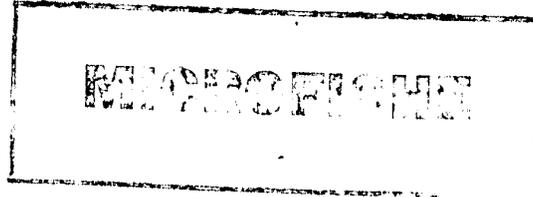


STANDARDS AND GOALS



A PROGRESS REPORT  
ON  
THE STANDARDS AND GOALS  
PROCESSES OF THE STATES

U. S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
OFFICE OF NATIONAL PRIORITY PROGRAMS

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# I

## INTRODUCTION

### BACKGROUND OF THIS REPORT

This report is intended as a brief summary portrayal of the state standards and goals programs, many of which have already achieved a wide range of impacts on the criminal justice system. It is in effect, a progress report on 52 individual programs which are currently in operation.

The report is not concerned with individual standards and goals except as these can be used to portray specific actions by the states. As part of this review all of the National Advisory Commission literature has been examined in detail along with the Task Force Reports of the President's Commission on Law Enforcement and Administration of Justice; the Comparative Analysis of Standards and Goals of the National Advisory Commission with Standards for Criminal Justice of the American Bar Association and many of the more than 125 sources of national standards which are available to the states.

One of the primary objectives of the Office of National Priority Programs has been to assist the states in meeting the statutory requirement to have, by FY 1976, a comprehensive set of standards and goals which can serve both planning and funding. To accomplish this the LEAA focus has been on the standard-setting process rather than on individual standards.

The policy and procedure literature of the LEAA Office of National Priority Programs was reviewed in detail as were the profiles and standards literature, of each of the participating states, which were available through August 1975.

Because of the range of criminal justice standards and the extensive activity associated with these in the 55 states and territories, a complete descriptive comparison must await a computerized analysis of the total standards and goals effort. It is possible, however, to catalog some of the distinctive process characteristics and to suggest some of the major accomplishments of the standards and goals programs to date. This is the focus of the report. The emphasis is on reviewing the manner in which the standards and goals programs have included:

- Emphasis on comprehensive planning
- A total criminal justice system perspective
- Interactions between state and local activities
- Public participation
- Measurable objectives and milestones

The states are at different levels of development in their standards and goals programs. For this reason patterns of development are portrayed, to the degree possible, without making direct comparisons. By July 1975, for example, some states like Florida, Colorado, Georgia, Nebraska, Delaware, Maryland, Kansas, Ohio, Kentucky, Idaho, Louisiana, Massachusetts, Pennsylvania, Texas, Washington, Michigan and Utah had produced extensive preliminary results. Others like New York, New Jersey, Virginia, Puerto Rico, Oklahoma, Arizona and Alaska were in the first stages of their effort.

In addition, there are a variety of models being used in the standards and goals development process. It is likely that each state will maintain a development pace which best suits its own requirements and characteristics.

Some of the state program characteristics which are examined in the report include the following:

- Documentation status
- Funding status
- Type of standards and goals organization

- Staff size
- Functional activities
- Citizen participation
- Legislative actions

While the states are at different levels of development, the overall record of the standards and goals program is one of significant accomplishment and continuing potential. Specific accomplishments are described in Chapters II and III and in the Appendices of the report.

### THE STANDARDS AND GOALS PROGRAM

In January 1973, the chairman of the National Advisory Commission on Criminal Justice Standards and Goals<sup>1</sup> noted the completion of the Commission's fifteen-month LEAA supported effort with the hope that its standards and recommendations would influence the shape of the criminal justice system in this nation for many years to come.

In an effort to achieve a broad perspective of the criminal justice system, the 22 members of the National Advisory Commission were supported by 180 members of four operational task forces and hundreds of participants in eight advisory task forces. The operational areas included: Police, Courts, Corrections and Community Crime Prevention. The advisory task forces included: Juvenile Delinquency; Organized Crime; Drug Abuse; Community Involvement; Civil Disorders; Research and Development; Education, Training and Manpower Development; and Information Systems.

The National Advisory Commission identified five major crime related goals; suggested 427 standards in all components of the criminal justice system and made 97 associated recommendations. These are assembled in a series of

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<sup>1</sup>In this report, the full title of the National Advisory Commission on Criminal Justice Standards and Goals is abbreviated to the frequently used short title, National Advisory Commission, or the letter designation of NAC.

extensive reports which are now part of the standards and goals literature and include the following:

- A National Strategy to Reduce Crime
- Report on the Criminal Justice System
- Report on Police
- Report on Courts
- Report on Corrections
- Report on Community Crime Prevention
- Executive Summary -- Reports of the National Advisory Commission

These NAC Reports are referred to in various parts of this report in reference to specific actions by the states.

The conceptual and operating guides for the standards and goals program are reflected in a variety of citations and sources. For example, the National Advisory Commission has suggested that:

"A commitment to change is vital to implementation. The citizens of this country and the agencies of government, individually and collectively, must work to bring about the necessary changes both inside and outside of the criminal justice system. If the people of this country are committed to reducing crime, its rate will decrease dramatically."

While a few states launched individual standards and goals projects prior to the concerted LEAA program, the intensive national effort began in 1973. The focus of LEAA was, and remains, on the concepts and processes of the standards and goals effort rather than on individual standards, recommendations or goals. The second characteristic of the LEAA role has been one of partnership in an effort which extends from the federal level to the local community level:

"It is the posture of LEAA that the Federal, State and local governments and citizens should work as partners in developing the standards and

goals. State and local governments, using citizen input, must determine the needs of their particular states and communities and establish and implement a standards and goals process to meet those needs."<sup>1</sup>

The legislative mandate to structure comprehensive state criminal justice planning around standards and goals and priorities is included in PL 93-83 the Crime Control Act of 1973. Some of the relevant sections are as follows:

- Title I

It is the purpose of this title to (1) encourage States and units of general local government to develop and adopt comprehensive plans based upon their evaluation of State and local problems of law enforcement and criminal justice.

- Part G, Section 601

The term "comprehensive" means that the plan must be a total and integrated analysis of the problems regarding the law enforcement and criminal justice system within the State; goals, priorities, and standards must be established in the plan....

- Section 203(b)

The State planning agency shall:

- Develop, in accordance with part C, a comprehensive statewide plan for the improvement of law enforcement and criminal justice throughout the State;
- Define, develop and correlate programs and projects for the State and the units of general local government in the State or combinations of States or units for improvement in law enforcement and criminal justice; and

1 LEAA National Program Strategy for Criminal Justice Standards and Goals, May 1974

-- Establish priorities for the improvement in law enforcement and criminal justice throughout the State.

• Title I Section 303

(Each plan shall) adequately take into account the needs and requests of the units of general local government in the State and encourage local initiative in the development of programs and projects for improvements in law enforcement and criminal justice, and provide for an appropriately balanced allocation of funds between the State and the units of general local government in the State and among such units; . . .

The operating policy of LEAA was issued by the Administration on January 14, 1974. This statement is included as Figure 1-1. It has been anticipated that measurable changes would occur in the whole criminal justice system by 1976. The major impact was intended to be in the processes of analysis and refinement and in the increased development of effective system relationships. The operating goal was to insure that the states would be in a position to include standards and goals in the FY 1976 Comprehensive Criminal Justice Plans.

A recurring theme throughout the reports of the National Advisory Commission was criticism of the criminal justice system for being "fragmented, divided and splintered." In this environment, the National Program Strategy for the standards and goals program was directed at "encouraging states to analyze the problems of the system as a whole rather than look at isolated problems or needs". It was an original objective, and remains a current ONPP objective, that through the standards and goals process state and local jurisdictions will develop specific statements of how the system is performing, how it should perform and what steps must be taken to bring existing systems into conformance with desired systems.

It is in this context, as an integral component of comprehensive criminal justice planning, that the growth of the standards and goals program from 13 states in 1973 to 52 states in 1975 is particularly significant.

## FIGURE 1-1

UNITED STATES DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
WASHINGTON, D.C. 20530



LAW ENFORCEMENT ASSISTANCE ADMINISTRATION POLICY  
STATEMENT REGARDING THE NATIONAL ADVISORY COMMISSION  
ON CRIMINAL JUSTICE STANDARDS AND GOALS

The Reports of the National Advisory Commission on Criminal Justice Standards and Goals represent one of the most significant accomplishments of the Law Enforcement Assistance Administration in its first 5 years of operation. These reports will be of primary importance in determining LEAA policies and in evaluating the efficacy and efficiency of LEAA programs in the coming years.

It is LEAA policy to encourage each State to begin a process of analyzing its criminal justice system and to adopt or develop appropriate standards. LEAA will put its full support behind these efforts, and a certain portion of LEAA's discretionary and technical assistance funds has been allocated for this purpose.

The Omnibus Crime Control and Safe Streets Act of 1968, as amended by the Crime Control Act of 1973, now requires that each State comprehensive plan must establish "goals, priorities, and standards" for crime prevention and reduction in that State. We expect each State to begin to incorporate "standards, goals, and priorities" into its FY 1974 Comprehensive Plan. By FY 1976 each State, to meet the statutory requirements of the Safe Streets Act, must have a comprehensive set of standards and goals that can serve as a basis for planning and as a guide to funding.

We anticipate that in the process of developing standards, each State will review the Standards and Goals of the National Advisory Commission and of other groups such as the American Bar Association, as well as other appropriate material, to determine if these standards and recommendations are appropriate and necessary for its system of criminal justice. These standards and recommendations should serve as guidelines and as a basis for discussion in the development of a comprehensive set of State standards and goals.

However, it is LEAA policy neither to endorse the Commission's recommendations nor to mandate acceptance by States and units of local government of the Commission's recommendations. LEAA cannot and will not require incorporation of the Commission's standards into a State plan as a condition of its approval of the plan. The specific standards developed by the National Advisory Commission are strictly advisory. It is the standard-setting process that LEAA endorses--not any individual standards.

We anticipate that in the process of developing standards, States will seek the active involvement of criminal justice agencies and professionals, State legislators, public officials, local government, and the public at large. Only in this way will the standards developed be meaningful, have a chance for successful implementation, and effect overall system improvement and crime reduction.

The process of establishing standards, of necessity, will have a major impact on long range planning. Standards can provide the basis for legislation and for private and public action to improve State and local criminal justice.

## COMPREHENSIVE SYSTEM PLANNING

The distinguishing mark of the criminal justice system in the next decade will be the degree to which publicly supported standards are implemented and crime reduction goals are achieved.

The central role of criminal justice standards has been clearly established. This does not imply universal or instant unanimity on all standards. There will, in fact, be considerable examination of many fundamental issues and standards. For example, the standards activities in the states indicate that there are functional and regional divergent views concerning many of the NAC standards and recommendations. There is considerable difference of opinion concerning sentencing; the role of the juvenile court; plea bargaining; minimum size of police departments; correctional models; dedicated computer systems; some management practices such as police recruiting and collective negotiation; youth service bureaus and decriminalization.

It is not likely, however, that any of the single issues will diminish the focal role of standards. These issues can, in fact, stimulate the kinds of discussion and critical analysis which were envisioned, and expected, by LEAA. For example, an examination of the major issue of the economics of centralization and consolidation should remain under continuing review.

The current and potential accomplishments of the standards and goals program will continue to depend on the success of the processes through which the program is developed and implemented. The standards and goals program is intended:

- to be process oriented
- to be a shared effort
- to be comprehensive and interactive with other human services programs.

