

INTERVIEWS WITH PERSONS WHO PARTICIPATED IN THE DEVELOPMENT OF STANDARDS AND GOALS

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**Interviews with Person Who Participated in the
Development of Standards and Goals**

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Preface and Acknowledgements

Standards and Goals in criminal justice has received considerable attention over the past several years. The pioneering work of the National Advisory Commission and the subsequent emphasis that the Law Enforcement Assistance Administration placed on that effort precipitated the involvement of states in the standards and goals developmental process. From there the standards and goals filtered down to local jurisdictions.

The purpose of this project was to gain from those local jurisdictions that attempted to deal with standards and goals first hand information about their experiences.

We would like to take this opportunity to thank the jurisdictions that volunteered to participate in the project, those persons who were interviewed, and special thanks to the local planning unit directors: Gary Pence (Toledo, Ohio); Timothy Schoewe and Mark Rogacki (Milwaukee, Wisconsin); Theodore Livingston (Provo, Utah); Bill Wasson (Salem, Oregon), Martin Loring (Corvallis, Oregon), Mal King (Ventura County, California); Jeff Silbert (Dade County, Florida). They and their staff greatly facilitated the interview process by recruiting and scheduling the prospective interviewees.

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Introduction

The interview schedules used in the interview with the persons who participated in developing standards and goals appear as Appendices A and B to this document. Appendix A is the interview schedule used with the local planning director and Appendix B is the one used with local officials and private citizens.

Each set of interview summaries begins with the planning director's interview summary. That summary will provide the reader with information pertaining to how the local jurisdiction first heard of standards and goals and how it became involved with them; an overview of crime and criminal justice agencies in the jurisdiction; how the standards and goals effort was organized, and the planning director's observations on how the process worked.

The interview summaries with the various participants from the planning director's jurisdiction follows his(her) interview summary. These interview summaries contain information pertaining to how the person became involved with standards and goals, observations on how the process worked and reactions to the overall effort.

These summaries are not verbatim transcriptions of the interview. Rather, after the interview was conducted, staff summarized, and in some instances reorganized, the notes taken in the course of the interview in order to make the interview flow better for reading purposes. In doing this, every effort was made to retain the content of each interview. As a check against possible misinterpretation on the part of staff, each interviewee received a copy of his/her interview summary. Staff urged each interviewee to review the summary, and where necessary, to make whatever changes (s)he wished.

The purpose of these interview summaries is to provide one with an appreciation for the dynamics involved in implementing a new concept.

TOLEDO, OHIO

Gary Pence, Executive Director
Toledo/Lucas County Regional Planning Unit
June 13, 1977

The state of Ohio initiated its efforts in standards and goals by contracting with Ohio State University a task that entailed comparing all the National Advisory Council's (NAC) standards and goals and then arranging them into manageable working documents. After that, the state established the various task forces on standards and goals.

In December, 1974, Toledo received the first report from the state of Ohio on standards and goals. This report focused on six areas: recruitment and selection of law enforcement officers; police-community crime prevention; the diversionary process for adults; the diversion of youth; reducing trial delay; and training for courts personnel. Toledo had ninety days to review and to comment on the report.

When these state standards and goals reached the Regional Planning Unit (RPU), the RPU approached the local criminal justice supervisory council with them. This council made the decision to respond to these standards and goals. The Toledo effort entailed reviewing the state document standard by standard to make sure these standards were not calling for something that the city could not or should not do. The group was able to generate some extended discussion on two topical areas: juvenile status offenders; and police recruitment practices. The group concentrated on adopting standards in these two areas that Toledo could follow through on.

Subsequent exposure to standards and goals after this initial state report has been limited. The other state reports that were to follow this first report never materialized because of the election of a new governor and subsequent appointment of a new state supervisory commission. All previous state efforts were scrapped and a new effort was initiated. Materials have only begun to surface in 1977 with this new effort.

In its own on-going effort with standards and goals, the city of Toledo has followed the process of reviewing NAC standards, the American Bar Association's standards, and other similar publications to condense these standards into a package geared toward implementation. For example, the RPU has

just finished comparing existing procedures in the Lucas County Jail with national standards. The RPU will continue to focus on the jail as well as juvenile delinquency and eventually the courts.

In terms of what will be written up about the Toledo experience with standards and goals, this case study will focus on the response to that initial report from the state of Ohio.

Atmosphere

Crime and criminal justice administration are not hotly contested public issues in Toledo although crime has consistently rated as one of the top three public concerns for the past 5 years. There were no controversial articles in the newspapers about crime or criminal justice administration before, during or after the standards and goals review process. There were, however, numerous information articles and media reports on the local criminal justice system. With the exception of the federal court review of the County Jail and police recruitment and promotion practices there has been no other court intervention in the criminal justice system. However, both of these reviews were extensive and resulted in dramatic changes. Crime did surface as an issue in the 1973 political campaigns and resulted in the resignation of the Chief of Police. It has been discussed in each subsequent election year but with less emotion.

Relations between the criminal justice line agencies and the community could presently be described as neutral.

The activities of the RPU have historically been low profile which has enabled it to function well with line agencies. The RPU for example in 1972 conducted a complete system analysis of all the criminal justice agencies information processing which resulted in the subsequent funding and implementation of a criminal justice information system. In 1973 the RPU contracted with S.P.E.A.R. for a thorough analysis of the local correctional system which ultimately resulted in a city/county jail consolidation. Extensive research has also been conducted in the police area and juvenile area which has resulted in substantive changes. Such research has involved preparing risk analysis by census tract for all index crimes and the subsequent development of a computer program to allocate police manpower based upon workload. Comprehensive offender profiles and agency workload indices have been developed and

updated regularly on women offenders, juveniles and adult males which served to destroy a large number of myths and dramatically impact correctional methods without a large amount of public fanfare. The RPU while providing the impetus for change has remained in the background while line agencies received the publicity. It was this existing relationship and atmosphere that created the trust necessary for juvenile court to participate in the standards and goals project and ultimately deinstitutionalize the status offender.

William J. Brennan
Courts Planner
Toledo-Lucas County Regional Planning Unit
June 13 and 14, 1977

The State of Ohio sent copies of their draft state standards and goals to the Regional Planning Unit (RPU) for review and comment. The National Advisory Commission Reports and the ABA standards and goals were also forwarded to the RPU.

Although the review procedure was voluntary, it was felt that there was an obligation to analyze thoroughly these draft standards and goals, as Toledo would have to live and deal with them. At the suggestion of a supervisory council member at a regularly scheduled meeting, a standards and goals task force was set up. Eventually, the task force's mission broadened from the review of the state's draft standards and goals to the development of Toledo's own standards and goals.

Atmosphere

Crime was not a very big issue in Toledo, either politically or journalistically. At the time of the establishment of the standards and goals task force, there were no unusual events reported. Further, there were no dramatic court decisions that might have instigated the development of criminal justice standards and goals. (More recently, however, there was a court order regarding the Toledo jail which may have helped to renew interest and activity in standards and goals relating to jails.)

Locally, research was conducted only on a limited basis. There was no in-depth, systemwide research performed. Occasionally, in-house, managerial studies are conducted.

Background on Toledo-Lucas County

The Toledo-Lucas County Criminal Justice Regional Planning Unit (RPU) services the City of Toledo and Lucas County. There are 476,657 persons in the Toledo-Lucas County area. There are 6 villages, 14 townships and 4 cities in the region whose population range from 263 to 367,000. Lucas County is primarily an industrial area but characterized by rural areas.

The RPU was established in 1971. Crime is of major concern, especially the juvenile problem and it is one of the areas's priorities to get the community involved in crime prevention.

The following table presents the number of Index Crime Offenses that occurred for 1975.

Number of Index Crime Offenses for 1975

| <u>Crime</u> | <u>City</u> | <u>County</u> |
|--------------|---------------|---------------|
| | <u>Toledo</u> | <u>Lucas</u> |
| Murder | 52 | 6 |
| Rape | 198 | 9 |
| Robbery | 1578 | 77 |
| Assault | 660 | 440 |
| Burglary | 7446 | 1455 |
| Larceny | 21244 | 6083 |
| Auto Theft | 1654 | 251 |
| Total | 32826 | 6321 |

As is the case in many other jurisdictions there are a lot of criminal justice agencies in this region whose authority flow from the city, the county or the state.

There are 12 police agencies in the Toledo-Lucas County area which includes 1 sheriff's department and 11 municipal and township police forces. The sheriff's department and the municipal law enforcement agencies do cooperate and share services. The eleven municipal police agencies range in size from 3 to 698.

The sheriff's department runs the Lucas County jail. There is joint utilization of the jail by the city and county.

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In addition to the county jail is the City of Toledo jail which is operated by the City of Toledo Police Department. The capacity of this jail is 60.

There are also 4 municipal lock-ups that are run by the police. These lock-ups are capable of holding 2-14 people. Their function is to serve as short term holding facilities and as a very short-term sentencing facility i.e., 3 days.

There are municipal courts as well as county courts for this region. There are four municipal courts which serve the township and villages, as well as the cities. The municipal courts have jurisdiction over traffic cases, city ordinances misdemeanors and initial felony proceedings. Municipal court judges are elected to office for a six-year term.

The Lucas County Common Pleas Court handles all felony cases for the region. The judges are elected for six years.

The Juvenile Department is administered by the Juvenile Court which is a county function. The Probation Division investigates cases referred by the court and are responsible for writing the pre-sentence reports. There is also a State Children's Service Bureau which is also responsible for handling juveniles. As an indication of the extent of the problem that juveniles represent for the criminal justice agencies in the Toledo-Lucas County area 30% of all persons arrested are juveniles (18 or younger).

Resources

The RPU did not receive special funds for the standards and goals effort although staff time was tied up with that activity. For approximately six months, Mr. Brennan devoted 50% of his time to the standards and goals task force, while the RPU's Executive Director devoted 10% of his time. Some secretarial time was also required. The RPU's resources were adequate to meet the demands of the task force. The assistance of line agencies was not requested, nor was outside technical assistance. Line agencies did, of course, assist some of the members.

With regard to data, the task force members did not demand very much data. Had it been requested, Mr. Brennan feels it could have been made available by the RPU. Each member was provided a set of the NAC standards.

Approach

The Toledo Standards and Goals Task Force limited the scope of their work to those standards and goals drafted by the State of Ohio. Within that framework, there were no further limits. Every state standard and goal was read by the Chairperson, discussed by the task force members, and modified (if necessary) to suit Toledo's needs.

Task force members were selected by the Mayor in his role as Supervisory Council Chairperson. Input from the RPU Executive Director was considered by the Mayor before his selections were made. The Mayor wanted the task force to represent a wide range of views, with at least one representative from every component of the criminal justice system. Mr. Brennan believes that the Mayor achieved his goal of a balanced and widely representative task force.

The RPU was very involved in providing direction to the task force. Staff prepared their meeting agendas and the Executive Director was in continuous contact with the task force chairperson.

The process as a whole, according to Mr. Brennan, was a very stable one.

Side Issues

Most of the standards and goals were not very far-reaching and implementation did not require much change. In the two main areas where standards and goals implementation did require major changes (police and juvenile), the appropriate line agencies did, in fact, accept their responsibility and followed through with implementation. Mr. Brennan was not a party to discussions regarding which line agencies were responsible for standards and goals implementation. However, he imagines that the different agency heads were concerned about who would be responsible for the standards and goals relating to their own agencies. These agency heads were less concerned about outside inspections of their policies and procedures, but this lack of concern may have been due to a skepticism that the standards and goals would affect many of their policies and procedures. Evaluation was not an issue and was not considered.

At the onset of the standards and goals development process, one of the objectives was to generate community in-

terest in criminal justice. To this end, a press release describing standards and goals as a cohesive force was prepared. This objective, however, was important only ideally and, in practicality, was of minimal concern. The actual order of priorities was: 1. to meet the state mandate; 2. to get the line agencies oriented to a common goal; 3. to tie planning efforts to standards and goals; and 4. to achieve community involvement. Hence, there was no follow-through beyond the initial press release. Standards and goals as a vehicle of injecting community concerns into the criminal justice process was achieved, nevertheless, by the appointment of strong citizen representation to the task force.

Conclusion

Mr. Brennan believes that the final product was meant to be used as a tool in the funding and planning process. He envisioned it as an aide to coordinating the criminal justice system, as a rationale in the acceptance or rejection of funding applications, and possibly, as a support for internal change within the line agencies. One by-product that he saw arise out of the process was a change in the treatment of status offenders. His views regarding standards and goals did not change during the process.

The task force methodology had both advantages and disadvantages. On the positive side, it allowed for the active participation of a diverse group of people representing diverse interests. Many good discussions occurred at the task force meetings. On the negative side, there were not enough line agency personnel involved in the process--either as task force members or resource people. (The only outside resource person used was one judge). Mr. Brennan believes that had there been more involvement, there might have been more "buy in" on the part of the line agencies and a increased general awareness and understanding of standards and goals.

Kattie Eberly
League of Women Voters
June 13, 1977

The group on Standards and Goals was composed of members of the Toledo/Lucas County Criminal Justice Council. Initially the group formed sub-committees to deal with specific topics, but these sub-committees did not meet. The whole task force

met once a week.

Ms. Eberly sat on the Toledo/Lucas County Criminal Justice Council in the capacity of an interested citizen and it was in this capacity that she served on the standards and goals task force. She saw herself as acting as a balance to the line agency perspective.

All task force members were given copies of the reports prepared by the National Advisory Commission, along with copies of the Ohio draft standards and goals and the National Correctional Association's minimum standards for correctional facilities. The information contained in these various reports was sufficient to answer immediate questions concerning standards and goals.

Experience with the Process

When Ms. Eberly first became involved with the standards and goals process she wanted to partake in a process that would attempt to state the ideal of how criminal justice should operate. The group, however, operated under a time constraint and her attention turned from looking at the ideal to looking at what was immediately functional. As this transformation took place, the standards and goals process became tied to the grant application process.

Because the group had worked together on the criminal justice council, they all knew each other and they worked well together. The group took the effort seriously. If someone could not attend a particular session, he (she) generally sent a substitute. Most of the members maintained interest in the project throughout. The commitment that the participants made was not an easy one because the task force required a lot of reading and work and the participants were already busy with their routine work.

At the time that the task force was in operation, Ms. Eberly was not really conscious of the limitations that the group imposed upon itself in examining standards and goals. The group pretty much accepted at face value what the state had written up. The group made relatively minor changes to the state's standards and goals--generally to make the standards and goals more specific. In retrospect, she would have liked to have seen more attention paid to corrections both at the local and state levels. Overall, however, she was satisfied with how priorities were addressed.

In examining the standards and goals, the group did not rely on much quantification nor did it look at the experiences of other local jurisdictions. The group did pay attention to efforts undertaken by the state of Ohio and also at the national level.

Ms. Eberly saw herself as playing the role of a sounding board and voicing community concern. She was not particularly concerned with the resources to carry out the proposed standards and goals since she viewed the process as an opportunity to examine how existing resources were being expended. She approached the standards and goals with the attitude of what is the right thing to do, but she was also looking back to the planning process--thinking how can these standards and goals be implemented through the planning process.

While the group had adequate staff support, their work went unnoticed by the community. The local media did not carry any stories on what the group was doing. The group viewed the local planning unit and the line agencies as the audience to which the final product would be addressed.

Conclusion

Overall Ms. Eberly was reasonably well satisfied with the process. Everyone had the opportunity to present their concerns and to discuss them with the group. The process provided a forum in which the group could work with the line agencies to encourage change.

Captain Richard McAtee
Toledo Police Department
June 14, 1977

Captain McAtee joined the standards and goals task force shortly after the group was established. He was assigned to the task force by the Police Chief who had been contacted for obtaining police representation in the effort. Captain McAtee feels that he was selected because of his position in the department along with his involvement in department activities.

When he joined the task force, Captain McAtee was given copies of the state standards and goals and the National Advisory Commission (NAC) standards and goals. He was familiar with the NAC standards and goals and the reasons behind their development. He did note an information gap, however, with

regard to the changes that the state made to the NAC standards and goals. Even though those changes were minor, he would have liked to have seen the reasons behind those changes.

Experience with the Process

As mentioned earlier, Captain McAtee was familiar with the NAC standards and goals prior to joining the task force. From the beginning he viewed the NAC standards and goals not as a mandate for change, but rather as a vehicle for looking at the system. He felt that since the NAC standards and goals were written from a national perspective they had to address concerns for different size jurisdictions so some of the standards and goals are more appropriate for large agencies than for smaller agencies.

His viewpoint is that standards and goals is a worthwhile endeavor. He feels that there is a need for standards and goals, especially for the small and medium size police agencies. Captain McAtee was quick to point out that national standards should be used for initiating the discussion on issues surrounding criminal justice but that these national standards and goals should not be used as blue prints on resolving issues. He feels that the process acts as a good catalyst for discussion and understanding.

Captain McAtee was disappointed in the state's approach toward standards and goals. His impression was that the state got involved in standards and goals out of bureaucratic necessity and that it viewed the process as something that had to be done. This impression grew from the time constraints that the state imposed on local jurisdictions for reviewing the state's standards and goals.

Time prevented him from looking at issues not covered in the state's standards and goals. Task force members saw their task as a veto process. They pointed out areas in the state draft that they couldn't work with, but they did not have time to discuss the matter.

The procedure that the group used was to go through the state's standards and goals piece by piece. Certain sections were re-written and other sections were elaborated on. There were key words in the state's standards and goals that triggered reactions. These "trigger" words caused people to react without really understanding the issue.

Captain McAtee found himself playing the role of educator as to what the police do. He tried to inject some common sense into the proposals and to point out the ramifications of certain proposals on the operations of the police.

He noted that he had a different perspective on standards and goals than some of the other task force members. He looked upon standards and goals as a mandate to look at criminal justice issues while other task force members looked upon standards and goals as a mandate to do something about those issues. But there were no pitched battles between himself and task force members. He strove to get rid of double meaning words thus making sure that the standards and goals did not mandate something the police couldn't live with.

On the whole he found the task force members not falling into a we/they syndrome, but rather developing a public interest attitude. The entire task force saw the process as a mechanism for making the criminal justice system more responsive to the community. Thus the emphasis was on breaking down traditional barriers.

Captain McAtee noted that the group relied on individual expertise and impression. There were no hard data requested on the topic being discussed. Time would not have permitted such a quantified approach, but then again there was no strong sentiment expressed about the lack of data. The group was content with their collective experience and judgment.

The product was written very much as a response to the state planning agency, but it was also intended for the regional planning unit to use in considering its funding policies.

Conclusion

While he felt he had sufficient input into the process, Captain McAtee felt that the process ran backwards. He would have preferred to have seen a very rough draft coming from the state that would have initiated local discussion. Then the ideas and concerns of the various localities could filter up to the state. As a matter of fact, he would have preferred to have seen the NAC standards and goals going directly to the localities and allowing the localities to change the standards and goals to reflect local issues. Once the localities have phrased their response, these responses would go toward the development of a state consensus coordination--coordination between agencies and also between agencies and the public.

Captain McAtee has serious reservations about making standards and goals into a compliance document. He would much prefer to see standards and goals serve as guidelines. He would also like to see standards and goals as a continuing effort to update criminal justice as the state of the art changes. He sees problems in tying standards and goals to funding because agencies are budgeting two years into the future. Timelines becomes an issue if the standards and goals become wedded to the routine budget process.

Roger Allton
Police Planner
Ohio Administration of Justice
June 14, 1977

Mr. Allton has been involved with the second go-round of Ohio's standards and goals. He was in Toledo when our interviewing with the local participants were taking place, so we took the opportunity to discuss with him his perspective on standards and goals.

Mr. Allton's understanding of how the first round with standards and goals developed is as follows. The Supervisory Commission held a retreat in May, 1974. Participants included speakers from the American Bar Association and the National Advisory Commission. At this retreat, the Supervisory Commission reviewed one hundred top priority standards. Out of these, they accepted about twenty-five standards. During the summer of 1974, a task force discussed these standards and by November, 1974 the standards were in final draft form. It was this set of standards to which Toledo was responding.

The task force members were drawn from the Supervisory Commission, some of whom were local representatives.

The remainder of Mr. Allton's comments pretty much reflect his observations of how the standards and goals effort operated at the state level during the second round. Even though the second round is not what we have focused on in the Toledo effort, we believe that Mr. Allton's observations provide some idea of the dynamics of standards and goals development at the state level that will assist our understanding of that process.

Resources for the Total Standards and Goals Effort

The State of Ohio received a discretionary grant of \$361,706

from LEAA to develop standards and goals. The impetus for developing standards and goals came from Washington--the central office of LEAA.

As of June, 1977 the SPA of Ohio had expended \$261,706 on standards and goals development. These expenditures went toward meeting the salaries of 3-4 full time researchers as well as such expenses as reproduction, travel, supplies, etc.

The Ohio SPA also received, from the central office of LEAA, \$998,210 in discretionary funds for implementing high priority standards. Out of this \$744,138 were used to fund twelve projects. The SPA received 24 applications that were reviewed by the Supervisory Commission. The remaining \$154,072 were to be spent on projects dealing with minority recruitment.

Approach

Task Force members were appointed by the Chairperson of the Supervisory Commission from among the commission members. The chairperson took into account vested interests in making appointments, as well as trying to accomodate those persons who expressed an interest.

The task force established the priorities as to what it wanted to cover. While the endeavor was of rather broad scope in the beginning (round one), the task force became more oriented to those areas that they would be willing to fund in round two.

Basically, the task force attempted to use the National Advisory Commission's standards and the ABA standards and apply them to Ohio. There were occasional position papers prepared by the staff to help in that endeavor and the task force also held some public hearings to obtain some general input. There was, however, rather limited community participation in the process. The standards and goals process was viewed as a way of standard setting national concerns into the state of Ohio.

The primary focus of the Task Force was to try to relate standards and goals to the funding process. Thus the final product was meant first to assist the SPA in its funding decisions and, secondarily to serve as a source document that might generate some public interest.

Overall, Mr. Allton's assessment of the standards and goals process is that it was something that the state of Ohio

wanted to do to instill local community interest in goals and standards and assist the SPA in funding decisions and implementation of standards as a thrust of LEAA.

Ruth Oatis
Chairperson
Youth Services Board
June 14, 1977

Ruth Oatis is an interested citizen who has been involved with the Regional Planning Unit (RPU) since its establishment several years ago. She serves on the RPU's Supervisory Council in which capacity she represents citizens living in the out-lying area. It was because of her serving on the Supervisory Council that she participated in the standards and goals development effort.

All task force members were given copies of the reports prepared by the National Advisory Commission, along with copies of the Ohio draft standards and goals. Ms. Oatis had previously been exposed to standards and goals at a Junior League conference.

Experience with the Process

When Ruth Oatis first became involved with the standards and goals process, she believed that it would lead to more uniform goals throughout the country. She still believes that this is true, although she feels that the standards and goals which were developed in Toledo are presently not being utilized as they might be. She thinks that she was somewhat naive in her expectations.

Ms. Oatis does not feel, however, that the developmental process was an exercise in futility. The process provided a forum for discussion at which all the appropriate line agencies were present and participating. It was an excellent opportunity to express feelings, concerns and complaints. The group functioned well together. This is attributed, in the large part, to the task force chairperson (Judge June Galvin) whom Ms. Oatis viewed as being especially sincere and hardworking.

As a lay citizen volunteer, Ms. Oatis considered herself to be in a freer position than the other task force members. She was able to ask basic, possibly naive, questions that got directly to the heart of problems. She viewed her role in the task force as multi-purpose--to voice community concerns

to the other members and to listen and gain a better understanding of the criminal justice system. The role of the task force as a whole, she felt, was to get the criminal justice system to work more effectively. She had hoped that they would reach the public, line agencies and the RPU; but believes that, in fact, the RPU was their only audience.

The standards and goals effort was limited to the framework set by the state, but this was not viewed as a problem. There were no particular priorities that Ms. Oatis wanted to address as she was concerned with the total system. There were no outside pressures affecting the deliberations. Quantitative data was not relied upon nor did the group consult with other jurisdictions on their experiences.

In developing the standards and goals, task force members were concerned about both implementation and evaluation. Ms. Oatis is still concerned about implementation (or the lack of). Although the task force gave less consideration to the resources required to carry out the standards and goals or their ramifications on the line agencies, the task force did try to be realistic.

Ruth Oatis feels that the task was a manageable one. She admits that the task force did not do the most comprehensive job possible, but did a good job considering the time constraints. She was very satisfied with the process because there was a lot of constructive communication. However, she is frustrated because the standards and goals themselves are not being sufficiently implemented or applied. She would have liked to have seen more follow through.

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Judge Andy Devine
Currently Lucas County Juvenile Court Judge
At time of standards and goals project
Municipal Court Judge
June 13, 1977

Judge Devine worked not only on the Toledo task force on standards and goals, but also on the Ohio task force on courts and juvenile justice standards and goals. He shared with us his reactions to the standards and goals developmental process from both of his experiences.

In starting up the process, Judge Devine relied primarily on the National Advisory Commission's works on standards and goals and the state document on standards and goals. He found the national standards to be pretty good overall though he does take issue with some of the specifics. Only to a limited degree, did he refer to works from other states. While he found these writings to be helpful, the written works did not make up for the basic problem that he saw with standards and goals both at the state and local levels-getting the decision makers involved.

Experience with the Process

When Judge Devine first started to work with the Toledo standards and goals, he had a rather neutral attitude toward the process. The group was going to review what the state of Ohio had done. As the process proceeded, however, he began to view it in terms of an overall plan for criminal justice in Toledo. The scope of the overall plan, however, quickly narrowed.

Time was the chief contributor to narrowing the issues to be examined. The group limited their examination of issues to those areas where there was some probability of action being taken. These limitations were agreeably chosen to by the group. The group was also sensitive to funding realities. Judge Devine directed the group in defining the problem areas and then working out solutions. This is how he operated at both the state and local level. He views himself as being very pragmatic wanting to get the job done. He noted that it was especially frustrating to him when participants in the state process would argue over what words would be used in defining the problem.

He felt that the Toledo standards and goals group was representative of the community and the line agencies, but that

there were never enough people to spend enough time to develop what was required. He believes that shaking loose the appropriate people--the decision makers--to spend time on the issues is a major problem, especially with the state standards and goals project.

Judge Devine felt that at the state level, the theorists rather than the practitioners were involved in the process. Consequently, the state level effort was not too concerned with the practical ramifications of what was being proposed. Judge Devine found himself frequently raising the issue of the practicality of various standards and goals during the state process. He also felt that not enough time and effort was given over to the consideration of how standards and goals would be implemented. This issue of practicality was fairly mute during the local effort.

The state effort also differed from the local effort in terms of the homogeneity of the group. There was constant conflict on the state panel between small rural areas and the urban areas. It is tough trying to write one set of standards and goals for jurisdictions that are as diverse as rural and urban communities.

In both efforts, Judge Devine saw the line agency as the audience that he wanted the standards and goals project to address.

Conclusion

Judge Devine does not see any impact of the state standards and goals on the system. In approaching standards and goals, he would like to see more time and effort spent on planning whom to involve in the process. He would then like to see those persons given the time to examine the issues. Judge Devine does not think that the standards and goals process has to be dragged out over a long period of time. In fact, he feels the process can be more concentrated if participants are given a fixed time period to work on the issues without having to worry about their routine work. He feels this approach would achieve greater success in getting the decision makers involved in the process. And if you can get the decision makers involved, you increase the probability of the standards and goals being implemented.

