

CRIMINAL JUSTICE STANDARDS AND GOALS

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UNITED STATES CONFERENCE OF MAYORS

CRIMINAL JUSTICE STANDARDS AND GOALS

--A LOCAL APPROACH



NATIONAL LEAGUE OF CITIES



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PREFACE

Over the last several years, the Criminal Justice Project of the National League of Cities/U.S. Conference of Mayors has published a series of papers on criminal justice planning topics. This report on the St. Paul -Ramsey County Conference on Criminal Justice Standards and Goals continues this series by outlining one approach that can be used by localities in addressing the subject of criminal justice standards and goals.

Participation and assistance in developing the St. Paul-Ramsey County Conference on Criminal Justice Standards and Goals represented a new activity for the National League of Cities and the United States Conference of Mayors. The Conference, which we judged to be a success from a local standpoint, proved to be a rewarding endeavor for this organization.

We would like to thank Mayor Lawrence Cohen for asking our assistance in developing and implementing the Conference and for his personal efforts in assuring its success. Also deserving special thanks for their efforts are the members of the Conference planning committee. We commend the City of St. Paul for its leadership in developing a standard-setting process for criminal justice at the local level.

William R. Drake
Project Director

I. Introduction

"This Commission has sought to formulate a series of standards, recommendations, priorities, and goals to modernize and unify the criminal justice system, and to provide a yardstick for measuring progress. Its purpose has been the reduction of crime.

"But the Commission's work is only the first step. It remains now for citizens, professionals, and policy-makers to mount the major effort by implementing the standards proposed in the six volumes of the Commission's work.

"Each jurisdiction will, of course, analyze the reports and apply goals and standards in its own way and in the context of its own needs."

A National Strategy to Reduce Crime Chapter Ten

On September 26-28, 1973, the first local conference in the nation on criminal justice standards and goals was held in St. Paul, Minnesota. The Criminal Justice Project of the National League of Cities/U.S. Conference of Mayors, the Law Enforcement Assistance Administration and the City of St. Paul sponsored the St. Paul-Ramsey County Conference on Criminal Justice Standards and Goals with the following objectives in mind:

1. To acquaint St. Paul-Ramsey County criminal justice professionals, elected officials, and citizens with the Report of the National Advisory Commission on Criminal Justice Standards and Goals;
2. To begin to evaluate and analyze the Report from the perspective of the St. Paul-Ramsey County Criminal Justice System;
3. To develop, where appropriate, recommendations and standards for the improvement of the criminal justice system and reduction of crime in St. Paul-Ramsey County.
4. To test one approach to local initiative in the area of criminal justice standards and goals.

This Conference achieved, to a large degree, the foregoing objectives. Therefore, we believe that a written and widely

available summary of the planning process and an analysis of the Conference can assist cities in their efforts to review the Report of the National Advisory Commission and to implement local criminal justice standards and goals.

II. The National Advisory Commission on Criminal Justice Standards and Goals - - An Overview

The National Advisory Commission on Criminal Justice Standards and Goals, established by LEAA in 1971, was charged with the responsibility for developing comprehensive standards, goals, objectives, and recommendations for the reduction of crime and the improvement of criminal justice in the United States.

This was the first national, federally appointed Commission to approach crime reduction and criminal justice system improvement from a standard and goal-setting perspective. Other national commissions, most notably the Wickersham Commission in 1931 and President's Commission on Law Enforcement and the Administration of Justice, in 1967, had studied thoroughly the causes and impact of crime in the United States and proposed far-reaching solutions to our criminal justice problems. The Standards and Goals Commission attempted to build upon the work of these Commissions and others as it went about its task of recommending standards and goals for criminal justice.

The idea of standard and goal-setting is not a new concept in criminal justice. The American Bar Association has been active in formulating standards for police, courts, and corrections operations. Minimum standards for selection of personnel, for example, long have been in effect in many states. However, because of LEAA's efforts to promote widespread review and implementation of the Commission's Report, the Commission's standards are receiving more attention from criminal justice and elected officials than other efforts in this area.

The Commission's Report first received wide exposure and consideration at the National Conference on Criminal Justice, held in January, 1973, which was attended by 1,500 local and state criminal justice and elected officials. In August, 1973, a summary volume of the Report, A National Strategy to Reduce Crime was released. Other Task Force reports on police, courts, community crime prevention, and the criminal justice system were published during the fall of 1973. In total, the Commission proposed some 500 standards and recommendations directed primarily at local and state government and at criminal justice agencies. The Report is lengthy, complex, specific, and in some cases, highly controversial.