Initially, implementation may have appeared deceptively simple. There were examples of "hurry up" efforts to transfer national standards directly to state and local operations. The recognized reality now is that the implementation of state standards and the achievement of quantified goals will be a complex, difficult and long term venture. The implementation effort will also be costly. The expectation is, however, that if the goals are achieved the expense could be cost-effective as compared to the alternative costs of crime and the diminution of the criminal justice system. Recent economic analysis of criminal justice activities suggest that cost avoidance, if not cost savings, could be extremely significant.

An appraisal of the ABA Criminal Justice Standards, made by the Chief Justice of the United States is pertinent concerning the implementation of state standards:

"These standards offer the best prospect of meaningful improvement of our criminal justice system in this generation. They are valuable tools to undertake the massive task of overhauling the entire criminal justice system. They need not be accepted on an 'all or nothing' basis but used as a resource for improvement...."

There are impressive indicators of positive system change, most of which are now integrally related with the standards and goals processes. These developments are nationwide, literally from Maine to California and Florida to Oregon. For example, each of the following is directly related to proposed criminal justice standards:

- The State of Maine is in the process of a Judicial Code revision.
- California has restructured its sentencing procedures and is in the process of extending decriminalization of certain offenses.
- The State of Florida is in the process of applying standards and priorities in all local criminal justice planning.

- Oregon has extended decriminalization and accomplished extensive refinement of police reporting procedures in accordance with state goals and priorities.

These representative examples of system change, of which there are now a great many, suggest that the appropriate way to describe the current criminal justice system is a system in transition. This reflects the current condition of a system which is in the process of significant change directed toward widely accepted sets of standards. It seems clear a significant catalyst of change is the standards and goals program.

It is possible to cite examples, at all levels of the system, of the application of recommendations which have occurred through the standards and goals process. A representative example at the local level is Polk County, Florida, a high crime incidence area in which there was no comprehensive criminal justice plan prior to 1974. In 1974, Polk County adopted both a comprehensive plan and a five-year information system plan based on county requirements and related directly to the Standards and Goals of the State of Florida. Each of the three areas of planning, information systems and education was addressed in detail. The Comprehensive Plan includes a Polk County Strategy to Reduce Crime in which goals are quantified in the manner of the National Strategy. In 1975, Polk County initiated the implementation of the information system in accordance with national and Florida standards for these systems. This followed a priority designation which was developed in a public priority-setting process. It is planned in the future to initiate a Judges Forum for law enforcement officers as part of the criminal justice system education effort.

The comprehensive planning strategy which LEAA has sponsored thus has an effect both vertically within functional elements and horizontally across criminal justice system components. When it is extended beyond the

criminal justice system it can generate comprehensive human services planning. As an example, the standards and goals program is a transferable model to the National Alcohol and Drug Abuse program.

A strategy which provides for negotiation with nearly 50,000 criminal justice agencies, thousands of local governments and hundreds of thousands of citizens may appear to be irreconcilable with action and change. Acceptance of such an approach is based on confidence in the ability of the state and local governments to perceive, and plan for, actual local needs while participating in the effort to achieve national goals.

The LEAA approach, reflected in policies, operating guides and day-to-day management, has been to encourage the standards and goals program as an integral part of the state-local comprehensive planning structure. In this approach the individual State Planning Agency can take the initiative. The propriety of this approach is confirmed by the preliminary results which the standards and goals program has achieved. Some of these are reflected in the chapters which follow.

## II

### STATUS OF STATE PROGRAMS

This chapter includes descriptions of the state standards and goals programs in three forms. These are:

- Standards and goals summary data
- Individual state profiles
- Distinctive features of the programs

It is not possible to accurately portray the depth of nationwide effort which has been put into this program nor the extent of the output of goals statements, standards priorities, plans and actions. For example, there have, in 1975, been thousands of people across the nation working together in an attempt to achieve agreement on the criminal justice standards and goals which are designed for their states and communities. By December 1975, it is estimated that 29 states will have compiled their Preliminary Standards and Goals and will have acquired ratification, through individual state processes, of significant numbers of standards. By June 1976, 50 states (and territories) should have completed this part of the process and will be well into developing their short and long-range implementation strategies. Figure 2-1 portrays the planned ratification schedule of preliminary standards and goals. In 1972, by contrast, there was only one program. The summary data which follows, portrays some of the activities involved.

#### STANDARDS AND GOALS SUMMARY DATA

This section is intended to provide a summary of the major characteristics of the state standards and goals programs in terms of:

- General Characteristics
- Organization Characteristics

FIGURE 2-1  
PLANNED RATIFICATION

DATE	Number of States by Geographic Region							Total
	North East	South East	Central	Rocky Mountain	North West	South West	Other	
December 1975	3	6	11	3	4	2	x	29
March 1976	5	3	1	x	x	2	x	11
June 1976	2	1	2	x	1	1	3	10
December 1976	1	x	x	x	x	1	x	2
Other	1	x	x	x	x	x	2	3
Total	12	10	14	3	5	6	5	55

- Standards and Goals Processes
- Public Participation

General Characteristics of State  
Standards and Goals Programs

Of the 55 states and territories, fifty-two now have a broadly based state standards and goals program or process. Forty-one of the programs were initiated in 1973 and 1974 and ten have been started in 1975. Ninety-four percent (94%) of the states have programs. The progress since 1972 is portrayed below in the summary of project initiation patterns:

Project Initiation Patterns						
Year	1972	1973	1974	1975	Other	Total States
Number of States	1	10	31	10	3	55
Percent of States	2%	18%	56%	18%	6%	100%

LEAA/ONPP Funding

For the most part, state programs have been developed through the LEAA/ONPP funding of Part C and E process funding grants. However, eight states have developed standards and goals programs with Part B planning funds. The illustration below portrays the range of funding for all states. Of the fourteen states which indicate no funding, eight are using Part B funds; three are to be funded with FY 1976 Part C and E grants and 3 do not have a broadly based program.

Total 1974-75 Part C, E Process Funding, Range									
\$(000)	0	25-100	100-200	200-300	300-400	400-500	500-1000	1000+	Total States
Number of States	14	2	8	14	9	4	2	2	55
Percent of States	25%	4%	14%	25%	16%	8%	4%	4%	100%

Completion of Standards and Goals Development Process

Among the most striking indications of concerted effort by the states are the scheduled completion dates for the development process. It is anticipated that fifty-three percent (53%) of the states will have completed a standards and goals development process by December 1975. All but two states, which are just starting their programs, will have completed this process by June 1976. These figures reflect the progress achieved from ground zero in 1973 to date, in terms of planning, research, data collection, issue analysis, public review, publication and considerable implementation.

Standards and Goals Completion Dates							
Dates	Aug-Oct 75	Nov-Dec 75	Jan-Mar 76	Apr-Jun 76	Jul-Dec 76	Other	Total States
Number of States	12	17	11	10	2 <sup>1</sup>	3	55
Percent of States	22%	31%	20%	18%	4%	5%	100%

<sup>1</sup>Both State programs funded with FY 76 dollars.

## Organization Characteristics of the State Standards and Goals Programs

### State Standard and Goals Organization Types

Organizational structures for the standards and goals effort have taken many forms in terms of size, placement, representation and task deployment. For example, the Colorado effort included 102 task force members while Tennessee planned a 500-member advisory committee. The initial evidence seems to indicate that diverse participation, coupled with public hearings, can develop a valuable constituency for the program.

There have been no mandated organizational structures for the development of state standards and goals nor has there been a need. Most states have made a conscious effort to assemble a broadly representative membership in a task force, committee or commission format. In many cases the models used have resembled the National Advisory Commission or Task Force structure. In terms of actual mix of people, it is likely that functional experts have been widely used in all components.

There have not been a large number of new organizations established specifically for the standards and goals effort. While there is some advantage to having "new" people participate in criminal justice matters, most states were inclined to keep familiar formats. The advantage is that the correlation with comprehensive planning and implementation is facilitated if there is a common effort and it directly involves the State Planning Agency. In one state complete separation of the standards and goals process from the existing planning structures has resulted in ratification problems.

The variety of organization types is portrayed on the following page. It is probably true that "it is not the charts but the chaps" which make the difference in accomplishing the standards and goals objectives.

Type of S/G Organization Structure								
Type	SPA Staff	Commission or Council	Task Force	Committee	Other	No Broad Program	Total States	Total, New S/G Organ.
Number of States	2	14	17	13	6	3	55	18
Percent of States Using this Org. type	4%	25%	31%	24%	11%	5%	100%	33%

Appointment Status of Standards and Goals Organization Members

Direct involvement of the Governors, an important authority link, has varied considerably among the states. Because the essential task of the standards and goals effort is political there is a positive impact to be derived from the support by State and Court chief executives and many states have achieved this support. The initial indications are that chief executives are becoming directly involved in the ratification processes of most states. Another aspect of continuing influence is the manner of appointment of standards and goals activities. At least seven (7) states have made the appointments through statute or executive order. The other important indicator is the significant role of the State Planning Agency. In 24 states the State Planning Agency has been the appointment authority. (See Individual State Profiles, page II - 21 to II - 33). It is important that the credibility of the standards and goals program be interwoven with the State Planning Agency role. The data related to these characteristics is portrayed in the two following illustrations.

Source	Appointment By				Other		Total States
	Governor	Governors' Commission	SPA	Other	Not Completed	No Broad Program	
Number of States	22	2	24	2	2	3	55
Percent of States	40%	4%	43%	4%	4%	5%	100%

Appointment Authority				
Type	Statute	Executive Order	Internal Procedures	Total States
Number of State Programs	2	5	43	50
Percent of States Programs	4%	10%	86%	100%

### State Standards and Goals Staff Structures

For most states the process of developing and reviewing criminal justice standards and goals, along with potential implementation costs, is an unprecedented effort. The absence of precedents and guides required structuring, organization and reflection. In addition, the process itself was intended to be iterative with changes occurring through continuing feedback. This has, in fact, occurred in most states. The workload has been very great.

The potential range of applicable NAC and ABA standards and recommendations alone exceeded 500. Many of these basic standards were subject to expansion. For those states which developed local inputs it was possible to develop 600 or 700 standards for review. The prioritizing of standards either concurrently with development or at later stages of review has been another massive dimension. Analysis, in a total system perspective, has been difficult and time consuming.

For those states which attempted criminal justice cross walks into other social service programs and areas the effort required additional learning and interaction.

In spite of all of these constraints, all but three states have undertaken a broadly based standards and goals process. Several states fell back and re-grouped after an initial abortive effort and subsequently developed an operational program.

Several state programs have been redesigned in accordance with the policies of new governors. It is likely that each program has acquired additional knowledge in the process which will eventually strengthen their total effort.

In the characteristic of staff size there is considerable commality. Forty nine states had comparable staff sizes. Most states (38) had fewer than 10 staff people developing and managing the standards and goals effort. There were minor variations in method. Three states have contract staff; at least five states had part time supplemental staff and one state had 16 part time staff personnel. Only one state had a very large standards and goals staff. Patterns of staff size are illustrated below:

Staff Size						
Size Range	0-10	11-19	20-+	Not Compl	No Pgm	Total States
Number of States	38	11	1	2	3	55
Percent of States in Category	69%	20%	2%	4%	5%	100%

### State Standards and Goals Processes

The state processes are described in five categories:

- Major research and review activities
- Goals definition activities
- Standards and goals priorities and planning activities
- Criminal justice standards activities
- Standards and goals documentation

The impact of these efforts will, without doubt, influence the character and performance of the criminal justice system for the foreseeable future. The benefits derived from the standards and goals process range

from the examination of local issues to the extensive interaction of thousands of participants. The programs created a dialogue with specific outcomes. The outcomes frequently broke new ground in the state's examinations of its own concepts, procedures and systems. The process of developing standards and goals provided a significant measure of "where we are at, where we are going and how we are planning to get there."