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Judge June Rose Galvin
Currently Lucas County Domestic Relations Judge
At time of standards and goals project
City Council Member

The Toledo standards and goals task force was created at a Toledo/Lucas County Criminal Justice Supervisory Council meeting. Forty-eight hours prior to this regularly scheduled meeting, Supervisory Council members were provided with Ohio's draft standards and goals. In reviewing them, Judge Galvin found that the police recruitment draft standards were racist and sexist. The standards in other areas were outdated. Judge Galvin telephoned the Police Chief to point out these problems and to suggest that he vote against them at the Supervisory Council meeting.

According to Judge Galvin, she was selected to chair the standards and goals task force on the theory that the person who complains the most gets assigned the task. The other members of the task force consisted of people with vested interests in the standards and goals.

Task Force members were provided with the Reports of the National Advisory Commission (NAC) and the State of Ohio's draft report. She considered the NAC Report to be a book of good ideas that are tough to argue with but the problem that she saw confronting herself and the task force was how do you make those standards and goals reality. She felt that the group had enough information on what standards and goals were, the problem she and the group had to face was how to make them work.

Although the Judge sat on the Supervisory Council, the standards and goals effort was the first time she was totally involved in the local planning process. Usually, the RPU staff takes the lead with very little real involvement by the Supervisory Council. Judge Galvin's belief that council members must take a more attentive role in criminal justice planning was reinforced by her experience with the standards and goals planning process.

Experience with the Process

Judge Galvin viewed standards and goals as criteria for making funding decisions. Locally developed standards and goals, she believed, would lead to the funding of programs that would meaningfully meet Toledo's needs. Thus she believed that the primary purpose of standards and goals were for funding decisions, with change being a secondary consideration.

She viewed the standards and goals process as an opportunity to focus on problems that hadn't been addressed, to make some concrete proposals regarding those problems, and then to implement those proposals. She felt that implementation of the standards and goals was very important. Because the task force was made up of members with clout, members had both the ability and the responsibility to see that implementation took place. Implementation, therefore, was not seen as being too troublesome an issue because of the participants on the task force. Evaluation was of less importance and the task force did not address that issue. Adequacy of resources was also not addressed. In Judge Galvin's opinion, implementation was a question of priorities rather than resources. Judge Galvin did not view affecting cost savings as an important concern of the task force, although it was a consideration in the juvenile court area. She saw improving the quality of justice and making the criminal justice system more effective as more important concerns.

As task force chairperson, Judge Galvin conducted the meetings with the objective that they move along at a steady pace. Members methodically went through the entire state report. She would have preferred to have had more time, particularly at the outset. The task force was established in December and the holiday season made gearing up for the project difficult. Judge Galvin believed that more time overall would have led to greater implementation of the Standards and Goals.

Generally, Judge Galvin was pleased with both the task force members and the RPU support staff. She found, however, that the police representation on the task force showed little interest in issues outside the police area. Although staff support was excellent, Judge Galvin feels that the staff didn't have quite the interest in the work of the task force as they should have had. She attributes this to the possibility that the staff did not really want the Council members to be heavily involved in substantive work. These thoughts were reinforced by an incident in which the staff lost or misplaced the final draft of the local standards and goals.

The scope of the standards and goals project was limited to the state's draft report. Within that framework, there were no further limitations. Judge Galvin came into the project with two major areas that she considered to be of major concern. They were police training and recruitment practices along with moving the status juvenile offender out of Juvenile Court. These issues were addressed to her satisfaction. When

working on the areas of police hiring practices, the task force was sensitive to recent court decisions regarding the hiring of women and minorities.

The methodology used by the task force to accomplish its objectives was a prime factor in keeping their task manageable. Briefly, it was a well-organized system in which task force members were assigned sections of the state's draft report. They were responsible for preparing a report and leading the discussion on their assigned section. Judge Galvin believes that as a general rule, task forces need to follow an established method to get through their work.

The task force relied on each other's individual knowledge rather than on quantitative data. It did not examine the standards and goals experiences of other jurisdictions.

Generally, Judge Galvin was satisfied with the standards and goals process. She was pleased that the task force developed criteria for status offenders which led to major changes in the entire juvenile system. However, she would have liked to have seen more of the standards and goals implemented. She was disappointed in the failure of funding decisions to be tied to standards and goals implementation. She felt that people used their not being funded as an excuse for not implementing the changes.

Judge Galvin observed that the RPU can be an effective agent of change if it has the cooperation of the persons making the changes. Therefore, the people with clout must be involved, even though these are usually the busiest people. She noted with satisfaction that the appropriate people were involved in the standards and goals task force and that these people devoted much of their time to the effort.

Judge Galvin closed the interview by making the observation that standards and goals undertaking can lead one into areas where modifications are made to appellate court decisions and the code of criminal procedure. This development is of concern to her because standards and goals are developed without the benefit of legislative review. She felt that there should be some legislative representatives involved because of this potential danger.

MILWAUKEE, WISCONSIN

Mark Rogacki
Executive Director, Metro-Milwaukee Criminal Justice Council
: Timothy Schoewe
Grants Coordinator and Analyst, Milwaukee Fire and
Police Commission
June 16, 1977

Mr. Rogacki and Mr. Schoewe were interviewed together because their exposure to the standards and goals effort was pretty much identical due to their position (local criminal justice planners) and the concurrent jurisdiction that they serve (the City of Milwaukee).

Mr. Rogacki and Mr. Schoewe first found out about standards and goals in their reading of LEAA's M4100 planning guidelines. Then the next time they heard about the concept was when they attended a meeting of the Supervisory Council of the Wisconsin Council of Criminal Justice (WCCJ). The WCCJ staff presented to the Supervisory Council the requirement from M4100 for the development of standards and goals. In fact, part of the WCJJ's Executive Director's Report stated that a committee on standards and goals was going to be formed.

At that time the WCCJ staff wrote up a timetable for various activities--plenary sessions as well as a series of regional hearings for local input. Mr. Rogacki and Mr. Schoewe felt that they were not given sufficient information about what the standards and goals process was suppose to accomplish. Indeed, they felt that the WCCJ staff used the standards and goals as a means of legitimizing WCCJ policies. They saw nothing new in the standards and goals. Most of the matter under discussion was already contained either in the state plan or other reports. The standards and goals effort in Wisconsin, in their view, was not a problem definition process but rather a mechanism by which the WCJJ staff could create policy that it wanted to see developed.

As for participation in the standards and goals developmental process, it was mandatory for the local planning units. WCCJ informed the local planning units that this is the timetable, follow it. The local planning units also had to submit a profile--basically it was a form containing two to three pages of specific questions and then closed with an open-ended question.

The State of Wisconsin developed a two-phase standards and goals project, with each phase being distinct and separate. They dealt first with juvenile standards and goals and then with adult standards and goals. In both phases, they established

a special committee for standards and goals. This study focuses only on the second phase, adult standards and goals.

From the onset the Special Committee on Criminal Justice Standards and Goals was broken down into the following subcommittees: Police; Courts; Corrections; and Critical Issues. Each RPU director was an ex-officio member of each subcommittee. Messrs. Rogacki and Schoewe believe that this was done as a response to complaints during the juvenile phase that RPUs were completely left out of that process. While they were well informed of the meetings to take place, these meetings were held all over the state and participation at all of them was virtually impossible. Even though the RPU directors were ex-officio members, they could not vote nor could they sit at the conference table. Indeed one aspect of the standards and goals that proved to be rather irritating to Mr. Rogacki and Mr. Schoewe was when they tried to raise objections to some of the items contained in the subcommittee reports. They were ruled out of order and told that the time for them to voice comments was past, that they had their opportunity at the subcommittee meetings.

Atmosphere

At the time of the standards and goal process, there had been very limited research done on criminal justice in Milwaukee. Politically, crime was not much of an issue but by the end of the standards and goals effort there was a good deal of controversy arising out of the recommendations made by the Corrections Subcommittee and the Critical Issues subcommittee. Indeed some of this controversy found its way into newspaper headlines; for example, gun control, elimination of parole.

As for relations among the various agencies involved in criminal justice, Mr. Rogacki and Mr. Schoewe noted that their offices have fine working relationships, but that their relationship with WCCJ leaves something to be desired. With respect to the line agencies, the various police departments generally get along well with each other. However, when changes are being proposed, the police departments get anxious, especially the smaller agencies. The only controversy that the standards and goals sparked with the police dealt with required ratios of juvenile officers to the total force. This proposal eventually got turned down.

With respect to inter-agency relations, the police generally agitate for fuller prosecution from the district attorneys, and the judge and district attorneys have had some bouts. Relations

among the agencies, however, are not strained.

Community support for the police varies depending on whom you are speaking with. Based on a locally conducted telephone survey, however, the overall opinion of the police is good.

Resources for the Standards and Goals Effort

While the WCCJ received a \$250,000 discretionary grant from LEAA to undertake the standards and goals effort, the local planning units received none of that money. The RPUs had to find money within their existing budgets to pay for such expenses as travel, telephone, postage, reproduction, etc. Attendance at the plenary sessions were the only costs the RPUs did not have to absorb. The RPUs also had to absorb the extra work without hiring additional staff.

Over the entire year, Mr. Rogacki and Mr. Schoewe each spent 5 to 10% of their time on standards and goals. Mr. Rogacki and his council decided not to participate in the subcommittee meetings due to limited resources and the way those subcommittees were set up. Rather he saved most of his participation for the end and then his activities were directed toward protecting his local interests as best he could. Mr. Schoewe followed the same tact.

Approach

The Special Committee on Criminal Justice Standards and Goals was selected by the Executive Director of the WCCJ with the assistance of his staff. Other than token representation of the various criminal justice functions, consideration was not given to a diverse representation based on function, population distribution, or viewpoint. The entire Committee contained only a few conservative individuals, with most being liberal. Messrs. Schoewe and Rogacki were not provided with an opportunity to provide their recommendations or comments. They consider the entire selection process a farce.

The full standards and goals committee convened only twice, at the beginning and at the end of the standards and goals project. In between, the separate subcommittees met. These subcommittees were basically autonomous. Each set their own parameters in which to work. If they limited the scope of their effort, it was at their own choosing. Each were assigned staff to assist them. The staff conducted research and provided issues papers to the task forces, but Messrs. Rogacki and

Schoewe firmly believes that these papers were written to support the views of the subcommittees' staff rather than to provide both sides of an issue.

Messrs. Schoewe and Rogacki believe that the State orchestrated the Standards and Goals process and that it went according to plans. As such, they consider the process a stable one. There was, however, some turnover, both among the standards and goals staff and the committee membership.

Finally, the RPUs played no role in providing direction to the standards and goals effort.

Side Issues

Messrs. Rogacki and Schoewe did not see the standards and goals effort as a means to involve the community. They viewed it solely as a vehicle to inject the State's concerns into all levels and components of the criminal justice system.

The process in Wisconsin did not examine issues as they exist and, therefore, did not look at the line agency operations. Hence, line agencies were not concerned about losing their autonomy.

There also did not appear to be much concern regarding standards and goals implementation. Implementation issues were dealt with by tying funding to standards and goals. Evaluation was not considered.

Outcome

The WCCJ's standards and goals eventually turned into a funding document. Regional plans had to comply with state standards and goals, with the state indicating what areas were fundable.

Overall their experience with standards and goals as operated by the state of Wisconsin was negative and the process further strained the RPUs already tenuous relationship with the WCCJ.

Overall Evaluation

Tim Schoewe believed from the beginning that standards and goals were simply a compliance activity and a means for the state to get more staff. This belief did not change.

Mark Rogacki did not see standards and goals as a planning process even though the WCCJ called it that. The only advantage he could find to the process was that it provided the WCCJ with a means to reinforce their own philosophical view. The disadvantage was that the true problems of the system and crime were never even looked at or addressed.

Robert Ziarnik
Inspector, Milwaukee Police Department
June 15, 1977

When the state of Wisconsin initiated its effort to develop standards and goals for criminal justice, it invited the Milwaukee Chief of Police to participate in the process. The Chief was unable to do so personally. Instead he sent Inspector Ziarnik who had been director of the Police Academy as well as the Department's personnel director. Consequently he was attuned to many of the issues surrounding the police.

Inspector Ziarnik missed the initial plenary meeting which was held to introduce the participants to standards and goals. His encounter with the standards and goals process was his meeting with the task force on police. At that meeting, Inspector Ziarnik was given the minutes of the previous meeting of the full standards and goals committee, as well as the materials that were handed out at that meeting. This information, along with other materials referencing the standards and goals of the National Advisory Council (NAC), brought him in touch with the concerns that were being voiced. He never did receive, however, a copy of the NAC standards and goals.

Experience with the Process

Between the materials handed out and the discussions that he participated in, Inspector Ziarnik understood what the state thought the process of developing standards and goals should be--a process of problem definition leading to the development of standardization within certain areas. Inspector Ziarnik pretty much concurred with this approach. He came to the task force on police with the recognition that standards and goals were an attempt to update law enforcement. He looked upon the development of standards and goals as the presentation of the ideal. These standards and goals would be what individual departments would strive for. He did not believe that the standards and goals should become mandatory requirements, as requirements should be determined strictly by need.

Inspector Ziarnik did not come to the task force on police with a list of priorities to be addressed. He was interested in the improvement of law enforcement--making it efficient and effective, as well as just. He enjoyed the interchange between himself and representatives from other police departments. He discovered that large city concerns and the responses to those

concerns, although useful to large cities were not necessarily useful for smaller jurisdictions and vice versa.

The task force functioned well. While the group was diverse and differences of opinion were voiced, there was little controversy. There was also very little press coverage of what the task force was doing. (The critical issues task force, on the other hand, generated a good deal of controversy and press coverage).

Inspector Ziarnik did feel the pressure of the time constraints imposed on the group. The task forces operated in only five to six out of the nine months set aside for the entire standards and goals effort. The task force on police met once a month for one or two full day meetings. These meetings were well attended.

The discussions from concentrated working sessions generated the material for the state staffers to work with. The staffers would take the material and mold it into a format. Issue papers were written up and working copies were presented to the task force members at their next meeting.

Inspector Ziarnik felt that the state staffers did a good job especially in light of the time constraints in which they had to work. Inspector Ziarnik felt that the task force members were able to control the process. The process of developing the standards and goals evolved from the task force members with the staff acting as facilitators.

The task force on police covered the gamut of how policing affects the community--training, selective enforcement, etc. In covering these topics, Inspector Ziarnik wanted to make sure that no standard or goal was developed that would be impossible for the Milwaukee police department to carry out. Consequently the practical ramifications were always a part of the discussion.

The discussion of these topics drew upon the expertise and opinion of the task force members. There was no reliance on quantitative data nor on the experiences of other jurisdictions.

Inspector Ziarnik saw the public as the ultimate audience to whom these standards and goals were going to be addressed.

Conclusion

Overall Inspector Ziarnik thought that the process followed

was alright. He felt that the state made an effort to hear the task force, but that the state was coming from a compliance point of view. In addition, he felt that the time constraints made it difficult for the process to run at its optimum.

Inspector Ziarnik expressed the opinion that standards and goals are things that agencies should strive for and that they should not become mandatory requirements. He would like to see standards and goals provide the forum where problems can be examined and he feels they should be generated up from the local level rather than down from the state level of government.

Mr. William Lynch
American Civil Liberties Union
June 17, 1977

Prior to his involvement with the standards and goals effort sponsored by the Wisconsin Council on Criminal Justice (WCCJ), Mr. Lynch participated in the development of standards and goals for juvenile justice. Given this previous experience, he was quite familiar with the process of developing standards and goals.

With respect to the WCCJ effort, Mr. Lynch was contacted by a staff person from that office and was invited to participate in the Wisconsin effort to establish standards and goals. He felt that he was chosen because of his expertise as a lawyer and his interest in civil liberties.

The WCCJ staff was good in indicating the time commitment that would be required for the effort. The WCCJ staff was also good at providing information through presentations that were given on standards and goals by WCCJ staff and some other experts as well as through the various white papers that the WCCJ staff developed as general background on the issues to be addressed.

Mr. Lynch's assignment to the subcommittee that was to deal with critical issues in criminal justice came after the plenary session that the WCCJ staff conducted at the beginning of the standards and goals process. This subcommittee was given a relatively broad mandate and the subcommittee exercised a lot of control over the issues to be examined. Some of the issues that the subcommittee examined included: victim compensation; victimless crime; pornography.

Experience with the Process

When he first began his involvement in the standards and goals process, Mr. Lynch had some questions in his own mind as to how the end results would be used. He understood that the standards and goals would be used as guides for distributing LEAA funds but he also wanted to see that the standards and goals be used as guides for evaluating governmental and non-governmental performance in criminal justice. He wanted to see the broader scope and he sensed tension between using the standards and goals only as a funding guide as opposed to a performance guide.

In terms of his personal role, Mr. Lynch took an aggressive stance in a positive sense; i.e., he viewed himself as a critic of the existing criminal justice system who had some strong principles to support his arguments. Although he was close to the criminal justice process, he was not part of it, so he considered himself to be an informed outsider looking in. In the course of the subcommittee's work, his input was directed at taking a preventive stance regarding civil liberties; i.e., he strove to develop standards and goals that would avoid situations that could lead to violations of civil liberties. He felt that this preventive stance would be much more effective in safeguarding civil liberties than activities that involve reacting to specific violations of civil liberties that grow out of situations where standards are vague or non-existent.

Mr. Lynch argued to get criminal justice to look at priorities from his perspective; i.e., the civil libertarian. He wanted to examine how resources are spent and to improve their impact on constitutional rights.

In all of the subcommittee's discussions, not only Mr. Lynch, but the other subcommittee persons as well, were concerned with the feasibility of the standards and goals that would be recommended to the legislature and the governor. Both he and the subcommittee realized that the standards and goals would not have impact in isolation and that they wanted a product that would be adopted. In fact, the subcommittee examined the experiences of other commissions established by the state of Wisconsin in terms of how feasibly those commissions drew up their recommendations and how successful they were in getting those recommendations implemented.

Mr. Lynch felt, by the way, that financial resources were

not that big an obstacle in attaining the standards and goals that were discussed with the possible exception of victim compensation. The issue was more of redirecting how financial resources were currently being spent.

With regard to the operations of the subcommittee, there was a large turnover in the subcommittee and the subcommittee experienced quorum problems. The process for filling vacancies worked slowly. Mr. Lynch found it hard to fathom why people quit the process. He realized that some had problems with the direction in which the committee was going and that others could not meet the time commitment; but there were others for whom there were no apparent reasons. Then there were some people who never attended meetings until the end, and then they came to voice opposition on selected issues.

There was also a good deal of turnover in staff but this did not affect the long term operation of the committee. In fact Mr. Lynch felt that the staff did a good job given the circumstances under which they had to operate.

The committee requested the staff to do a cost analysis of victimless crime. The staff found that they could not get an adequate supply of data to address that topic. Thus statistics were relied upon only in some areas where they were available. The staff also drew up position papers on victim compensation and privacy and security and these papers were based upon the experiences of other states.

Mr. Lynch found the task of developing standards and goals to be manageable. He realized the limitations under which the committee worked and he and the other committee persons tried to work within those limitations. He wanted support for the committee's product from WCCJ but he saw the audience for standards and goals as going beyond WCCJ to embrace the governor, the legislature, the public, the line agency and the local planning units.

Conclusion

Mr. Lynch felt that the standards and goals process was a sound one. Although the subcommittee was criticized for not listening to the public, he felt that the subcommittee operated in an open fashion so as to allow for public input. He noted that people had different attitudes toward the problems that were examined. He also noted that the subcommittee tried to consider big city needs but the subcommittee had to keep a state

perspective which had to take into account small size communities.

To date, Mr. Lynch has not received any plan from WCCJ as to how it intends to implement the standards and goals. He indicated that he would like to see some follow through from WCCJ.

Sarah Ettenheim
Institute of Governmental Affairs
University of Wisconsin-Milwaukee
June 17, 1977

Sarah Ettenheim was the chairperson of the corrections subcommittee. She believes that she was selected to chair this subcommittee both because she was an active member of the Wisconsin Council on Criminal Justice (WCCJ) and because there was an effort to balance the sexes. She was notified of her selection first through a phone call from the WCCJ and then a formal letter from the Governor of Wisconsin. As chairperson, she was given the opportunity to review the names of the subcommittee members recommended by the WCCJ. She believes an effort was made to have cross representation on the standards and goals committee.

Because the adult standards and goals project was preceded by the juvenile standards and goals effort, Ms. Ettenheim was familiar with the concept. She was also very familiar with both the local planning unit (Milwaukee Fire and Police Commission) and the regional planning unit (Metro Milwaukee Criminal Justice Council).

Experience with the Process

When Sarah Ettenheim first became involved with the corrections subcommittee for standards and goals, she viewed it as (1) an effort to codify and to make explicit the philosophy relating to the correctional system and (2) a means by which the WCCJ could impact on that system. She did not change her own views during the process, but believes that the meaning of standards and goals changed for some of the more idealistic committee members.

The initial subcommittee session addressed corrections philosophy. The subcommittee closely examined the various

components of the correctional system. Their concern was to improve the quality of justice; thus they looked first towards the ideal and then, only secondarily considered cost factors. Ms. Ettenheim viewed her own role in the process as a multi-faceted one--moderator, director and position advocate.

Generally, Ms. Ettenheim feels that the group functioned well. They met often and for long sessions. Ms. Ettenheim thinks that two-thirds of the group maintained interest throughout. Those members who lost interest or dropped out for other reasons were not replaced. This non-replacement policy was agreed to by the subcommittee because they believed that new members would slow down their effort. Early in the process, however, one committee member was replaced and this did not create any problems. The group, while usually unified, had some instances of personality conflict but by and large there were no serious problems. As the group was system-oriented, there were no turf concerns or conflicts between the large city and rural viewpoints.

The scope of the standards and goals effort was limited only to the extent that each subcommittee imposed limitations upon itself. Each subcommittee outlined its own areas of concern. Ms. Ettenheim did not come into the process with any special priorities to be addressed. One outside organization, CLAD, imposed some pressure on the corrections subcommittee, the critical issues subcommittee and the full council.

While an attempt was made by the WCCJ to divide the functional areas into separate subcommittees, there was some substantive overlap. Both the courts subcommittee and the corrections subcommittee looked at fixed sentencing and the abolition of parole. The two subcommittees developed two conflicting recommendations. A conference committee consisting of 3 members from each of the two subcommittees was created to resolve their differences, but could not. Both subcommittees brought their recommendations to a WCCJ meeting where it was voted on by the council. This type of problem had not been anticipated and its solution was improvised as the process went along.

Sarah Ettenheim believes that the corrections subcommittee received adequate support to accomplish its goals. They did not rely overly on quantitative data, but they did review all the literature. Ms. Ettenheim believes that every effort was made to make their work comprehensive and a reflection of a variety of viewpoints.

Evaluation was not a big issue although it was discussed. Ms. Ettenheim is not a strong proponent of evaluation, believing that half of the evaluations she has seen are not worth the paper they were written on. Implementation was also not a strong consideration, but the subcommittee did set implementation priorities. These priorities were established even though the subcommittee was aware that some implementation would have to be by bodies over which they had no control. Adequacy of resources was often considered in the subcommittee's deliberations, but in some instances, the subcommittee felt that the benefit of a standard or goal outweighed its cost even when the cost was known to be high, e.g., training of jail personnel.

The primary audience to which the final product was addressed, according to Ms. Ettenheim, was the WCCJ and the RPUs. The secondary audience, she believes, was those public interest groups that address themselves to criminal justice issues such as the League of Women Voters. Public officials who can implement the recommendations is the third audience, with the general public their last audience.

Ms. Ettenheim feels that a task such as developing standards and goals could never be totally manageable. Ancillary problems are continuously uncovered. In addition, other components of government and the power structure have a definite impact on what can be achieved.

Conclusion

Ms. Ettenheim was quite satisfied with the standards and goals process. She feels that she had sufficient input into the process and that most of the participants took the process very seriously. She also feels that the Wisconsin process had the ability to adapt to divergent opinions and to come up with conclusions.

Ms. Ettenheim believes that a standards and goals development process at the local level, while desirable, would have been impractical. She feels that unless participants were picked with the utmost care, there would be too much conflict between the city and suburban interests.

Jim Jansen
Police Science Department
Milwaukee Area Technical College
June 17, 1977

Jim Jansen had no strong observations regarding how the special committee on standards and goals was formed in Wisconsin. He noted, however, that the participants' backgrounds were varied, yet stacked to suit the Wisconsin Council on Criminal Justice (WCCJ) viewpoint. He never questioned the selection process, but assumed that members were selected by the council chairperson. He believes that he was chosen for the law enforcement subcommittee because (1) he is a long-time member of the WCCJ and (2) he runs the largest police science program in the state. He was notified of his selection by a telephone call from the WCCJ followed by a letter from the governor.

The WCCJ provided him with information on the objectives of the special committee. This information, along with the NAC reports that he already possessed, was sufficient to answer his immediate questions. He was familiar with the local planning process, having once been a member of the RPU council.

Experience with the Process

When Jim Jansen first became involved with standards and goals, he viewed them as guidelines for conducting criminal justice programs in the state. His view did not change during the course of the project.

Jim Jansen was excited about the project. He saw it as an opportunity to improve the criminal justice system. He perceived his own role as a multi-faceted one: to provide input, to make concrete proposals and to act as a sounding board.

Mr. Jansen feels that the law enforcement subcommittee functioned well in that it was well organized and had a good chairperson. In addition, the members maintained interest and it was a forum for some excellent debate. His major criticism is the brief time span in which they had to work although he believes a great deal was accomplished in the limited time allotted. The subcommittee, by consensus agreement, limited the scope of their effort. His own priorities, such as training, were addressed to his satisfaction within this limited scope. Staff was a second big problem. Staff time was divided among other responsibilities, hence the law

enforcement subcommittee did not receive enough support although the support that they did receive was excellent.

This subcommittee did not rely very much on quantitative data, nor did it examine the experiences of other jurisdictions. There were no outside pressures influencing its deliberations.

Jim Jansen believes that all the subcommittee members were down-to-earth individuals concerned with the issues of implementation, adequacy of resources and ramifications to the line agencies. He personally felt that they were wasting time when they dealt with things that were not implementable. He feels that the audience for the final product is the LPU as that is the agency responsible for implementation. He believes that the state should not direct implementation.

Jim Jansen does not feel that the task was a very manageable one. Its major obstacles, he believes, were its size and the different interests involved. Each subcommittee member felt that his/her own field was the most important one. Mr. Jansen readily admits that he was most concerned with his own area, training. The diversity between city-county-rural interests also created problems and led to some standards being compromised.

Conclusion

Mr. Janson was satisfied with the standards and goals process. He believes that a good document was developed and that he had every opportunity to input into it.