The Commission makes it clear that the standards and recommendations they propose are purely advisory and are not to be viewed as a type of federal mandate. LEAA had pledged to treat the Standards and Goals Report in that manner, also. Nevertheless,

this massive document is bound to greatly affect local criminal justice planning and funding. For example, LEAA is in the process of creating a discretionary grant program aimed at implementing standards and goals. LEAA has encouraged each state to hold standards and goals conferences and to set up mechanisms for implementing them. Future state plan requirements undoubtedly will reflect this emphasis on standards and goals.

Quite apart from LEAA-related issues, however, is the long-term relationship of the Standards and Goals Report to criminal justice planning and operations. The machinery for legislative change at the state level has been set in motion; agency heads searching for ways to improve their activities will look to the Report for ideas and inspiration. This is what occurred after publication of the President's Commission Report in 1967 and there is no reason to suspect that reaction to the Standards and Goals Report will not be similar.

Changes in the criminal justice system will come about as a result of the Commission's work, either by design or chance. The ultimate fate of the Commission's recommendations and the entire concept of setting standards for criminal justice operations, will be determined, in the long run, largely by state and local government. By exerting a strong influence on efforts to develop and implement sound criminal justice standards and goals, cities are in a position to begin the change process in an effective and positive manner.

III. Origin of the St. Paul - Ramsey County Conference on Criminal Justice Standards and Goals

"I had an opportunity to examine preliminary reports of the Commission at the National Conference on Criminal Justice in Washington last January ...At that time, I strongly believed, and still do believe, that although there are many controversial suggestions contained in the Commission's Report, it is a document which deserves careful scrutiny and consideration by those who bear the major share of responsibility for controlling crime -- local government, local criminal justice agencies, and citizens."

Mayor Lawrence Cohen
Conference Remarks

Upon his return from the National Conference on Criminal Justice, Mayor Cohen began to explore ways in which to acquaint St. Paul - Ramsey County officials and citizens with the Report of the Advisory Commission. He believed that a local review and assessment of the Standards and Goals Report could further stimulate the process of planning for crime reduction and criminal justice system improvement in his jurisdiction. In June, Mayor Cohen requested assistance from LEAA, in the form of a discretionary grant, to hold a conference on standards in St. Paul-Ramsey County.

Although LEAA did not grant funds to St. Paul, it indicated its belief that the conference could serve as a pilot effort to discuss local application of standards and goals by asking NLC-USCM to sponsor the conference. Realizing the opportunity this created for cities and counties to assume a leadership role in the review, analysis, and implementation of criminal justice standards and goals, NLC-USCM readily agreed. Thus, NLC-USCM's LEAA-funded Criminal Justice Project assumed responsibility for assisting St. Paul in all phases of the Conference.

Until this time, there had been little discussion of the local role in the promulgation and implementation of these standards. Most of the talk had centered on federal and state activities.

The National Advisory Commission, in Chapter 10 of its summary report, A National Strategy to Reduce Crime, goes into fair detail on how these levels of government can provide the needed legislative and executive support for the implementation of standards and goals.

NLC-USCM and Mayor Cohen both recognized that if the standards and goals were to be implemented, action needed to be taken not only at the federal and state levels of government, but also at the local level, primarily for these two reasons:

1. Many of the standards are specific in nature and relate to internal operations and policy-making at the local level of government;
2. Given this specificity, neither LEAA nor the SPAs can fully address local criminal justice standards and goals or develop strategies for their implementation at the local level.

In many ways, St. Paul was an ideal community in which to hold the first local standards and goals conference because:

1. St. Paul has a strong mayor form of government. Since the Mayor was taking a leadership role in promoting the concept of standards and goals, it seemed probable that the Conference recommendations requiring mayoral action would be taken seriously.
2. The Mayor also is chairman of the Ramsey County Board and Chairman of the St. Paul Ramsey Criminal Justice Advisory Committee (Coordinating Council). This triple mayoral role (Mayor, County Board Chairman, and Coordinating Council Chairman) is a rather unique arrangement wherein one person, rather than two or three, ultimately is responsible for all criminal justice planning and operations in two governmental jurisdictions.
3. St. Paul - Ramsey County has a "complete" criminal justice system. There are 11 police agencies in the county including the large St. Paul Police Department and the Ramsey County Sheriff's Department. The two court systems - district and municipal - are unified at the county level and neither court encompasses any jurisdiction outside Ramsey County. The Department of Court Services has parole, probation, and institutional responsibilities.