The process of conceiving, initiating and managing the standards and goals programs has not been without a fair share of problems, false starts and disappointments. The LEAA Standards and Goals Handbook describes the situation succinctly:

"Developing and implementing standards and goals for the criminal justice system on a statewide basis is an extremely complex and challenging assignment."<sup>1</sup>

"The process... is complex because of the great number of considerations which come under the heading of criminal justice systems, and because of the many persons, agencies, or constituencies that should develop some consensus about the final product. One of the major difficulties in this part of the process is the large volume of data, reports, and documents that must be prepared, read, and discussed by persons both inside and outside the formal system. An overwhelming number of hours will be spent in these activities."<sup>2</sup>

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<sup>1</sup>LEAA, ONPP Standards and Goals: Suggestions for Developing and Implementing Criminal Justice Standards and Goals, March 1975, p. 1

<sup>2</sup>ibid, p. 39

## Major Standards and Goals Research and Review Activities

Information in this category indicates that a primary LEAA objective has been achieved in the extent to which states have examined their own criminal justice issues and problems. Ninety two percent (92%) of the states are building their programs to address local problems. This factor, coupled with the aggressive interest in legislative review (59%) is probably the best indicator of continuing commitment to the standards and goals process.

The research and review activity is portrayed below:

Major Activities in Operation or Planned						
Research, Review Activity	Review of State Criminal Justice Legislation	Research of state/local criminal justice issues and problems	Review of National Advisory Commission Standards and goals	Review of Other Standards Literature	Number Not Recorded	Total States Programs
Number of States	30	47	48	38	4	51
% of States Using this Activity	59%	92%	94%	75%	x	100%
Number of States in which this is primary activity	0	26	25	0	x	51
% of states, activity is primary	0	51%	49%	0	x	100%

## State Goals Definition Activities

Working definitions of goals, standards and objectives were occasionally ambiguous in the initial program efforts. The description of standards and goals in the National Advisory Commission reports was somewhat diverting in that the Commission established just one five-part goal but more than 500 standards and recommendations.

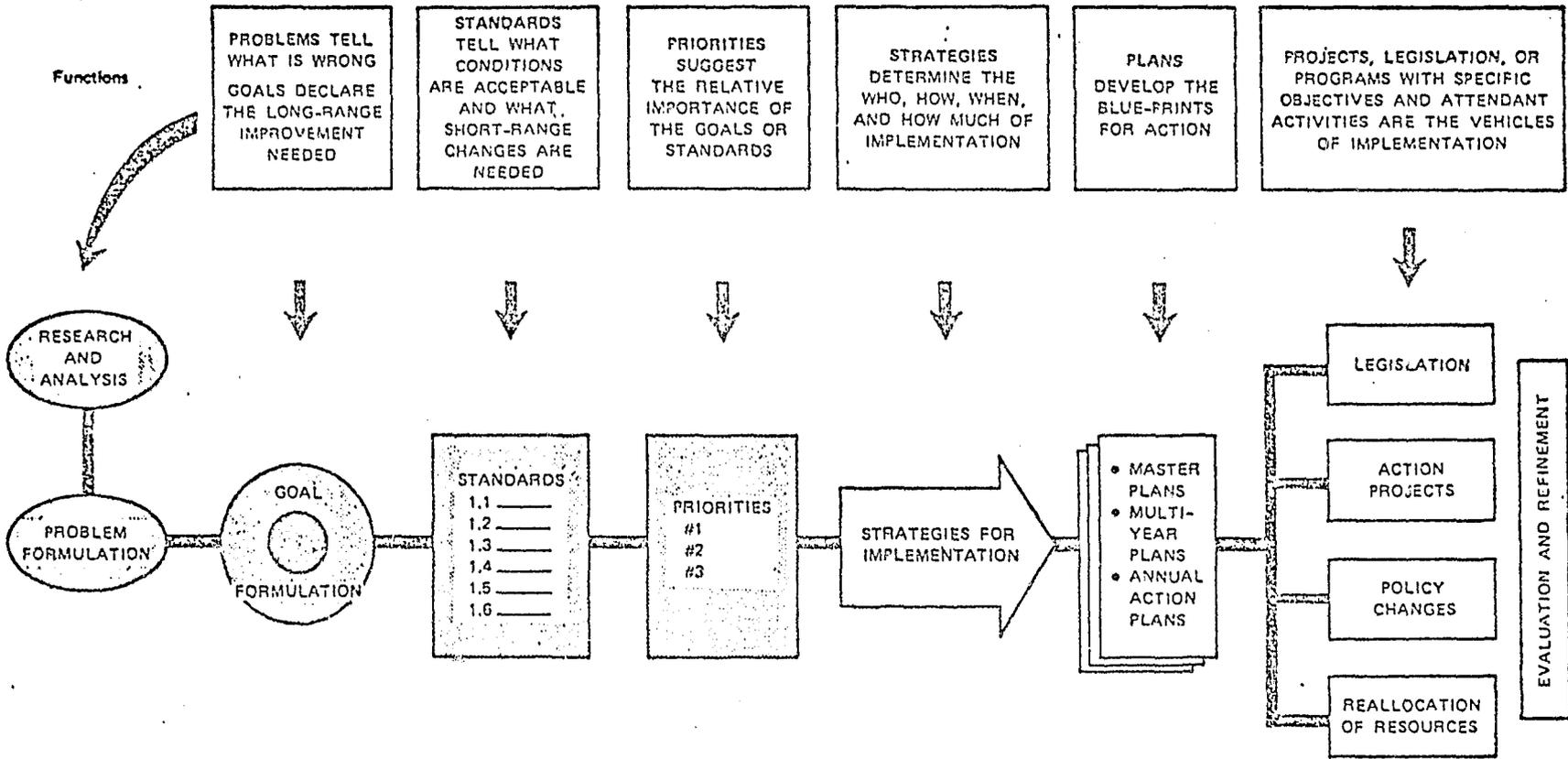
For both active programs and those just starting the standards and goals process, the LEAA/ONPP Handbook provided additional information on definitions including a portrayal of functional relationships.<sup>1</sup> This is included as Figure 2-2.

Fifty two states and territories have established goals. The quantification of these goals is an ongoing process.

Goals Definition Activities							
Actions	Total State Programs	Goals Established			Goals Quantified		
		Complete	Planned	Total	Complete	Planned	Total
Number of States	52	35	17	52	8	9	17
% of State Programs	100%	67%	33%	100%	15%	17%	32%

<sup>1</sup> Standards and Goals: Suggestions For Implementing Criminal Justice Standards and Goals; LEAA, March 1975, p. 19.

FIGURE 2-2



THE FUNCTIONS PERFORMED BY STANDARDS, GOALS, PRIORITIES AND OTHER PLANNING ELEMENTS

## State Standards and Goals Priorities and Planning Activities

It is a significant accomplishment that 44 states were to be in a position to correlate their standards and goals to the FY 1976 Comprehensive Plan. One of the most difficult processes, especially for the larger states, has been the identification of priorities on an accelerated time schedule. Even so, it appears that forty-seven states will soon be in a position to accomplish this. Success in these "hard" areas is also a positive indicator of continuing strength of the process.

The LEAA policy guidance in priority setting has been on the identification of local and unique problems, local goals and local priorities. The purpose has been to build a practical operational base and a constituency which will support implementation.

The National Advisory Commission provided similar guidance to state and local planners:

"With over 500 standards on such diverse subjects as referral criteria for youth service bureaus, privacy and security requirements for information systems, and bilingual capabilities for police departments, State planning agencies (SPA's) and other criminal justice agencies wishing to use intelligently the Commission's reports will have to set priorities among the many standards.

Priority-setting must begin with an assessment of a State or locality's major crime problems and the criminal justice system's response to those problems. Program funding decisions may change drastically depending on whether the crime problem given top priority is white collar crime, burglary, or various types of violent crime."<sup>1</sup>

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<sup>1</sup> NAC A National Strategy, p. 148

The state actions in this area are portrayed below.

Priorities and Planning Activities								
Actions	Total State Programs	Priorities Established			Standards Goals Correlated To Comprehensive Plan			
		Complete	Planned	Total	Partial 1976	Complete 1976	Complete 1977	Total
Number of States	52	19	28	47	24	20	32	52
% of State Programs	100%	37%	54%	91%	46%	38%	62%	100%

State Criminal Justice System Standards Activities

All states are directing their efforts toward the establishment of standards in various components of the criminal justice system. The pace of this effort varies depending on the effort expended, at the front end of the process, on the initial development of goals. States which have closely followed the National Advisory Commission model have made distinctions between standards which are readily acceptable, or already in existence, and those which are controversial or nettlesome. It is significant that sixty-five percent (65%) of the states have completed and ratified some standards. The data is illustrated below:

State Criminal Justice System Component Standards			
Actions	Completed	Planned	Total
Number of States	34	18	52
% of States	65%	35%	100%

## State Standards and Goals Documentation

In addition to the documentation of standards and goals which will be correlated to the state comprehensive plans, there will be a massive resource of state documentation in the functional components of the criminal justice system.

Of particular value for the future will be documentation in the areas of juvenile justice and information systems. The state documentation is not simply a restatement of NAC reports. Every state which industriously pursued the assessment of local needs was able to insert new insights into the state processes. One state, for instance, is preparing separate documentation on tribal justice, a local need. The preparatory problem statements and issue papers of many states should be assembled for possible transfer throughout the criminal justice system.

As indicated in the data display, 90% or more of the states will have documentation in the courts (judicial), law enforcement and corrections components. Some of the areas which received less intense review but have potential significance are: R&D - 7 states; manpower, education and training - 8 states and organized crime - 3 states.

The summary data on documentation is displayed below:

Completed or Planned State Criminal Justice System Recommendations, Standards and Goals Documents									
Criminal Justice Area	Composite Report	Courts, Judicial	Law Enforcement	Correc-tions	Community Crime Prevention	Juvenile	Criminal Justice Systems, CJIS	Other	Total State Programs
Number of States	15	47	49	47	39	34	27	18	52
% of States	29%	90%	94%	90%	75%	65%	52%	35%	100%

## Public Participation in State Standards and Goals Processes

There are both statutory and policy encouragements for wide public participation and citizen initiatives in the standards and goals program.

The LEAA policy statement provided the following guidance:

"We anticipate that in the process of developing standards, States will seek the active involvement of criminal justice agencies and professionals, State legislators, public officials, local government, and the public at large. Only in this way will the standards developed be meaningful, have a chance for successful implementation, and effect overall system improvement and crime reduction."

The wisdom of this guidance is apparent in those states in which ratification and implementation of standards and goals is underway. Not only is the ratification process important but there should be widespread understanding and confidence in the proposed standards to insure long term credibility and acceptance.

There have been some interesting, and perhaps unanticipated, benefits from the public participation process:

- In several states, for example: Maryland, Washington, Ohio, Wisconsin, Nebraska, participants in the standards programs contributed in-depth position papers. These were developed on the adult and juvenile justice systems which will serve the standards and goals program and also be valuable for future legislative action.
- Public participation in non-metropolitan areas has served to re-establish a balance between the perceived urban orientation of the NAC standards and goals and the desired local standards.
- Some proposed standards generated considerable controversy. In so doing, the standards and goals process has stimulated a wider interest in the criminal justice system and related legislation.

- In one rural state the standards and goals process has become the first review of the criminal justice system since statehood occurred in 1889.
- In several western states the standards and goals process has linked Indian tribal representatives into the planning process in a significant way.
- In many states the examination of Police Standard 5.2, concerning consolidation of small departments, has generated renewed interest not only in consolidated service but also in the community role of small police departments.

In a few states, the development and review of the standards and goals have involved only a limited number of people. The indications are that three disadvantages result from this situation:

- Indifference of both criminal justice components and citizens.
- Articulated complaints about the limited perspective achieved.
- Active resistance, requiring resolution, between criminal justice components and other agencies and/or legislatures.