James Demitros
Chairperson, Metro-Milwaukee Criminal Justice Council
Chairperson, Milwaukee Fire and Police Commission
At Time of Standards and Goals Project
Vice-Chairperson of Both Councils
June 17, 1977

James Demitros was not selected to participate on the special committee for standards and goals. As an active member of both the RPU and LPU councils, he was quite interested in the development of standards and goals and their effect locally. We asked him to respond to pertinent questions from both the questionnaire directed to the Executive Director of the LPU and the questionnaire directed to participants of the standards and goals process.

James Demitros first learned of the standards and goals project at a Metro-Milwaukee Council meeting. He was informed that the State had received additional money from LEAA to develop standards and goals. Other information came in bits and pieces at later dates. At the outset, his initial questions were not answered. He had no knowledge on how the special committee was selected or who made the selections.

Atmosphere

The atmosphere in Milwaukee is a reactive one, therefore, proactive research has always been minimal. The political climate toward criminal justice tends to reflect the mood of constituents. At the time of the standards and goals undertaking, this meant for example, a leaning towards rehabilitation of the offender rather than punishment.

During the standards and goals process, there were newspaper articles and other outside pressures. A vocal group of ministers (CLAD) complained that the standards and goals would decay already deteriorating morals and would lead to the destruction of society.

Mr. Demitros believes that there is too much fragmentation among the criminal justice agencies in Milwaukee. Self-survival is important and cohesiveness is at a minimum. The relationship between the community and the criminal justice agencies is also not very good. The community looks only toward the police and does not interact with the other components of the criminal justice system. In addition, the community is not very aware of what is going on. In the case of the standards and goals process, Mr. Demitros feels that it should have been better advertised to the community.

Experience with the Process

To Mr. Demitros, the standards and goals program meant that standards would be modified in order to reach new goals. He believes that the creation of a special committee for standards and goals was unnecessary and was, in fact, a waste of money. He would have rather seen more public hearings in all the regions. He believes, too, that the standards and goals process should be an on-going effort. According to Mr. Demitros, the special committee process, as devised by the WCCJ, was nothing more than a duplication of an already existing effort.

The final document is basically a duplication of the state plan. The RPU council moved to strike much of it.

Side Issues

Mr. Demitros did not find that the standards and goals effort was used as a vehicle to generate community interest in criminal justice nor as a vehicle to inject community concerns into the criminal justice process. It was, he believes, a disaster as far as exposure of the criminal justice system to the community. He feels that money should have been spent to educate the public on standards and goals.

Conclusion

Jim Demitros was extremely unsatisfied with the standards and goals process. He stated emphatically that he did not have sufficient input into the process. He feels that the opportunity to input reactively at the end of the process was an exercise in futility. He would have preferred an opportunity to input into the process at the beginning when priorities were being set. Further, he believes that if the LPUs had been provided with a chance to make recommendations regarding the methodology for developing standards and goals, the process would have been a smoother one.

While Mr. Demitros believes that the standards and goals process was basically a political tool to impose the governor's philosophy on the entire state, he also believes that it served some beneficial purpose. It strove for a more cohesive criminal justice system and for consistency--two important elements for an improved criminal justice system.

DADE COUNTY, FLORIDA

Arlene Brummer, Planning and Evaluation Coordinator
Robin August, Youth Agency Liaison Project
William Moriarty, Criminal Justice Planner
Metropolitan Dade County Criminal Justice
Planning Unit

At time of standards and goals project,
Robin August and William Moriarty were
Standards and Goals Coordinators

July 11, 1977

Introduction

The Metropolitan Dade County Criminal Justice Planning Unit (LPU) found out about Florida's standards and goals program through the Bureau of Criminal Justice and Assistance, the Florida SPA. They were informed that the SPA would be applying to LEAA for standards and goals funds and would then subcontract some of the work to the local planning units in the state. The standards and goals program was voluntary, but all local units chose to participate..

Staff at the LPU were familiar with standards and goals through several sources. They had been introduced to the concept by Dade County citizens who participated in the National Advisory Commission on Standards and Goals. They had the reports of the National Advisory Commission on Standards and Goals as well as a resource document from the first LEAA sponsored conference on standards and goals, which had been held in Washington, D. C. The state provided them with the additional information necessary to initially understand the state program. Finally, they attended a standards and goals meeting sponsored by LEAA's regional office in Atlanta.

Atmosphere

State and local standards and goals efforts were not precipitated by any unusual newspaper stories, dramatic court decisions, political races, etc. Towards the very end of the effort, the jail was placed under federal court order to provide a plan for the improvement of living conditions. This, however, did not impact on the standards and goals process.

The criminal justice agencies in Dade County cooperate with each other, but do not go to great lengths to work together. There is not very much interrelationship between the various criminal justice agencies and the community.

There are some community groups, particularly advocacy groups, who are involved in criminal justice, but they are basically profile.

Very little research is conducted at the local level. The supervisory council rarely approves funding of research programs.

Resources

The LPU was given \$49,000 for their standards and goals effort. This enabled them to hire two professional level staff persons. For several months, approximately one-third of a secretary's time was devoted to standards and goals at the LPU's expense. Together, this provided sufficient staff resources to meet the demands of the program, but the demands of the program (as outlined by the state) were not terribly high. In order to obtain additional resources, the LPU developed a unique method to draw upon the assistance of the line agencies. Representatives from the line agencies were placed on the standards and goals committees and then given assignments based on their expertise.

Outside technical assistance was not required. Data, according to the LPU staff, was insufficient to adequately examine the problems. The committees, however, were not dissatisfied.

Approach

The LPU established five working committees (police, courts, adult corrections, juvenile corrections and prevention) to review and modify the state's preliminary standards and goals. This project was strictly a response to the state's standards and goals. The committees did not analyze local problems nor did they attempt to develop new standards and goals. Their focus was on the impact of the state standards on Dade County.

Committee members were chosen by the Advisory Council, upon recommendations by the LPU staff. All relevant agencies were represented on the committees, as were community interests. The desired composition was a balance of views in each committee. For example, along with the line agency personnel on the corrections task force, there were ex-offenders. The three staff interviewed believe the attempt for a balance was successful.

No limits were placed on the scope of the local effort. Every standard developed at the national level was addressed.

Although the committees worked from the state's preliminary standards and goals document, they referred back to the Reports of the National Advisory Commission on a regular basis.

The LPU staff were quite involved in the standards and goals process, but did not provide much direction to the committee. Each committee worked out a group process wherein they strove for consensus. There was no need for direction from the LPU staff. Staff support was provided, however, in that staff took the recommendations of the committees (after approval by the Advisory Council) to the SPA. Staff attended every SPA standards and goals task force meeting to ensure that their local recommendations were thoroughly considered by the state during its final development of standards and goals.

Side Issues

The standards and goals effort was not looked upon as a vehicle to generate community interest in criminal justice, nor as a vehicle to inject community concerns into the criminal justice process. The line agencies, for the most part, were unconcerned about the standards and goals being a threat to their autonomy. Implementation was not an issue and the committees did not touch upon evaluation.

Conclusion

The interviewees felt that the objective of the Dade County standards and goals effort was clear. The final product was local input for the state to consider when it prepared its final standards and goals. Therefore, the recommendations made by the Dade County standards and goals committee were forwarded to the SPA in writing and were brought up by the LPU staff at the appropriate state task force meetings. The purpose of the state's final standards and goals product was less clear to the three interviewees. As far as they could see, the state had not utilized the document at all.

When the process began, all three individuals interviewed believed that standards and goals would create positive change. They believed that the standards and goals would be implemented by the state, primarily through legislative changes. As time went on, however, they became cynical and viewed the process as merely an assignment to be completed and not one that would lead to change.

On the more positive side, all the interviewees believed that there were some positive by-products arising out of the standards and goals effort.

One by product was increased communication between the public and private agencies. Prior to the standards and goals process, there were no mechanisms that caused these groups to get together. Unfortunately, now that the process is over, they again do not get together. A second by-product was the excellent education it provided to those who participated. Finally, it may have been indirectly responsible for some state legislative changes regarding juvenile delinquency.

In short, the interviewees were extremely satisfied with the committee system that was set up to review the standards and goals at the local level. However, they were very dissatisfied with the state process and believe that it was that process that is responsible for the stagnant product.

Cathy Lynch, Director
Victims Advocates Program
Dade County Aid to Victims Division
July 12, 1977

Cathy Lynch was on the standards and goals committee for prevention and the standards and goals committee for courts. She was appointed by the members of the prevention committee to chair that committee. She observed that both committees were made up of a standard mix of people who dealt with the subject matter from different directions. The prevention committee included a good cross-section of people who dealt with potential offenders at the prevention stage. The courts committee was made up of people who deal with the courts and people who should deal with the courts. Ms. Lynch was invited to participate in the standards and goals process by a telephone call from the LPU. The phone call was followed by a formal letter from the LPU. She believes that she was asked to participate because she represents victims.

Ms. Lynch is pretty familiar with the local criminal justice planning process. Her immediate questions on standards and goals were answered to her satisfaction at the outset of the process.

Experience with the Process

Standards and goals meant several things to Cathy Lynch, but most importantly she viewed them as a way to get local input up to the state government. She feels that Dade County is more urban and more liberal than the rest of the State of Florida. Because it is so different, she believes that local decision making is particularly important, as is the need for the state to heed local plans. She viewed her own role in the standards and goals process as that of a representative for the victim. She felt that her major responsibility was to reinforce the fact that victims existed and should have a voice in the criminal justice system. Because she chaired the prevention committee, she had a dual role of group facilitator and victim advocate. The general assumption under which she worked was that her primary reason for being on the committee was to improve the criminal justice system by involving victims in it and by treating victims as human beings.

Cathy Lynch was very satisfied with how the group functioned. The process was organized and well-run. Adequate support was received to accomplish their goals. Her priorities (involving the victim) were addressed to her satisfaction in that a foundation for involving the victim was laid.

Ms. Lynch did not remember any outside pressures affecting the committees' deliberations. There was no press coverage on the standards and goals effort. Ms. Lynch did not recall using much quantitative data. Rather than examine the standards and goals experiences of other jurisdictions, they examined innovative programs in other jurisdictions. The standards and goals were seen as regulations for developing other programs, therefore, they researched these other programs.

The task, according to Cathy Lynch, was pretty manageable. She felt that they did a fairly good job. They were concerned about implementing the standards and goals and about the adequacy of resources to carry out the standards and goals. The ramifications to the line agencies were also given heavy consideration. Ms. Lynch believed that the State was the audience that they were addressing.

Conclusion

Cathy Lynch was very satisfied with the standards and goals process as a process that provided an opportunity for

local people to interact and discuss issues. She was also pleased that the process allowed her to satisfy her own agenda regarding victims. She was cynical, however, about the standards and goals process as it related to the state process; and she was not at all surprised when the state did nothing with the final standards and goals.

Tom Althauser
Assistant Executive Officer for the
11th Judicial Circuit-Florida
July 13, 1977

The Chief Judge of the 11th Judicial Circuit received a request from the Metropolitan Dade County Criminal Justice Planning Unit (LPU) to designate a representative to the Dade County standards and goals working committee on courts. He selected Tom Althauser because of Mr. Althauser's position on the Chief Judge's administrative staff. Mr. Althauser is involved in many committees for this reason.

Previous to his appointment to the standards and goals committee, Mr. Althauser had received copies of the National Advisory Commission Reports and of Florida's preliminary standards and goals report. Additional information was provided to him by discussions with the chief judge and executive officer of the court. Mr. Althauser was quite familiar with the local criminal justice planning process. He had been involved with the LPU since its inception.

Experience with the Process

When the standards and goals developmental process first began, Mr. Althauser thought that standards and goals should state the ideal. He also thought that the developmental process would be more valuable than the final standards and goals document because the process offered an opportunity for communication among all representatives of the criminal justice community. His thoughts on the meaning of standards and goals changed somewhat with their development. He began to feel that the standards and goals should be less than ideal and more practical.

The assumption under which Mr. Althauser worked was that the standards and goals committees were trying to improve the quality of justice. He perceived his own role in the process as that of a sounding board and a mediator. He did not come

into the process with any particular priorities to be addressed.

The working committee on courts generally followed the framework set by the state. However, the committee was not limited to the state's work and, in fact, added items that were not included in the state document.

This committee did not rely on quantitative data to any substantial degree nor did it look at the experiences of other jurisdictions. Mr. Althauser did not feel that there were outside pressures affecting his committee's deliberations.

There was some concern about making provision for implementing the standards and goals, particularly in those cases where the fiscal or systems impact would be substantial. However, the committee generally aimed for the ideal and they lowered their recommendation only when the ideal was totally outrageous from a practical viewpoint. As a general rule, Mr. Althauser believes that it is easier to identify goals than standards because goals are so much broader.

Tom Althauser viewed the task as a manageable one. He attributes this, in part, to the fact that a communications network already existed within the Dade County criminal justice system. He believed that the working committee on courts functioned well together and that they did a good job. Adequate support was received for them to accomplish their task.

Mr. Althauser saw the audience for their final product as the "bookcase." On a less pessimistic note, he reiterated his belief that the process, not the final document, was the important element of the standards and goals project.

Conclusion

Tom Althauser was quite satisfied with the standards and goals project. As he was then relatively new to criminal justice (involved in the system for only two years), it was a good educational experience for him. He believes that he had sufficient input into the process.

Mr. Althauser's only observation about making the process run more smoothly focused on the difficulty of participating fully in a special project while performing all of one's regular duties. He suggested that it would be helpful to free people from their regular work activities to work full time

on standards and goals. He also recognized the difficulty of being able to do this.

Harry E. Bolinger, Supervisor
Management Analysis Bureau
Dade County Public Safety Department
July 12, 1977

Introduction

Harry Bolinger is the alternate representative for the Dade County Public Safety Director on the Advisory Council's subcommittee on police. This subcommittee formed the nucleus for the Dade County standards and goals committee on police. The Dade County Public Safety Department was invited to participate on this committee by letter from the Metropolitan Dade County Criminal Justice Planning Unit (LPU). Supervisor Bolinger believes that the Department was selected because it is a major police agency in the area.

Committee members received the state's preliminary standards and goals and information which described those state standards and goals as being based on the National Advisory Commission Reports. Mr. Bolinger already had the National Advisory Commission Reports. He feels that he had sufficient information on standards and goals; and that he was thoroughly familiar with the criminal justice planning process in general.

Process

Supervisor Bolinger believes that standards and goals are indicative of the professional level of achievement towards which a criminal justice system is (or should be) working. Goals identify where you are going and standards identify how to get there. This meaning did not change for him throughout the standards and goals effort. He viewed the process as an opportunity to construct a set of statewide standards that would help create a true criminal justice system, as opposed to a conglomerate of criminal justice activities. He viewed his own role as one to input into the means and speed of achieving statewide objectives.

Reviewing and revising the standards and goals was a manageable task, Supervisor Bolinger believes, because a system was set up to make it so. The standards and goals were broken down first by functional areas and then, within each committee,

by chapter. The system used provided for a straightforward, methodical review of the preliminary standards and goals. It also offered an opportunity to input into other functional areas at the Advisory Council meetings.

Harry Bolinger was satisfied, not only with the methodology used, but also with the functioning of the group. He felt that the group had enough time to accomplish the task although he noted that it is difficult to measure whether time is adequate. He pointed out that in dealing with time, you are dealing with trade-offs. If you take too much time, the product is outdated; if you take too little time, the product is insufficient. He believes that the participants maintained interest in their assignment throughout. This belief was confirmed by the fact that the committee's last meeting had as large a group as their first meeting. Turnover was at a minimum and limited to those individuals who left their positions.

Although Supervisor Bolinger thinks that the group received adequate support to accomplish its goals, he credits each committee member's agency with providing the bulk of support. The research required in reviewing the standards and goals and applying them locally was performed by the individual departments. The LPU's role was coordinative. The LPU performed all typing and publishing activities and acted as the central focal point. Manhours of professional staff involvement was minor compared to the amount of research performed by the individual departments. While a great deal of research was conducted, quantitative data was not utilized very much. In addition, the police committee did not examine in depth the standards and goals experiences of other jurisdictions.

The Dade County standards and goals project was limited by the state framework. Supervisor Bolinger feels confident, however, that his task force could have added to the scope of their work if they had desired to do so. He came into the process with some priorities, but feels that they were addressed within the framework set by the state.

In general, Harry Bolinger finds that it is easier to identify goals than the specific ways of getting there. This held true in the standards and goals process.

Supervisor Bolinger feels that law enforcement has to be carried out in a correct way, and generally should not be influenced by outside pressures. However, he noted that there are legitimate outside pressures that influenced the committee's

work. For example, the committee was sensitive to pending legislation on criminal justice information systems.

Implementation and evaluation of the standards and goals were not major concerns to Supervisor Bolinger. He believes that standards and goals should reflect the way law enforcement ought to be and concern over implementation would have led to a lowering of standards. He felt similarly about looking at the adequacy of resources--it was more important to have a standard that reflected community desires than to have a standard that was easily affordable. For example, he believes that there should be a college education requirement for police officers although he is aware that such a requirement poses a problem to the small departments that do not pay salaries high enough to attract college graduates. He concludes that to eliminate a goal because of a lack of financial resources is inappropriate.

Supervisor Bolinger believes that implementation of the standards and goals can best take place through state law. He views the standards and goals as a catalyst for legislative changes thus the state legislature was one of the major audiences to which the final product was addressed. He sees the government-at-large as the most effective audience as all public agencies are controlled by public funds. Other audiences were the LPU because they coordinate total planning and the line agencies because they would have to be aware of the standards and goals.

Conclusion

Supervisor Bolinger was satisfied with the standards and goals process. He felt that it ran very smoothly and that he had sufficient input into the process.

Nancy Allen, Planner
Dade County Community Action Agency
At Time of Standards and Goals Project
Volunteer Coordinator
July 12, 1977

Nancy Allen was on the standards and goals committee on juvenile delinquency. She observed that the juvenile delinquency committee was made up of people who were all very involved in criminal justice or juvenile delinquency, but who represented different viewpoints. She noted that

the committee included criminal justice and juvenile delinquency professionals, academicians, and lay citizens. Ms. Allen was invited to participate first by a telephone call from the LPU and then by a letter. She believes that she was selected to participate because of her activities rather than her title. For example, at the time of the standards and goals project she was very active in the Youth Planning Council and was about to become its chairperson. She attributes her work with the Youth Planning Council as a heavy factor in her selection to the standards and goals committee.

Initially, Ms. Allen was provided with the state standards and goals, as well as with information on the purpose of the Dade County standards and goals project and its time frame. Unlike some other members of her committee, Ms. Allen had no prior knowledge about standards and goals, therefore, it took her a few committee meetings before she understood fully how they would function. It was particularly difficult for her because she was not very familiar with the local criminal justice planning process.

Experience with the Process

When Ms. Allen first became involved in the standards and goals developmental process she believed that the purpose of standards and goals was to set up some processes, procedures, and policies that would have the capacity to impact on the entire criminal justice system. She viewed standards and goals as a basis around which new legislation could develop. Her views regarding the meaning and purpose of standards and goals changed only minimally during the Dade County standards and goals effort.

Nancy Allen perceived her role in the process as that of a spokesperson for non-delinquent, middle class children. Her perspective, therefore, was very different from the other committee members. She felt that she was the voice from outside the system. She viewed herself also as the resident expert on coordinated youth service systems and was assigned to this area by the committee.

Ms. Allen worked under the assumption that the committee's prime focus was on finding processes that would help children already in the criminal justice system or on the fringe of that system. One major concern for the juvenile delinquency committee involved the question of when a child's behavior becomes a risk to society. Although the issue of money was raised occasionally, she did not view cost savings as a goal. She

did not come into the process with any priorities to be addressed because she did not have enough information on what they would be doing to have priorities. She was sensitive to pressure on and from both the public school system and the State Division of Youth Services representatives.

Ms. Allen does not believe that the juvenile delinquency committee was concerned about implementing the standards and goals, although there was some discussion on it. Generally, the members developed standards and goals that reflected what they really wanted, regardless of its current feasibility. The ramifications of the standards and goals on the operating agencies received consideration, particularly when the agency was represented on the committee. Ms. Allen described the standards and goals as "real dreams with a bit of reality attached."

Ms. Allen felt that the task was a manageable one only because it was structured to be manageable. This structure, however, caused it to suffer from a lack of thoroughness at times. Usually, though, reasonable compromises between taking the time to deal with issues in an in-depth manner and meeting deadlines were reached. Other than the time problem, Ms. Allen was pleased with how the group functioned. She also had very few complaints regarding the support received by the group, feeling that they received adequate support approximately 80 percent of the time.

The standards and goals endeavor was limited by the framework set by the state. Quantitative data was utilized only when committee members were already familiar with some data. Experiences of other jurisdictions were not examined. As they were reviewing, rather than developing standards and goals, the juvenile delinquency committee did not need to make any major distinction between standards and goals. Because she perceived the standards and goals as a justification for legislative change, Ms. Allen felt that the state legislature was the audience that the final product was addressing.

Conclusion

Nancy Allen was moderately satisfied with the standards and goals process in Dade County. She felt that the process provided a good opportunity for interplay and discussion, but she questioned the impact of their efforts. Her suspicions arose from the fact that they were modifying an already existing document prepared by the state. She wondered how willing the state was to change that document and incorporate Dade County's

comments.

Ms. Allen felt that the chairperson did an excellent job and that she herself had sufficient input into the process considering her background. Ms. Allen was not, as stated earlier, involved with children that are delinquent.

As a final note, she mentioned that she would like more feedback on what has happened since the standards and goals project ended.

Professor Howard Rasmussen
Director, Southeast Florida Institute
of Criminal Justice
Florida International University

July 13, 1977

Prof. Howard Rasmussen was the chairperson of the standards and goals committee on police. Although he was not aware of the methodology used in selecting the committee members, he noted that all the key people from the Dade County police arena were selected. He felt that this was critical for the success of the committee and believes that had there been only lower level people, the committee would not have been able to accomplish its goals.

Prof. Rasmussen received a telephone call from the Metropolitan Dade County Criminal Justice Planning Unit (LPU) inviting him to participate in the standards and goals process and to chair the police committee. He believes that he was selected to be on the committee because he is in academe and that he was asked to be chairperson because he represents a neutral yet forceful base.

At the start of the local process, the LPU provided Prof. Rasmussen with the preliminary standards and goals. He already possessed the National Advisory Commission Reports, as did most of the members of the police committee. His immediate questions were answered by the information provided.

Prof. Rasmussen considers himself to be fairly familiar with the local criminal justice planning process. His knowledge stems from his past position as Supervisor of the Planning and Research Department of the Dade County Public Safety Department, as well as his involvement with many LEAA-funded projects.

Experience with the Process

Standards and goals became more meaningful to Prof. Rasmussen as the local effort proceeded. When the National Advisory Commission Reports first became available, he felt that they were important because there had never been any standards and goals in the criminal justice system. Even so, he initially viewed standards and goals as just another national report. The standards and goals remained basically meaningless until he joined the Dade County Committee to review the state's preliminary standards and goals.

Prof. Rasmussen believed that his committee was working to improve the effectiveness and performance of police agencies. The committee set targets for change and improvement. He perceived his own role as that of facilitator and gatekeeper. He kept the discussion moving and didn't let it bog down. Because he was the chairperson, he did not exercise voting rights. He did not come into the process with any special priorities.

Prof. Rasmussen thought that Dade County's standards and goals endeavor was not subject to any limitations. There were no outside pressures affecting the committee's deliberations. Very little quantitative data was utilized and the standards and goals experiences of other jurisdictions were not examined.

The police committee did not worry much about distinguishing between standards and goals. Their approach was wholistic, probably because they were reviewing rather than developing recommendations. Prof. Rasmussen was very concerned about implementing the standards and goals. Much of the discussion among the committee members focused on that issue. It was felt that there was no sense having standards and goals if they could not be achieved. The standards and goals were seen as targets, not visions. The adequacy of resources to carry out the standards and goals were of lesser concern. The ramifications on the line agencies were a top consideration.

Prof. Rasmussen thought that their final standards and goals product was meant to address several audiences. The primary audiences were the LPU, the SPA, and the line agencies. The public, however, was also being addressed. Prof. Rasmussen believes that it is important for everyone to understand the standards and goals, not just the criminal justice agencies,

because implementation requires public and political support-- particularly when implementation requires money.

Prof. Rasmussen thought that the task was a manageable one. He felt that the group functioned well together and that they had adequate time to accomplish their objectives. He was particularly satisfied with the support provided by the LPU.

Conclusion

Howard Rasmussen was very satisfied with the standards and goals process. His only complaint centered around activity at the state level. He was concerned about what (if anything) the state would do with their recommendations. Regardless of the final outcome, however, he believes that a number of valuable by-products came out of the process. It was a good educational experience, it offered an opportunity to gain insight into the planning process, it provided a forum for discussion about problems in the criminal justice system, the people involved got to know one another better in a neutral environment, and finally, the people involved began to look at police operations from different perspectives.

Prof. Rasmussen was amazed at how smoothly the process ran. Hence he had no observations on how it could have run even more smoothly.

Carolyn Robinson, Ph.D.
Co-Director of Forensic Service Unit
Department of Psychiatry, Jackson Memorial Hospital
July 12, 1977

Dr. Carolyn Robinson was a member of the standards and goals committee on corrections. The corrections committee, according to her observations, was made up of the usual people found on committees plus the unusual addition of an ex-offender. In general, the committee members were people she had seen before. They were people who represented agencies in the community or who sat on other committees.

Dr. Robinson was invited to participate in the standards and goals process by a letter from the Metropolitan Dade County Criminal Justice Planning Unit (LPU). She believes that she was selected because of her positions as co-director of the forensic unit and program director of an outpatient evaluation program funded by LEAA. In addition, she thinks

that her active participation in other task forces influenced the decision to involve her in the standards and goals process.

When the standards and goals effort began, Dr. Robinson was provided with the state's preliminary standards and goals. Periodically, the committee was provided with information pertaining to the chapters to be discussed at the next meeting. The information she received was sufficient to answer her immediate questions. Further insight on standards and goals was provided by a committee member who had been on the National Advisory Commission.

Dr. Robinson is pretty familiar with the LPU. She also attends SPA supervisory meetings although she is not a member of the Governor's Council.

Experience with the Process

When Dr. Robinson first became involved in the standards and goals development process, she viewed standards and goals as objectives towards which the criminal justice system could work. She thought that they would lead eventually to new state legislation. She did not view them as recommendations that would be implemented right away. Her perceptions did not change during the standards and goals process. There was no major distinction made in her committee between standards and goals.

Dr. Robinson felt that the committee's underlying objective was (1) to improve the quality of the criminal justice system without causing prohibitive expense to the system and (2) to make the criminal justice system more uniform throughout the state. She perceived her own role in the process as that of one to evaluate the adequacy of the state's proposed standards and goals and to suggest changes where appropriate. In reviewing the preliminary standards and goals, she was looking towards their applicability to Dade County, their reasonableness and their practicality. She was concerned also with whether the standards and goals were in the best interests of the prisoners. She did not enter the process with any priorities. She expected to methodically go through the State's draft standards and goals and this is exactly what they did.

The scope of the correction committee's work was, to a large degree, set by the state. However, the committee did

go outside the state framework to add several sections which they deemed important. They did not rely very much on quantitative data nor did they look at the standards and goals experiences of other jurisdictions. Recent court decisions were considered, particularly an Alabama decision regarding lack of funds not being an acceptable defense for lack of prisoner facilities.