4. Criminal justice professionals, elected officials, and citizens were very receptive to the idea of a standards and goals conference.

By the time the Conference planning stage was reached, the tasks that needed doing and the possible accomplishments were fairly well delineated: the Conference would provide a mechanism for a broadly-based review of the Commission's Report; this would be the initial step in developing standards tailored to the local criminal justice needs of the community.

IV. The Planning Process: St. Paul - Ramsey County
Conference on Criminal Justice Standards and Goals

This section outlines the planning process for the St. Paul Ramsey Conference. Although this process in its entirety may not be suitable for all cities, the general guidelines offered should prove useful in developing a conference of this nature.

In July, St. Paul, LEAA and NLC-USCM reached an agreement to sponsor the Conference, which was to take place in September. During the months of preparation, major staff responsibilities were shared by the Mayor's Office and NLC-USCM staff.

To assure that the Conference would focus on standards and goals relevant to the area, and to enhance the visibility and legitimacy of the planning process, Mayor Cohen appointed a 26-member local planning committee. This committee was charged with developing the Conference format, selecting the issues and topic to be discussed, composing the invitation list and coordinating Conference plans with the local criminal justice agencies. Comprised of elected and appointed government officials, criminal justice professionals, and citizens, the planning committee represented a good cross-section of those agencies and groups in St. Paul-Ramsey County concerned with reducing crime and improving the criminal justice system. A deputy police chief, a suburban city manager, a judge and a city planner were among those appointed to the committee. A complete committee roster may be found in Appendix 1.

At the first planning committee meeting, held July 31, the Mayor and Project staff explained the purpose and objectives of the Conference, the role of the Committee, and the timetable for completing Conference arrangements. Following this meeting, the planning committee divided into four subcommittees, identical to those of the Commission Task Forces: police, courts, corrections and community crime prevention.

Because the Conference was aimed at evaluating the National Standards and Goals from a local perspective and developing local standards and recommendations, the Committee desired a format that would best facilitate exchange of opinion and discussion among all participants. For this reason, the Committee decided to structure the Conference around a series of workshops.

In deciding on the workshop discussion topics, the Committee made no attempt to address the four Task Force Reports in a

comprehensive manner. Rather, the subcommittees chose the standards to be discussed on the basis of their relevance to current criminal justice issues and activities in St. Paul and Ramsey County. Each of the 11 workshops then was directed at a particular standard or group of standards.

For example, the police subcommittee believed that within the 11 police agencies in Ramsey County, efforts to recruit personnel were being duplicated. Therefore, this subcommittee chose to devote an entire workshop to Police Task Force Report Standard 13.1 that makes numerous recommendations to improve police recruitment processes. Discussing the issue of forming cooperative personnel systems and studying the feasibility of this type of recruitment seemed especially appropriate under these circumstances.

Another example of the manner in which the subcommittees selected workshop topics and standards to be addressed may be found by examining the decision of the Subcommittee on Courts. This subcommittee believed that the Commission's recommendation to abolish plea negotiation by 1978 was unrealistic. However, it did decide to study the Commission's proposed interim standards on plea bargaining for possible implementation by the city and county prosecutor's office.

A complete description of all workshop topics may be found in Appendix 2.

After the workshop topics were chosen, the planning committee and staff confronted the task of selecting a format for presenting the standards to the workshops. It was important, they felt, to retain the high local involvement in Conference leadership that was prevalent throughout the planning process. On the other hand, they realized outside resource people with knowledge and experience in planning and operating innovative and successful criminal justice programs could help to facilitate discussion of new ideas and approaches to criminal justice problems in St. Paul-Ramsey County. A combination of these two ideas was chosen: members of the planning committee would serve as workshop leaders while outside resource leaders would be assigned to each workshop to complement the local workshop leader's presentation of the discussion topic. This provided both the local credibility and outside expertise necessary to discuss local problems and new approaches to their solution.