A practical and achievable blend is achieved when the planner meets the people:

In spite of the demands of time required to accomplish public involvement it appears that credibility, established through the participatory process, will facilitate implementation of the standards program. Public participation in the standards and goals process has come, in many places, to mean more than a passive information transfer mechanism. It appears, in fact, to have generated a considerable public interest in criminal justice issues. If this is so, then the process is meeting a central priority LEAA objective.

Citizen Participation in the Standards and Goals Development Process

A variety of methods have been used across the county in the standards and goals programs. Public hearings and workshops have been held in central locations and at local sites. Extensive use of the media has been used both in the form of standards and goals literature and press, radio and television coverage. Media oriented states have made maximum use of criminal justice issues to acquire coverage of the standards and goals effort.

Representatives on standards and goals groups across the country have included every conceivable slice of population: geographic, ethnic, age, government, private, media, labor, religious, urban-rural, metropolitan-suburban, criminal justice interests and community interests. Most states have kept excellent documentation of this sector representation for future reference and research. The data indicates that 50 states (96%) have made a serious effort to insure extensive representation on standards and goals groups. Summaries are included below for both participation methods and subsequent public review of the standards and goals activities.

Planned and Operating Citizen Participation in Development Process				
Method Used	Public Hearings and/or Workshops	Media And Standards/Goals Literature	Representation On Standards Goals Groups	Total State Programs Reviewed
Number of States Using Method	44	34	50	52
% States Using Method	85%	65%	96%	100%

Planned or Operating Public Review of S/G Actions				
Status	State Programs	Public Review Operating	Public Review Planned	Total
Number of States	52	26	5	31
% of Current State Programs	100%	50%	10%	60%

Criminal Justice System Legislative Action  
Developing From State Standards and Goals  
Programs

A major objective of LEAA/ONPP is to assist states in effecting change through local legislative action. It is probably true that long term benefits from the program will depend a great deal on the extent of fundamental change effected through legislation associated with system reform and revision. There are many positive indicators that this objective is starting to be achieved.

This may be a case where the timing is right, the talent is available and the direction is being established. Thirty-nine (39) states, (75%) have initiated, or plan to initiate, legislation related to standards, goals and methods. The most active areas are in corrections and juvenile justice.

In this effort the standards and goals programs seem to have gained the support, in many states, of the press who are sensitive to the current significance of criminal justice issues.

The standards and goals programs have also activated the significant issue of the separate roles of executive, judicial and legislative. In this respect, the programs are, in effect, a catalyst for positive system change and coordination.

The data, concerning legislation planned for 1975-1976 and proposed for later, is portrayed below.

Criminal Justice System Standards and Goals Legislation Introduced or Planned				
Year	State Programs	1975-1976	1977 and Later	Totals
Number States	52	19	20	39
% of Current State Programs	100%	37%	38%	75%

The data summaries portray a record of achievement, in a two-year period, which is not only noteworthy but indicative of potential benefits still to be achieved.

## INDIVIDUAL STATE PROFILES

In this section there are eleven pages of individual state profile data. The information has been derived from material available through August 1975. In some cases actions which were planned (P) have now been accomplished by the states.

INDIVIDUAL STATE PROFILES

STANDARDS AND GOALS PROGRAM CHARACTERISTICS	STATE				
	Alabama	Alaska	Arizona	Arkansas	California
<b>1.0 ONPP-STATE ACTIONS</b>					
YEAR PROGRAM INITIATED	1974	1974	1974	1975	1974
TOTAL 1974-1975 S/G PROCESS GRANTS (\$000)	335.0	182.0	350.0	270.0	2,216.0
Total Part C	230.0	159.5	282.1	216.0	2,016.0
Total Part E	105.0	22.5	68.2	54.0	200.0
PART B FUNDED					
S/G TECH. ASSIST., 1974-1975		X		X	X
S/G DEVELOPMENT PROCESS COMPLETED BY:	Dec 75	June 76	Mar 76	June 76	Sept 75
<b>2.0 S/G PROGRAM ORGANIZATION</b>					
TYPE	Advise Bd. Task F.	Task Force	Task Force	Committee	Committee
APPOINTED BY	SPA	SPA	SPA	GOV	SPA
APPOINTMENT AUTHORITY	LTR	LTR	LTR	LTR	LTR
STAFF SIZE	8	4	8	1 Staff 5 Contract	58 ft/pt
<b>3.0 S/G PROCESSES</b>					
RESEARCH AND REVIEW					
Legislative	X				X
State Problems, Issues	X	XX	XX	X	XX
N. A. C. S/G Review	XX		X	XX	X
Other National Standards Review	X		X	X	X
S/G ACTIONS					
State Goals Established	X	X	X	X	X
Adult					X
Juvenile					X
Judicial					X
Legislative					X
Goals Quantified		P			
Standards Defined	X	P	X	X	X
Goals and Standards Priorities Established		P	P	P	P
Standards and Goals Correlated to Comp. Plan (Year)	Part. Compl. 1976 1977	Part. Compl. 1976 1977	Part. Compl. 1976 1977	Part. Compl. 1976 1977	P 1976
DOCUMENTATION					
Composite Report					X
Courts or Judicial	X	X		X	X
Law Enforcement	X	X	X	X	X
Corrections	X	X	X	X	X
Community/Crime Prevention		X	X	X	X
Juvenile	X	X	X	X	
CJS, C.J. System			P		X
Research and Development				X	X
Manpower/Training/Education					X
Other					X
<b>4.0 PUBLIC PARTICIPATION</b>					
PUBLIC HEARINGS/WORKSHOPS	X	P	X		X
MEDIA, LITERATURE	X	X	X	X	X
REPRESENTATION	X	X	X	X	X
PUBLIC REVIEW OF S/G	X		X	X	X
LEGISLATIVE ACTION	1976	P	1976	P	P

P = Planned; PART = Partial; COMPL = Complete; X = Yes; XX = Primary Activity

INDIVIDUAL STATE PROFILES

STANDARDS AND GOALS PROGRAM CHARACTERISTICS	STATE				
	Colorado	Connecticut	Delaware	D. C.	Florida
1.0 ONPP-STATE ACTIONS					
YEAR PROGRAM INITIATED	1974	1974	1974	1974	1973
TOTAL 1974-1975 S/G PROCESS GRANTS (\$000)	709.0	-	175.0	339.9	500.0
Total Part C	637.0	--	125.0	244.9	336.9
Total Part E	72.0	-	50.0	95.0	163.1
PART B FUNDED		X			
S/G TECH. ASSIST., 1974-1975	X	X	X	X	X
S/G DEVELOPMENT PROCESS COMPLETED BY:	Sept 75	Mar '76	Dec 75	Mar 76	Sept 75
2.0 S/G PROGRAM ORGANIZATION TYPE	Com-mission	Committee	Task Force	Work Groups	Council
APPOINTED BY	GOV	SPA	GOV	SPA	GOV
APPOINTMENT AUTHORITY	LTR	Internal	LTR	Internal	Exec. Order
STAFF SIZE	9	Internal	4	10	18
3.0 S/G PROCESSES					
RESEARCH AND REVIEW					
Legislative	X	X			X
State Problems, Issues	XX	XX	X	XX	X
N.A.C. S/G Review	X		XX	X	XX
Other National Standards Review	X		X	X	X
S/G ACTIONS					
State Goals Established	X	XX	X	X	X
Adult	X	X	X		
Juvenile	X	X	X		
Judicial	X				
Legislative	X				
Goals Quantified		X			P
Standards Defined	X	P	X	P	X
Goals and Standards Priorities Established	X	P	P	P	P
Standards and Goals Correlated to Comp. Plan (Year)	1976	1976	1976	Part. Compl. 1976 1977	1976
DOCUMENTATION					
Composite Report	X	X			X
Courts or Judicial	X			X	X
Law Enforcement	X		X	X	X
Corrections	X		X		X
Community/Crime Prevention	X		X	X	X
Juvenile				X	P
CJIS, C.J. System	X		X		X
Research and Development					
Manpower/Training/Education					
Other					org. crime
4.0 PUBLIC PARTICIPATION					
PUBLIC HEARINGS/WORKSHOPS	XX		X	X	X
MEDIA, LITERATURE	X			X	X
REPRESENTATION	X	X	X	X	X
PUBLIC REVIEW OF S/G	X			X	
LEGISLATIVE ACTION	P		P	P	1976

P = Planned; PART = Partial; COMPL = Complete; X = Yes; XX = Primary Activity

INDIVIDUAL STATE PROFILES

STANDARDS AND GOALS PROGRAM CHARACTERISTICS	STATE				
	Georgia	Hawaii	Idaho	Illinois	Indiana
<b>1.0 ONPP-STATE ACTIONS</b>					
YEAR PROGRAM INITIATED	1974	1975	1973	1974	1974
TOTAL 1974-1975 S/G PROCESS GRANTS (\$000)	374.8	153.9	241.6	989.5	287.5
Total Part C	299.9	115.9	210.6	676.6	241.4
Total Part E	74.9	38.	31.	312.9	46.1
PART B FUNDED					
S/G TECH. ASSIST., 1974-1975	X	X			
S/G DEVELOPMENT PROCESS COMPLETED BY:	Sept 75	June 76	Sept 75	Dec 75	Dec 75
<b>2.0 S/G PROGRAM ORGANIZATION</b>					
TYPE	Com-mission	Task Force	Council	Com-mission	Task Force
APPOINTED BY	GOV	SPA	GOV	SPA	SPA
APPOINTMENT AUTHORITY	Exec. Order	LTR	LTR	Internal	Internal
STAFF SIZE	16	6	7	11	?
<b>3.0 S/G PROCESSES</b>					
RESEARCH AND REVIEW					
Legislative			X	X	
State Problems, Issues	XX	X	XX	XX	XX
N.A.C. S/G Review	X	XX	X	X	X
Other National Standards Review		X	X	X	X
S/G ACTIONS					
State Goals Established	X	P	X	X	X
Adult	X	P			
Juvenile	X	P	X	X	
Judicial	X		X		
Legislative	X				
Goals Quantified				X	
Standards Defined	X	P	X	X	X
Goals and Standards Priorities Established	X	P	X	X	X
Standards and Goals Correlated to Comp. Plan (Year)	1976	1977	1976	1976	1976
DOCUMENTATION					
Composite Report				X	
Courts or Judicial	X	X	X	X	X
Law Enforcement	X	X	X	X	X
Corrections	X	X	X		X
Community/Crime Prevention	X	X	X	X	X
Juvenile		X	X	X	
CMS, C.J. System	X	X		X	
Research and Development					
Manpower/Training/Education				X	
Other				X	
<b>4.0 PUBLIC PARTICIPATION</b>					
PUBLIC HEARINGS/WORKSHOPS	X	X	X	X	X
MEDIA, LITERATURE	X		X		
REPRESENTATION	X	X	X	X	X
PUBLIC REVIEW OF S/G		X			X
LEGISLATIVE ACTION	1975, 1976				