Dr. Robinson was concerned about implementation of the standards and goals only to the extent that they be realistic as long-range goals and that the time frame for implementation also be realistic. Evaluation procedures were not developed, but the committee did refer to evaluation indirectly. The adequacy of resources was a concern, particularly because the state does not, according to Dr. Robinson, have adequate funding. The ramifications of the standards and goals on the operating agencies were also a concern, particularly when the ramifications appeared detrimental.

Carolyn Robinson saw the state planners and, indirectly, the state legislature as the audience for the final product. The final product, she hoped, would be a catalyst for changing the state laws.

Dr. Robinson thought that the task was very manageable. The committee covered all the standards and goals and enjoyed themselves while doing it. A few people dropped out of the process, but most remained. Many of the group had worked together before. Everyone spent a lot of time outside the meetings on standards and goals although some took it more seriously than others. When the group had trouble agreeing, they could usually compromise. The LPU was very helpful. They were good about making any changes requested by the committee as well as establishing and maintaining a well organized process.

Conclusion

Dr. Carolyn Robinson was very satisfied with the standards and goals process with one exception. She would have liked more feedback after the committees completed their task. This would have provided closure.

She feels that she had sufficient input into the process and believes that the LPU argued vigorously at the state level for the committees' recommendations. Finally, Dr. Robinson had no observations on how the process could have run more smoothly because it had been so well organized.

PROVO, UTAH

Mr. Ted Livingston & Rod Barlow
Criminal Justice Planning Department
Mountainland Association of Government
Provo, Utah
August 10, 1977

Mr. Livingston first heard about the standards and goals program in the LEAA Newsletter. He and the Law Enforcement Planning Council saw standards and goals coming down to them eventually and they feared that it was just a matter of time before standards and goals were imposed on them through legislation. This fear precipitated their involvement so as to assure themselves that the standards and goals would be something they could live with. Thus the Mountainland Association of Governments (MAG) was involved with standards and goals from the beginning on a voluntary basis. The MAG effort was distinct from the state effort but MAG did examine the state documents on standards and goals.

In organizing the MAG effort on standards and goals, Mr. Livingston suggested to the MAG Law Enforcement Planning Council (LEPC) that task forces be established to examine various topics--systems development, police services and community crime prevention; youth development, criminal adjudication and adult corrections. The LEPC accepted this suggestion.

MAG drew upon the National Advisory Commission (NAC) reports, state planning agency resources as well as MAG's own research to explain the standards and goals process to participants in the process. Mr. Livingston noted that these resources were not totally sufficient. He felt an acute need to beef up the research capability at the local level but his office was lacking the necessary resources either to hire the required additional staff or to contract with university researchers. This inability to get sufficient staff support placed the various task forces in the position of having to make decisions on standards and goals on gut reactions rather than on quantitative data or comparative analyses.

Atmosphere

Crime and criminal justice were low visibility topics during the development of standards and goals in MAG. While the jail in Provo was receiving some publicity in the press, the coverage tended to cover the positive aspects of the new jail in contrast to the conditions of the old one. There was nothing emanating from appellate courts that had any dramatic impact on local operations.

The MAG has also had a positive experience with that research on criminal justice which had been conducted. While there has only been limited research performed because of the scarcity of re-

sources, the people have been happy with what had been done.

Finally, while the various police agencies in MAG have gotten along pretty well in the past, the relationship between the different functional areas, for example between the police and the courts, have been poor. Even though the LEPC affords the various criminal justice agencies the opportunity to communicate with one another, the communication remains limited.

Background on MAG

MAG serves three counties--Summit, Utah and Wasatch. The combined population of these three counties is 186,000. Orem, Provo, Heber and Park City are the four principal cities in MAG. While Summit and Wasatch counties are primarily agricultural communities, Utah county has a more urban environment and is the location of a major university (Brigham Young University), heavy industry (steel) and tourism.

The Law Enforcement Planning Council was created in 1969 and preceded the formation of the MAG Council of Governments by one year. There is a general lack of interest among MAG residents in the crime problem and the volume of crime is modest when compared to that found in more urban environments as the following table shows.

Number of Index Crime Offenses in MAG for 1976.

| <u>Crime</u> | <u>Summit</u> | <u>Wasatch</u> | <u>Utah</u> |
|----------------|---------------|----------------|-------------|
| Murder | -0- | -0- | 7 |
| Rape | -0- | -0- | 6 |
| Robbery | 4 | -0- | 26 |
| Assault (Agg.) | 3 | 1 | 91 |
| Burglary | 43 | 45 | 1042 |
| Theft | 38 | 70 | 4820 |
| Auto Theft | 4 | 9 | 399 |
| Total | 92 | 125 | 6381 |

There are 24 police agencies in MAG that include 3 sheriff departments and 21 municipal police forces. Good interagency relationships exist between the police agencies and the sheriffs' departments.

The sheriffs run the county jails. There is one jail for each county. The jails are very antiquated structures but they are sufficient for present needs. The capacity of each jail are:

Utah County jail - 67 Inmates
Wasatch County jail - 9 Inmates
Summit County jail - 10 Inmates

Each county operates its own jail. These jails have separate holding facilities for women but juveniles are detained rarely and then only temporarily until they can be transported to the state operated Youth Detention Home.

In addition to the jails there also exist 8 city lock-ups that are run by the police. The inmate capacity for these lock-ups ranges from one to fifteen. Their function is to serve as holding facilities for transfer to the county jail but in Provo and Orem City these facilities are also used for inmates serving time for infractions against municipal ordinances.

Each county has its own county attorney and the position is part-time. The county attorney is elected to a four year term and the county pays for the operation of the county attorney's office. In Utah and Wasatch counties there is a criminal investigator but there is none in Summit county.

There are city, county and state courts operating within the MAG area. The municipal courts handle infractions of city ordinances and traffic laws. The municipal courts also handle misdemeanor cases. The municipal court judges are appointed to office. The municipal courts have just been made courts of record (January, 1978). The district courts review municipal court decisions and also have original jurisdiction over felony cases. The boundaries of the district courts do not correspond with the planning area boundaries. So the two district courts that exercise jurisdiction within MAG service a larger geographical area. The district court judges are elected to office for six year terms.

The Adult Probation and Parole Agency is a state run agency and its field offices do not correspond to the geographical boundaries of MAG. The Adult Probation and Parole Agency is not attached to the district court.

Finally, the Juvenile Court is a separate state agency. This agency is charged with supervising juvenile delinquents and in MAG, as is the case elsewhere, juveniles made up a large proportion of all those persons arrested--50%.

Resources for the Standards and Goals Effort

The MAG received absolutely no additional monies to conduct its standards and goals process. While MAG applied to LEAA for a

discretionary grant, it did not receive it. MAG, therefore, had to assume the entire cost of the standards and goals effort within its operational budget. This was a rather substantial assumption because the standards and goals effort consumed 40% of the agency's time for two years.

As noted earlier this development was far from ideal. Because of the scarce resources, MAG was unable to put together the research capability that it would have liked to have had. However, the scarcity of staff was aggravated by the scarcity of good data to be found among the line agencies. While agencies may collect information, they collected in a way that did not lend itself to easy retrievability.

About the only outside assistance that MAG received came in the form of some technical assistance by PRC Systems Sciences Company (paid for by LEAA). Basically PRC reviewed the process that was set up for developing standards and goals in MAG and commented on that process. PRC recommended that MAG scrap the idea of following up on what the state of Utah was doing. Rather MAG should concentrate on local issues.

This technical assistance was adequate and MAG heeded the PRC suggestion. Mr. Livingston feels that by taking that recommended route MAG avoided potential confrontations between state efforts and MAG efforts.

Approach

Initially MAG attempted to limit the standards and goals to a couple of areas, for example, police and the courts. This was done because of their not being able to get the discretionary grant from LEAA for the project. However, because the county of Utah was building a new jail, the decision was later made to examine corrections as well. The effort to limit the scope of standards and goals then concentrated on weeding out state related issues, except where it was felt that local input was required.

The standards and goals effort were undertaken in conjunction with the re-vamping of the local planning council. MAG went from a large council of approximately 18 people to a Task Force committee structure with four task forces ranging between 8 and 12 persons. The four task forces were:

- Systems Development
- Police Services and Community Crime Prevention
- Youth Development and Delinquency Prevention
- Criminal Adjudication and Adult Corrections

There was also an Advisory Committee that was composed of two

people from each task force along with the chairman of the planning council.

The standards and goals effort therefore, piggy backed on the new planning process. Mr. Livingston hoped that the standards and goals would provide a forum for developing a multi-year plan. This new planning process called for wider participation in the planning process. Consequently a memo was sent out to all of the agencies in the MAG area. The memo indicated that MAG wanted representatives from all criminal justice agencies and some ancillary agencies to participate in the planning process. The memo requested that the agency appoint someone to one of the specified task forces. Thus the appointment of a particular person to serve on a task force came from the line agency and these appointments were endorsed by the city council or some similar body. The goal of this wider participation was to get a good cross section of the MAG area. The resulting composition also met the LEAA requirements. Thus MAG was happy with the end result.

The various task forces were the hub of the standards and goals effort. MAG discussed the possibility of a public hearing on standards and goals but it never followed through on it. As mentioned earlier resources were scarce so MAG was able to prepare position papers on only a selected number of topics. These position papers focused on some of the problems that were brought up in the task force meetings.

Mr. Livingston and his staff were very heavily involved in the standards and goals process. Indeed the staff assumed very much the leadership role and attempted to weave a sense of continuity throughout the developmental process. Mr. Livingston felt that the main task confronting MAG staff was to keep the task force members educated on specific standards and goals before them.

Mr. Livingston observed that the participants in the standards and goals process were pretty much solution oriented and that the participants found it difficult to define problems. He noted that the task force members would tend to give only a surface look at the problem because of the time constraints under which they operated.

The task forces were pretty stable in their composition and the participants were satisfied with it. Mr. Livingston, however, felt that the piggy back approach often left standards and goals in the background. Critical planning issues always took precedence.

Underlying Issues

Community involvement was not a major concern to MAG staff. It was felt that community interests would be represented by the private citizens who were active in the area of criminal justice and were

serving on the various task forces.

The line agencies did not look upon the standards and goals process as a challenge to their existing policies and procedures. The aim of the standards and goals was to get the agencies discussing various standard and goals. The standards and goals were written more as a source document for the line agencies to look at when they chose to examine themselves. Consequently the MAG staff made no attempt to assign to an agency or to an official the responsibility of implementing the standards and goals. The MAG stance was to encourage implementation by using grant funds as an incentive.

Standards and goals, however, were not meant to serve as criteria for funding until they were written into the plan itself. The plan undergoes a distinct approval process of its own. The 1978 plan is the first MAG plan with a standards and goals section and the 1978 plan has just recently been approved.

Outcome

The intended use of the standards and goals from MAG's perspective was to assist in the development of a multi-year plan. From the line agency perspective the process was an attempt to counter the state's standards and goals process.

One of the good by-products of the process has been that the discussions were especially informative to the elected officials.

Conclusion

Mr. Livingston saw standards as a method of meeting goals and objectives. He saw the process as attempting to establish an ideal--something to strive for in different areas. It is a process of developing responses to current situations and perceptions of the future. Standards and goals are not meant to be rigid but flexible--subject to change as conditions change.

In terms of how the process operated in MAG, Mr. Livingston viewed the piggy-backing of standards and goals onto the planning process as having mixed results. On the one hand, the standards and goals took a back seat to issues relating to the planning and grant awarding process. On the other hand, the task force approach was viewed as broadening involvement in the planning process by providing a workshop setting wherein everyone had an opportunity to express their own opinions.

In closing, Mr. Livingston made the observation that there is a fair chance that most of the standards and goals will be implemented. Rod Barlow disagreed. Mr. Barlow felt that only those standards and

goals that are related to projects that are funded will be implemented. Mr. Livingston agreed with that but added that where special interests are involved, eg. police ratio to the population, line agencies will use the standards and goals to argue for what they need when they go before their city or county boards.

Mr. Swen Nielsen
Chief of Police
Provo, Utah
August 8, 1977

Chief Nielsen was involved not only with the MAG Standards and Goals effort but also with the State of Utah effort as well. Consequently, his views on both efforts were sollicited during the course of the interview.

Chief Nielsen first heard of the State of Utah's standards and goals through Ted Livingston, MAG's criminal justice planning director. Mr. Livingston asked the chief if he would join the State committee that was being formed. The state committee was to be composed of representatives from each region and selected agencies, for example the Salt Lake City police department because of its size. He felt he was chosen for the state effort because he had read some of the National Advisory Commission (NAC) reports and thus could more readily participate in the process. He found the state committee to have good broad representation that brought about a good diversity of opinion.

With respect to the MAG effort, Chief Nielsen felt that he was chosen to participate because of his position since all police chiefs and sheriffs in the region were asked to participate. While there was an attempt to obtain a cross section of people involved in the local effort, he felt that there was more uniformity of opinion and outlook with the local effort than he found with the state effort.

Because of his involvement in the state effort, Chief Nielsen was familiar with standards and goals. He had received copies of the NAC reports along with a portfolio prepared by the State Planning Agency (SPA) that described the task of developing standards and goals and the procedures to be followed. Thus when he received from MAG a copy of the state document on standards and goals and a portfolio similar to the one passed out by the state, he understood what was to happen.

Experience with the Process

At the state level, Chief Nielsen viewed standards and goals as ideals--objectives toward which agencies should work. But he also viewed them with suspicion in terms of how they might be used. While standards and goals might be desirable, he feared that the funding of criminal justice projects would become predicated upon them. There was the concern that the standards and goals would become a compliance document rather than aid to planning efforts and line agency personnel. When his efforts turned toward the local level, he found himself being more sensitive to the needs of smaller police departments and he tried to develop standards and goals that were more realistic in light of existing conditions. This change in emphasis was mirrored in the different nature of the discussions that were held at the state and local efforts. While with both the state and local efforts the goals were more identified than the means to get them there, more attention was paid in the MAG effort with the means that were suppose to attain the goals. He found with the MAG effort that the Standards and Goals became more imminent to the participants. There was more discussion given over to the adequacy of resources to carry out the Standards and Goals on line agency operations. The question, "Can I live with this?" became more prominent.

In approaching standards and goals both the state and MAG followed something of a distillation process. At the state level, the committee went through the NAC's Standards and Goals one by one so as to pick out those that were of particular concern to the State of Utah. Similarly with respect to the local effort, the MAG group went through the State document with an eye to taking on those standards and goals that they could realistically do.

With respect to managing the task before each group, Chief Nielsen felt that both did rather well. While the task was massive, the logistics for handling it were well thought out. Staff support performed well. In both instances the effort was concentrated into a three to four day time frame but there were problems at the local level because some of the police chiefs did not fully understand what was occurring.

Chief Nielsen tends to be vocal and strong willed on certain points. At both the state and local efforts, he focused his attention on those issues surrounding law enforcement and deferred to the expertise of other agencies' administrators when topics surrounding corrections, prosecution & the courts arose. He was committed to seeing law enforcement become more of a profession and he wanted to improve the quality of police services. His viewpoints generated

some heated discussions at the state level. His willingness to explore new and different ideas did not sit too well with traditional police chiefs who did not want to see the status quo examined. At the local level, however, he played more of a leadership role since he represented the largest police agency in the region. In addition to this leadership role at the local level he also found himself defending the state Standards and Goals to the group since he participated in the process that developed them.

Conclusion

Overall Chief Nielsen felt very good about his involvement in the Standards and Goals process. His prior experience with the state endeavor made him feel more at ease with the MAG effort. In his view the task ran very well and the standards and goals worked well in building a consensus among the participants in the process. Chief Nielsen, however, posed a fundamental question at the close of the interview, "Where are we going with Standards and Goals now?" He sees no concerted or organized effort to the Standards and Goals implemented. Rather he sees a more informal process at work where standards and goals are referenced when projects are reviewed for funding.

Mr. Mack Holley
Sheriff, Utah County
Provo, Utah
August 8, 1977

Sheriff Holley is the President of the Utah Sheriff's Association and until recently (July, 1977) he was a member of the State of Utah's Law Enforcement Standards Council. He became involved in the Mountainland Association of Governments (MAG) standards and goals efforts because of his serving on a task force dealing with Systems Development. This task force is one of a number of task forces that assist the Law Enforcement Planning Council. He was assigned to the task force on Systems Development at the recommendation of Ted Livingston, the MAG criminal justice planning director. Sheriff Holley noted that there is the attempt to achieve a balance among elected officials, line agency personnel and others on these various task forces.

Experience with the Process

To Sheriff Holley the standards and goals process meant setting minimum standards for various line agencies so that if it were determined that a police officer should have so much training, then the standards and goals would provide the pressure that would bring the police department up to that training level. Sheriff Holley noted that everyone was trying to improve the standards by setting goals that would raise the standards. He also observed that it was easier to set goals because it is easier to talk about the ideal rather than reality. Standards are fraught with problems stemming from reality.

In examining the standards and goals, he saw some of them as being quite unrealistic. He felt that some just didn't apply to MAG, especially those that were written for an urban jurisdiction in mind. He became very concerned with the ramifications of these standards and goals because if they were adopted it could put some agencies out of business. For example those standards relating to correctional programs in jails could not be realistically implemented in MAG because of the large land area but small population involved, staff size of the institutions and the facilities that existed. Sheriff Holley felt that the premises on which some of the standards and goals were based came from an urban perspective rather than a rural perspective.

With respect to how the group functioned Sheriff Holley thought that the group was given enough time to do what it had to do but that the group did not maintain interest. He felt that the sub-committee was too small. While he tried to make all the meetings, others rarely made any of the meetings.

In his involvement in the standards and goals process, Sheriff Holley saw himself as a representative of the police in general and he saw the line agencies as the audience toward whom the effort was directed.

Conclusion

Sheriff Holley was not satisfied with the process. He felt that the sub-committee structure worked against an overall perspective and kept a broader range of people from becoming involved. He also felt that he did not have enough input into the process. He would have preferred having a much different organizational approach, i.e., one large committee.

Mr. James Hale
Superintendent
Alcohol Recovery Center
August 8, 1977

Mr. Hale perceived the process by which the group on standards and goals was formed to be pretty well thought out. The group was cross disciplined with lawyers, school board members, and others involved. In addition to the professional diversity, the personal background of each participant was rich.

The Law Enforcement Planning Council of the Mountain-land Association of Governments (MAG) asked him to participate in the development of standards and goals. Mr. Hale observed that he was selected probably because of his background and present position. He noted that between 55 to 85 percent of all crime is alcohol related.

When he indicated his interest to participate, he received a number of booklets and pamphlets on standards and goals. Among these items was a pamphlet from the State of Utah that indicated what they had to do and this pamphlet also had flow charts showing how things were suppose to progress. In all, he felt that these materials were sufficient to answer his immediate questions and to provide him with an idea of what his role was to be in the developmental process.

Experience with the Process

Mr. Hale's initial reaction to the Standards and Goals effort was one of rebellion to the State document; i.e., why should we have to rely on someone else to develop Standards and goals when we can develop our own. Then he began to think back to his experience in the army in terms of there being standardized practices and procedures throughout the army. Mr. Hale then saw the need for some standards especially when one is looking at jails in the area where one can go from a one cell lock-up to much larger institutions of 100 cells or more. Furthermore, once he realized that he could alter the document that was given to himself and the group, he warmed up to the task. He and the group felt free to change, delete and adapt the various state standards and goals to the environment and resources of the MAG area.

In Mr. Hale's estimation the group pretty much knew what was needed in that the group was able to agree on goals. The group, however, had difficulty in determining specific stan-

dards for reaching the goals. Group agreement that alcohol and drug abuse be recognized as a problem in the criminal justice process surprised Mr. Hale. He went into the process thinking he was going to have to fight it out with the group on this issue but he found out instead that other people shared his concern.

In all of its discussions the group was very much concerned about getting the standards and goals implemented and that resources would be within reach for making the implementation possible. One of the biggest problems confronting the group was when it would talk about standards that would relate to very small line agency operations--the two man, one cell operation. The group was very much aware of the ramifications of standards on agencies like that and it didn't want to devise standards that would be impossible to attain.

Mr. Hale noted that the group was a good one for evaluating data. The group used data in perspective. For example, if they saw crime climbing by 54% they also took into account that the population increased by 100%. So while the group relied on data, they also looked into the background of the data.

The group members also shared their insights that they gained from travels to other jurisdictions. Mr. Hale, and other members of the group as well, attended various conferences on other business and so were exposed to different experiences. They all shared their experiences.

There was a massive amount of material to be covered. The group had target dates but there were no imposed time limits. Overall the group made the necessary adjustments to meet the task before it.

While the group received exceptional staff support, Mr. Hale noted that he was frustrated in not getting enough people to attend the meetings. At one time, all of the people from Provo resigned from all MAG committees including the standards and goals task force committee. The difficulty with Provo was eventually resolved and those persons who did participate performed very well.

Mr. Hale also noted that there was little public interest in what the group was doing. Although each time an appointment to the group was well publicised and the task force work was mentioned, the public evidenced little interest. People might be interested in crime but they were not necessarily interested in crime prevention.

In doing this work, Mr. Hale saw the product of the standards and goals as being directed to the public, the line agency and the local planning unit. He saw all three groups as interrelating.

Conclusion

Mr. Hale was very satisfied with the standards and goals process. Although the product may be idealistic and it may be a while before they become reality, the process got MAG off the ground. While the immediate future may not see a total revolution in criminal justice, it will progress toward reaching the ideal.

Mr. Hale observed that he might have had too much input into the process. People looked to him for input and consequently he felt that at times he did too much talking. He didn't dictate, however, and everyone had the opportunity to speak and be heard.

The standards and goals process was a learning experience for him. He was able to take some of the standards and make them standards for programs for which he is responsible. He has also been gratified by the change in attitude in some people because of the standards and goals; i.e., jail guards and the inmates as well.

Finally in terms of how the process might have been made to run more smoothly, Mr. Hale felt that it would have been helpful to have had a reference book that indexed and cross referenced all the standards and goals. He found that the group would spend time trying to identify where the standards or goals appeared earlier.

Mr. Wayne Watson
Orem City Councilman and Deputy County (Utah) Attorney
Provo, Utah
August 9, 1977

Mr. Watson just recently became a member of the Task Force on Criminal Adjudication and Adult Corrections. He was contacted by the Mountainland Association of Governments (MAG) to serve on the task force and he feels he was chosen because of the positions which he holds.

When he and the other task force members began their work on standards and goals, they received copies of the State of Utah's standards and goals. Mr. Watson felt that the state documents answered all his immediate questions on standards and goals.

Experience with the Process

Mr. Watson viewed the standards and goals process as providing a direction that would assist those who are responsible for putting together programs for funding by the Law Enforcement Planning Council. He added, however, that he did not view the standards and goals as being used to exclude from funding considerations programs that fell outside of the parameters of the standards and goals.

Mr. Watson saw himself as playing many different roles in the process but he was particularly sensitive to the role of being a monitor as to how monies were going to be spent.

He noted that in the discussions held by the task force members that it was easier to conceptualize where one wanted to be than to lay out how one was going to get there. Thus more discussion time was given over to the standards.

While he had no priorities to be addressed when he first came into the process, Mr. Watson began to focus more on the youth problem as time went on and he now prioritizes youth related projects over others.

The group would discuss a series of standards for an hour to an hour and a half and in the course of these discussions the group would raise issues surrounding implementation, adequacy of resources and ramifications on line agencies. Mr. Watson noted that the group relied almost exclusively on personal observations and very little on quantitative data. He observed that while the group was theoretically working on standards and goals for the community at large, practically the standards and goals were being addressed to the line agencies.

He feels that while the task was time consuming it was nonetheless manageable. He also noted that the group worked well with good attendance and good preparation on the part of the task force members. Recently, however, there have been some problems in getting people together.

Conclusion

Mr. Watson found the standards and goals effort to be a meaningful and positive experience. He had sufficient opportunity for input as did everyone else on the task force. Even though standards and goals may look like an ominous task, it is a task that can be undertaken and completed.

Mr. Mel Sawyer
Director of Juvenile Court Services
Provo, Utah
August 9, 1977

Mr. Sawyer is a member of the Task Force on Youth Development and Delinquency Prevention and in that capacity he received the task of reviewing standards and goals that pertained to youth. He was appointed to the task force because of his background and his affiliation with the juvenile court.

When the task force became involved with standards and goals, the group received copies of the State of Utah standards and goals, along with zerox copies of pertinent National Advisory Commission (NAC) standards and goals. This information was sufficient to answer Mr. Sawyer's immediate questions about standards and goals.

Experience with the Process

Mr. Sawyer saw the standards and goals endeavor as an attempt to do those things locally that proved to be good elsewhere in the country. He noted that some of the standards and goals that the group examined simply did not apply to the MAG area and other standards and goals became clearer as the group discussed them.

The group worked conscientiously. Members would receive copies of those standards and goals to be discussed prior to the meeting. They would also receive background materials from the NAC documents. The group would examine three to four standards per meeting and would go over each standard point by point.

The group did not look upon its activities as rubber stamping what it had been given by the state nor did it consider the effort a mental exercise. The group worked under the assumption that what it added at the local level would be incorporated into the standards and goals program and that the standards and goals would be implemented.

The group was confronted with a lot of information. In fact the situation approached the condition of information overload. The size of the group (its smallness) tended to limit the extent to which it could examine all the issues. There were some issues with which the group would wrestle for a long time but then the group would come to the point where it just wanted to get something written down.

The group did not depend too heavily on quantitative data. Mr. Sawyer felt that data would have been somewhat helpful. He noted

that his office had access to a good data base from the state and that the group used some of those data along with some local data. Similarly the task force did not draw too heavily upon the experiences of other jurisdiction. It did, however, draw upon some community people when the group discussed the role of schools.

The group focused more on the standards rather than the goals and broad consensus existed on what the desired goals should be. The group was only slightly concerned about the implementation strategy for the standards and goals. The group did, however, attempt to write in the prospective time frame during which the standards and goals would take place. Mr. Sawyer's understanding was that someone else would deal with implementation within the time frames established.

Resources also proved not to be a major discussion point. Some of the standards and goals merely called for changing the structures of existing methods and procedures. The group did recognize that the rural areas did not have the resources to provide the kinds of services that are found in the urban areas. The group discussed possible roles for the state to fill in on those services.

More discussion was focused on the ramifications of the standards and goals. With those relating to schools, for example, how do you involve the community and how would you handle the resistance you would get from the community?

Mr. Sawyer felt that the overall task was handled well by the group. He was not sure whom the ultimate audience for their work product would be but he felt that the standards and goals would help in deciding what MAG's priorities were.

Conclusion

Mr. Sawyer felt that the group had enough time to work on the project. He found the undertaking to be an interesting and positive experience that provided him with the opportunity to examine what was currently being done routinely and to take into consideration what others were doing differently. He noted, however, that he would have liked to have seen more people involved in the process. He observed that only court, school and law enforcement personnel were represented on the task force.

In terms of making the process run more smoothly, Mr. Sawyer mentioned that it might prove more helpful if some document would be drawn up that would summarize the main points of standards that fell under a particular goal. He feels that such a document would clarify the issues by providing supporting documentation and would lead to a more focused discussion on the issues.