Composing the invitation list for the Conference presented a problem for the planning committee. They were convinced that if the workshops were to prove functional, practicable, and effective, a maximum of 25 participants (preferably

15-20 participants) must be set. However, as word of the Conference spread, many more groups and agency personnel than had originally been anticipated, asked to be represented. Eventually 375 persons were invited. These consisted of:

- * Fifty persons each, from the police, courts and correctional agencies in St. Paul and Ramsey County, including both line and staff personnel;
- * Fifty citizens representing the business community, private agencies and groups concerned with crime prevention;
- * Elected and appointed officials of all local units of government in Ramsey County;
- * Criminal justice and elected officials from neighboring Minneapolis and Hennepin County;
- * Ramsey County delegation to the Minnesota State Legislature and the Ramsey County Board of Commissioners
- * Staff and members of the regional and state criminal justice planning agencies, and regional LEAA staff

Three hundred fifty persons, in addition to workshop leaders and outside resource persons previously selected, indicated they would be present at the Conference. Therefore, in order to limit each workshop to the desired maximum of 25 persons, those attending from outside the St. Paul - Ramsey local area were not asked to directly participate in the workshops. Instead, they were invited to observe workshop deliberations. Still another reason for restricting participation to St. Paul-Ramsey officials and citizens was to insure a local, rather than a multi-county, regional, or state focus.

Conference participants could have been permitted to choose their own workshop assignments. However, the planning committee and staff felt this method would lead to an imbalance among the workshops, ie., corrections workshops would contain only corrections personnel, etc. In addition, if free choice were permitted, little control could be exerted over the size of each workshop.

Therefore, prior to the Conference, participants were assigned to workshops. The resulting "mix" of different criminal justice disciplines and citizens in each workshop was more conducive to frank and open discussion. An additional consideration in making workshop assignments was to guarantee

that department and division heads, policymakers, and staff all were represented. For example, the St. Paul Chief of Police released 30 patrol officers for Conference activities; these officers were assigned to a number of different workshops.

To summarize the planning process for the St. Paul-Ramsey County Conference on Criminal Justice Standards and Goals, these key points are relevant:

1. A committee representing a wide range of interests with the Mayor serving as chairman, was the primary planning vehicle.
2. The workshops, selected by the planning committee, were designed to focus primarily on local issues as they related to the national Standards and Goals.
3. A representative group of St. Paul - Ramsey Criminal Justice professionals, elected officials, citizens, and key actors from outside St. Paul- Ramsey were invited to the Conference.
4. To prevent an imbalance among the workshops, participants were assigned to specific workshops, rather than being permitted to select the workshops of their choice.

V. The Conference

"One of the things we learned is that there is a lack of communication between people and agencies, even on the local level. I am sure that one sergeant in the police department should have his phone ringing in the next week or two quite a few times because he said over and over that nobody ever contacts him about a case that comes to court or tells him what the probation officer is doing."

Eugene Burns
Workshop Leader for Parole
and Probation

This comment typifies local reaction to the St. Paul-Ramsey County Conference on Criminal Justice Standards and Goals. Approximately 350 people - local criminal justice and elected officials, and citizens - participated in and cooperated with the Conference. Lines of communication among all agencies were opened, program ideas were generated, and the participants emerged with a new sense of dedication to improving their criminal justice system.

The Conference began on Wednesday evening, September 26, and concluded on Friday afternoon, September 28. A number of speakers addressed general Conference sessions: the Mayor, the SPA Director, an LEAA official, the U.S. Attorney for Minnesota, and the Chairman of the American Bar Association's Commission on Correctional Facilities and Services.

But, by and large, individual workshop sessions were the heart of the Conference. Although it is difficult to measure the interest in the chosen workshop topics and the ability of the workshops to deal with those topics, the workshop concept proved fairly successful. The recommendations and comments outlined in Appendix 3 illustrate the varying approaches individual workshops took to their topics.

For example, the workshop on plea bargaining examined the rationale behind the Commission's recommendation to abolish this practice by 1978 and unanimously rejected it. However, they did make a recommendation, consistent with the Commission's interim standards, that the process be more fully explained in written form. It is

interesting to note that this workshop discovered most plea bargaining processes in Minnesota courts already met the interim standards.

Taking a slightly different approach, the city and county planning workshop did not discuss standards per se, but used the Community Crime Prevention Task Force Report as a framework for general discussion about the problems of crime prevention in St. Paul, and its relationship to the field of city planning. This workshop recommended initiating a comprehensive crime prevention planning process for St. Paul-Ramsey County.

As the workshop reports show, Conference participants produced a valuable body of recommendations and conclusions which can serve as the basis for further local discussion and eventual implementation of a comprehensive set of criminal justice standards. It also is evident that much remains to be done; perhaps some workshops, in a sense "bit off more than they could chew." But the Conference represented a first effort to grapple with some key local issues and problems, In the long run, that may turn out to be the Conference's most significant accomplishment.