P = Planned; PART = Partial; COMPL = Complete; X = Yes; XX = Primary Activity

INDIVIDUAL STATE PROFILES

STANDARDS AND GOALS PROGRAM CHARACTERISTICS	STATE				
	Iowa	Kansas	Kentucky	Louisiana	Maine
<b>1.0 ONPP-STATE ACTIONS</b>					
YEAR PROGRAM INITIATED	1974	1974	1974	1974	1973
TOTAL 1974-1975 S/G PROCESS GRANTS (\$000)	205.9	180.0	487.7	194.8	299.3
Total Part C	205.9	180.0	329.0	121.1	224.3
Total Part E	-	-	158.7	73.7	75.0
PART B FUNDED					
S/G TECH. ASSIST., 1974-1975			X	X	X
S/G DEVELOPMENT PROCESS COMPLETED BY:	Dec 75	Sept 75	Dec 75	Sept 75	June 76
<b>2.0 S/G PROGRAM ORGANIZATION</b>					
TYPE	Staff	Task Force	Com-mission	Com-mission	Committee
APPOINTED BY	SPA	GOV	GOV	SPA	SPA
APPOINTMENT AUTHORITY	Internal	LTR	LTR	Internal	Internal
STAFF SIZE	4	Contr. 9	12	8	9 (P)
<b>3.0 S/G PROCESSES</b>					
RESEARCH AND REVIEW					
Legislative		X	X	X	X
State Problems, Issues		XX	X	X	XX
N. A. C. S/G Review	XX	X	XX	XX	X
Other National Standards Review		X		X	X
S/G ACTIONS					
State Goals Established	P	X	X	X	P
Adult		X			P
Juvenile		X			P
Judicial		X			
Legislative					
Goals Quantified					P
Standards Defined	X	X	X	X	P
Goals and Standards Priorities Established			X	X	P
Standards and Goals Correlated to Comp. Plan (Year)	1976	Part Compl 1976 1977	Part Compl 1976 1977	1976	Part Compl 1976 1977
DOCUMENTATION		*			
Composite Report		X			
Courts or Judicial	X	X	X	X	X
Law Enforcement	X	X	X	X	X
Corrections	X	X	X	X	X
Community/Crime Prevention	X	X		X	X
Juvenile		X	XX	X	
CJIS, C.J. System		X	P		X
Research and Development			P		
Manpower/Training/Education			P		
Other					
<b>4.0 PUBLIC PARTICIPATION</b>					
PUBLIC HEARINGS/WORKSHOPS	X		X	X	XX
MEDIA, LITERATURE		X	X	X	X
REPRESENTATION		X	X	X	X
PUBLIC REVIEW OF S/G	X		X	X	P
LEGISLATIVE ACTION		1976	1976	R	

P = Planned; PART = Partial; COMPL = Complete; X = Yes; XX = Primary Activity

\* Documentation Titles Vary in Kansas

INDIVIDUAL STATE PROFILES

STANDARDS AND GOALS PROGRAM CHARACTERISTICS	STATE				
	Maryland	Mass.	Michigan	Minnesota	Mississippi
<b>1.0 ONPPP-STATE ACTIONS</b>					
YEAR PROGRAM INITIATED	1972	1974	1973	1974	1974
TOTAL 1974-1975 S/G PROCESS GRANTS (\$000)	-	1,025.	147.	272.1	385.0
Total Part C	-	525	86.	272.1	285.0
Total Part E	-	500	61.	-	100.0
PART B FUNDED	X				
S/G TECH. ASSIST., 1974-1975		X	X	X	X
S/G DEVELOPMENT PROCESS COMPLETED BY:	Dec 75	Mar 76	Sept 75	Dec 75	Dec 75
<b>2.0 S/G PROGRAM ORGANIZATION</b>					
TYPE	Com- mittee	Com- mittee	Com- mission	Task Force	Com- mission
APPOINTED BY	SPA	SPA	GOV	GOV COM	GOV
APPOINTMENT AUTHORITY	Internal	Internal	Exec. Order	LTR	LTR
STAFF SIZE	8	11	6	3 ft; 7 pt	11
<b>3.0 S/G PROCESSES</b>					
RESEARCH AND REVIEW					
Legislative		X	X	X	X
State Problems, Issues	XX	XX	XX	XX	XX
N.A.C. S/G Review	X	X	X	X	X
Other National Standards Review	X	X	X	X	X
S/G ACTIONS					
State Goals Established	X	X	X	X	X
Adult		X			
Juvenile		X			
Judicial		X			
Legislative		X			
Goals Quantified	X	X			
Standards Defined	X	X	X	X	X
Goals and Standards Priorities Established		X	P	X	X
Standards and Goals Correlated to Comp. Plan (Year)	Part Compl 1976 1977	Part Compl 1976 1977	1976	1976	1976
DOCUMENTATION	*		*	*	
Composite Report				X	
Courts or Judicial	X		X	X	X
Law Enforcement	X		X	X	X
Corrections	X		X	X	X
Community/Crime Prevention			X	X	X
Juvenile	X		X	X	X
CJIS, C.J. System	X			X	X
Research and Development				X	
Manpower/Training/Education	X	XX		X	
Other	org. crime		mgmt.		
<b>4.0 PUBLIC PARTICIPATION</b>					
PUBLIC HEARINGS/WORKSHOPS	X	X	X	X	X
MEDIA, LITERATURE		X	X	X	
REPRESENTATION	X	X	X	X	X
PUBLIC REVIEW OF S/G		X	X	X	
LEGISLATIVE ACTION		1976	1976		1976

P = Planned; PART = Partial; COMPL = Complete; X = Yes; XX = Primary Activity

\* Reports are issue oriented (Md., Mich., Minn.)

INDIVIDUAL STATE PROFILES

STANDARDS AND GOALS PROGRAM CHARACTERISTICS	STATE				
	Missouri	Montana	Nebraska	Nevada	N. Hamp.
<b>1.0 ONPP-STATE ACTIONS</b>					
YEAR PROGRAM INITIATED	1975	1974	1974	1974	1975
TOTAL 1974-1975 S/G PROCESS GRANTS (\$000)	300.0	400.6	-	576.4	288.4
Total Part C	157.5	400.6	-	400.0	266.7
Total Part E	142.5	-	-	176.4	21.7
PART B FUNDED			X		
S/G TECH. ASSIST., 1974-1975		X			X
S/G DEVELOPMENT PROCESS COMPLETED BY:	Mar 76	Dec 75	Dec 75	Mar 76	Jun 76
<b>2.0 S/G PROGRAM ORGANIZATION</b>					
TYPE	Com- mittee	Council	Com- mission	Task Force	Com- mittee
APPOINTED BY	SPA	GOV	GOV		SPA
APPOINTMENT AUTHORITY	Internal	LTR	Statute		LTR
STAFF SIZE	8	11	5		8
<b>3.0 S/G PROCESSES</b>					
RESEARCH AND REVIEW					
Legislative	X	X	X		P
State Problems, Issues	XX	X	X	X	PP
N. A. C. S/G Review	X	XX	XX	XX	
Other National Standards Review	X	X	X	X	
S/G ACTIONS					
State Goals Established	P	P	X	X	P
Adult	P				
Juvenile	P		X	X	
Judicial	P			X	
Legislative	P				
Goals Quantified			P		
Standards Defined	P	X	X	X	P
Goals and Standards Priorities Established	P	P	X	P	P
Standards and Goals Correlated to Comp. Plan (Year)	Part Compl 1976 1977	Part Compl 1976 1977	1976	Part Compl 1976 1977	1977
DOCUMENTATION					
Composite Report		X	X		
Courts or Judicial	X	X	X	X	P
Law Enforcement	X	X	X	X	P
Corrections	X	X	X	X	P
Community/Crime Prevention	X	X	X		
Juvenile	X				P
CJIS, C.J. System	X	X			P
Research and Development					P
Manpower/Training/Education					
Other					
<b>4.0 PUBLIC PARTICIPATION</b>					
PUBLIC HEARINGS/WORKSHOPS	X	X		X	P
MEDIA, LITERATURE	X	X	X	X	
REPRESENTATION	X	X	X	X	P
PUBLIC REVIEW OF S/G	X			X	P
LEGISLATIVE ACTION	P-1976	1976	1976	1976	1977

P = Planned; PART = Partial; COMPL = Complete; X = Yes; XX = Primary Activity

INDIVIDUAL STATE PROFILES

STANDARDS AND GOALS PROGRAM CHARACTERISTICS	STATE				
	N. Jersey	N. Mexico	New York	N. Carolina	N. Dakota
1.0 ONPP-STATE ACTIONS					
YEAR PROGRAM INITIATED	1973	1973	1975	1974	1974
TOTAL 1974-1975 S/G PROCESS GRANTS (\$000)	244.3	193.8	76 Funds	326.9	267.5
Total Part C	183.2	193.8		212.1	267.5
Total Part E	61.1	-		114.8	-
PART B FUNDED					
S/G TECH. ASSIST., 1974-1975	X			X	X
S/G DEVELOPMENT PROCESS COMPLETED BY:	Mar 76	June 76	Dec 76	Dec 75	Dec 75
2.0 S/G PROGRAM ORGANIZATION TYPE	Advisory Board	Study Teams	Off. Of Ep. Serv.	Task Force	Commission
APPOINTED BY	GOV	SPA	Div of CJS	SPA	GOV
APPOINTMENT AUTHORITY	LTR	LTR	Exec. Law	LTR	LTR
STAFF SIZE	6	8 pt	11	8	4 ft; 16 pt
3.0 S/G PROCESSES					
RESEARCH AND REVIEW					
Legislative		P	X	X	X
State Problems, Issues	X	P	XX	X	
N. A. C. S/G Review	XX	PP	X	XX	XX
Other National Standards Review	X	P	X		
S/G ACTIONS					
State Goals Established	P	P	P	X	X
Adult			P		
Juvenile			PP*		
Judicial			P		
Legislative			P		
Goals Quantified			P	P	
Standards Defined	P	P	P	X	X
Goals and Standards Priorities Established	P	P	P	X	X
Standards and Goals Correlated to Comp. Plan (Year)	Part Compl 1976 1977	1977	Part Compl 1976 1977	1976	Part Compl 1976 1977
DOCUMENTATION			*		
Composite Report					
Courts or Judicial	P	P	P	X	X
Law Enforcement	P	P	P	X	X
Corrections	P	P	P	X	X
Community/Crime Prevention	P	P	P	X	X
Juvenile		P	P	X	X
CJS, C.J. System	P	P	P	X	X
Research and Development					
Manpower/Training/Education					
Other					
4.0 PUBLIC PARTICIPATION					
PUBLIC HEARINGS/WORKSHOPS	X	P		X	
MEDIA, LITERATURE				X	X
REPRESENTATION	X	P	X	X	X
PUBLIC REVIEW OF S/G		P		X	X
LEGISLATIVE ACTION		P	P		1975

P = Planned; PART = Partial; COMPL = Complete; X = Yes; XX = Primary Activity

\*New York S/G process by multiple agencies

INDIVIDUAL STATE PROFILES

STANDARDS AND GOALS PROGRAM CHARACTERISTICS	STATE				
	Ohio	Oklahoma	Oregon	Pa.	Rh. Island
1.0 ONPP-STATE ACTIONS					
YEAR PROGRAM INITIATED	1973	1975	1973	1973	1975
TOTAL 1974-1975 S/G PROCESS GRANTS (\$000)	361.7	76 funds	199.4	358.3	79.9
Total Part C	361.7		117.8	323.3	48.3
Total Part E	-		80.6	35.0	31.6
PART B FUNDED					
S/G TECH. ASSIST., 1974-1975	X	X			X
S/G DEVELOPMENT PROCESS COMPLETED BY:	Sept 75	Dec 76	Sept 75	Dec 75	Jun 76
2.0 S/G PROGRAM ORGANIZATION TYPE	Com-mission	Advisory Board	Committee	Committee	Task Force
APPOINTED BY	GOV		SPA	Jt. Council	GOV
APPOINTMENT AUTHORITY	LTR		LTR	LTR	LTR
STAFF SIZE	9		10	12	6
3.0 S/G PROCESSES					
RESEARCH AND REVIEW		P			
Legislative			X	X	
State Problems, Issues	XX		XX	XX	P
N.A.C. S/G Review	X			X	PP
Other National Standards Review	X			X	P
S/G ACTIONS					
State Goals Established	X	P	X	X	P
Adult				X	
Juvenile				XX	
Judicial				X	
Legislative				X	
Goals Quantified			X		
Standards Defined	X	P	X	X	P
Goals and Standards Priorities Established	X		P	X	P
Standards and Goals Correlated to Comp. Plan (Year)	1976	1977	1976	Part Compl 1976 1977	1977
DOCUMENTATION	*				
Composite Report	X		X	X	
Courts or Judicial	X	P	X	X	P
Law Enforcement	X	P	X	X	P
Corrections	X	P	X	X	P
Community/Crime Prevention	X			X	P
Juvenile	X	P		X	P
CJIS, C.J. System					P
Research and Development					
Manpower/Training/Education	X				
Other					
4.0 PUBLIC PARTICIPATION					
PUBLIC HEARINGS/WORKSHOPS	X	P	X	X	P
MEDIA, LITERATURE	X	P	X	X	
REPRESENTATION	X	P	X	X	P
PUBLIC REVIEW OF S/G	X	P	X	X	P
LEGISLATIVE ACTION	P		P	1976	P