Ms. Betty Davies
State Probation Officer
Provo, Utah
August 9, 1977

The director of the South Region of Parole and Probation received a letter that invited him to participate in the Mountain-land Association of Governments' (MAG) standards and goals process. The letter of invitation also provided an overview of all the standards and goals that were to be covered. Since the director had just finished serving on the state task force on standards and goals, he elected not to participate but instead sent Ms. Davies in his place. Ms. Davies was not at all familiar with the local planning process when she first became involved with standards and goals and she was a little unsure of what the standards and goals process was suppose to achieve.

Experience with the Process

When she first became involved with the process, Ms. Davies saw standards and goals as a way of looking at the world in the way it ought to be and then trying to make goals that would get you to the ideal realistically. She noted that when the group would discuss standards, each agency would review them and change those with which the agency could not agree.

When the group began the effort it would try to go through each one. Then Rod Barlow came on as the staff person assigned to her task force and he began to have the group focus more on the issues that the standards and goals posed. He had the group review the materials prior to the meeting and then at the meeting the group would raise and discuss its concerns.

In terms of her participation in the group, Ms. Davies saw herself contributing her expertise in those areas with which she was familiar. In those areas that were unfamiliar to her, she played the role of a sounding board. She saw the standards and goals as a mechanism of making the criminal justice process more effective-an undertaking that also included the examination of cost factors.

The bulk of the discussion centered around the proposed standards rather than the goals. She noted that the group did not rely heavily on quantitative data and only occassionally did it look at the experiences in other jurisdictions. This development did not surprise her since she feels that standards and goals are

subjective and that data could be absent without jeopardizing the end product.

She was not overly concerned about how the standards and goals would be implemented and their implementation evaluated. Although she did think that the standards and goals would be used as criteria for deciding which grants would be funded and which would not. The group, however, did try to make the standards and goals realistic and discussion was given over to what one could realistically do. The members from the various agencies gave their assessment on what they could do with their resources.

The group also spent some time discussing the ramifications of certain standards and goals on agency operations. For example with diversion programs, the group tried to draw out ramifications, for example, how diversion would affect the different criminal justice agencies and volunteer groups. This discussion could lead to alterations to the original standard. Thus the standard that called for the diversion of all alcoholic cases to the treatment center was altered to read that on a selected basis those who needed therapy would be sent to the treatment center.

The group did experience problems in getting members to attend the meetings but those people who did show up participated. Ms. Davies saw the public as the ultimate audience toward which the standards and goals were directed with the criminal justice line agencies serving as the middleman.

Conclusion

Ms. Davies was very satisfied with the standards and goals experience. She thought it to be a good undertaking that performed a needed service.

In closing she spoke of the need to get more of the agency heads interested in the project. Even if the agency head could not make the meetings, he or she should appoint someone to take his or her place.

Mr. Floyd Witt
Sheriff, Wasatch County
Heber City, Utah
August 9, 1977

Sheriff Witt is Chairman of the Task Force on Police Services and Community Crime Prevention. He has been involved with the Mountainland Association of Governments' (MAG) Law Enforcement Planning Council from its inception. He noted that his involvement in the planning process and thus his involvement with standards and goals stems from his law enforcement background and his position as sheriff.

When the Task Force on Police Services and Community Crime Prevention began its involvement, the group received the State of Utah standards and goals. Sheriff Witt also had available copies of the National Advisory Commission's standards and goals. The information available in those documents was sufficient to meet his immediate questions about standards and goals.

Experience with the Process

Standards and goals meant something to be strived for and so make one's department better. Standards and goals also provide one with the opportunity to get an idea as to where one is headed. Sheriff Witt also noted that standards and goals provided him with a broader perspective on law enforcement by exposing him to new ideas.

In terms of the task before him and the group, Sheriff Witt saw the effort as being one of bringing the state document on standards and goals into line with the situation in the MAG area. He noted that the group worked toward getting one set of standards and goals that were realistic in trying to move the criminal justice agencies from where they were to where they ought to be. This was no easy task to make standards and goals compatible with all organizations when one encounters such variations as one man police departments to seventy man police departments.

Sheriff Witt observed that the group found it easier to discuss the goals than the means that would get it to those goals. Considerably more time was devoted to standards that involved working out nuts and bolts type issues. He felt that he and the group were trying to inject reality into the state standards and goals. While the group would agree on the principles, the group also realized that there were no or limited resources for achieving those principles. Discussion was given over to attaining the necessary resources

but there remained some goals that just could not be reached in five years.

In going through the process, Sheriff Witt retained a sense of skepticism. He saw himself as looking out for Sheriff's rights as well as the rights of smaller police departments. He gave the standards and goals a close look to make sure that his agency and other similarly situated agencies did not get saddled with something they couldn't live with.

The Task Force on Police Services and Community Crime Prevention covered the whole spectrum of standards and goals and Sheriff Witt preferred it this way even though this makes the task more difficult. Sheriff Witt noted that the effort could go on for extended period of time but the group made the task manageable through the leadership of Swen Nielsen.

In all, Sheriff Witt saw the document that the group produced as being directed toward the public and the line agencies.

Conclusion

Sheriff Witt felt that the standards and goals process worked out well, especially in light of the time frame and the scope of the topic covered. It was a positive experience in which he had sufficient input.

SALEM, OREGON

Mr. Billy Wasson
Criminal Justice Planning Director
Region III
Salem, Oregon
August 12, 1977

Word of the standards and goals came to Mr. Wasson from the state planning agency (SPA). At one of the meetings between SPA staff and regional planning staff, the SPA staff announced that the federal regional office (Seattle--Region X) inquired whether or not the state of Oregon would be interested in a grant dealing with standards and goals. The SPA indicated that it was willing to participate.

The first iteration of the SPA standards and goals effort was strictly a state effort. The SPA staff developed an outline on what should be included in the standards and goals. They then sat down with RPU directors in order to solicit suggestions from the RPU directors as to which criminal justice professionals should be selected to help in the developmental process. The criminal justice professionals that were selected by the SPA were then assigned the task of writing up a concept paper about a piece of the outline, for example, police department relationships with school districts. All of these position papers were then given to sub-committees of the state planning council. These sub-committees then reviewed the position papers. The subcommittees wrote up the first draft of the state's standards and goals by either accepting the position papers or re-writing them.

This document is the one that generated the furor among local criminal justice practitioners. The SPA originally had planned on only one big meeting for obtaining approval for the state's standards and goals, but the furor prompted the SPA to sub-contract with the League of Oregon Cities in order to coordinate the cities' responses to standards and goals.

One of the major concerns to local practitioners with the state's document on standards and goals was that it would become a bible of standards which would not be

updated. The RPU's and other local line agency personnel pushed the state planning council to commit itself to making provision for updating the document. Once the commitment to updating the document was made, the SPA then decided that the RPU's should be more involved in the standards and goals in their own districts. The SPA would then pool the RPU updates to update the state's standards and goals.

In the course of his involvement with the standards and goals, Mr. Wasson received copies of the National Advisory Commission's Standards and Goals as well as the state document. He also noted that the SPA conducted a meeting to assist RPU's in meeting standards and goals. Mr. Wasson made the observation that instead of receiving assistance from the SPA, the RPU's relied upon themselves. Those RPU's that had it together provided assistance to those who needed help. He also felt that the SPA did not understand the committee process nor did it understand local criminal justice dynamics.

While participation in the standards and goals process was voluntary (and some of the rural districts elected not to participate), there was the underlying threat that if you did not participate, that you be prepared to live with whatever was developed.

Mr. Wasson was concerned about how the state perceived standards and goals--if a program did not come under standards and goals, then it could not be funded--and also with how LEAA perceived them--standards and goals were the total planning process for the year. Both of those positions made him nervous and he was anxious to get the upper hand on the process before it got the upper hand on him.

Atmosphere

There has been limited research conducted in District III but that which has been conducted has been received positively. The research that has been performed has been in response to local needs. Research efforts are limited, however, because of the lack of financial resources.

On the political scene, crime has not been an issue. Even in the race for Sheriff neither candidate touted crime rates but instead discussed such issues as decentralizing the Sheriff's office and improving community relations.

Even the newspapers have not devoted much space to crime and related issues. The only major story that the papers

covered recently dealt with a major issue confronting corrections as to which direction it should take--build prisons or develop community based corrections.

As for relations among the criminal justice agencies, they are incredibly good. Agencies speak to one another and they try to help each other out. There are no indications of strain.

Local Criminal Justice Agencies

District III Council of Governments (COG) services Marion, Yamhill and Polk counties. There are 260,400 persons in District III. The district contains the state capital, Salem, and thirteen other cities. District III COG was established in 1959 and the criminal justice section in 1969.

While District III has a good number of government employees living within its borders, it is primarily an agricultural community.

As noted earlier, crime receives very little attention in Region III. The table below presents the index crime in Region III during 1976.

| <u>Crime</u> | <u>Estimated Number</u> | <u>Estimated Rate per 100,000</u> |
|---------------------|-------------------------|-----------------------------------|
| Murder | 7 | 3 |
| Rape | 89 | 34 |
| Robbery | 144 | 55 |
| Aggravated Assault | 552 | 212 |
| Burglary | 3654 | 1,403 |
| Larceny | 9907 | 3,804 |
| Motor Vehicle Theft | 801 | 308 |
| Total | 15,154 | 5,819 |

As is the case in many other jurisdictions, there are a lot of criminal justice agencies in District III whose authority flows from city, county or state.

With the police area, there is the issue of small agencies. There are twenty one police agencies in District III-3 Sheriff Departments and eighteen municipal police forces. Of those 18 municipal police forces, eleven are below ten men in manpower.

The district attorneys are elected officials from the county but they are state officials whose funding comes from both the state and the county. The district attorney has no investigators of his own so he has to rely on the Sheriffs and the police to assist him.

There are municipal courts as well as state courts in Oregon. The municipal courts are optional for localities. In District III there are 18 municipal courts and they exist primarily for their revenue producing capability (traffic tickets). The municipal courts have jurisdiction over traffic cases, city ordinances and misdemeanors but there is an automatic right of appeal to the District Court. Municipal court judges are appointed to office by the City Council.

In addition to the municipal courts, there are the state courts--District Court and Circuit Court. District III embraces two judicial districts--Marion County is one while Yamhill and Polk form the other. The judges are elected for six years and they are state officials. The District Court handles traffic cases, misdemeanors and some preliminary hearings for felonies. The Circuit Court judges are elected for six years and the judges are state officials. The Circuit Court hears felony cases.

There is a three county corrections program that achieves coordination among the three Sheriff Departments regarding the operation of their jails as well as other correctional programs. While there is a jail maintained in each county, there is a contract agreement to share inmates. One county jail handles all the females inmates in the three county area, another county facility handles all the juvenile cases and the third agrees to take all the overflow of adult males.

Probation operates at the county level as well as the state level. The County pays for probation officers attached to the District Court so they primarily handle misdemeanants. There are two, one man offices and one, two man office. Probation officers from the State Probation Office handle felony cases. There are 10 state probation officers in District III. The Circuit Court judge decides to whom he is going to send a case and he also assigns presentence investigations.

The Juvenile Department is administered by the Circuit Court judge (a state official) but the staff are funded by the county. The Juvenile Department houses the juvenile probation office. Polk and Yamhill have 4-5 probation officers while Marion County has 25 probation officers. There is also a state Child Services Division that has a parole staff to handle re-

leases from state institutions.

In doing the standards and goals, District III received only \$3,000 from the SPA and this money was used to pay for the conference that the RPU staged to get broad based input into the standards and goals. Standards and goals was a more expensive process than \$3000. Mr. Wasson estimated that fifty percent of his agency's time was tied up with standards and goals for two years. Mr. Wasson estimated that fifty he did not have enough staff to do things he would have liked to have seen done. He lacked the staff to do research and analysis to assess empirically the proposed standards and goals. He also lacked the resources and time to engender community awareness and involvement.

Mr. Wasson did draw upon the line agencies to help out at the conference and also to act as recorders for committee meetings and to staff committees.

Approach

The standards and goals effort in District III had free reign inside the parameters of the SPA document. The approach to standards and goals was to stage a two day conference for approximately 100 people. In conjunction with the District III Criminal Justice Planning Committee Mr. Wasson selected names from lists that existed from other advisory boards. He also tried to get people who were involved in a similar effort back in 1971. In addition to these lists, he went to related agencies --Alcohol Recovery Center--and to non-establishment, private non-profit organizations--ACLU, League of Women Voters. His goal was to obtain at least 50% non-criminal justice practitioners as participants at the two day conference. Mr. Wasson was able to achieve that goal.

Mr. Wasson's office pretty much ran the conference. His office sponsored it, organized it and directed it. He felt that the process operated in a stable manner. At the conference, the general assembly was broken down into various sub-committees. Each sub-committee had assigned to it: a facilitator--moved things along; a resource person--had background information, and a recorder--kept notes on what transpired.

Mr. Wasson noted that the groups did tend to focus more on solutions rather than trying to define the problems. This situation was aggravated by the lack of empirical data. Consequently people discussed issues from a gut level reaction.

Overall, however, the groups did generate consensus on the issues that they discussed and no strong minority positions materialized.

Side Issues

Mr. Wasson desired to have standards and goals act as a vehicle to generate community interest in criminal justice and thus to inject community concerns into the criminal justice process.

With respect to agency concerns, Mr. Wasson observed that those concerns surfaced when the SPA document first came out. By the time District III became involved in standards and goals, the line agencies were not all that agitated even though the standards and goals were not all that different. Mr. Wasson made the additional observation that another reason for the line agencies' cooperation was probably their feeling that they were part of the process and that the standards and goals weren't being forced upon them.

Much discussion was given over to what agency and what governmental unit should be responsible for the various standards and goals. Much discussion was also devoted to evaluating the implemented standards and goals, but nothing has been done on evaluation since they don't have the resources to conduct evaluations.

Outcome

In undertaking the standards and goals process in District III, one of the primary concerns was to impact and to modify the SPA standards and goals. Another important consideration was to develop standards and goals that would assist in developing future programs for the district. Mr. Wasson wanted to rely on this group process for establishing parameters for future programs and he's not sure whether most of the people involved in the standards and goals effort realized this hidden game plan.

As for some of the side affects of the standards and goals effort, they were of a positive nature. To begin with, some agencies--the Sheriff in Marion County and the Chief of Police in Salem--undertook the effort of standards and goals within their own departments. There was also the educational benefit that standards and goals provided by exposing the people to the system through the discussions that took place. Conversely, the criminal justice system benefited from the broader based input that private citizens were able to provide.

Overall Evaluation

At the state level, standards and goals were probably the most significant thing the SPA ever did. Yet because it was such a painful process, the SPA doesn't want to talk about it.

From his own perspective at the District III level, Mr. Wasson first viewed standards and goals naively, i.e., that they were the latest fad in planning and that they were the pacesetter for planning. After undergoing the process and also after experiencing the Criminal Justice Planning Institute's course in planning, his attitude toward standards and goals changed. He went from attacking standards and goals to placing them within the context of the District III planning effort. He also saw the need to assess standards and goals empirically.

Mr. Wasson feels that the particular route that he chose to go with works well. The conference setting gets people away from the telephone and day to day routine. He feels that the timing of the standards and goals was right because many of the agencies in his district were ready to look at change.

In closing, Mr. Wasson mentioned that he's not sure how much credit standards and goals should get for the changes that took place in his district. Did the standards and goals force the changes or did they facilitate the changes?

Mr. Ted Molinari
Director
Polk County Juvenile Department
Dallas, Oregon
August 11, 1977

Mr. Molinari was exposed to the state planning agency (SPA) effort as a member of a task force that examined standards and goals for information systems prior to becoming involved with the effort in Region III. He viewed the state effort as an attempt to get a group of professionals together to outline selected issues. The SPA never indicated that the task force effort would be presented as completed standards and goals.

When the state document came out, Mr. Molinari was incensed. He was put out by the lack of practicality as well as the lack of concern for local needs. The impression that he was left with after reading the state document was that of receiving instructions from Mount Olympus. Mr. Molinari felt that the state effort reflected the then SPA Chairman's style--autocratic.

Mr. Molinari viewed the local endeavor toward standards and goals as an attempt to clean up what happened with the state effort and he learned of the effort at the Criminal Justice Planning Council of which he was a member. He recalls receiving the SPA document on standards and goals. That document did not answer his questions about standards and goals and he had a sense of frustration. He felt frustrated because he had hoped that criminal justice had come further in Oregon than dealing with "pie in the sky" ideas.

Experience with the Process

Mr. Molinari looked upon the standards and goals effort with a jaundiced eye. He felt that standards and goals were going to be used by those who held the planning monies (the SPA) to make local jurisdictions do what the SPA felt they should do. He also noted that his perception of standards and goals was colored by past relationships with the SPA. Mr. Molinari noted that those relationships frequently entailed the flexing of muscles on the part of the SPA.

Be that as it may, Mr. Molinari did feel that the local endeavor went reasonably well. He felt that there was some meaning to the local process where he felt there was the attempt to get broad representation. The Region III participants displayed genuine interest in the process and they came up with a sensitive response.

While he looked upon the original state effort as an exercise to develop criteria for funding, Mr. Molinari derived much more satisfaction from the local endeavor because he saw it as an attempt to develop a document that would enhance the quality of criminal justice.

He came into the process playing two roles. One was that of the professional practitioner. This was the major role that he assumed. In that role he made proposals that he felt would improve criminal justice. When he made those proposals, he looked for the reactions of the other participants. The other role that Mr. Molinari played was that of concerned citizen. In that role he listened to the proposals of others and reacted to them.

Although the standards and goals task was generally manageable, Mr. Molinari did note that the breadth of the effort made it difficult to do the topics justice. He would have liked to have spent more time discussing programmatic concerns dealing with the handling of offenders.

He noted that while the group functioned well, there were some who were not supportive of the standards and goals. These people did cause difficulty from time to time.

Mr. Molinari felt that the implementation of standards and goals appeared to be an adjunct to the process; i.e., implementation would occur only if a grant was submitted to attain it. His impression was that the standards and goals were being developed for the SPA to measure grant requests. This disturbed him because he thought that standards and goals should be a dynamic document not a rigid document. He feared that if a worthwhile project was proposed but it did not fit into the standards and goals outline, it would not be funded.

Mr. Molinari was concerned about the availability of resources to implement the standards and goals. He noted that the local effort devoted much more attention to this issue than did the state endeavor. While not all of the standards and goals required additional outlays of resources in order to be attained, people's attention focused on those that did.

With respect to the ramifications of the proposed standards and goals on the affected agencies, Mr. Molinari felt that the state was using standards and goals to intrude upon areas in which it does not belong. For example, the SPA made some dramatic recommendations concerning small police departments and juvenile justice.

Conclusion

Mr. Molinari was not satisfied with how the standards and goals process worked. He felt that the SPA was simply responding to the tune set by the federal government. He believed that the effort should have originated locally where the standards and goals would have stood a better chance to be pragmatic, practical and implementable. Standards and goals should not be a funding document. It should be a document that serves the public.

Mrs. Edith Bossatti
Private Citizen
Dallas, Oregon
August 11, 1977

Mrs. Bossatti became involved with the standards and goals developmental process through her work on the Criminal Justice Planning Council (CJPC) for Region III. She was present when staff from the planning office outlined the standards and goals program to the CJPC. At that presentation it was announced that there would be a two day meeting where people who were interested in criminal justice could come together to discuss standards and goals. In an effort to obtain participation beyond the CJPC the request was made of the CJPC members to recommend the names of persons who might be able to contribute to the effort.

When she attended the workshop on standards and goals, Mrs. Bossatti was presented with a copy of the State of Oregon's standards and goals along with some documents from the local planning office and the conference began with a general orientation to standards and goals. The documents and the orientation provided her with sufficient information on standards and goals.

Experience with the Process

The two day workshop that Mrs. Bossatti participated in was broken down into five subcommittees. Each of these sub-committees had a planning staff person, a line agency resource person, and a facilitator attached to it. She felt that the workshop was well prepared and very well handled. She also felt that the work was well divided among the various sub-committees.

Mrs. Bossatti served on the corrections sub-committee, a sub-committee that looked at both state and local issues. She felt that her sub-committee functioned very well and the meetings were intense and exacting. She was tired after the workshop.

While the material was entirely new to her, she was not bothered by that since she was there to voice community concerns. She was close to county government and felt free to raise questions or comment on the topics that were discussed. She came in cold and pretty much played the role of a sounding board--to hear the discussions and to respond to them as an interested citizen.

When she became involved with standards and goals, she viewed them with skepticism. She feared that they would be used to tie law enforcement into a proscribed course of action. This was almost an instinctive reaction since the standards and goals were coming down from the state. While her attitude did not change entirely, she did become more relaxed with standards and goals as she became more familiar with them.

Mrs. Bossatti observed that goals are an emotional topic area. She further commented that goals are pretty general. She noted that because the group was pretty homogeneous in its outlook, consensus came easy with the goals. The differences of opinion came out with the discussions on the standards, i.e., how do we get there.

Some topics generated a good deal of discussion, while others went by smoothly. Some were just accepted as being the proper way, while others were discussed at length. Her principal concerns were the increase in the juvenile problem and the security of the jail. For her, these concerns were adequately addressed.

In terms of discussing the implementation of the proposed standards and goals, not much time was devoted to that topic. The group did not discuss what resources would be required for meeting standards and goals. The group's orientation was not toward how it was to be done, but rather toward what ought to be done.

Conclusion

The workshops were intense and the participants handled their task well. Mrs. Bossatti, however, is still awaiting a final product from the state. The process has been prolonged with no resolution as yet. She is still wondering how binding the standards and goals will be when they are finally completed.

Mr. Jim Heenan
Sheriff
Marion County
Salem, Oregon
August 12, 1977

Sheriff Heenan was in office for a year or so when the state planning agency (SPA) released its report on standards and goals. He noted that the SPA report generated a lot of flak from local officials because those local officials did not have any input into the initial effort. The local officials created enough of a motion so that the state made arrangements for obtaining input from local jurisdictions.

Sheriff Heenan's involvement in the standards and goals process began with a conference that was run by the staff of the Criminal Justice Planning Council (CJPC). This conference reviewed the state document and commented on it in an attempt to inject a local perspective into it.

Because he was a member of the CJPC, he received an invitation to attend the conference. The CJPC also assisted in compiling a list of other (non-CJPC people) interested citizens. These persons were also invited to participate in the conference. Sheriff Heenan noted that these other interested citizens were not "yes" people. The LEPIC made the effort to invite critics of criminal justice.

Participants at the conference received copies of the state standards and goals along with a booklet that the CJPC staff put together on those standards and goals that were pertinent to Salem. This information was sufficient to answer Sheriff Heenan's immediate questions on standards and goals.

Involvement with the Process

When Sheriff Heenan first heard about standards and goals, he was not sure what the SPA was talking about. He suspected that the SPA was going to use it to devise programs that would be forced upon local jurisdictions. His attitude toward standards and goals, however, changed as he observed various state sponsored meetings, and after he attended the Region III meeting. He came to realize that standards and goals could be a good tool for giving criminal justice agencies something to strive for.

At the Region III two day workshop, Sheriff Heenan participated in the corrections sub-committee. He participated as a resource person as well as an educator--what do law enforcement officers really do. He worked on the standards and goals with the assumption that

they should be trying to make the criminal justice system more effective and more economical.

He noted that the group discussions centered more on the standards that would achieve the goal rather than the goal itself. While the wording of some goals were modified, consensus on the goals came easily after consensus on the standards had been achieved.

Sheriff Heenan had some interest in the discussion on the issue of consolidation. He saw consolidation as offering more efficiency along with the possibility of costing less. The group discussed the consolidation of smaller agencies in a broad context with some particular attention to corrections, i.e., the jail.

The group made no conscious effort to limit the scope of inquiry within its assigned area. The group discussed whatever it wanted to, but it relied on the outline of the SPA document. Much of the discussion did not stem from quantitative analysis. In many cases, data were not available; but whenever data were available the group tried to use the data. Participants had opinions and relied on those opinions in discussing the matters before the group.

Resources were an area of concern. The group discussed how the proposed changes were going to be brought about and by whom. Sheriff Heenan noted, however, that while resources for implementation were an issue for some standards and goals, there were others where the standards and goals would require little or no additional resources.

The conference on standards and goals took place without any outside pressures on the group; for example press coverage, appellate court decisions, etc. Sheriff Heenan felt that even if there were outside pressures, he would not be affected by them. In terms of the final product on standards and goals, Sheriff Heenan felt that the public was the audience to which the document was going to be directed; but he also saw the standards and goals as being used by the LEPC to establish funding priorities for projects that come before it.

Conclusion

Sheriff Heenan was very satisfied with the District III effort on standards and goals. The District III effort was better handled than the state effort.

The meetings on standards and goals afforded the LEPC the opportunity to establish priorities for the district based on discussions that were held with all of the agencies in the district. Sheriff Heenan noted that the CJPC fosters a district perspective by funding multi-agency projects. This district perspective per-

served in the discussions on the standards and goals.

While the CJPC relies heavily on the standards and goals for developing its funding priorities, the CJPC does not see them as rigid principles. Indeed the CJPC periodically reviews the standards and goals.

Mr. Harry Carson
County Commissioner
Marion County
Salem, Oregon
August 12, 1977

Mr. Carson is a member of the Criminal Justice Planning Council (CJPC). The CJPC formed the core around which the District III effort in standards and goals revolved. Not only did members of the CJPC participate but they also tried to get broad representation by inviting interested professionals and private citizens to participate in the two day conference that was held on standards and goals. Mr. Carson, worked on the courts sub-committee and the information he received from Mr. Wasson's office on standards and goals provided him with a general understanding of the process.

Experience with the Process

Mr. Carson saw standards and goals as an opportunity to look at the existing criminal justice system so as to establish uniform goals and to provide for uniform standards to get one to those goals.

In the discussions that he participated in, Mr. Carson noted that the group spent more time on the standards than the goals. While it is a relatively easy task to state a goal, he and the group found that it is a much more difficult task to build a path to it. He noted that when he first became involved in the process that the task seemed almost insurmountable but as the group became more involved in the process, the task became easier. Mr. Carson noted that he underwent something of an educational experience in criminal justice during the two day conference.



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He was impressed with the dedication of the people with whom he worked. Both the criminal justice professionals and the private citizens actively participated in the discussions. He also observed that staff did a good job in preparing for the conference. He felt, however, the pressure of time and he thinks more time would have been helpful.

Mr. Carson came into the standards and goals conference with an open mind. While he admits that he has pre-conceived notions on matters relating to criminal justice, he did come into the process trying to learn more about criminal justice. He was especially attentive, however, to matters relating to the financial impact of the standards and goals. He was also interested in those discussions relating to the delivery of service as well as how the standards and goals would relate to funding requirements.

Mr. Carson observed that the group was concerned about issues relating to the implementation and evaluation of the standards and goals. The members of the group realized that they were trying to change some time honored practices. He noted that the group was also concerned about finding the resources for implementing standards and goals, but he felt that additional resources were needed for only one third of the standards and goals.

While Mr. Carson saw the standards and goals effort as an exercise to fulfill a state requirement, he felt that the audience for the standards and goals was the public and the professionals in criminal justice.

