operating procedures consist of short, clear, declarative

sentences. They use words that are familiar to the work place while avoiding *procedure-eze* and technical jargon.

Procedure-eze includes words that may be considered haughty (e.g., why say "ascertains" when you can say "finds out"). *Procedure-eze* also includes *imperial* language (e.g., shall, will). It may also include a whole range of esoteric, specialized technical jargon and acronyms that do not have wide usage (e.g., "The OCSL shall ascertain the optimal number of red flags that can be admitted prior to commencement of court proceedings.").

- **establish an atmosphere conducive to accomplishing the work of the organization.** Effective procedures are collegial, direct, crisp, courteous, and tactful. They are understandable to the people that do the work and written from the perspective of the user. They are organized in a way that allows people to find the information they need, when they need it. To do this, effective procedural statements must exclude "foreign matter" (e.g., superfluous information regarding policies, definitions, philosophy, and purpose of the task).

The Playscript Method

A common format for procedure sections is the actor/action or *playscript* method (Matthies, 1961, 1987). The purpose of *playscript* is to assist the writers of procedures to: 1) organize information and processes; 2) omit superfluous information; 3) clearly assign responsibility for tasks; and 4) clearly describe appropriate actions in a logical sequence.

The *playscript* method is illustrated in Figure 2. The first part of the *playscript* includes information meant to describe the action cycle—subject, purpose, and relevant policies, standards or forms. The subject is simply a title for the discrete action cycle being described (e.g., "filing a petition," or "transferring a case to a different jurisdiction"). The purpose statement is a simple (2 - 3 sentence) description of the specific purpose of the action cycle. For example, "The purpose of this procedure is to transfer jurisdiction of youth from our court to another court or agency."

Because the use of forms is so prevalent in juvenile probation work, effective procedures will consistently identify the appropriate forms. Forms used in the procedure or function should be

explained clearly, and a sample of a completed form can be included in the text or in an appendix to illustrate the correct way to process the form. A completed form can reduce the size of the needed explanatory text. The incorporation of forms into the manual, however, should be done judiciously to avoid making the manual overly large.

The statement of the procedure should follow the introductory descriptive section. Notice that the main body of the procedure is divided into two parts. On the left side, the actor—the person responsible for the task—is identified. On the right side, the action expected of the actor is outlined (see Figure 2).

The number of words on the left side of the page is limited to the number of actors involved in the actions described on the right side of the page (e.g., the probation officer, the Judge, the intake officer). This results in a lot of white space on each page, which enables the reader to follow the text more easily (Goldfarb, 1981). This approach focuses attention on the essential actions and identifies the one responsible for each step.

In formulating the words to describe the action of the procedure one might analyze the procedure into two basic parts—the trigger and the result (Matthies, 1987). The result identifies the object of the procedure. The trigger is the action or sequence of

The challenge to writers of procedures is to choose the right words to explain the processes clearly, concisely, and accurately, and to produce a volume that is readable for the intended users. Language, then, should be clear, crisp, action-oriented, and easily understood.

Commonly Used Procedural Action Words

- | | |
|-----------|------------|
| • Sends | • Shows |
| • Issues | • Prepares |
| • Obtains | • Decides |
| • Records | • Requests |
| • Uses | • Checks |

Staff Input and Editorial Review

The manual coordinator should review each section of the manual for completeness, accuracy, and clarity. Proofreading requires repeated reading to pick up flaws. Others on the committee or on staff should also read the first drafts of the submitted sections to offer suggestions for improvement. Agency administrators should also read all of the sections prior to submission of the final draft.

At several points during the manual development process, juvenile probation staff should have an opportunity to review and comment on the document. Juvenile probation staff are, after all, the intended users of the manual and are the ones who will be expected to complete the tasks described. They more than anyone know the work and how to most efficiently complete its steps. The involvement of the line staff can improve the quality of the work procedures and outcomes. Draft sections should be reviewed by the staff who perform the functions analyzed in the draft sections, and their input should be requested. The manual should be user-friendly, and the participation of line staff in the development process can help to achieve this.

An editor is needed for proofreading and amending the text, and also to rewrite the sections to fit the official format and style of the manual. This is a critical step in the publication process to ensure uniform style and readability. An outside consultant or technical adviser may be needed to finalize the manual text for publication, whether the publication is done internally or by a printing company.

When the committee completes its work, the final draft is submitted to the agency administrator for

Figure 2: The Playscript Method

Subject: The title of the action cycle.

Purpose: A brief (2 to 3 sentence) statement of the purpose of the action cycle.

Responsibility	Action
Identify "who" is responsible to complete the action cycle.	Describe the action in a brief action sentence.
Example: Probation Officer	Accepts custody of youth by signing arrest papers. Enters appropriate information in computer (lists information).

actions that is designed to accomplish the result. Complex procedures involve multiple triggers and a chain of results.

approval and official promulgation of the policies and procedure found in the manual. The agency head may need to submit the final version to the administrator of a parent agency. In this case it is useful to provide the administrator chapters of the manual as they are completed to avoid a substantial delay at the end of the project for the administrator to review the entire contents of the manual.