P = Planned; PART = Partial; COMPL = Complete; X = Yes; XX = Primary Activity

\* Documentation is issue oriented in Ohio

INDIVIDUAL STATE PROFILES

STANDARDS AND GOALS PROGRAM CHARACTERISTICS	STATE				
	South Carolina	South Dakota	Tennessee	Texas	Utah
1.0 ONPP-STATE ACTIONS					
YEAR PROGRAM INITIATED	1974	1974	1974	1974	1973
TOTAL 1974-1975 S/G PROCESS GRANTS (\$000)	366.2	250.0	203.0	-	-
Total Part C	231.5	250.0	150.0	-	-
Total Part E	134.7	-	53.0	-	-
PART B FUNDED				X	X
S/G TECH. ASSIST., 1974-1975	X	X			X
S/G DEVELOPMENT PROCESS COMPLETED BY:	June 76	June 76	Mar 76	Sept 75	Sept 75
2.0 S/G PROGRAM ORGANIZATION					
TYPE	Task Force	Task Force	Advisory Panel	Committee	Task Force
APPOINTED BY	GOV	GOV	SPA	GOV	GOV
APPOINTMENT AUTHORITY	LTR	LTR	LTR	LTR	LTR
STAFF SIZE	9	6	Contract	6	10
3.0 S/G PROCESSES					
RESEARCH AND REVIEW					
Legislative					X
State Problems, Issues	X	X			X
N.A.C. S/G Review	XX	XX	XX	XX	XX
Other National Standards Review	X				X
S/G ACTIONS					
State Goals Established	P	P	P	X	X
Adult					
Juvenile					
Judicial					
Legislative					
Goals Quantified	P			X	X
Standards Defined	P	P	P	X	X
Goals and Standards Priorities Established	P	P	P	P	X
Standards and Goals Correlated to Comp. Plan (Year)	Part Compl 1976 1977	1977	Part Compl 1976 1977	Part Compl 1976 1977	1976
DOCUMENTATION					
Composite Report				X	
Courts or Judicial	P	P	P	X	X
Law Enforcement	P	P	P	X	X
Corrections	P	P	P	X	X
Community/Crime Prevention		P		X	X
Juvenile	P		P		
CJIS, C.J. System	P	P	P	X	X
Research and Development	P				
Manpower/Training/Education			P		
Other		Tribal Justice			legislative
4.0 PUBLIC PARTICIPATION					
PUBLIC HEARINGS/WORKSHOPS	X	X	X		X
MEDIA, LITERATURE	X		X		X
REPRESENTATION	X	X	X	X	X
PUBLIC REVIEW OF S/G	X				X
LEGISLATIVE ACTION	P 1977	P 1977		1977	1976

P = Planned; PART = Partial; COMPL = Complete; X = Yes; XX = Primary Activity

INDIVIDUAL STATE PROFILES

STANDARDS AND GOALS PROGRAM CHARACTERISTICS	STATE				
	Vermont	Virginia	Washington	W. Virginia	Wisconsin
1.0 ONPP-STATE ACTIONS					
YEAR PROGRAM INITIATED		1974	1974	1974	1975
TOTAL 1974-1975 S/G PROCESS GRANTS (\$000)		458.9	268.2	-	224.9
Total Part C		383.9	225.3	-	224.9
Total Part E		75.0	42.9	-	-
PART B FUNDED				X	
S/G TECH. ASSIST., 1974-1975	X	X			
S/G DEVELOPMENT PROCESS COMPLETED BY:		Mar 76	Dec 75	June 76	Dec 75
2.0 S/G PROGRAM ORGANIZATION		Task Force	Office of Attny. Gen.	Committee	Committee
TYPE					
APPOINTED BY		Gov Comm	Attny. Gen.	SPA	GOV
APPOINTMENT AUTHORITY		LTR	Internal	Internal	LTR
STAFF SIZE		11	5ft 3pt	4	7ft 5pt
3.0 S/G PROCESSES					
RESEARCH AND REVIEW	X				
Legislative			X		X
State Problems, Issues		X	XX	X	XX
N. A. C. S/G Review		XX	X	XX	X
Other National Standards Review		X	X	X	X
S/G ACTIONS	X				
State Goals Established		P	X	X	X
Adult			X	X	P
Juvenile			X	X	XX
Judicial			X	X	P
Legislative			X	X	P
Goals Quantified			X	P	
Standards Defined		P	X	X	X
Goals and Standards Priorities Established		P	X	X	P
Standards and Goals Correlated to Comp. Plan (Year)		Part Compl 1976 1977	1976	Part Compl 1976 1977	Part Compl 1976 1977
DOCUMENTATION	X		*		*
Composite Report					X
Courts or Judicial		P	X	X	
Law Enforcement		P	X	X	
Corrections		P	X	X	
Community/Crime Prevention			X	X	
Juvenile			X	X	XX
CJIS, C.J. System			X		
Research and Development					
Manpower/Training/Education					
Other					Adult C. J.
4.0 PUBLIC PARTICIPATION					
PUBLIC HEARINGS/WORKSHOPS		X	X	P	XX
MEDIA, LITERATURE			X		X
REPRESENTATION		X	X	P	X
PUBLIC REVIEW OF S/G		X	X		
LEGISLATIVE ACTION		1976	1976	1976, 7	P

P = Planned; PART = Partial; COMPL = Complete; X = Yes; XX = Primary Activity

[\* Documentation titles vary in Washington and Wisconsin

INDIVIDUAL STATE PROFILES

STANDARDS AND GOALS PROGRAM CHARACTERISTICS	STATE				
	Wyoming	AM Somoa	Guam	Puerto Rico	Virgin Islands
1.0 ONPP-STATE ACTIONS					
YEAR PROGRAM INITIATED	1974			1975	1975
TOTAL 1974-1975 S/G PROCESS GRANTS (\$000)	-			1976 funds	48.8
Total Part C	-				36.6
Total Part E	-				12.2
PART B FUNDED	X				
S/G TECH. ASSIST., 1974-1975	X			X	
S/G DEVELOPMENT PROCESS COMPLETED BY:	Dec 75			June 76	June 76
2.0 S/G PROGRAM ORGANIZATION					
TYPE	Commitee			Task Force	Task Force
APPOINTED BY	SPA			SPA	GON
APPOINTMENT AUTHORITY	Internal			LTR	LTR
STAFF SIZE	2			12	3
3.0 S/G PROCESSES					
RESEARCH AND REVIEW		X	X		
Legislative	X			X	
State Problems, Issues	XX			X	X
N. A. C. S/G Review	X			XX	XX
Other National Standards Review	X			X	X
S/G ACTIONS		X	X		
State Goals Established	X			P	P
Adult					
Juvenile				P	
Judicial					
Legislative					
Goals Quantified	P				
Standards Defined	X			P	P
Goals and Standards Priorities Established	X			P	P
Standards and Goals Correlated to Comp. Plan (Year)	Part Compl 75, 76, 77			1977	1977
DOCUMENTATION	*	X	X		
Composite Report	X				
Courts or Judicial	P			P	P
Law Enforcement	P			P	P
Corrections	P			P	P
Community/Crime Prevention	P			P	P
Juvenile	P			P	P
CJIS, C.J. System					
Research and Development					
Manpower/Training/Education					
Other				P	
4.0 PUBLIC PARTICIPATION					
PUBLIC HEARINGS/WORKSHOPS	X			P	X
MEDIA, LITERATURE					X
REPRESENTATION	X			P	X
PUBLIC REVIEW OF S/G	X			P	
LEGISLATIVE ACTION	P			P	P

P = Planned; PART = Partial; COMPL = Complete; X = Yes; XX = Primary Activity

[Documentation titles vary in Wyoming]

## DISTINCTIVE FEATURES

The recent history of national programs has reflected the difficulties of correlating purpose and performance. It is difficult to establish management models which can achieve program consistency in an environment which includes a wide range of individual state operating styles. It is equally difficult to insure that impacts reach the local levels for which the programs have been designed.

The standards and goals program has been an integral part of the broad purpose of Congress to assist the state and local law enforcement and criminal justice efforts to become better coordinated, intensified and made more effective. An initial measurement of the standards and goals program is reflected in the distinctive features which characterize the effort.

At this time these distinctive features can be described in three categories:

- The development of alternative models
- The extent of comprehensiveness
- The nature of implementation strategies

In each of these categories there is evidence that the program has activated processes and projects to address the issues, and generate the responses, most relevant to state and local needs.

### The Development of Alternative Models

Among the state standards and goals programs there are many alternative models which have both served the purposes of individual states and are transferable for other program efforts and to other states. Distinctive features among the 52 programs include: varieties of organizational structure; different approaches to goal setting; multiple methods of acquiring responses to proposed standards; specific orientations to state geographic

and population patterns; several distinctive emphases on crime issues and a number of priority setting procedures.

One of the strengths of the standards and goals program is the variety of local "style" used. In nearly every state this distinctiveness has been achieved along with the focal role of the State Planning Agency.

### The Extent of Comprehensiveness

The comprehensive features of the standards and goals programs can be categorized in terms of three characteristics:

- Internal system developments
- Inter-institutional relationships
- Public participation

Each of these characteristics reflects the extent to which the standards and goals effort has been the catalyst for both internal and external (vertical and horizontal) activities involving the fundamental issues of law enforcement and criminal justice.

### Internal System Developments

The program has clearly stimulated an extensive examination of concepts, issues, roles, responsibilities and alternative methods in criminal justice. It is likely that the focal role of the State Planning Agency has been reinforced through the system wide involvement of criminal justice activities in response to standards and goals. At the same time, operational activities at many levels are being subjected to review and reform in the context of proposed goals and standards. It is clear, for example, that the state programs have established a framework for an intensive examination of status offenses, community level crime prevention, and alternatives to institutionalized incarceration. Each of these "local" issues has been brought into a system focus.

## Inter-Institutional Relationships

An effective standards and goals program is not possible without the involvement of organizations and activities outside the traditional functional scope of law enforcement and criminal justice. The standards and goals program has generated an extensive set of cross relationships including:

- the involvement, in varying degrees of executive, judicial and legislative activities
- the interaction of state and local governments in terms of roles and responsibilities
- the interaction of criminal justice and other human service agencies.

In developing these inter-institutional relationships the programs are stimulating a review of separation of powers; are encouraging a renewed local interest in local problems and are reinforcing the social and economic values of comprehensive application of multiple programs to meet common problems. The most apparent examples of this particular characteristic are the joint efforts in manpower, vocational education, recreation and youth service systems which have evolved from the standards and goals programs.

## Public Participation

This distinctive feature has been previously examined at length. Public participation has had a significant catalytic effect on the programs by bringing many individuals, interest groups, public agencies and the media together in an advocate, rather than adversary, effort to reform local practices and procedures.