Conclusion

Mr. Carson observed that the content presented in the standards and goals effort could have easily consumed two years of discussion. The conference was short, but intense, and people were still arguing and discussing different issues as they left the meeting. While the time constraints may have detracted from the final product, Mr. Carson felt that the final product turned out pretty well. He also felt that he got his two cents in.

Roy Hollady
Chief
Salem Police Department
Salem, Oregon
August 11, 1977

Prior to his becoming involved in the developmental process for standards and goals at the local level, Chief Hollady encountered the State of Oregon draft on standards and goals the first day he assumed office. Almost immediately after receiving that state document; he received a teletype from the Oregon Association of Chiefs of Police announcing a meeting of the Chiefs of Police to discuss the state document on standards and goals.

The chief's immediate reaction to the state standards and goals was that it was not a thoughtfully constructed document. He saw the document as being prepared without sufficient input from the criminal justice profession and so he thought the document to be unprofessional.

Chief Hollady had two major criticisms of the state standards and goals. One was that the document strived to get away from the National Advisory Commission reports. The Chief feels that the NAC reports were pretty good and that trying to get away from them was a mistake. Second, the report on standards and goals evidenced a lack of understanding in meeting the complexities of putting something like standards and goals together. Chief Hollady got the impression that the state planning agency (SPA) had acted in haste and that it didn't understand the nuances of management and operations. The chief was surprised at its simplistic approach to a complex system. The Chief was better able to understand these shortcomings after he got to know those who were responsible for putting it together. While the people were academically sound, they were not professional practitioners.

Meanwhile the Chief went to Springfield the fourth day on the job to attend a meeting of the Chiefs of Police (20-25 were in attendance). The chiefs had read the document and they were very upset with it. In fact they came very close to rejecting the document. Chief Hollady however, urged them not to act precipitously. He noted the limited capabilities of the SPA staff, but he pointed out that Oregon was one of the first states to try to develop standards and goals and the SPA was looking for feed-back. Chief Hollady urged the chiefs to support the standards and goals in concept. They did. Approximately two-to three weeks later the SPA held a conference on standards and goals. Chiefs, Sheriffs, judges and citizens were provided the opportunity to present opinions in whole or in part.

In a subsequent meeting in Portland, Chief Holladay requested that a disclaimer be put on the first draft indicating that it was not a final draft. He did not want to see the standards and goals becoming inflexible especially since funding decisions would be based on them.

This was the prelude to Chief Hollady's exposure to standards and goals prior to his getting involved at the local level in District III.

Because of his position as the Chief of the Salem Police Department, Chief Hollady serves on the Criminal Justice Planning Committee (CJPC). As the Chief recalls it, Billy Wasson was notified by the SPA that it would like to have the state document on standards and goals received at the local level. Mr. Wasson in turn notified the CJPC as well as every other criminal justice agency in District III. The review would entail approving, modifying or rejecting various standards and goals. The reviewed document would then be returned to the SPA.

As previously outlined, Chief Hollady was quite familiar with the state document as well as the NAC standards and goals. In addition, the committee was briefed on what it could do and how the process would work. This information was sufficient to answer his immediate questions on standards and goals.

Experience with the Process

To Chief Hollady, standards and goals simply meant an effort on the part of the state and the region to establish some specific objectives that criminal justice agencies should strive to obtain that would improve the quality of those agencies and also to establish some uniformity and consistency throughout the state, and in and between agencies.

In terms of his participation, Chief Hollady was primarily concerned with the area of police and he injected the administrator's perspective on policing when issues were discussed. He also tended to focus on making the criminal justice system more effective.

Chief Hollady noted that the standards and goals were general in nature and that they didn't lend themselves to quantification. He did note that the staff was responsive to the group's informational needs; and whenever the data were available, the staff used it. But data were scarce because some agencies didn't have any.

Discussions on goals proceeded with relative calm. However, as the group turned to standards, the growing specificity of what was

being proposed generated discussion. The chief noted that with the discussion of standards, differences between small and large jurisdictions began to surface.

The chief was not overly concerned about who was going to implement the standards and goals and how that person would do it. He also did not pay much attention to the adequacy of resources for implementing the standards and goals. Chief Hollady felt that many of the standards and goals could be attained without the expenditure of a great deal of money. While some concern was expressed over the ramifications of standards and goals on the line agency's operations, little discussion took place on that topic.

Overall Chief Hollady felt that the group functioned very well. In fact he found the task was managed quite well considering the number and types of people involved. Chief Hollady was disappointed, however, in the limited press coverage on the standards and goals. He would have preferred to have seen more.

Conclusion

Chief Hollady was totally satisfied with the standards and goals process as it occurred in Region III. In fact he felt the Region III effort influenced the state. He had plenty of input.

With respect to his own department, he had sergeant and a lieutenant go over each standard and goals to see where the Salem Police Department stood. He discovered that the Salem PD was meeting 89% of the NAC standards and goals and nearly all of those proposed by the SPA.

In closing the Chief expressed his positive experience with the process despite the bad start on the part of the state.

Mr. Dick Schmidt
Private Citizen Involved with Youth Serving Agencies
Salem, Oregon
August 12, 1977

Mr. Schmidt was chairman of the Mid-Willamette Counciling Center (a private, non-profit organization that works with juveniles) at the time he was invited to participate in the standards and goals process. Billy Wasson contacted him by phone to see if he would be interested in participating in the development of standards and goals. While he is currently a member of the Criminal Justice Planning Council (CJPC), Mr. Schmidt knew little about the criminal justice planning process in District III at the time he elected to participate in the standards and goals effort.

CORVALLIS, OREGON

Martin Loring
Criminal Justice Planning Coordinator
Oregon District Four Council of Governments
Corvallis, Oregon
August 17, 1977

Mr. Loring had been reading about the work being done by the National Advisory Commission (NAC) in the area of standards and goals and then he heard of the Oregon State Planning Agency (SPA) receiving a grant from the Law Enforcement Assistance Administration (LEAA) to develop standards and goals for the state of Oregon. The SPA notified local planning offices by memo of its grant award. However, the local planning offices became involved in the standards and goals process only after the SPA put together its first draft.

Information on the standards and goals was sparse. There were copies of the NAC reports and the state effort was basically an attempt to summarize the appropriate standards and goals for Oregon. While there was an extensive series of meetings around the state to discuss the standards and goals project, people continued to not understand them and to feel threatened by them. There was the underlying fear that someone from on high was going to tell criminal justice professionals what they had to do. There was an absence of consensus as to what the standards and goals were suppose to accomplish. While there was sufficient information to the local planning offices to keep them abreast of what the SPA was doing, there was a distinct lack of information as to how standards and goals would fit into the overall planning process. Mr. Loring felt that the SPA placed too much reliance on "expertise" and consequently lost touch with reality.

Atmosphere

The criminal justice agencies in Region IV exist in a neutral atmosphere with the community. While there is a fairly positive and accepting attitude toward the criminal justice system, by and large the community isn't too involved or too concerned with the operations of the criminal justice agencies. This same attitude is characteristic of the relationships among the various criminal justice agencies in the area.

Reflective of this situation is the relatively sparse newspaper coverage of developments in criminal justice. There were only two items that received much attention in the papers. One article dealt with a murder. A convicted killer was let out on a social pass from the state prison, and during his time out he murdered a family. The press took the warden to task over this incident but this incident was not related to any local criminal justice acti-

vity. The other article dealt with the building of the new Law Enforcement building and the paper's concern was more of a financial interest than a policy interest.

Local Criminal Justice Agencies

District IV Council of Governments (COG) services Benton, Linn and Lincoln counties. There are 177,000 persons in District IV. There are fourteen cities in District IV whose populations range from 500 to 40,000. District IV is primarily an agricultural area but characterized by tourist areas especially along the Oregon Coast.

District IV COG was established in 1970 and the criminal justice section was established in 1969. It should be pointed out, however, that there existed in the district a Criminal Justice Technical Advisory Committee that pre-dated the COG's criminal justice office and that the criminal justice section uses that committee as its supervisory board. Crime is not of major concern to the residents of District IV and the volume of crime is small compared to that found in more urban environments. The following table presents the number of Index Crime Offenses that occurred in District IV for 1976.

Number of Index Crime Offenses for 1976

| Crime | Benton | Linn | Lincoln | Total |
|----------------|--------|------|---------|-------|
| Murder | -0- | 1 | 1 | 2 |
| Rape | 10 | 25 | 8 | 43 |
| Robbery | 15 | 42 | 10 | 67 |
| Assault (Agg.) | 62 | 293 | 89 | 444 |
| Burglary | 450 | 1380 | 512 | 2342 |
| Theft | 2359 | 2799 | 1019 | 6177 |
| Auto Theft | 118 | 283 | 119 | 520 |
| Total | 3014 | 4823 | 1758 | 9595 |

As is the case in many other jurisdictions, there are a lot of criminal justice agencies in District IV whose authority flow from the city, the county or the state.

There are 12 police agencies in District IV that include three Sheriff Departments and nine municipal police forces. Generally good interagency relationships exist between the various police agencies and the Sheriffs. In fact while the

municipal police and the Sheriff have concurrent jurisdiction within the city, there is an understanding between the municipal police and the Sheriffs that the Sheriffs do not involve themselves with crimes that occur within the cities. The nine municipal police agencies range in size from 2 to 40 while the Sheriffs have sworn staff that range from 22 to 50.

The Sheriffs also run the county jails. There is one jail for each county. The capacity of each jail are:

Benton County: 22 inmates

Linn County: 58 inmates

Lincoln County: 37 inmates

Each county pays for the operation of its own jail. The county jails are used to accomodate female offenders and juveniles.

In addition to the jails there also exist five city lock-ups that are run by the police. These lock-ups are capable of holding four to fourteen people. Their function is to serve as facilities where a person may be detained for up to 24 hours.

The district attorneys are elected officials from the county but they are state officials whose funding comes from both the state and the county. The district attorney has no investigators of his own so he has to rely on the Sheriffs and the police to assist him.

There are municipal courts as well as state courts in Oregon. The municipal courts are optional for localities. In District IV there are 25 municipal courts and they exist primarily for their revenue producing capability (traffic tickets). The municipal courts have jurisdiction over traffic cases and city ordinances. There is de novo appeal of municipal court decisions to the circuit court. Municipal court judges are elected to office by the City Council for four years.

In addition to the municipal courts, there are the state courts--District Court and Circuit Court. District IV embraces (No.) district courts. The judges are elected six years and they are state officials. The District Court handles traffic cases, misdemeanors and some preliminary hearings for felonies. The Circuit Court judges are elected six years and the judges are state officials. The Circuit Court hears felony cases.

Probation operates at the state level. The State Probation Office handles felony cases and some misdemeanor cases on a courtesy basis.

There are five state probation officers in District III. The Circuit Court judge does not decide to whom he is going to send a case but he does assign presentence investigations to specific officers.

The Juvenile Department is administered by the Circuit Court judge (a state official) and the judge appoints the staff but the county pays for the staff. The Juvenile Department has Juvenile Court counselors who act as probation officers. There are five counselors in Linn and three each in Benton and Lincoln counties. There is also a state Child Services Division that has a parole staff to handle releases from state institutions. As an indication of the extent of the problem that juveniles represent, for the criminal justice agencies in District IV sixty percent of all persons arrested are juveniles (18 or younger).

Resources

The District IV office received a grant for \$3100 from the SPA to assist in the district's efforts toward developing standards and goals. The grant was more symbolic than substantial because Mr. Loring devoted nearly all of his time to standards and goals during the three to six month crunch necessary to develop them. He spent a lot of time trying to get community input and he staged five meetings in each of the three counties in his district. He also tried to interview all line agency administrators in the area.

Mr. Loring felt considerably undermanned in the standards and goals effort and he did not receive any substantial support from the line agencies. As for technical assistance, he received none. He was also of the opinion that there were not that many people who could help. In fact he received requests from other districts to supply them with information on what he had done.

As for the availability of quantitative data for assisting in the standards and goals process, Mr. Loring pointed out that it was a moot issue because the process did not employ data.

Approach

Mr. Loring wanted participation in the standards and goals process to be as broad as possible. In that vein he went to the Council of Governments to request names of people who indicated past interest in criminal justice and community concerns. He sent a letter to these people in which he invited them to participate. He was also able to get some media coverage. He hoped this broad appeal would get people who did not have an axe to grind and who were not members of the criminal justice system. Unfortunately, things did not work out as well as was hoped for. There was poor attendance at the meeting and of those who did show the overwhelming majority were agency

people. There was a good deal of turnover so there was no stable group to work with.

In approaching the standards and goals, Mr. Loring's intent was to use the SPA document to prime the pump. He tried to add to that the survey of administrators' attitudes (a modified Delphi technique) and the potential for exchange between the public and the criminal justice administrators at the open hearings. As things worked out, however, primary attention revolved around the state document. The groups tended to focus on solutions and they discussed issues without understanding the distinction between a standard and a goal and how the two relate to one another.

The local planning office provided the direction for the standards and goals effort in that it controlled the information presented. In this way it tried to provide structure to the process. It was hoped that after the issues were discussed among the three ad hoc committees, summaries would then be presented to the local planning council (the Criminal Justice Technical Advisory Committee) and then onto the Council of Governments' Committee.

Mr. Loring had hoped to generate community interest in criminal justice in order to bring the community and the agencies more in tune with one another. Unfortunately the lack of community participation prevented his making any progress in that direction.

There was no attempt to examine the policy and procedures of a specific agency. In fact there were no written policies and procedures to be examined. The agencies did not view the process as a direct threat to themselves. Rather the agencies viewed them as a way of demonstrating their needs. The only concern that the agency representatives had was the potential of the standards and goals becoming a compliance document. Thus the agencies were hesitant to sign off on the standards and goals because they might be bound by them.

The standards and goals document presents a general consensus of what ought to be done but each agency was responsible to decide what it wanted to see done. In fact the only way that the standards and goals are used now is in the grant application process. The SPA requires that one or more of the priority standards and goals be referenced in all grant applications. Consequently the agency submitting a grant application references at least one standard and goal in its proposal as something on which the project will impact.

Overall Evaluation

The SPA never really discussed what it wanted out of standards and goals. It appeared to him to be the latest fad out of Washington

in terms of how criminal justice planning should be performed. He viewed standards and goals as an attempt by the federal government to place a more narrow focus on priority needs in order to obtain greater impact for federal dollars.

The standards and goals process had the potential for involving a large number of people in a short period of time. While the meetings did spark some interest and generated some good discussion, the process just never jelled. In fact one lesson that Mr. Loring learned from this experience is that he will never try the same type of committee process again.

Ms. Cathy Diehl
Oregon State Planning Agency
Corvallis, Oregon
August 16, 1977

Ms. Diehl noted that a memo was sent from the State Planning Agency (SPA) to all of the local planners. The memo described the process to be followed in developing standards and goals and invited all of the local planners to attend a meeting on standards and goals. At that meeting SPA staff went over the process to be followed in developing standards and goals.

Ms. Diehl noted that there was no strong direction as to how to form a group to develop standards and goals. People weren't sure how to use the existing SPA Advisory Council or the Regional Advisory Councils. There was strong encouragement to obtain citizen involvement but no direction was given as to how to achieve it.

With respect to the information that the SPA had to work with, there was very little beyond the National Advisory Commission's Standards and Goals. Consequently the NAC reports provided the direction in their task.

Experience with the Process

Ms. Diehl's observation of the standards and goals process was that the SPA saw it as a guideline for what Oregon should be trying to achieve and that the process would uncover some of the criminal justice needs in Oregon.

She saw the state role as setting up the first set of standards and goals. By writing up the standards and goals based on the position papers prepared by criminal justice professionals from around the state, this document would focus attention on certain areas of the criminal justice system that evidenced need for change. This document would also be used for formulating new legislation or changing existing legislation. In putting together the initial draft, the SPA operated under a tight time frame and it tended to rely more on the expertise of the people in the system than on quantitative data.

What was a manageable task for the first draft on the standards and goals turned into an unmanageable one when people reacted to that draft. The SPA did not anticipate the strong reaction from the professional people. The SPA spent a good deal of time calming people down and that activity became a major endeavor.

When the SPA was putting together the draft on standards and

goals, it was received as something that had to be done and little attention was paid to implementation. The assumption under which the staff worked was that the standards and goals would be implemented through subsequent projects. Discussion on the adequacy of resources was also lacking in the initial drafting of standards and goals but it became a major discussion point in subsequent drafts. Ms. Diehl now views the first draft as a statement of needs and the subsequent drafts as attempts to inject reality into the document.

As for ramifications on the line agencies, again little attention was given over to this topic in the first draft but that changed dramatically with the subsequent drafts. All mandatory items were changed to optional items. The syntax of verbs changed from the declaratory (will) to the hortatory (may).

Conclusion

Oregon's experience with standards and goals was influenced by LEAA's expectation for the program. Ms. Diehl noted that LEAA kept adding to the process-create standards and goals, implement them, evaluate them, establish priorities by them. Their expectations were too high.

Oregon viewed standards and goals as a guide but then LEAA turned it into the crux of its planning guidelines.

Be that as it may, Ms. Diehl still feels pretty satisfied with what occurred in Oregon. She sees two good side effects of the program:

1. provided LEAA with some exposure in the media;
2. got people to work together and initiated some inter-agency cooperation.

She feels that for the process to run more smoothly it might help to have the media publish from the beginning what they were doing and to have more data analysis to support the standards and goals.

She is dissatisfied with the fact that the standards and goals never were adopted. They are still in draft form. This is attributable to the underlying fear of local jurisdictions that the SPA will take the standards and goals to the legislature and have the standards and goals made into law. Thus making standards and goals mandatory rather than optional.

She notes another factor behind the limbo that the standards

find themselves in is that there has been a change in governors accompanied by a change in the SPA administrator. The current SPA administrator lacks the enthusiasm for standards and goals that his predecessor had.

Mr. David Eden
Lawyer
Newport, Oregon
August 17, 1977

Mr. Eden learned about the standards and goals effort in the newspaper. After seeing the notice, he contacted Martin Loring about the effort and Mr. Loring followed-up the inquiry with some written information. Mr. Eden, therefore, became involved in the effort by responding to the invitation to the public at-large to participate in the standards and goals developmental process.

When he became involved, Mr. Eden received a copy of the State Planning Agency (SPA) document on standards and goals as it had been broken down by Mr. Loring. Mr. Eden felt that the information he received adequately explained the process so that he understood what it was all about. While he was a neophyte to the District IV criminal justice planning efforts, he did have a background in criminal justice from the job he held in California (Parole Officer).

Experience with the Process

Mr. Eden viewed standards and goals as an effort to establish minimum practices in the area of criminal justice in Region IV that would be acceptable by the year 1980. As he underwent the process, Mr. Eden did not change his concept of what standards and goals were all about but he did observe the difficulty in trying to get people to come together on issues.

While he was very pleased with the support that the group received from Mr. Loring's office, he noted that the standards and goals effort did not have enough time. He was also somewhat disappointed in his ability to participate in the discussions on the various issues. For example, a representative from the Juvenile Department made an hour and a half presentation to the group and then left. There was no opportunity to raise questions with the person and when he left, the group dispersed soon afterward.

In coming into the process, Mr. Eden saw himself as a community member who acted as a sounding board--he brought ideas that were from outside the mainline operations of the criminal justice system. He was coming from a philosophical approach--what could be, what are the possibilities. He did not feel constrained by what was. Other participants, on the other hand, especially the criminal justice line agency people--the police, the sheriff, the judge--seemed to be more concerned with the politics of the situation and kept on bringing up vested points of view.

He noted that when the discussion turned to implementing the standards and goals, the group would talk more about what couldn't be done than what could be done. People were also skeptical about resources for implementing the proposed standards and goals. They were suspicious of federal money because the localities would eventually have to pick up the costs. Some people also viewed the standards and goals as an encroachment on administrative prerogatives and they felt that some of the standards and goals would erode local control.

The topics that were discussed under the standards and goals were pretty wide reaching. There was no effort to limit the scope of the undertaking except that they worked from the SPA document. In their discussions they talked about experiences in other jurisdictions but the usefulness of those comparisons was questionable. When the directors of the various programs came in to speak with the group, they presented some data but there was not that much quantitative data used in the discussions. He felt that data made it more difficult for him to participate in the discussions because he had none.

Overall most of the discussions centered on the goals rather than the standards. While the task was overwhelming, the staff made it manageable but the process could have also used more time.

Conclusion

The standards and goals undertaking was a worthwhile experience for Mr. Eden. The project not only provided him the opportunity to meet other people but it also was a very useful educational experience. While he did not provide all that much input into the process, he knew he could whenever he wanted to.

In terms of having the process run more smoothly, Mr. Eden feels more attention should be given to keeping officialdom under control. This might be done by having more community people there to communicate needs and then bring in the officials to hear how the community defines its needs.

Mr. Jack Dolan
Sheriff
Benton County
Corvallis, Oregon
August 16, 1977

Sheriff Dolan served as an ad hoc member to the State Law Enforcement Council in which capacity he helped the state planning agency (SPA) on its standards and goals efforts. Consequently, he was no stranger to standards and goals when they surfaced in District IV.

Sheriff Dolan has been a member of the Criminal Justice Technical Advisory Committee from its inception. This is the committee that overlooks the District IV criminal justice planning process. He noted that this particular committee pre-dated the establishment of the criminal justice planning component in the District IV Council of Governments (COG).

The Criminal Justice Technical Advisory Committee became involved in the standards and goals process through the invitation of the district's criminal justice planner, Martin Loring. The group was informed that it should not be wedded to the state standards and goals; but that it should try to establish standards and goals for District IV, setting them even higher than those found in the state document if necessary.

Sheriff Dolan noted that an attempt was made to involve not only criminal justice professionals in the standards and goals process but interested lay people as well.

The Criminal Justice Technical Advisory Committee was presented with a number of documents relating to the standards and goals process. Among them were: the state document on standards and goals, the National Advisory Commission's (NAC) Standards and Goals; Challenge of Crime in a Free Society; some statistical data with some interpretation by the COG staff; and all previous District IV plans. This information answered his immediate questions on standards and goals.

Experience with the Process

Sheriff Dolan viewed the standards and goals effort as an attempt to set objectives for the county to reach and also as a method for getting citizens involved in criminal justice. He experienced frustration in meeting those expectations as the standards and goals unfolded. He saw how difficult it was to get enough citizens to take an interest in what was being discussed. He was especially disappointed in the inability of the

lay citizens to attain the broad overview on criminal justice for the entire District IV area. The lay citizens tended to represent narrow self-interests. He did note, however, that the Corvallis community has been involved in standards and goals for a number of years and that the League of Women Voters has been pretty heavily involved in criminal justice issues.

The main drawback to the process in Sheriff Dolan's estimation was the relative lack of citizen participation. There was plenty of time to do what had to be done and the committee received good staff support.

Sheriff Dolan saw himself as playing two roles in the standards and goals process. One was that of being a listener--to hear the concerns of the people. The other role was that of educator--to explain the meaning of the data and ideas that the group was presented with from the line agency perspective.

Sheriff Dolan noted that Benton County had just finished building a new Justice and Law Enforcement Building which also contained a new jail. This building was the first cooperative effort between the city of Corvallis and Benton County. This building precipitated a lot of background information on criminal justice operations because information was needed to back up the bond issue to finance the project. Sheriff Dolan noted that the background report contained a lot of policy statements and this report was reviewed in the course of the work on the standards and goals.

He noted that there were data available on almost all of the standards and goals discussed. He questioned the utility of the data because he felt that it could be interpreted any way one wished to. He valued much more the citizen input in terms of what that data meant to them. He noted that when standards and goals first came out from the state, they scared a lot of people. Some people viewed standards and goals as an attempt by the federal government to take over the criminal justice system. He saw the role of the local effort to be one of trying to counteract that initial reaction.

Sheriff Dolan tried to inject into the group an overview of how the criminal justice system works. He tried to point out that reacting to crime by apprehending and incarcerating offenders may not be the most effective strategy for dealing with crime. He suggested that to reduce crime the group might have to look to areas outside of criminal justice, for example the schools.

Sheriff Dolan mentioned that the group seemed to have more difficulty in identifying goals than the standards. He observed that the group needed to see goals in terms of what is realistically achievable. Almost every standard and goal was looked at in terms of how to implement them. In addition to strategies of implementation, the group also discussed resources that would be required for implementing the standards and goals. In the discussions on resources the group looked not only at criminal justice resources but community resources as well. He noted that only about one quarter of the proposed standards and goals would require the outlay of additional resources. He tried to get the group into a frame of mind that would move them from spending money on more of the same to doing something innovative. For example, with corrections, he saw a bigger pay off in spending money on crime prevention than on detection and apprehension of offenders.

The product that the group came up with was directed toward the various primary action agencies--the agencies responsible for implementing the standards and goals. Among these agencies would be: criminal justice agencies; schools; Chamber of Commerce; City Council; etc.

Conclusion

As mentioned earlier, the one outstanding blemish to the standards and goals process was the problem of getting lay citizen input. Sheriff Dolan felt that something more dynamic was needed to generate public interest. More input from youth was needed. There was also a notable lack of participation on the part of prosecutors and the judiciary.

In terms of suggestions for improvement, Sheriff Dolan mentioned a few. Among them were:

- Advertising what the group was trying to do and have audio-visual presentations to public groups
- Satellitizing onto a group that was already meeting for some other purpose, for example, the Grange, League of Women Voters, land use planning meetings, etc., for an hour to an hour and a half time slot
- Organizing a one day retreat where people could take more time and feel more comfortable
- Having committee persons work with small groups of people with the hope that people will open up in the small group atmosphere.

As his closing comment, Sheriff Dolan wished to express his belief that federal documents such as the NAC reports would be totally useless without federal funds behind them to assist in implementing the ideas that they put forth. He sees federal dollars as a hedge to offset the risk of trying something new.

Eugene Richardson
Lawyer
Newport, Oregon
August 17, 1977

At the time of his involvement in the standards and goals process Mr. Richardson was a District Court judge and he was a member of the Criminal Justice Technical Advisory Committee which oversees the planning efforts in criminal justice in District IV COG.

Mr. Richardson did not have a favorable view of standards and goals. He was under the impression that the standards and goals emanated from the state planning agency (SPA) as a mandate to be done locally. He saw standards and goals as the creation of the favored few who served on the SPA Law Enforcement Council. He saw the SPA effort as one where it had already written the standards and goals and then wanted substantiation for those standards and goals from local jurisdictions. He thought that the goals were not particularly appropriate to what was happening in the jurisdiction.

Mr. Richardson was pretty well informed about the standards and goals process in Oregon and also with the concept of standards and goals. In addition to the SPA document, he had copies of the American Bar Association's Minimum Standards and Criminal Justice Standards in Oregon (William Snouffer, 1975). He noted, however, that the National Advisory Committee's reports were hard to come by.

Experience with the Process

Mr. Richardson saw standards and goals as an attempt to plan for the future. He saw, however, the final document to be directed toward the SPA since he knew the Law Enforcement Assistance Administration required standards and goals in its M4100 guidelines. In spite of his opinion that for all practical purposes the standards and goals looked like an effort to boot strap the SPA document and that there was the distinct possibility of being an exercise in futility,

Mr. Richardson, nonetheless, hoped that the standards and goals process would work effectively toward improving the quality of justice. He hoped that it would bring the various parts of the criminal justice system together and that there would be increased communication among the parts.