VI. Conference Followup

During the two months following the Conference, followup plans were established. Among the specific developments which have occurred are the following:

- * The planning committee met to review the transcript of the workshops' reports and finalize all the recommendations.
- * The planning committee formally presented the Conference recommendations, for further study and implementation to the Mayor, in his capacity as Chairman of the St. Paul-Ramsey Criminal Justice Advisory Committee.
- * The Community Crime Prevention workshop continued to meet and work on planning for crime prevention. It has selected one neighborhood in St. Paul as a pilot area where intensive efforts will be made to prevent crime at the community level.
- * The St. Paul City Attorney formally presented recommendations from the Conference to the Ramsey County Bar Association.

The most significant outgrowth of the Conference no doubt was the development of plans to restructure the St. Paul-Ramsey Criminal Justice Advisory Committee which has functioned in its present form since 1971. Although this has not occurred solely as a result of the Conference, the Conference did provide much of the impetus for this decision. Standard-setting now is viewed as an ongoing process requiring full participation of those responsible for policy-making in the city and county. Specifically the restructuring represents a desire by the Mayor and other key elected officials to broaden the focus of local criminal justice planning, and to emphasize coordinated, comprehensive planning for all St. Paul-Ramsey criminal justice agencies rather than planning only for federal grant programs. The new planning structure will provide a means for a more intensive review of standards and goals. CJAC Task Forces will be established which will be responsible for making substantive recommendations to the full committee on the implementation of both Conference results and new standards. This development represents an important advancement in efforts to reduce crime and improve the criminal justice system in St. Paul-Ramsey County.

VII. Review and Recommendations

The St. Paul-Ramsey County Conference on Criminal Justice Standards and Goals proved fairly successful. Since it was the first local conference on standards and goals, a brief critique and analysis of the Conference by NLC-USCM possibly can benefit other cities' plans for standards and goals review activities.

We would like to focus upon the key areas and issues that we believe critical to planning and conducting a local standards and goals conference. These include broadly based local participation in conference planning, citizen involvement, conference size and format, use of resource leaders, time and staff requirements necessary to hold such a conference, and planning for conference followup.

Utilizing a representative committee to carry out conference planning is highly beneficial; it gives these efforts credibility and visibility and allows for a more accurate focus on specific local problems. Local people felt they had a real stake in the Conference and its outcome. Cities also may wish to consider using their Criminal Justice Coordinating Councils (CJCCs) as the primary conference planning body. However, the extensive use of local people in whatever capacity is far more critical than the specific mechanism used for planning.

Conference attendees as well as the planning committee should represent both criminal justice agencies and the community at large. Even though 375 people were invited to the St. Paul Conference, it lacked adequate citizen input. More minority and youth representation, for example, could have been sought. We could not and would not suggest there is any set number of concerned citizens who should be asked to participate in standards and goals conferences. But we do say that strong citizen representation can help bring differing points of view to conference deliberations and also can force criminal justice professionals to think about standards from other than their own professional perspectives.

As to an ideal conference size, we cannot make any definite recommendation in terms of raw numbers. We can say that in addition to accommodating a fair number of citizens, the conference should be large enough to include representatives from all criminal justice agencies plus a sufficient number of both agency directors and regular staff; this would assure the presentation of a wide spectrum of viewpoints.

The format chosen for presentation and discussion of standards and goals also is related to total conference size. In St. Paul, the workshop format worked very well. With the exception of a few workshops, they neither were too small nor too large. However, scheduling 11 workshop reports for a single afternoon caused a problem. People's interest lagged and the reports, although

necessary and informative, could have been condensed. One solution might be to combine the reports by criminal justice subsystem area: this way the number of reports would be reduced to four.

The contributions of the resource leaders were a key element in the success of the workshops. Resource leaders provided extremely valuable input to the workshops and were well received by Conference participants. For the most part, they were well suited for their roles and assignments.

Careful selection of resource leaders is crucial - they should be chosen only after workshop topics are decided upon. Wherever possible, we believe, outside resource leaders should be utilized in local standards and goals conferences.