## The Nature of Implementation Strategies

The standards and goals programs have been initiated and developed in a manner, and on a time schedule which should facilitate implementation.

The implementation strategies appear to be well conceived to accomplish the multiple tasks of implementation. These strategies include:

- organization placement of the standards and goals programs at levels which can accomplish state-wide objectives,
- the integration of standards and goals in the comprehensive planning process of the State Planning Agency
- emphasis on objectives management which can address cost implications
- simultaneous legislative and administrative actions
- orientation toward institutionalization of standards and goals activities in a manner which can facilitate continued funding and use of the development process
- implementation time tables geared to political and economic realities
- provision for continuing review of goals and standards consistent with changing needs.

These are distinctive features of the total standards and goals program. As part of the ONPP management of the program, there is also an on-going effort to circulate information among all the participants. This is by itself a distinctive feature of considerable value in the transfer of ideas, concepts and methods among all the states.

### III

#### A SUMMARY OF ACCOMPLISHMENTS TO DATE

The full impact of the standards and goals program will eventually be measured by the degree to which state and national goals are attained through the implementation and achievement of standards. It is possible, however, to identify a significant record of program achievement to date. Achievement can be related to the basic objectives of the standards and goals program:

- To broaden the scope of the criminal justice planning process
- To improve state and local interaction
- To encourage a broader spectrum of participation in the criminal justice planning process
- To establish consistent guidelines, methods and milestones for each state system
- To incorporate goals and standards into the annual comprehensive plans

In the process of developing state standards and goals, discussion, debate and action have been directed toward fundamental criminal justice issues, organizational concepts and cost considerations.

In summary, the standards and goals process has, in a comprehensive way, succeeded in re-examining:

- the existing state/local criminal justice systems including the traditional components of police, courts and corrections
- the broader system of interrelationships which involve the community and the legislature

- fundamental issues which are imbedded in the system such as sentencing, incarceration, status offenses, plea bargaining and penal codes
- related issues such as privacy and security, automation, victimization

The research associated with the standards and goals programs has opened up interest in the quality of the criminal justice system in areas such as:

- Criminal justice system manpower management including qualifications, training, education, career development, compensation and bargaining
- Organizational refinement including the relative roles of state and local agencies
- Basic economic considerations such as the correlation between available state resources and the potential cost effectiveness of consolidation and unification of criminal justice services

The operating activities of the state programs have provided additional criminal justice tools such as:

- Needs assessment techniques
- Problem solving formulas and analysis techniques
- Questionnaires and survey techniques
- Management of public forums
- MBO training
- Evaluation principles and procedures

The products of the standards and goals programs are creating a resource for continuing research and refinement not the least of which could be a contribution to the development of new, and relevant, criminal justice curricula for both colleges and secondary level schools.

The standards research of the National Advisory Commission, the American Bar Association and other credible organizations provided a valuable resource for the initiation of the state standards and goals programs.

An equivalent resource is now emerging, however, in the 52 states and territories. There is now a rich and varied body of material and recorded experiences which will have value both within individual states and among the states. There are, in effect, a number of criminal justice models and relevant literature being developed in areas where none have previously existed. In the process of examining issues and developing standards, an extensive transfer of research material and standards literature is occurring among the states. In developing "issue" positions states like Washington and Wisconsin, for example, made use of research developed in other state programs. Material developed by Ohio, for example, was used by Pennsylvania, Kentucky and Montana.

The standards and goals programs have served to broaden the criminal justice planning perspective in many states. Numerous states have developed compendiums of criminal justice standards and practices which cut across legislative, judicial and administrative relationships. These will be invaluable resources, for use by the State Planning Agencies, in the development of policies, strategies and legislation. | ?

The process of comprehensive examination of issues has brought the separate roles of judicial, legislative and executive into focus in addressing interrelated criminal justice problems. Every state has experienced new contacts in this area. In one state (North Dakota) the standards and goals task forces were appointed jointly by the Governor, the Chief Justice of the Supreme Court and the Attorney General.

There will be an extensive integration of state standards and goals into the FY 76 comprehensive criminal justice plans. By the FY 77 planning cycle all states will have integrated goals statements and extensive system standards into the State Comprehensive Plan.

This is a significant achievement in itself both in terms of the practical aspects of management through objectives and in respect to the potential impact on the ability of the total criminal justice system to cope with the demands of the next decade.

While there is considerable significance in the "numbers" of people involved in the complete process, the equally significant aspect for planning is the extent to which major criminal justice issues have been opened up in public forums. Issues such as victimization, juvenile justice, community-based corrections, centralization, privacy and security and implementation costs have all been introduced in ways which have made ratification meaningful and will strengthen the ultimate implementation process.

In addition to the standards which are being established in the states, it is possible that an equally revealing portrayal of the criminal justice system can be found in the proposed standards which have been placed in the category of "deferred". These probably best reflect the issues and divergences with which the system must contend in the near future.

The appendices, which follow, are intended to be examples of the spectrum of planning and action impacts which can be anticipated as the standards and goals are implemented.

## APPENDIX A

### STANDARDS AND GOALS PROCESS EXAMPLE: COLORADO

Many states have, through the standards and goals program, undertaken to enhance the criminal justice planning process; to engage a broader spectrum of participants in criminal justice activities; and to formalize a "comprehensive" planning approach. These actions will be reflected in state comprehensive plans beginning in 1976 as planners correlate the components of the criminal justice system and other related community activities and resources.

Some of the activities and proposals which were developed by the Colorado program reflect the extent to which the development process was able to address the fundamental objectives of the national standards and goals program.

The standards excerpts and the summary report of the SPA, which follow, are representative examples of the outcomes which the standards and goals processes are intended to achieve. While the Colorado processes are similar to those of other states, the recommendation and standards address the unique characteristics and requirements of the State of Colorado.

#### Colorado Standards Related to Planning

One of the outcomes of the Colorado standards and goals program was the development of "seven significant areas of standards that should serve to unify the criminal justice system." One of these areas was Planning. This area is described as follows:

"Planning. The planning standards developed by the Systems Task Force outline the structure and process of criminal justice planning in Colorado. Emphasis and responsibility for planning was placed at the local level. Regional planning entities would serve as facilitators, coordinators and assist in

problem resolution. The state role would be that of grant administrators and planning at the state level."<sup>1</sup>

For the purpose of portraying an example of the interactive manner in which standards and planning can be threaded throughout the criminal justice system, several Colorado standards have been excerpted and are included in the sequence which follows:

STANDARD 1.1 PLANNING STRUCTURE

1. Criminal justice planning activities should be conducted to support the execution of elected decision-maker's responsibilities.
  2. The planning function is the provision of information, program design, data analysis, etc., which assists decision-making. Organizational designation of this responsibility will rest with that elected and appointed decision-making body.
  3. In Colorado, planning for criminal justice services should occur in those agencies providing those services.
- 4, 5, 6, and 7 not included.<sup>2</sup>

STANDARD 9.1 TOTAL SYSTEM PLANNING<sup>3</sup>

State and local corrections systems and planning agencies shall immediately undertake, on a cooperative basis, planning for community corrections based on a total system concept that encompasses the full range of offenders' needs and the overall goal of crime reduction. Total system planning for a particular area should include the following concepts.

1. While the actual methodology may vary, total system planning should include these phases:
  - a. A problem definition phase, including initial demarcation of the specific service area, as determined by the scope of the problem to be addressed. Its identification results in a preliminary statement of the correctional problem.

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<sup>1</sup> Colorado Commission on Criminal Justice Standards and Goals: Task Forces' Proposed Recommendations and Standards (Working Draft), May 1, 1975, p. 4.

<sup>2</sup> Ibid, p. 6

<sup>3</sup> Ibid, p. 398

NOTE: Ratification of these standards were subject to review at time of report.

b. Data survey and analysis designed to obtain comprehensive information on population trends and demography, judicial practices, offender profiles, service area resources, geographic and physical characteristics, and political and governmental composition. Such information is needed to assess service area needs and capability and to determine priorities.

c. A program linkage phase involving examination of various ways to meet the problems identified. The linkages should emphasize service area resources that can be used to provide community-based correctional programs as alternatives to incarceration. Identification and development of diversion programs by program linkage will have significant implications for a service area's detention capacity and program requirements.

d. A definition and description of the correctional delivery system for the service area developed on the basis of results of the previous phases. Facility and non-facility program requirements should be included.

#### STANDARD 11.1 PLANNING NEW CORRECTIONAL INSTITUTIONS

Colorado should permanently adopt a policy of not building new institutions for adults unless an analysis of the total criminal justice system and adult corrections systems produces a clear finding that no alternative is possible. The analysis should conform generally to the "total system planning" discussed in Chapter 9. If this effort proves conclusively that a new institution for adults is essential, these factors should characterize the planning and design process:

1. A collaborative planning effort should identify the purpose of the physical plant.
2. The size of each institution should be kept small enough so that the treatment and training programs can be as effective as possible. There should be housing in small management units no larger than 50 person capacity, placed in larger constellations utilizing centralized services.
- 3, 4, and 5 not included.<sup>1</sup>

#### Colorado Standards and Goals Status Report

The following is a summary report, prepared by the SPA, which recapitulates the Colorado experience in assembling the Proposed Recommendations and Standards which were presented for review and ratification in a Colorado Standards and Goals Forum.

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<sup>1</sup>Ibid, p. 411

## Colorado Standards and Goals Status Report

"The task force phase of the standards and goals program in Colorado was completed on March 31, 1975, when all five task forces submitted a total of 763 proposed standards and recommendations aimed at streamlining Colorado's criminal justice system, extending equal justice and services for all Coloradans and providing the means by which 'high fear' crimes can be effectively reduced in communities throughout the state.

Conceived and operated as a public process, the task force phase began in September 1974, when the original 102 task force members embarked upon an ambitious statewide schedule of public meetings designed to solicit input directly from local citizens and system operatives. In all, the task forces conducted 45 such public forums in Colorado cities and towns including: Sterling, Greeley, Fort Collins, Steamboat Springs, Denver, Boulder, Northglenn, Lakewood, Colorado Springs, Canon City, Alamosa, Pueblo, La Junta, Lamar, Trinidad, Durango, Grand Junction, Rifle and Glenwood Springs. Approximately 1,800 local people participated in the public meetings.

Additionally, task force members held 53 general working sessions and 68 sub-committee meetings accounting for 607 hours, all of which were volunteered by the members and did not include travel time and overnight stays associated with most of the public meetings.

In order to inform both the general public and professional community about the S&G program in Colorado, staff and task force people participated in other meetings with a variety of statewide and local organizations, associations, agencies and groups such as: the Colorado Correctional Association, the Colorado Association of Chiefs of Police, the Western Slope Peace Officers Association, chambers of commerce, the Colorado Legal Education Program, high school, undergraduate and graduate classes, the League of Women Voters, the Colorado Law Enforcement Officers' Association, the Junior League, the Denver Metropolitan City Managers Association, the Municipal League, the County Commissions' Association and a host of civic and community organizations. These endeavors brought the S&G program to another 3,000 citizens throughout the state.

The task forces also made it a practice while traveling about the state to meet with local government officials and criminal justice system people to gather input from those who handle tax dollars as well as those who work within elements of the system.

There is, of course, no accurate means of estimating the number of people who have been acquainted with the S&G program by the media, articles in professional journals and employee newsletters and word of mouth; nevertheless the informational impact via these means has been considerable.