Dissemination of the Operations Manual

After the final changes are completed, the manual is ready for dissemination to staff. Ideally, every staff member whose work is described in the manual would receive a copy of the manual or, at least, of the sections related to his or her job. At a bare minimum, a copy of the manual should be assigned to each operational unit in the agency for consultation by the staff. The purpose of the manual, after all, is to inform the staff of the requirements of their jobs.

Training staff in the operational policies and procedures of the new manual is essential. All probation staff should be trained in the policies and procedures relevant to their job responsibilities. The new procedures should be immediately implemented, and an effort to effectively implement the updated policies and procedures may be a reasonable final task for the manual committee. Monitoring ongoing staff performance is imperative to ensure that everyone is in compliance and that the changes are fully and permanently operationalized.

It is customary to issue operational manuals in three-ring binders to enable additional statements of policy and procedures to be inserted easily into the document. Revisions are made in the same way. Each section is numbered, and revisions involve replacing a previous section with a revised one. Chapters are separated by dividers with tabs, preferably color-coded, identifying the chapter by number and title. American Correctional Association (1981) recommends that each manual be numbered to keep track of copies. Thus, when an employee who has been issued a copy leaves the agency, the manual is to be returned to the coordinator for reuse. This is an economic consideration in departments where most staff are issued a copy of the manual.

Some agencies have eliminated publishing and distributing standard hard copies of the manual, replacing them with an automated version of the traditional binder manual. The text is kept in a computer and is accessible to staff on screen, on

disk, or in a printed copy of the manual screens. When changes are made to the computerized text, a notice can be sent via E-mail to all staff in the department who are affected by the changes. Staff are directed to read the policy or procedure change and perhaps to print a copy for future reference. The automated notice system is also capable of identifying those personnel who complied with the directive to access the computer screen recording the changes. Automation can substantially reduce the cost of making the manual accessible to staff.

Maintaining a Policies and Procedures Manual

The completion of the manual is the start of the work of systematically managing agency policies and procedures. The coordinator of policy and procedures should be expected to maintain the manual by making changes to the text on an ongoing basis. Updating the manual sections is an essential administrative function. Even before the manual is disseminated to the staff, procedures need to be designed to provide for modification of the manual sections in different situations. Staff members should be informed during the training phase of the manual project of the method of providing feedback for manual revisions. It is likely that early staff feedback may reveal some undetected problem areas and result in some corrections in the manual.

The ACA recommends (1981) that agencies conduct a systematic annual review of the entire manual to make needed changes. This is a requirement for a probation agency to maintain accreditation. Changes to the manual should also be made on an ongoing basis as new policy and procedure decisions are made. New programs usually involve new operating procedures.

When a change is made to the manual, proper notice should be provided to all manual holders. The simplest method of making changes or adding a new section is to transmit to each manual holder a new or replacement section with instructions to remove and destroy any replaced material. The new manual section should be accompanied by an explanatory memo indicating the implementation date. In agencies where each employee is not assigned a copy of the manual, all affected staff members should be informed of the manual change through a written notice.

The successful maintenance of a probation operations manual requires a long-term commitment on the part of the leadership of the probation agency, especially the probation agency administrator.

Summary

The purpose of this chapter is to provide a practical guide to developing a policies and procedures manual for juvenile probation. A policies and procedures manual provides benefits to the juvenile probation agency as a management tool, a training document, a reference source, a repository of information, and an archive of the agency's history.

It is important to make a clear distinction between policies and procedures. Policies reflect the overarching authority, mission, goals and values of the organization. Policies address the "why" of the agency's activities. Procedures, on the other hand, provide a description of the activities of the agency; they are statements of work. Procedures address the "how" of the agency's activities.

Many individuals need to be involved in the operations manual development process: 1) the juvenile probation administrator has the authority and responsibility for creating the manual; 2) the manual development coordinator is delegated responsibility for planning, developing, and creating the manual; 3) the manual development committee serves in an advisory capacity and assists in the production of the manual; and 4) the probation staff provide input and feedback in the development of the operations manual.

The process for developing a policies and procedures manual is long, arduous and difficult. The basic steps to developing a policies and procedures manual include the following:

- Assign a senior staff member to serve as manual development coordinator;
- Determine breadth and scope of the project, establish time frame, and identify project committee and additional needed resources;
- Collect existing documents (e.g., description of agency and its departments, agency mission, positions, old procedures, and existing policy memos);
- Determine contents, format, style of operations manual;
- Assign sections of the manual to be written to specific committee members;
- Write procedures as assigned by the coordinator using agreed upon style and content format.
- Disseminate final draft to probation staff and administration for review, comment, and revisions.
- Approve manual and disseminate to staff.

The development and maintenance of a useful manual is not an easy task, but the benefits are worth the costs in the final analysis.

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