Mr. Richardson noted that the Region IV effort was well staffed. While the effort took time the group had the time to do the job. The group met on four evenings for 3 to 4 hours per meeting. Interest in the project was low, however. Few people came to all of the meetings.

Other than working with the SPA document, there were no limitations placed on the scope of the project. He participated in the process as the representative of the judiciary. He felt that the judiciary had not benefited too much from the LEAA program and he wanted to inject the concerns of the judiciary into the process.

In the group's discussions, standards took up most of the time. The goals were platitudes but the standards were the meat and potatoes even though they had little application to the goals.

Most of the group's input was in the form of expertise. Since the goals were platitudes that did not lend themselves to quantification, Mr. Richardson had no problem with that. The group generally bowed to those who had the expertise.

While the group liked and favored many of the topics discussed, there was little local money for implementing the proposed standards and goals. He felt that many of the standards and goals would have to be state funded.

Conclusion

Although it really galls him to be dictated to, Mr. Richardson did feel gratified with the communication that developed in Region IV as a consequence of the standards and goals. He definitely sensed an increase in communications among the local criminal justice agencies.

With respect to how the group operated, he felt that he could speak up any time that he wanted. As to whether or not more time would help in coming up with a better product he's not sure. He did feel, however, that standards and goals require a good deal of substantive background on the part of participants in order for them to understand the issues.

Mr. Ken Goin
Sheriff
Benton County
Albany, Oregon
August 17, 1977

Sheriff Goin is a member of the Region IV Criminal Justice Technical Advisory Committee which supervises the region's criminal justice planning effort. It was through the positions that he holds--sheriff and a member of the Criminal Justice Technical Advisory Committee--that he became involved in the standards and goals process. He noted that Martin Loring and the Criminal Justice Technical Advisory Committee tried to get people from the community to be involved in the process as well.

When he became involved in the process, he received a copy of the draft document put together by the state planning agency (SPA). In addition to that document, he was able to obtain on his own copies of the National Advisory Commission's (NAC) reports. He also had some other documents dealing with management that were put out by HEW (Education, Training and Manpower in Corrections and Law Enforcement) as well as copies of the President's Task Force Reports from 1967. All of these materials provided him with a pretty good idea of what the standards and goals process was about.

Experience with the Process

Sheriff Goin viewed standards and goals as an attempt to establish certain objectives and methods of procedure to reach them within a specified time (1980). While that was the ideal, he also saw some side effects. He feared that once set, the standards and goals would serve as the basis for future funding and that they would lead to legislation mandating the contents found in the standards and goals. He saw the danger of the standards and goals becoming a document that local agencies would have to comply with. He viewed the standards and goals as an exercise brought on by Washington and he saw the final document as being addressed to the SPA.

Participation in the process was disappointing. While he was satisfied with those people who did participate because of the time and effort they put into the project, he was disappointed with the lack of participation by prosecutors and judges. His biggest disappointment was with the lack of interest expressed by the public. Even those private citizens who did participate were not very helpful because they provided only negative input.

He felt that the group received good staff support for their task and that the staff had a good handle on what the agenda was.

The group approached the task on a standard by standard, goal by goal basis. The group followed the SPA document so that the theme of the program was already pretty well laid out in terms of what was suppose to occur by 1980. Despite the underlying suspicion concerning SPA intentions in using the standards and goals, the group, nonetheless, took the task seriously.

In its discussions, the group found it much easier to deal with goals because people did not have much disagreement with most of the goals. The crunch came with how to achieve the goals. For example, the group was in favor of reducing recidivism but some wanted to achieve that goal through de-institutionalization while others wanted to lock offenders up for longer periods of time.

In these discussions the group relied quite heavily on statistics. There was also expert input from the Sheriff and the Police Department but there was little attention paid to other jurisdictions' experiences with similar standards and goals.

Sheriff Goin exercised a strong voice in the process because of his position as Sheriff. The law enforcement community as a whole had a pretty strong voice in the process. Law enforcement agencies expressed their concerns about specific items in the SPA document and they also brought up concerns not addressed in that document. The process worked pretty well except that each jurisdiction had its own unique problems. The standards and goals process, however, afforded a good forum for getting differences on the table so that while people may still not agree with each other, they would at least have the opportunity to understand the different problems that each confronted.

In its discussions the group spent quite a bit of time on how the standards and goals were going to be implemented. The group pondered what vehicle would be used: Would standards and goals be achieved by threat of withholding funds from the state and federal levels of government or would they be implemented through legislation? There was relatively little discussion on the availability of resources to carry out the standards and goals but a good deal of discussion did revolve around ramifications on the operations of the line agencies. This aspect--ramifications--was the most important concern to him. He looked at all the standards and goals from the perspective of how would he take care of public opinion and how could he come up with the money.

Conclusion

While he was satisfied with the law enforcement community's involvement in the process, he was not very satisfied with the overall

process. He was dissatisfied with the lack of participation by the judges, prosecutors and the lay citizenry. He felt that, as a result of this lack of participation, the process went too smoothly because everyone knew each other too well.

Mrs. Barbara Ross
County Commissioner
Benton County
Corvallis, Oregon
August 16, 1977

Mrs. Ross has been active in the League of Women Voters and she also worked for the Children Services Division of the Department of Human Resources. Region IV COG had sent out a letter of invitation to a large group of people who were interested in criminal justice and she was one of the recipients of that letter. Participation in the process was pretty much on a self-selection basis among those who received letters and she elected to participate.

The Region IV COG effort in developing standards and goals followed a process wherein separate committees were set up in each county. Mrs. Ross participated in two of the three county committees. She became involved in Benton County through her affiliation with the League of Women Voters and, in Linn County, through her position with the Children Services Division. In both of the efforts that she became involved in, members from the League of Women Voters composed the bulk of lay citizenry participation.

While Mrs. Ross had a pretty good idea of how the Region IV COG planning office ran, she was not too knowledgeable of the finer aspects of its operation. She was however, well informed about the standards and goals effort by virtue of the copies of the National Advisory Commission's Standards and Goals that she had received and also by virtue of the verbal background and instructions that Martin Loring, the Region IV COG planner provided.

Experience with the Process

To Mrs. Ross standards and goals were a process for identifying areas that needed attention and prioritizing the goals. In the committees she participated in little attention was paid to standards. She felt that the identification of goals was more suitable for a mixed group (lay citizens and criminal justice professionals). She felt the appropriate function for such a group was to discuss the future direction of criminal justice. Formulating standards, however is an area of activity better left to the criminal justice practitioners. Standards ought to be developed with an eye to what is achievable.

The standards and goals process struck her as being such a long range process and so theoretical that it was hard for the participants to understand how the standards and goals were going to be used. She got the impression that the group did not think the effort to be important. This impression stemmed from the fact that there was a lot of change in the composition of the group from one meeting to the next.

Of those who did participate many wanted to learn more about criminal justice. In addition to acting as an education tool Mrs. Ross also felt that standards and goals process heightened awareness among the criminal justice agencies as to how they interact with each other. She gave as an example how judges set their own standards without knowing too much about other agencies' resources. She said it was a real eye-opener for judges to hear about the facilities to which they send people.

For herself, Mrs. Ross looked upon the standards and goals effort not only as a way of finding out about other agencies' problems and informing others of her agency's concerns. She also saw it as a means of establishing relationships that she could use later on. She was pretty much a listener throughout the process but she did make comments on those areas where she had expertise.

The Region IV effort pretty much followed the state structure on the standards and goals. While there was almost no use of data, Martin Loring was good in pointing out the experiences of other counties and other states with the proposed standards and goals. Mr. Loring also provided the requisite staff support for the project.

She pointed out that the efforts in the two counties differed in terms of the concerns that they tried to address. In Benton County, the participants were more inclined to accept rehabilitation as a goal and work toward changing people's behavior. In Linn County, on the other hand, the participants were more punishment oriented and they were of the opinion that incarceration would act as a deterrent to crime.

She and the group saw the standards and goals effort as being vague and philosophical (there was no direct tie to the funding process) and they got the impression that nothing was going to happen with the standards and goals. Consequently little discussion was given over to the development of strategies to implement standards and goals and little attention spent on the required resources to carry them out.

Conclusion

If the standards and goals were to be evaluated on the basis of developing a usable document to guide state policy, it would have to be evaluated as a poor process. If, on the other hand, they were to be evaluated on the basis of a learning process that enabled people to understand better the criminal justice process, then it could be considered a success.

Mrs. Ross enjoyed participating in the process. She profited from it personally and it was useful as a learning experience for the community. She also felt that she had sufficient input into the process. However, she sees little utilization of the document to this day, even now in her position as County Commissioner. No one is looking back to see if Benton County is moving in the direction laid out in the report.

As noted earlier, she observed a distinct lack of interest in the process by those who participated. Mrs. Ross mentioned that if the project was more short term, more limited in scope and more clearly linked to the decision making process, then people might take more of an interest in the project.

VENTURA COUNTY, CALIFORNIA

Mal G. King
Executive Director
Ventura Region Criminal Justice Planning Board
August 29 and 31, 1977

The development of standards and goals in the County of Ventura was not linked to the national standards and goals effort. Dissatisfaction with the planning function as it was being performed in Ventura was the major catalyst for the standards and goals effort.

Mal King was extremely concerned about Ventura's planning process for several reasons. There was a lack of a meaningful goal set and a failure of the planning board to realize its potential. He also saw an increasing distillation of congressional intent and a lack of comprehensiveness. He brought out these problems with the planning process at the 1974 annual planning board meeting. Through a series of presentations, the following concerns were emphasized:

1. The planning board had a limited, reactive orientation. The information that they received was always in the form of a proposal or an RFP which they were required to react to. Their perspective was limited and their opportunity to act as a change catalyst was diminished. The need to move to a comprehensive, proactive orientation was stressed.
2. The planning board's funding posture fostered an unhealthy competition in which agencies were pitted against one another. The need to change their funding policy in order to foster cooperation rather than generate competition was stressed.
3. The planning board's time was being used most inefficiently. Too much time was being spent on only 5% of the resources (LEAA funded activities).
4. The systems approach was not being applied. The need to look outside the system was stressed.
5. The planning process should produce more than products. Policies, procedures and decisions should also flow from the process.

The above issues established the need for change and set the stage for serious goal setting. To further motivate the planning board to establish meaningful goals, Mal King prepared presentations that focused on the following:

1. The reality of their decisions. It was pointed out that the board would have to establish goals they wanted to achieve and then commit resources to goal achievement.
2. The importance of balancing resources. It was pointed out that when too many resources are allocated to one part of the system, plea bargaining and other adjustments must be made ("you can't rock one end of a boat and putting too much weight in one end will sink it").
3. The fiscal implications. It was pointed out that they should fund projects that would be picked up locally after LEAA funds run out.

The planning issues raised at the 1974 annual planning board meeting resulted in the first serious commitment towards meaningful goal setting. There were, however, other factors converging at once to make the time ripe for change and the planning board ready to involve themselves in an in-depth effort to develop standards and goals. For example, the board was contemplating taking corrections out of law enforcement and the standards and goals developmental process was a good procedure for accomplishing this.

Atmosphere

Mal King summed up his description of the atmosphere in Ventura at the start of the standards and goals effort in the following manner: "Water was flowing at 10 feet before. It started flowing at 20 feet and was channeled instead of diffused. It resulted in serendipity benefits." Elements that created this positive atmosphere included the following:

1. The "need to know" was a top priority to the planning board thus they were willing to commit action dollars to research and evaluation.
2. The chairperson of the county board was also the chairperson of the criminal justice planning board and was

very committed to criminal justice.

3. There were political, attitudinal and economic motivations for linking rather than fragmenting the political and functional components. The planning board has arrived at a consensus regarding the need for comprehensive planning and for reinforcing and rewarding cooperation and coordination rather than political fragmentation. The political climate could be compared to a surfer about to ride a wave--after placing the board down, the surfer does not have to use energy, the water is already flowing.
4. Publicity regarding criminal justice was very positive. Ventura had been designated a laboratory county by the state planning agency.

Prior to the standards and goals effort staff at the criminal justice agencies had views on how to improve the system, but had not tied it together with the views of staff from other agencies. The standards and goals process provided a foundation for cooperative ventures.

The development of standards and goals was not precipitated by any local court decisions.

Background on Ventura County

The population of Ventura County is 465,605. Within the county there are nine cities whose populations range from 6,088 to 92,297. The county is primarily an agricultural area, but characterized by tourist areas.

The Ventura Region Criminal Justice Planning Board was established in 1969. Planning Board operations are well integrated with those of the operating agencies, the Ventura County Association of Governments, and the County Executive's Office.

Most of the planning board's time is spent on issue identification, consideration and resolution rather than grant and project review and administration. Its operating budget in FY 1976-77 was \$116,000.

Crime is not a major concern to the residents of Ventura County, and it is felt that crime problems should be the sole responsibility of criminal justice professionals. Crime rates for the county as a whole are below the comparable figures for the State. The following table presents the number of Index Crime Offenses that occurred in Ventura County for 1975.

Number of Index Crime Offenses for 1975

| <u>Crime</u> | <u>County Ventura</u> |
|--------------|-----------------------|
| Homicide | 37 |
| Rape | 133 |
| Robbery | 526 |
| Assault | 907 |
| Burglary | 7,577 |
| Theft | 2,287 |
| Auto Theft | 1,635 |
| Total | 13,102 |

As is the case in many other jurisdictions, there are a lot of criminal justice agencies in Ventura whose authority flows from the cities, the county or the state. There are 8 police agencies in Ventura County that include one Sheriff's Department and seven municipal police forces. Two unincorporated cities, Camarillo and Thousand Oaks, contract with the Ventura County Sheriff's Department for law enforcement services. Generally, good interagency relationships exist between the various police agencies and the Sheriff. The seven municipal police agencies range in size from 12 to 104 while the Sheriff has a law enforcement staff of 370.

The sheriff's department also runs the County Jail System. There is a main jail used to hold men, a female detention facility, two branch jails which are an extension of the main jail, and a branch jail honor farm which is a support facility. The capacity of each jail is:

Main jail: 186

Women's jail: 58

Branch jails:

Oxnard: 76

East Valley: 19

Branch jail Honor Farm: 212

Loma Hall: 13

The district attorney is an elected official from the county. The district attorney's office has a staff of 29 attorneys and 46 support personnel.

There are municipal courts as well as a superior court. The Ventura County Municipal Court has departments in seven cities with nine judicial positions. The municipal court has jurisdiction in most civil cases, misdemeanors and traffic violations, but there is the right of appeal to the Superior Court. Municipal Court judges are elected to office by voters for 6 years.

In addition to the municipal courts, there is the Superior Court. Ventura County embraces one superior court. The nine judges are elected for 6 years. The Superior Court is the highest level trial court with jurisdiction in all cases in equity, felonies and appeals from the municipal court.

Probation operates at the county level, and is under the supervision of the Corrections Services Agency. The Juvenile Department houses the juvenile probation office. There are 103 probation officers. In Ventura County, secure facilities for juveniles who are wards of the court include a Boys' Camp, a Youth Center (males and females), a short term detention program at the county juvenile hall, and the California Youth Authority (males and females). As an indication of the extent of the problem that juveniles represent for the criminal justice agencies in Ventura Region, 32.7% of all persons arrested in 1976 are juveniles (under 18).

Resources

The regional planning board did not receive special funds to develop standards and goals. Mal King spent approximately 10 hours on the delphi effort. His staff spent approximately 40-50 hours on standards and goals. Staff resources were adequate to meet the demands of the task, but prior to the goal setting process, staff resources of the line agencies were also utilized. For purposes of problem identification, a delphi exercise was sent to 1,000 line agency staff. The cover letter to the exercise was under the signature of the agency head, i.e., the police chief, the judge, the district attorney, in order to get a better response. In addition, sergeants were paid to meet with their patrol officers at roll call. Outside technical assistance was not requested.

Adequate data was available to assist in the examination of the problem. Participants of the standards and goals process received a 50-page document listing problems, needs, and supporting data.

Approach

Ventura County utilized a two-phase delphi exercise to develop standards and goals. The first phase was problem identification. The exercise was sent to approximately 1000 people in the criminal justice system. The second phase was the goal-setting phase. Over 100 people participated in this phase. Participants consisted of all 40 members of the planning board and all task force members.

The goal setting phase consisted of three rounds. Although the first round enumerated issues, it was open-ended. Participants were asked to address all concerns. The responses were aggregated by staff at the planning board and forwarded to the participants in round two. For the final round, the normal procedure for a delphi exercise was not followed. Instead, the results of the second round were distributed at a meeting of the participants. Although staff had not had time to determine the degree of consensus according to ratings on the documents, the planning board indicated that sufficient consensus had been reached and that a third round would not be necessary. Mal King explained this deviation by suggesting too that tools should be a help to rational thought, but not the master of rational thought. He stated further that the best tool is any process that provided meaningful involvement in decision-making because

"we have learned from the social sciences that commitment is a function of participation". Changing the rules to eliminate round 3 did not take away the opportunity to participate.

Participants who did not respond to either round one or round two were contacted by telephone. When necessary, the exercise was administered over the telephone and the responses recorded by planning board staff.

Mal King viewed goals as solution statements and standards as things that could either move you towards your goals if complied with or keep you from reaching your goals if not complied with. Instructions to phase 2 of the delphi exercise asked the participants to focus on goals. Therefore the group focused more on solutions to rather than definition of the problem.

Side Issues

There was no special discussion over which agency would be responsible for implementing the goals. Standards and goals were for everyone and each agency head has to understand its applicability. Autonomy of the line agencies was also not an issue as they were involved in goal setting.

Evaluation was a concern. Performance measures were suggested an an evaluation mode. Therefore, many of the standards were couched in performance language.

Outcome

The final product was intended to serve the following purposes:

1. To provide a description of what the planning board members want to achieve.
2. To cut down on funding projects that are unrelated to goal achievement.
3. To forcefully convey the need to commit resources in order to achieve something.
4. To get six separate task forces and many city, county and state agencies working together.

- 5.- To address issues from a comprehensive, systematic perspective.
6. To use time more effectively by planning for the total criminal justice system, not just the 5% funded by LEAA.

In addition, there were several positive by-products. There were fiscal benefits to being considered a region where comprehensive planning takes place. In addition, the planning board received positive feedback in the forms of (1) increased enthusiasm among its members and (2) good publicity. Most important, however, by not having to spend all their time focusing on LEAA funding, the planning board was able to get into the in-depth examination of issues.

Overall Evaluation

At the beginning of Ventura's standards and goals development process, Mal King viewed the standards and goals as a national level effort that was separate from what was happening at the local level, but as something that should be transformed and integrated into the local decision making processes. His perceptions of standards and goals, at the onset, were somewhat fuzzy. As the local effort proceeded, his perceptions became clearer and the standards and goals became more realistic. He thought that the National Advisory Commission had (1) identified issues and problems and that their work was basically a national evaluation to develop terminal objectives; and (2) prepared reports that were prestigious reference works to be used as a checklist in developing projects. For example, before planning a community crime prevention project, he feels it is valuable to look at the Report on Community Crime Prevention.

Mal King believes that major advantages in using the delphi exercise to formulate goals were that it did not take up huge amounts of his time or his staff's time and it involved decision makers. Its major disadvantages were that it was initially depersonalizing and involved much paperwork.

As a perennial optimist, Mal King believes the standards and goals will be implemented. He suggested that the sheer energy and excitement resulting from the standards and goals process will move Ventura criminal justice agencies to their goals.

Commander Al Miller
Administration Division
Ventura County Sheriff's Department
At time of Standards and Goals Project
Investigation Services Division
August 30, 1977

Members of the Ventura Region Criminal Justice Planning Board and Task Forces were automatically invited to participate in the local effort to develop standards and goals. Commander Al Miller was a task force member and, therefore, a participant in the standards and goals process. The task force he was on consisted of police, attorneys, lay persons, probation department representatives and representatives of county government. The other task forces were equally representative, leading Commander Miller to believe that the group working on standards and goals was a good composition representing all the elements concerned. He believed also that everyone involved had good ideas on goals.

Commander Miller was notified informally that he was invited to participate in the standards and goals process by the staff at the Planning Board. The formal channel is normally the task force. At the outset of the process, he was provided with quite a bit of material which sufficiently answered his immediate questions. For the position he held, he considered himself knowledgeable in the local criminal justice planning process.

Experience with the Process

When Commander Miller first became involved with standards and goals, he viewed them as guidelines that came down from a higher authority and, for the most part, as guidelines that they already exceeded. As the local standards and goals effort proceeded, his views changed somewhat and he saw standards and goals as a minimum towards which to work. In developing local standards and goals, he believed that they were establishing things for future attainment which would elevate efficiency. He assumed that a cost savings would follow, but this was not the first element towards which he worked.

Commander Miller was satisfied with the delphi exercise and the group process. The scope of the effort was not limited. He had enough time to respond between rounds and feels that he received adequate support to accomplish the goals. He perceived his role in the process as one voice out of many voices. Throughout the process, everyone had an equal opportunity to provide input regardless of position.

In his deliberations, Commander Miller was not affected by outside pressures. He relied heavily on quantitative data in some areas such as law enforcement, courts and probation. He did not examine the standards and goals experiences of other jurisdictions, believing that because standards and goals were a new area there were no other experiences. Although Commander Miller did not come into the standards and goals process with any formal priorities, he did have some personal concerns. These were addressed to his satisfaction.

Commander Miller thought that the task was not very difficult. Sometimes, however, goals and standards got mixed up. He viewed goals as things to be attained in the future and standards as methods to get you there. He believed that there was a problem in defining how far down the road to look. Another problem was outside influences which accelerate or delay attainment of goals.

Commander Miller was concerned about making provision for implementing and evaluating the standards and goals, believing that measurement criteria are needed to tell you if you are on the right path. He was concerned about the adequacy of resources to carry out the standards and goals in some areas. His primary concerns were in the areas of training and selection. He did not see ramifications of the standards and goals on the operating agencies as a problem. The standards and goals did not restrict the activities of any of the agencies. The planning board, as the ultimate policymaking body, was the audience for the final product.

Conclusion

Commander Miller was reasonably satisfied with the standards and goals process and questioned where they would be without it. Although he wasn't familiar with other techniques, he thought that the delphi exercise was fine. It allowed for quiet rather than stormy sessions, gave all the subsystems equal weight, and created agreement.

Robert Owens
Chief of Police
Oxnard Police Department
August 31, 1977

Robert Owens is a member of the Ventura Region Criminal Justice Planning Board and the police chief for the largest city (pop. 95,000) in Ventura County. Chief Owens was invited to participate in the delphi exercise to develop standards and goals by a telephone call from the Executive Director of the Planning

Board. He also received a letter which explained the delphi exercise. He was acquainted with the national level's early efforts regarding standards and goals. Chief Owens was quite familiar with the local criminal justice planning process.

Experience with the Process

When Chief Owens first became involved in the standards and goals process, he viewed standards and goals as a nifty theory. In the course of the development process, he saw that there were some negative (pesky) elements to standards and goals.

Chief Owens worked under the assumption that the immediate goal was to describe the future of the criminal justice process and community. He believed that from that base, planning could take place. He perceived his own role as consciously bringing together all his experiences and thoughts to assist in the jump to the future. He came into the standards and goals process with his own agenda, but he believes that it is natural for an operating manager to have his own priorities. Chief Owen's concerns revolved around police issues.

In examining the issues, Chief Owens was not sensitive to pressures from outside influences. He acknowledged, however, that there are always outside things going on. In his deliberations, Chief Owens did not rely very much on quantitative data nor did he examine the standards and goals experiences of other jurisdictions.

Chief Owens did not find that the standards and goals endeavor was limited. He pointed out that during a delphi exercise, there are very few limitations.

Chief Owens thought that it was much easier to identify goals than the standards. One reason for this was that they were looking at long-range issues. Because the goals were far away in time, he was not concerned about making provisions for implementing and evaluating the standards and goals. He was concerned about the adequacy of resources only in a general sense. He didn't worry about resources for each specific item. His general concern about resources was not limited to fiscal resources. He considered, too, the quality of personnel, equipment, etc. Chief Owens had some built-in concerns regarding the ramifications of the standards and goals on the line agencies, however, he did not give this much thought. He viewed the standards and goals as a given, as something the operating agencies would have to do.

Chief Owens found the task very demanding intellectually, but also found that he felt encouraged to keep working at it. He thought that the other participants in the exercise also maintained interest throughout. He believed that adequate support was provided to accomplish the goals.

Conclusion

Chief Owens was very satisfied with the standards and goals process. He thought it was a good learning experience. He felt that he had sufficient input into the process although the last round obscured the input so none of the standards and goals stands as his own (or anyone else's).

He observed that if the standards and goals were being developed today, the increased awareness on the part of the participants would make the process better. Chief Owens suggested, therefore, that more common interests and better preparation would have made the process run more smoothly.

Frank Woodson
Deputy Director
Ventura County Correction Services Agency
and
Cal Remington
Unified Corrections Project
August 30, 1977

Frank Woodson and Cal Remington were not participants of the standards and goals development process in Ventura County. Frank Woodson was not even working in Ventura County at the time of the standards and goals project. Both are presently affected by the process, as their agency is an outgrowth of the standards and goals which were developed.

Frank Woodson was familiar with criminal justice standards and goals prior to his accepting a position in Ventura County. He was involved in the state effort, having been a member of the state's standards and goals Committee on Citizen Involvement in Crime Prevention.

Although Mr. Woodson was new to the jurisdiction and not very familiar with the local criminal justice planning process, he could see that Ventura was different from other counties in that (1) there was an unusually strong interest in criminal justice or the components thereof, (2) the county executive was heavily involved in criminal justice (3) there seemed to be equal

representation of all groups on the Ventura Region Criminal Justice Planning Board, rather than just token representation and, (4) there was good communication among the criminal justice components. Cal Remington agreed with Mr. Woodson's remarks and added that he thought that the Executive Director of the Planning Board was the pivotal point and major facilitator of this communication.

Experiences

Mr. Remington views standards and goals as tools for change. He thought that standards and goals point you in a direction, establish objectives to work towards, and change a philosophy into action. Mr. Woodson added that the standards and goals served the purpose of telling the legislature and others in power that criteria for improvement within the corrections system was required. He thought, further, that the overriding emphasis behind standards and goals was to improve the system. Both were enthusiastic about having to work with the standards and goals developed through the delphi exercise. They had no quarrel with any of the standards and goals. They felt, however, that had they been involved in the development process, they might have prioritized them differently.

Messrs. Woodson and Remington found the standards and goals to be implementable. They thought that the group that developed them had avoided a narrow, ivory tower type view. Although evaluation was built in to the standards and goals, they have discovered that there are several problems. They both agree that evaluation is easier talked about than performed. They thought that the line agencies bought into the standards and goals, although more in words than in practice. They noted that the line agencies push their own pet standards and sometimes resist others.

With hindsight, Messrs. Woods and Remington thought that the audience to which the final standards and goals product should have been addressed were the Board of Supervisors and the City Councils. They believe that, in part, that is the audience that was addressed.