Although the St. Paul Conference was planned and executed within a two month period, we recommend allowing a minimum of four to six months in which to plan and prepare for such a conference. Two months simply is not adequate. We say this for the following reasons:

- * Time pressures add immeasurably to the difficulty of securing suitable speakers and resource leaders.
- * Workshop leaders need sufficient time to prepare carefully thought-out and detailed agendas. In St. Paul, some workshops did not really get on the track until the last session.
- * A long lead time is needed between sending out invitations and the actual conference so that people can read materials and informally discuss the conference among themselves. Also, attorneys and judges must schedule their plans quite far in advance to fit court calendars.
- * Brochures, press releases and other types of publicity relating to the conference should be prepared sufficiently in advance to assure maximum press coverage of the conference.

Having a sufficient number of staff available to handle the task of conference planning is another essential ingredient in assuring the success of a conference. Either three full-time or five part-time staff should be assigned to conference preparation and planning for the six months immediately preceding the conference. This allows the staff sufficient time in which to work with the planning committee in studying the Standards and Goals Report, preparing summaries, and developing position papers for use by the workshops.

Finally, a critical element that should not be overlooked during

the planning and preparation process is followup. Followup plans should be made concurrently with conference plans. This adds additional credibility to the conference: people view it as a first step in an overall criminal justice standard-setting process that will continue after the conference concludes. It helps to settle some questions about why the conference is being held and what it can mean further down the road. Followup also can be a specific topic for discussion at the conference itself, during either a general or workshop session. Generating followup discussion and planning also helps to fit conference results into the overall criminal justice picture in a locality.

To sum up, we believe that cities and counties must and should get involved in review and examination of the Standards and Goals Report. Standard-setting for criminal justice must begin at the local level wherein the major share of criminal justice responsibility lies.

Clearly, the development of a local conference on Standards and Goals is a major tool for breaking ground in this area. However, there are many possible variations for the model developed in St. Paul-Ramsey County. Cities can examine such alternatives as a single major conference similar to St. Paul's; a series of smaller conferences, or even specialized workshops for each segment of the criminal justice system. What every city should recognize, however, is that no matter which format is chosen, each activity should be conceived and planned as part of an overall process for reviewing and utilizing the recommendations of the National Advisory Commission on Criminal Justice Standards and Goals.

Appendix 1

PLANNING COMMITTEE ROSTER

Lawrence Cohen
Mayor
City of St. Paul
Chairman

Ben Agee
Operations Manager
Northwestern Bell Telephone Co.

James Bettenburg
Ramsey County Bar Association

Eugene Burns
Wilder Foundation

John Carroll
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Vince Coughlin
Director
St. Paul City Planning
Department

James Crawford
Police Chief
North St. Paul

R. Scott Davies
City Attorney

Dean Fenner
Mayor
White Bear Lake

Michael Geraghty
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Ramsey County Court Services

Judy Goodman
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St. Paul City Planning
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Charles Hagen
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James Hayes
Assistant Superintendent
Boy's Totem Town

Warren Johnson
Superintendent
Minnesota Reception and
Diagnostic Center

William McCutcheon
Deputy Chief
St. Paul Police Department

Judge Allan Markert
Municipal Court

John Milton
State Senator
White Bear Lake

Dave Norrgard
Minnesota League of Minnesota
Municipalities

John Penton
White Bear Lake Youth Service
Bureau

Warren Peterson
Ramsey County Public Defender

William Randall
Ramsey County Attorney

Burke Raymond
City Manager
Roseville

Bernard Troje
Ramsey County Detention &
Corrections

John R. Wylde
Attorney

Jack Young
Wilder Foundation

Appendix 2

WORKSHOP TOPICS

I. Police

1. Joint Recruiting - The Police Task Force Report in Standard 13.1 makes a number of recommendations regarding police recruitment practices. The Police Planning Committee felt that because police agencies in Ramsey County were duplicating recruitment efforts, the issue of forming cooperative personnel systems should be explored fully.
2. Joint Services and Manpower Alternatives - The issue of providing technical support services such as a metropolitan (7 county) or countywide investigative squad, is receiving a great deal of attention in Minnesota, and in particular, in the 7-county metropolitan area. The regional planning agency has recommended that a 7-county support services agency be created by state statute. The Police Task Force Report recommends that localities study the feasibility of such arrangements. Creation of police reserve units was an issue most police agencies were interested in discussing.
3. Role of the Patrolman - As is true in many other areas of the country, St. Paul's Police Department is exploring ways to improve service delivery and in certain neighborhoods is experimenting with foot patrol. The Police Task Force Report addresses itself to these issues, especially in the chapter on team policing.

II. Courts

The three topics following were discussed in the context of one workshop.