The process of developing proposed standards and recommendations has included extensive research into a number of vital areas including: victim of crime compensation; current legislation regarding security and privacy of criminal justice records; criminal justice planning in relation to social planning; information systems; police consolidation; length of litigated criminal cases; human resource development; the sentencing function; consolidation of correctional programs; local correctional facilities in regard to treatment; the partnership between community and law enforcement in regard to crime prevention; integrity in government and youth service bureaus. All five task forces expended great time and effort comparing the National Advisory Commission and the American Bar Association standards, and the Courts Task Force went so far as to compare the above standards with the Colorado Constitution, statutory and case law.

Now this milestone has been reached in Colorado, the official mechanism by which the proposed standards and recommendations will be publicly ratified is being planned.

The first step involves a thorough review by all who will actively participate in the actual ratification: the State Council on Criminal Justice, the five task forces and appropriate Regional Criminal Justice Planning Councils or Councils of Government throughout the state.

The proposed standards and recommendations (in draft form) will be distributed to those who will be involved in the ratification process and to the executive and legislative branches of the state government.

A statewide Colorado Standards and Goals Forum is scheduled for June 30, July 1 and 2, 1975, in Denver. These dates allow sufficient time for review by those who will participate in the Forum, and the proximity to July 4th--the kickoff of Colorado's centennial year and the nation's bicentennial year--is symbolic as the ultimate aims of the S&G program are integrally linked to the quality of life in our state over its second century.

Governor Richard D. Lamm, who has offered his support of and participation in the Forum, will issue invitations to the Forum during May. In addition to the principals, attendance at the Forum will include several federal officials, S&G people from other states, many criminal justice practitioners from Colorado, the general public and the media.

According to current plans the Forum will be structured to expeditiously ratify in blocks those standards and recommendations which are purely administrative in nature. These are essentially "common sense" items geared to improved management of the criminal justice system and account for the vast majority of the proposals.

The central work of the Forum will involve those proposals which reflect major issues affecting criminal justice in the state. These issue-oriented standards and recommendations are now being identified by staff and the task force members and those involved in reviewing the working draft will be encouraged to do the same.

Once the issue-oriented proposals are identified the Forum agenda will be developed so that adequate time is provided for formal debate and discussion among the principals. Following this, the task force members and regional representatives will vote on specific issues and then submit them to the State Council on Criminal Justice for official ratification.

The overall Forum concept is to create a public arena where the tone, pace and direction can be firmly set for the on-going upgrading of Colorado's criminal justice system. Of equal importance, the forum will serve as the prelude to the Implementation Phase of our S&G program in Colorado."

## APPENDIX B

### STANDARDS AND GOALS IMPACT EXAMPLE: JUVENILE JUSTICE SYSTEM

One of the central objectives of the standards and goals program has been to encourage the processes which will enhance the "system" qualities in the components of the criminal justice system. There is evidence that this impact is occurring in the juvenile justice area. An examination of this example follows. The juvenile area is reviewed in the context of what the states have attempted and achieved using the standards and goals processes of research, review, program and legislative development. The juvenile justice area is particularly challenging because there has been little universal agreement on methods or priorities. This was reflected in the National Advisory Commission treatment of juvenile justice programs.

The significance of the standards and goals program impact on juvenile justice is that it is providing goals, direction, methods and milestones for effecting change in a major problem area. This effect is occurring both in those states which initiated a juvenile justice review early in the process, and in those states which have discovered the need as a result of their other standards and goals efforts.

#### Format

In the development of its standards and goals, each state has addressed the requirements of the juvenile justice system in some manner. The nature and extent of each state's approach depends in some degree on the manner in which the state has followed the NAC Report Models of Police, Courts, Corrections, Community Crime Prevention, Criminal Justice Systems.

If a state has followed this NAC format exclusively, then juvenile matters have been enveloped in their actions related to Courts, Corrections and Community Crime Prevention. Particular guidance was in Chapter 3 of

the Community Crime Prevention Report and Chapter 14 of the Courts report. Of the 48 operational state projects, in June 1975, 24 states addressed juvenile justice in this NAC framework.

On the other hand, 24 states have treated "Juvenile Justice and Delinquency" as a distinctive priority area of goals and standards development and created an organizational activity specifically oriented to Juvenile Justice. Of these 24 the "style" of the organizational activity is as follows:

Juvenile Justice Activity	Number
Task Force	13
Committee	9
Subcommittee	<u>2</u>
Total	24

The Florida experience is an interesting example of the impact of the organizational approach to an issue area and also of the iterative nature of the standards process. Florida had initially planned a separate Juvenile Justice Task Force to examine the state juvenile justice system. This approach was altered in favor of addressing the juvenile area across the board in other component areas of Courts and Corrections. As the state standards and goals program progressed it was determined that insufficient attention had been devoted to juvenile matters in the context of other functional areas. As a result, Florida has revised its process and the Governor has appointed a Juvenile Delinquency Task Force to assist in the development of juvenile justice system standards and goals.

At least 20 states have made the juvenile area a major standards and goals issue. Among these, the most distinctive approaches are in Connecticut and Wisconsin. In these states, the Standards and Goals effort was simply divided into two areas of concern which were the Adult Justice System and the Juvenile Justice System.

By July 1975, Connecticut had adopted five goals in Juvenile Justice to be achieved in the Five-Year period 1975-1980. Starting with these goals, Connecticut will proceed to develop standards, procedures and appropriate legislation applying to the Juvenile Justice System.

The Wisconsin effort is the most intensively Juvenile Justice-oriented effort of the state projects. The entire year, December 1974-December 1975, is being devoted to an extensive (and exclusive) examination of the Juvenile Justice System. This will be followed in 1976 by a similar effort in the adult area. The Wisconsin juvenile spectrum includes Prevention, Apprehension and Detection, Pre-adjudication, Adjudication and Disposition. Their efforts have included a very wide range of activities including, for example: compilation of literature; needs assessment; rural-urban factors; youth service systems; youth participation and legislation. Wisconsin processes, materials, techniques and outcomes are instructive in terms of addressing Juvenile Justice as a state priority.

#### Activities

Although the 1973 Reports of the NAC reflect concern with elements of the Juvenile Justice System, the focus is not as sharp as that in the "Juvenile Justice and Delinquency Prevention Act of 1974 (PL 93-415)". It has been the state standards and goals programs which have generated widespread interest and actions in areas which are called for in the legislation. Of particular value are the modifications encouraged in court procedures, corrections, community services and education alternatives.

All states have taken some actions in these areas. The most aggressive projects have, in fact, reached the point where resolution of conflicts between new standards and old traditions will be required. The standards and goals effort has, in effect, generated a widespread interest in a "Juvenile Justice System." As the states proceed on this system path, their basic efforts are being reinforced through the planning requirements of PL 93-415; by current laws; through LEAA regulations on privacy and security; through the interaction of system refinements which the standards and goals efforts have generated and by the higher LEAA priority in the juvenile crime prevention area.

For example, at least 20 states are emphasizing specific Juvenile Justice System goals. Seven states are in the process of reconciling their efforts with PL 93-415. One state, Michigan, has established a state Juvenile Justice and Delinquency Council which parallels the federal model.

The standards and goals effort has revived interest in Youth Services Bureaus and Youth Services Systems and 16 states are actively pursuing this concept. The thrust of this effort (as well as those in diversion, drug treatment, community corrections facilities) is toward an increased local level role in the Juvenile Justice process. In this process the Standards and Goals effort has established an additional base on which to build applications of PL 93-415. In some states this local project is a top state priority (e.g., Colorado, Florida, Kansas, Massachusetts, Virginia, Ohio, Maryland and New York).

In 22 states, some form of juvenile justice legislation is a likely outcome of the standards and goals process.

#### Comprehensive Planning Activities

The standards and goals effort has also generated two important operational techniques which will be essential to future implementation of standards and goals and PL 93-415 concepts. The first is the process of cross-program utilization. In this technique multiple-source funds are used for projects in

which the Juvenile Justice System (as well as the entire Criminal Justice System) shares common purposes with other federal or state programs, for example, with community development or manpower and education. A number of states are making a concentrated effort to accomplish this interactive planning at the local level. A specific example exists in Massachusetts in which LEAA (ONPP) and the Department of Labor/Manpower Administration Comprehensive Employment and Training Act funds have been combined to develop the Juvenile Justice Community Services delivery concept. These cross-program efforts of the Criminal Justice System represent another significant methodology introduced through the process of developing state standards and goals.

In this area of planning, the state standards and goals programs are achieving a fundamental objective of the Office of National Priority Programs.

The second spin-off technique results from LEAA funding which provided for the detailed cross comparison of standards (NAC, ABA, e'c.) and state laws related to the justice system. For example, the Standards and Goals efforts in Maine, Montana and Nevada developed compendiums which assist in both "system" development and legislative revision and reform. This process has also resulted in some incisively written issue papers concerning the juvenile justice system. Some examples of this are in the Idaho, Kentucky, Nebraska, Ohio and Pennsylvania programs.

Nearly every state is expending considerable effort with LEAA funding in the development of Criminal Justice Information Systems (CJIS). Much of this effort will impact on court procedures. As a parallel to the efforts directed toward Offender Based Tracking Systems (OBTS) and computerized criminal histories (CCH), the Maryland Standards and Goals Project encouraged and approved the concept of a Juvenile Based Tracking System (JBTS) and a Juvenile Delinquency History (JCH). If successful, this state project could provide a timely transferable model.

Some examples of exceptional actions by individual state Standards and Goals projects are included in Table 1.

TABLE 1

EXAMPLES OF EXCEPTIONAL STANDARDS AND GOALS ACTIONS (JUVENILE JUSTICE)

STATE	Juvenile Justice Goals Format	New Juvenile Justice System Concepts	System Modifications			Youth Services Systems	Juvenile Justice Legislation	Juvenile Justice Information System Concepts
			Courts	Corrections	Police			
Colorado			X			X		
Connecticut	X							
Florida						X		
Idaho			X	X				
Illinois			X	X				
Kansas					X	X		
Kentucky		X					X	
Maryland								X
Massachusetts						X		X
Michigan							X	
Minnesota		X						
Nebraska		X						
New Hampshire			X					
Ohio						X		
Pennsylvania							X	
So. Carolina			X			X		
Washington			X					
Wisconsin	X	X	X	X	X	X	X	

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POTENTIAL OF THE STANDARDS  
AND GOALS PROCESS

Actions in the Juvenile Justice area through the standards and goals process are indicative of the principle that the process must be continuously sensitive to changing requirements. Juvenile offense rates are rising in every state and the composition of the offenders is changing in terms of age, sex and locality. In addition, juveniles are the most predominant victims of crime. The state standards and goals programs have the opportunity, and inherent capability, of addressing major issues in the planning, programming and implementation of juvenile programs. For example:

- ① Juvenile Justice can be identified as a specific priority area.
- ② Increased representation of younger population groups can be achieved on standards and goals task forces.
- ③ Consistent with ONPP objectives, continued attention can be directed toward the treatment of Juvenile Justice as a "system".

It is likely that the state comprehensive plans will begin to reflect both needs and actions in the FY 76 planning cycle as a direct outcome of the standards and goals effort.

SUMMARY: AN EMERGING  
JUVENILE JUSTICE SYSTEM

When viewed in a continuing perspective from 1973 to 1975 (and beyond) there are clear indications that a Juvenile Justice System is evolving as a result of the State Standards and Goals Projects. The recorded progress of a number of projects reflects a recurring attention to juvenile justice issues, practices and procedures.

The next steps in the total Standards and Goals program effort appear to include the following:

- Address the ambiguities and ambivalences which remain in the concept of a Juvenile Justice System.
- Develop a widespread and continuing flow of information among the states concerning issues, pitfalls and successful projects.
- Insure that future efforts are sustained by proper attention to local participation.

In addition to the specific impact on the system, the Standards and Goals processes have provided an existing mechanism through which problems and issues can continue to be examined.

**END**