Conclusion

The establishment of the Correction Services Agency in 1974 and the Unified Corrections Project within it demonstrates the movement of standards and goals from theory to practice. The successful implementation of the corrections standards and goals was noted by the American Justice Institute in The Evolution of Correctional Programming in Ventura County:

What exists at present
and what is planned

for the future promises to justify the assertion that Ventura County is well ahead of counties everywhere in the nation in actually implementing the principles and practices set forth and recommended by the Corrections Task Force of the National Advisory Commission. (p.52)

Carla Bard
Public Member
Ventura Region Criminal Justice Planning Board
August 30, 1977

Carla Bard is a member of the Ventura Region Criminal Justice Planning Board, representing the public. She noted that all Planning Board members were invited to participate in the delphi exercise to develop local standards and goals. Notification to participate was made through an announcement at a Planning Board meeting.

Ms. Bard was a participant in the State of California's effort to develop standards and goals. She also had previous experiences with delphi exercises. These past activities provided her with sufficient information to answer her initial questions on standards and goals.

She is familiar with the local planning process in criminal justice and believes that the Planning Board staff is exceptionally knowledgeable.

Experience with the Process

When Carla Bard first became involved with the local standards and goals development process, she viewed standards and goals as something that was imposed at the federal level. She believed that localities were expected to react to these standards and goals and that the reaction in Ventura County took the form of refining the standards and goals. The meaning of standards and goals did not change for Ms. Bard during the development process. The prioritization process, however, became more important to her as money became less available.

Carla Bard viewed her role in the standards and goals process as a "little of everything". She pointed out that she was the only woman on the Planning Board. She worked under the assumption that

they were trying to make the criminal justice system more effective and to improve the quality of justice. In regard to affecting a cost savings, she noted that improvements are not always cheaper and when they are, they may not be feasible for political or other reasons.

The scope of the standards and goals effort was not limited and Ms. Bard's priorities were addressed to her satisfaction. These priorities included corrections issues and unifying the components of the criminal justice system.

In examining the issues, Ms. Bard was sensitive to political considerations in only one instance. In this case, the question of who ought to run the jail was an issue involving the sheriff and the board of supervisors. Ms. Bard relied on quantitative data when it was applicable. As no other local jurisdictions had worked on standards and goals, her examination of other jurisdictions' experiences was limited to the state and federal levels.

Ms. Bard gave a lot of consideration to the ramifications of the standards and goals on the operating agencies. She believed that everyone was savvy enough to know when their own agency was affected. She was also concerned about the adequacy of resources feeling that there is never enough resources. Implementing and evaluating the standards and goals was a concern only in the sense that they are continuing concerns. In this instance, they were not burning issues.

Ms. Bard thought that the task was manageable. She found it easier, however, to identify the goals than the standards. She was not thrilled about using the delphi exercise, but did not see other alternatives. She thought that at the point where the group worked together, they functioned well. She wondered, however, if individuals in the group spent enough time on the exercise when they were working alone. She felt that the participants received adequate support to accomplish their goals.

Ms. Bard believed that the Planning Board was the audience that the final product was addressing.

Conclusion

Carla Bard was not very satisfied with the standards and goals process. It was stopped in the middle, partly because the state rejected their own standards and goals and would not fund the local standards and goals. In addition, she believes that Ventura's past planning process had already brought out their standards and goals. She felt that they were starting from an advanced position and were, for the most part, only reinforcing what they already had.

Ms. Bard questioned the effectiveness of the delphi exercise. While she saw that it stopped people from haggling with one another, she saw also that it took away the opportunity for discussion when discussion would have been useful. For example, she believes that some of the goals they established are valueless, but were formulated because there was no opportunity to discuss their effectiveness. Ms. Bard believes other deficiencies with the delphi exercise are (1) it is cumbersome, (2) ranking is difficult, (3) many participants do not spend adequate time on it, and (4) to be truly effective, it requires all the participants to have equivalent proficiencies.

She had two suggestions on improving the process. First, she thought that an effort which used task forces and then a delphi exercise would have been good. Second, she thought that the scoring could be modified to have ranking, but without the weight of numbers on the first round. This would eliminate the tedious and difficult task of scoring from 1-100.

On the positive side, Ms. Bard believes that the standards and goals development process helped the county get together and made the cities more a part of what is going on.

Ron Govan
Physicist, Science Center Division
Rockwell International
Thousand Oaks
August 30, 1977

As a public member of the Ventura Region Criminal Justice Planning Board, Ron Govan was automatically a participant in the standards and goals process. All planning board members were involved in the effort to develop local standards and goals. The concept was discussed and brainstormed by the planning board prior to the formal exercise. Mr. Govan was notified of his invitation to participate at a planning board meeting. He did not receive a formal telephone call or letter.

Ron Govan felt that he was provided with sufficient information at the outset of the process to answer his immediate questions. There were a number of planning boards meetings at which the delphi exercise was discussed. Also, he had previous experience with prioritizing. Finally, he had been a member of the state's standards and goals effort.

Ron Govan was "pretty much" familiar with the local criminal

justice planning process. He has been on the planning board since its inception and had served on several local and state committees involving criminal justice. In addition, he worked with several county agencies as a representative of the NAACP and this helped him gain his initial familiarity with the criminal justice system.

Experience with the Process

When Mr. Govan first began his involvement in the local standards and goals process, he viewed standards and goals as an idealization of what the system could become and the means for getting it there. His views did not change as the process proceeded. At the outset of the effort, Mr. Govan was particularly curious about how and to what extent systems techniques could work in a social setting.

He worked under the assumption that they were trying to make the criminal justice system more effective and to improve the quality of justice. Affecting a cost savings was only a second level consideration. He felt that it is essential to have an efficient and just system, regardless of the cost. He perceived his role in the process as a dual one--as a representative of the public voicing community concerns and as a scientist providing a different perspective.

Ron Govan was very satisfied with the process utilized to develop standards and goals. The scope of the standards and goals endeavor was not limited, yet he had enough time to give thought to the issues. He received adequate support to accomplish the goals of the task and he did not find the task difficult or at all unmanageable.

Mr. Govan felt some outside pressures in examining certain issues. Having served on numerous committees involving areas from personnel, to medicine, to schools, he was sensitive to other interests. Rather than be pressured in different directions, he tried to use the U.S. Constitution as his reference as to what direction the standards and goals should be taking.

Ron Govan came into the standards and goals process with some priorities. He was concerned about the representation of minorities and of women at the decision-making level in the system and about procedures for release on recognizance. These priorities were addressed to his satisfaction.

Mr. Govan relied on quantitative data only sometimes. He believed that for some of the standards and goals, quantitative data was pertinent if not essential. Statistics on crime rates were examples of data which he utilized. He also looked at standards and goals experiences of other jurisdictions. He was familiar with these experiences because of his work on the state standards and goals project.

In making his determinations, Ron Govan was concerned about the ramifications of the standards and goals on the operating agencies. He believed that the purpose of the standards and goals was to make the operating agencies more efficient and effective without being critical of them. He was also somewhat concerned about the adequacy of resources to carry out the standards and goals. He thought that LEAA funding acted as a catalyst to the standards and goals process and provided localities with an opportunity to do things that they otherwise couldn't do, but he thought too that LEAA funds would not last. To a lesser degree, evaluation was a concern for Mr. Govan. Basically, he was aware that after implementation, the standards and goals would have to be reexamined. He was not concerned at all about making provision for implementing the standards and goals because he understood the goals to be guidelines for prioritizing projects. He believes that the occasional self-examination and the introduction of a systems viewpoint may ultimately prove to have been more important than any particular standard or goal adopted.

Conclusion

Generally, Ron Govan was "very much" satisfied with the standards and goals process. He felt good about it and believed that he had sufficient input into the process. The only observation he had about making the process run more smoothly involved time. He thought that if they had more time, they possibly could have done more.

Jim Fox
Court Administrator
Municipal Court
Ventura County
August 29, 1977

Jim Fox was a participant in the process to develop local criminal justice standards and goals. He believed that he was selected to participate because he could provide the collective thinking of the judges, as well as his own thoughts as court administrator. He did not know the methodology used to select the other participants--whether there was an attempt for a cross-section or for expertise. Mr. Fox was invited to participate in the process by the Executive Director of the Ventura Region Criminal Justice Planning Board, first in person and then by formal letter.

Mr. Fox was familiar with the standards and goals concept and had experiences with delphi exercises prior to his participation in the local standards and goals effort. The information he received at the start of the local process was a series of questions to stimulate thought. These questions along with his previous knowledge was

more than sufficient to answer his immediate questions.

Mr. Fox is somewhat familiar with the local planning process in criminal justice. He questioned whether there is a totality of planning, but acknowledged that there is a great deal of interaction. He is familiar with the other criminal justice agencies through Criminal Justice Executives which is an association of criminal justice agency heads who meet periodically, and through the local budget process. In addition, a court liaison officer in the police department helps to bridge the gap between police and courts.

Experience with the Process

When Jim Fox first began his involvement in the standards and goals development process, he viewed standards and goals as something that was theoretical and unattainable. During the course of the development process, standards and goals became more realistic although not always applicable to his court system.

During the standards and goals process, he worked under the assumption that they were trying to improve the quality of justice by making the courts more accessible. He thought also that they were trying to improve the efficiency of courts, but the definition of "efficiency" was hazy. Although cost-savings was considered important, he believed that cost-savings has trade-offs. Mr. Fox perceived his role in the process as the representative of the judges in his court. This made him reluctant to speak at times because his own views were not necessarily the views of the group he represented.

In examining the issues, Mr. Fox was very sensitive to outside pressures, particularly to the fact that they were dealing with tax-payers' money. He placed some reliance on quantitative data, which was made available through the Executive Director of the Planning Board. He was cognizant of the standards and goals experience of other jurisdictions, but did not place a great deal of weight upon their standards.

Jim Fox was concerned about making provision for evaluating the standards and goals. He also was concerned about the adequacy of resources to carry out the standards and goals. He focused particularly on the ability of local resources to fund goals after outside resources were gone. He gave quite a bit of consideration, too, to the ramifications of the standards and goals on the operating agencies.

Jim Fox thought that the task was a manageable one. He was satisfied with how the group functioned, pointing out that they broke into small groups because they had limited resources. He felt that they received adequate support to accomplish their goals. He did

not think the scope of the effort was limited and he felt free to voice all his concerns. He found it easier to identify goals than standards. Mr. Fox did not come into the process with any priorities. The audience for the final product was the courts in the short run and the taxpayer in the long run.

Conclusion

Jim Fox was quite satisfied with the standards and goals process. He felt that he had sufficient input and that the process ran smoothly. He attributes the success of the effort to the Executive Director of the Planning Board. Mr. Fox stated that the Executive Director was an aggressive, driving force who was the catalyst behind the effort.

Judge Edwin M. Osborne
Municipal Court
Ventura County
August 29, 1977

Judge Edwin M. Osborne participated in the delphi exercise to formulate goals for Ventura County. He assumed that the participants to the exercise were selected because they were members of the Ventura Region Criminal Justice Planning Board or one of its task forces. He was an active member of the Planning Board and task force for some years and was fairly familiar with the local criminal justice planning process.

Judge Osborne either received a memorandum or a telephone call inviting him to participate in the standards and goals development process. Although he did not remember what information he received on standards and goals, he also did not recall feeling that there was a lack of information or that he had any unanswered questions.

Experience with the Process

When Judge Osborne first became involved in developing standards and goals at the local level, he considered standards and goals to be useful in posing issues for consideration by decision makers. At that time he had the National Advisory Commission Reports, the ABA standards and goals and the standards and goals developed at the state level. He vigorously disagreed with those standards and goals that emphasized rehabilitation and treatment as the primary purpose and right in sentencing. He believed that such programs had not been sufficiently evaluated and had achieved little, if any, success. He further believed that the national-level and state-level standards

and goals showed an ill-conceived preoccupation with numbers. He thought that the quantifying of goals was carried to an extreme and was largely the result of unrealistic views of what the criminal justice system could do.

Judge Osborne perceived his role in the local standards and goals developmental process as a broad one. He commented on criminal justice system issues across the board. He thought that the group was working towards effecting cost savings primarily because cost savings are something that managers should be working towards all the time. He considered it more important to work towards deciding where they wanted to go and to set priorities to get there. He believed that the goals formulation process enabled them also to examine what had been accomplished and to overhaul major components of existing programs. Finally, he believed that they were working towards improving the criminal justice system, but he defines improvement to include doing better something presently being done, and not being limited to doing something different or something new.

Judge Osborne stated that there were no glaring events that affected his deliberations, but that he was influenced by years of work experience and background reading. For example, the issue of sex and ethnic composition was impacted by 20 years of civil rights issues. The same was basically true regarding quantitative data. He did not look for additional data specifically for this process, but after reading criminal justice statistics for 15 years, believes the information had become internalized.

The scope of the standards and goals endeavor was not limited. Although there were suggested topics, there was also room for additional topics. Judge Osborne came into the standards and goals process with some priorities. He believed that automation and records were potentially very valuable and, therefore, were high priorities. On the other hand, he thought diversion should be a low priority.

Judge Osborne was not concerned about making provision for quantifying and evaluating all the standards and goals. He was concerned, however, about evaluating the rehabilitation programs. His thinking regarding the adequacy of resources was that if the benefit outweighs the cost, it's worth it. He also saw nothing wrong with a wish list. Regarding the ramifications of the standards and goals on the operating agencies, he believed these would be positive.

Judge Osborne was and still is very goal-oriented. He is against many of the quantified standards and termed them "bunk". He merely stuck in standards where required and paid attention to the goals. He conceded, however, that goals can be too fuzzy.

Judge Osborne thought that the task as structured was not difficult. He was satisfied with the exercise and how the participants functioned.

The audience for the final product was, in part, the Planning Board. Ideally, other audiences were the operating agencies, the board of supervisors, the state and agencies involved in the grant funding process.

Conclusion

Judge Osborne had no complaints about the standards and goals process, but he had some reservations about the standards and goals with respect to diversion. He thought also that the standards and goals reflected an unrealistic push for quantification. This, however, was superimposed upon the process and did not really affect it.

He was not familiar enough with the reasons behind selecting a delphi exercise to suggest whether a different approach would have offered any net advantages.

Susan Bing
Principal Administrative Analyst
Budget and Finance Division
County Executive Office
August 29, 1977

Susan Bing was a participant in the delphi exercise to develop criminal justice goals. Other participants were all the members of the Ventura Region Criminal Justice Planning Board including non-voting members and persons who attended Planning Board meetings in place of others. Line agencies' staffs also participated in the delphi exercise. Ms. Bing believes that she was selected to participate because of her responsibilities in the County Executive's Office. At the time of the standards and goals process, she coordinated the administration of LEAA grants. She was also the budget analyst for the sheriff's office, probation department and marshall's office, and was the designated lead analyst for criminal justice. She was highly familiar with the local criminal justice planning process.

Susan Bing was never formally notified of her selection to participate in the standards and goals development process. There had been discussions at Planning Board meetings, as well as solicitations for input prior to the formal exercise. She considered receipt of the first set of delphi materials her notification. She does not recall what information was provided at the start of the process,

but knows that she did not have any questions. She thinks, however, that this was due to her vantage point which may have been different from that of the other participants. Because of her role and responsibilities in the County Executive's Office, she had a good overview of the criminal justice system and, possibly, more information than the other participants.

Experience with the Process

At the outset of the local process, Susan Bing viewed standards and goals as reflecting trends for innovations in criminal justice. She had done a great deal of reading, particularly the NAC Reports, but her background reading, as well as her definition of standards and goals had little or no influence on her in developing local goals. In the local process, she was concerned with affecting cost savings, with making the criminal justice system more effective, and with improving the quality of justice. She believed that each product is not exclusive of the other and as an example, defined a cost decrease with no decrease in effectiveness as an improvement. As staff in a regional unit of government, she was concerned about defining the roles and responsibilities of each jurisdiction in Ventura County and their interrelationships.

She perceived her own role as aggressively aiming towards the accomplishments of such things as the assumption of costs and jurisdictional definition of responsibilities. The office she represented previously had taken a very aggressive role in criminal justice, serving as an inner system for planning and policy development. Her budget and finance experience instilled her with reason and fiscal soundness. The past role of the County Executive's Office and her professional experience affected the issues she focused on and what she hoped the standards and goals process would achieve. She was also influenced by a personal interest in corrections and sexual and ethnic equality. At the time of the goals development process, Ms. Bing was doing a lot of work in the corrections area. Therefore, developing goals that would be supportive of her work in that area was a high priority. Sexual and ethnic equality was always a concern for Ms. Bing. She admitted to having a bias against traditional improvements in law enforcement, i.e., acquisition of hardware. Also she was more interested in the system improving than in the system developing additional services. Finally, she believes that outside influences such as impending legislation, court decisions and the NAC Reports were internalized and affected her decision-making and priority scales.

Susan Bing thought that the delphi exercise was a tedious, but a good means to reach decisions. She was frustrated at the end of the process when the participants met for 2-3 days and made the final rankings together. This face-to-face encounter allowed an opportunity

for comments and for movement back to the political realm. She had hoped that logic and reason would always prevail and was frustrated by the politics. Priorities were adjusted, trade-offs were made, factions were formed and vested interests became apparent. She believes, however, that the delphi structure made the vested interests less of an influence than it might otherwise have been. Further, she found this goals-formulating process to be more participatory than previous planning efforts. She had no complaints regarding the amount of support received to accomplish the goals. She believes that the scope of the standards and goals endeavor was limited only to the extent that the participants themselves limited it.

The only quantitative data Ms. Bing used was that data that she had internalized or that she had readily available. Quantitative data was not provided to the participants and she never cited it in her responses.

Susan Bing was concerned about making provision for implementing and evaluating the standards and goals. Adequacy of resources was a very obvious concern of hers. She also gave considerable thought to the ramifications of the standards and goals on the operating agencies.

Ms. Bing thought that the task was not unmanageable, but she had to force herself to do it. There were many, many variables that had to be ranked. After ranking her favorites, she found herself simply assigning the others.

She believes that the delphi participants were their own audience. She feels that they plan for themselves, not for someone else. She pointed out that the process of formulating goals was not isolated from the other planning and finance procedures.

Conclusion

Susan Bing saw both negative and positive aspects to the delphi exercise. She believes that if they had divided into five task forces, as the State had done, there would have been too much inbreeding. The delphi exercise provided an opportunity for a better cross-section of people to rank priorities. To that extent, she viewed it as a useful process. However, she noted that it allowed less knowledgeable people an opportunity to make rather technical decisions. She believes that poorly informed people can skew the process. She suggested that a good planning procedure might be to begin with a general delphi exercise and then let experts take over the interpretive role.

Although she might have quibbled with some of the rankings, she felt that she had sufficient input into the process.

Appendix A

Areas to be Explored with the Executive Director and/or his (her) Staff

I. Background

1. How did the LPU find out about the Standards and Goals program?
2. What kind of information was made available about the program; and was the information sufficient to answer the LPU's initial needs?
3. Was participation in the program voluntary?

II. Atmosphere

1. What has your jurisdiction's experience with research been like?
2. What was the political climate toward criminal justice like at the time of the Standards and Goals undertaking?
3. Were there any major stories in the newspapers about criminal justice prior to or during the Standards and Goals process?
4. Were there any dramatic court decisions that affected your jurisdiction's agency operations?
5. How would you describe the relationship among criminal justice agencies, and between criminal justice agencies and the community prior to the Standards and Goals effort?

III. Local criminal justice agencies

1. Please provide a general description of the criminal justice agencies in your jurisdiction, highlighting especially areas of organizational concern. For example, how many police agencies are there, what is there range in size, etc.

IV. Resources for the Standards and Goals effort

1. How much money was specifically given for the Standards and Goals effort?
2. Approximately what percentage of your agency's

time was tied up with Standards and Goals over and above whatever special monies may have been granted?

3. Were staff resources adequate to meet the demands? Did the LPU draw upon the staff resources of line agencies for assistance?
4. Was outside technical assistance requested? Was it provided? Was it adequate?
5. Was there adequate data available to assist in the examination of problems?

V. Approach

1. Were there any attempts to place a limit on the scope of the effort? If limits were set who determined these limits? What were the limits?
2. How were participants chosen? What was the desired composition? Did they get it?
3. What procedures were followed for developing Standards and Goals, eg, Task Forces; open hearings, position papers, etc?
4. How involved was the LPU in providing direction to the Standards and Goals effort?
5. How stable was the process?
6. Did you find the group focusing more on solutions rather than the definition of the problem?

VI. Some side issues within the process.

1. Participation: To what extent was the Standards and Goals effort looked upon as a vehicle to generate community interest in criminal justice? To what extent was it looked upon as a vehicle to inject community concerns into the criminal justice process?
2. Autonomy: To what extent did the line agencies object to outside inspection of their policies and procedures?
3. Responsibility: To what extent did discussion take place over who or what agency was to im-

plement the Standards and Goals? Was the responsibility for implementing accepted by the people so designated?

4. Evaluation: Were procedures and measures discussed that would ascertain whether or not the proposed Standards and Goals were accomplishing what was desired?

VII. Outcome

1. What was the intended use of the final product?
2. Were there any by-products (good or bad) of the Standards and Goals process; eg, increased communication between the community and criminal justice agencies?

VIII. Overall Evaluation

1. What was your understanding of Standards and Goals at the beginning of the process? Did that understanding change as the process proceeded?
2. What were the perceived advantages and disadvantages to the various routes taken in the Standards and Goals effort?
3. What is your prognosis of the Standards and Goals being implemented?

Appendix B

Areas to be Explored with Participants in the Standards & Goals Process

I. Background

1. What are your observations on how the group on Standards and Goals was formed?
2. How were you notified that you were invited to participate in the Standards and Goals development process?
3. Why do you think you were selected?
4. What kinds of information were you presented with on Standards and Goals when you elected to participate?
5. Was this information sufficient to answer your immediate questions on Standards and Goals?
6. How familiar were you with the local planning process in criminal justice?

II. Experience with the process

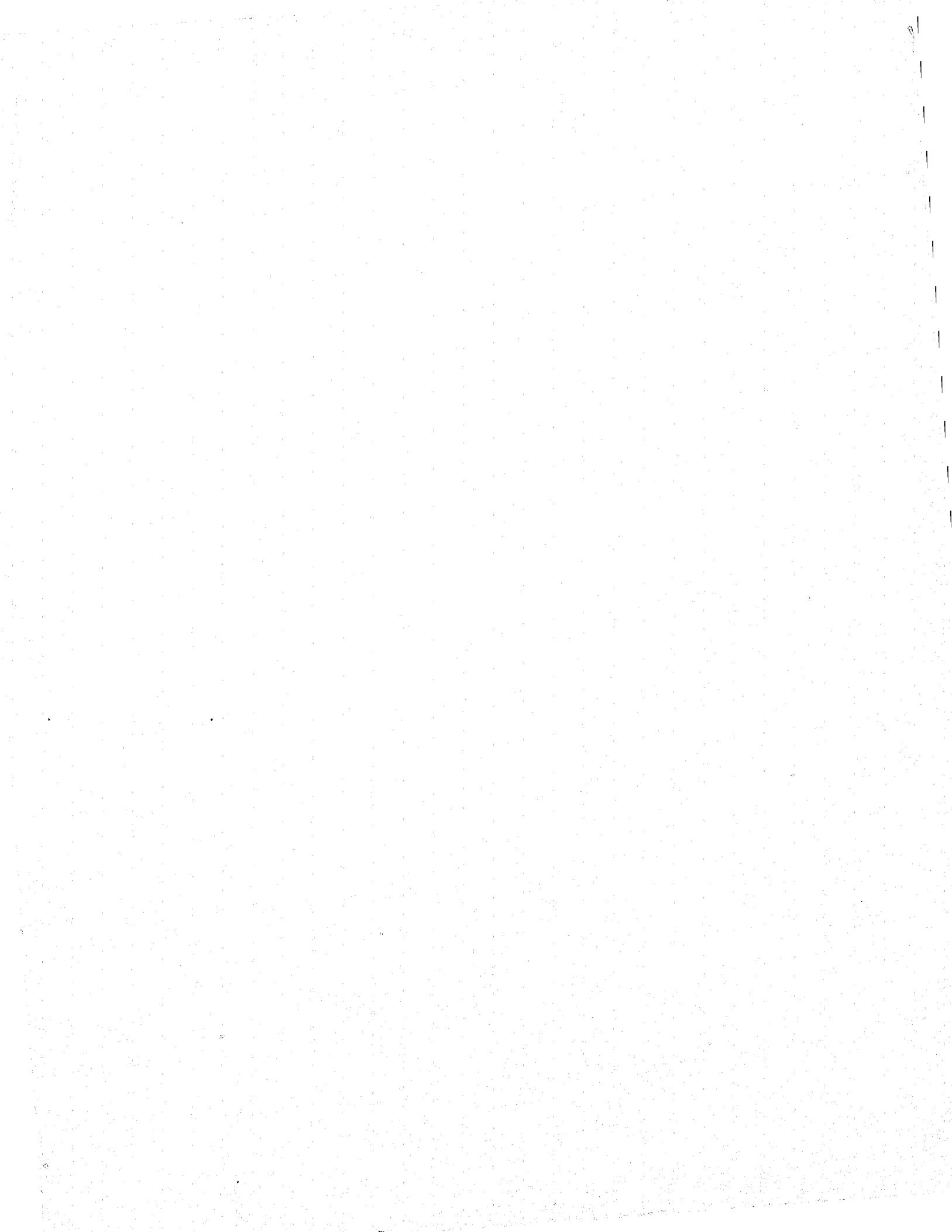
1. When you first began your involvement in the Standards and Goals development process, what did Standards and Goals mean to you? Did their meaning change in the course of the development process?
2. How satisfied were you with how the group functioned, for example did the group have enough time, did participants maintain interest, etc?
3. Did you feel that the group received adequate support to accomplish its goals; eg, personnel, supplies, information?
4. How did you view your role in the process; eg, a sounding board, voicing community concerns, making concrete proposals, etc?
5. What were the general assumption(s) under which you worked; eg, affecting cost savings; making the criminal justice system

more effective, improvement in the quality of justice?

6. Were you sensitive to any outside pressures in examining certain issues, eg, impending legislation, appellate court decisions, press coverage, etc.?
7. Was the scope of the Standards & Goals endeavor limited? If so, were you satisfied with how the limitations were decided upon?
8. To what extent did you rely on quantitative data in discussing Standards and Goals? To what extent did you examine the experiences of other jurisdictions that worked with the proposed Standards and Goals?
9. Did you find it easier to identify goals than the standards that would get you to the goals?
10. Did you come into the Standards and Goals process with some priorities to be addressed? What were these priorities and were they addressed to your satisfaction in the group?
11. How manageable was the task?
12. Were you concerned about making provision for implementing and evaluating the Standards and Goals? Were you concerned about the adequacy of resources to carry out the Standards and Goals? How much consideration did you give to the ramifications of the Standards and Goals on the operating agencies?
13. Whom did you see as the audience to which the final product would be addressed, eg, the public, line agency, local planning unit?

III. Conclusion

1. How satisfied were you with the Standards and Goals process? Did you feel that you had sufficient input into the process?
2. Do you have any observations about what would have made the process run more smoothly?



END