1. Diversion - The standards relating to diversion were chosen because a court diversion project is just beginning in Ramsey County.
2. Plea Bargaining - The Courts Planning Committee felt that some of the interim standards proposed by the Commission were worth studying regarding their applicability in St. Paul Ramsey County.
3. Role of the Public Defender - After analyzing the public defender system in Minnesota, the outside consultant recommended a number of changes to the Ramsey County Public Defender's Office. Some of these recommendations relate directly to the standards proposed by the Courts Task Force.

III. Corrections

1. The Role of Corrections in Arrest and Detention - Various agencies in St. Paul and Ramsey currently are studying the location and conditions of juvenile and adult detention centers and related issues (diversion, screening, etc.)
2. Community-based Alternatives in Ramsey County - The State of Minnesota and Ramsey County are moving in the direction of alternatives to institutionalizing adult and juvenile offenders. A thorough discussion of how this thrust related to the Standards and Goals Report was of interest to the Corrections Planning Committee.
3. Parole and Probation - The Standards and Goals Report made a number of recommendations relating to the organization of parole and probation which seemed to be in conflict with the decentralization of parole and probation under way in Minnesota.
3. Residential Local Institutions - Ramsey County currently operates two correctional institutions, one for adult males and one for juvenile males. Discussion of changes in rehabilitation programs at residential institutions as proposed by the Corrections Task Force would provide an opportunity to assess local programs.

IV. Community Crime Prevention

1. Role of Business in Community Crime Prevention - The Community Crime Prevention Task Force Report recommends a number of actions that the business community can take to assist in preventing crime. These recommended actions range from employment of potential and ex-offenders to the use and promotion of crime prevention techniques. The St. Paul business community particularly wanted to arrive at suggestions and standards for retaining ex-offenders on the job and improving its recruitment of the hard-core unemployed.
2. Juvenile Justice - Although there was no separate Task Force Report dealing with juvenile justice and delinquency prevention, the planning committee decided to deal with these issues in a separate discussion topic.
3. City and County Planning Efforts to Reduce Crime - The relationship of city and county planning efforts in neighborhood development, health, manpower, recreation, and criminal justice to overall crime prevention had not received indepth study in St. Paul. The planning committee believed that this neglected topic should be the subject of a study by a workshop.

Appendix 3

WORKSHOP RECOMMENDATIONS

I. Police

1. Joint Recruiting- Three different approaches to centralized police recruiting in Ramsey County were developed by the workshop. This workshop recommends that the St. Paul - Ramsey Criminal Justice Advisory Commission accept a grant application from several communities to study these approaches and select the most feasible one.

2. Joint Services and Manpower AlternativesSection A - Utilization of Civilian Personnel

This workshop developed a series of standards for police reserve units in Ramsey County. The standards are reprinted here in full.

Each police department and the Sheriff's Department in Ramsey County should have a reserve program.

There should be a local option on utilization and performance levels set for each reserve unit.

The group selection should be maintained at a very high level. This can be based on the needs of individual communities. However, emphasis should be placed on background investigation, oral interviews, attitude examinations, appearance evaluation, and successful completion of the standards basic training course.

The Training Reserve Office is essential to a worthwhile program. A statewide standard curriculum for training reserve officers in basic complete skills should be formulated and adopted. The Ramsey County Chiefs of Police should be requested to establish themselves as the Police Reserve Training Force for this county and to set the standards for both the core and curriculum of all reserve training in the county. Further consideration should be given to a requirement that instructors be certified by the State Police Officers Training Board as regular training officers are today.

Each department should formulate and adopt written rules and regulations governing their reserve officers.

Each reserve officer, upon satisfactorily completing a prescribed basic training program should be issued appropriate uniform equipment by his department to be worn while performing his authorized and assigned duties.

It is resolved that adequate federal funding along with local matching funds be provided to implement these standards.

The Ramsey County Chief of Police Association should appoint a task force to explore the problems and advantages of a unified records and communications system.

Section B - Areawide Investigative Services

A seven-county metropolitan area felony investigative squad should not be established.

A centralized facility for record, identifications, and property that could be used by all agencies should be considered.

3. Role of the Patrolman - The concept of team policing should be tried throughout the city of St. Paul, not just in one neighborhood.

II. Courts

The three topics below were discussed in the context of one workshop.

1. Diversion - The National Standards and Goals on court diversion contained in the Report on Courts are too vague and general to aid Ramsey County as it begins its court diversion program, Project Remand.

2. Plea Bargaining -

The standard pertaining to the abolition of plea bargaining by 1978 as proposed by the Commission unanimously was rejected.

More study needs to be made of the interrelationship of plea bargaining standards to other standards on diversion, sentencing, closing of institutions, etc.

There exists a general lack of understanding about the mechanics involved in plea bargaining. The prosecutor's office in St. Paul - Ramsey County should develop a position paper that explains the process more thoroughly.

3. Role of the Public Defender

The feasibility of setting up the Office of the Public Defender as a non-profit corporation independent of the judiciary should be explored.

The standard relating to the availability of a Public Defender at the time of arrest will be implemented by the Ramsey County Public Defender.

The Ramsey County Bar Association should establish a committee to study the implementation of Standard 13.2, Report on Courts, which proposed that persons pay for public defender services according to their ability.

III. Corrections

1. The Role of Corrections in Arrest and Detention

Guidelines developed for police concerning when to use arrest or alternatives to arrest should be flexible enough to allow for police discretion.

Issuance of citations in lieu of arrest should be explored.

A process should be developed that allows for appropriate screening out or diversion of persons from the criminal justice system at every stage in the progression through the criminal justice system prior to the trial.

Juvenile detention facilities and the court services department should be located in the same building.

Juveniles accused of so-called "status" offenses should not be fingerprinted or photographed for the record.

2. Community-based Alternatives in Ramsey County - This workshop disagreed with the Standard proposed in the Report on Corrections stating that all juvenile institutions should be closed in five years. Institutions still will be necessary for some types of offenders. It recommended the creation of more short-term programs for offenders paroled from institutions in Ramsey County. Also, it recommended the critical evaluation of all correctional programs and approaches in Ramsey County.

3. Parole and Probation

Standard 10. 1 of the Report on Corrections was rejected as being unfeasible for either the State to implement or Ramsey County to support. It is in direct conflict with the thrust toward decentralization of corrections in Minnesota.

Neighborhood conferences on criminal justice should be held

in Ramsey County.

More extensive use should be made of volunteers in parole and probation programs in Ramsey County.

4. Residential Local Institutions

A process should be established whereby both public and private correctional agency personnel can exchange ideas and problems on a regular basis, and thus better coordinate the correctional service delivery system.

A comprehensive study should be made to aid in determining the appropriateness of different types of treatment for convicted offenders. This study should concentrate especially on the issue of small, locally-based programs vs. large, state-run penal institutions.

Ramsey County needs better and more diverse treatment programs for female offenders, offenders with drug and alcohol abuse problems, and offenders with severe emotional and psychiatric problems.

Any standards adopted in Ramsey County regarding the rights of offenders should strike a balance between offenders' rights and offenders' responsibilities.

IV. Community Crime Prevention

1. Role of Business in Community Crime Prevention

Employment programs for ex-offenders and hard-core unemployed persons must be improved.

Programs to retain ex-offenders on the job should be developed; this is the most critical problem in relation to ex-offender employment.

The St. Paul Chamber of Commerce should set up a fund to reward persons giving information to police that leads to arrest and conviction in unsolved criminal cases.

2. Juvenile Justice

More minority and ex-offender volunteers should be recruited for juvenile corrections programs. Hiring persons of this background to assist in recruiting will help to achieve this goal; reimbursement for expenses incurred by participation in a volunteer program should be made.

Every school in St. Paul - Ramsey County should have a delinquency prevention program and should be assisted in this endeavor by the State Department of Education.

More extensive counseling services should be offered in elementary level schools.

The Standards and Goals set forth by the National Advisory Commission on Criminal Justice Standards and Goals on Youth Service Bureaus are so comprehensive that there is no way they can be analyzed to the workshop participants' satisfaction.

It is recommended that these standards be referred to the Ramsey Criminal Justice Advisory Committee for thorough study and recommendation.

Countywide workshops should be planned so that individuals, especially staff now being hired in the St. Paul Youth Service Bureau, may learn from other successful youth service bureau programs. Funding for this workshop would be needed.

Future plans should be made to provide for a countywide youth service bureau system to be funded primarily by Ramsey County.

3. City and County Planning Efforts to Reduce Crime - This workshop will initiate a comprehensive crime prevention planning process in order to demonstrate that it is possible to plan for crime prevention at the community level.

A more thorough discussion of the rationale and thinking behind these recommendations can be found in Summary and Proceedings: St. Paul - Ramsey County Conference on Criminal Justice Standards and Goals. This is available from the Criminal Justice Project, National League of Cities and United States Conference of Mayors.

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