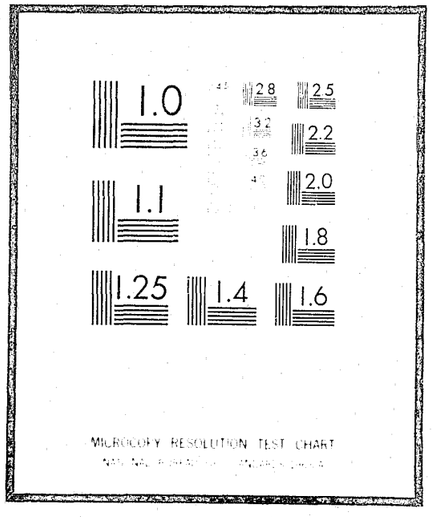

Preface

A Call for Citizen Action: Crime Prevention and the Citizen represents selections from a report prepared by the Community Crime Prevention Task Force of the National Advisory Commission on Criminal Justice Standards and Goals. The selections include (1) a general overview of the need for citizen involvement in the prevention of crime and (2) an appendix listing several already existing citizen action programs.

> "The Commission is the first to focus on the community as a partner in the crime reduction effort. Other commissions have studied various elements of community participation, but never before has a blueprint been drawn up that sets out citizen responsibilities in all areas of social life that can contribute to crime reduction."

The full report of the Community Crime Prevention Task Force is available at the Government Printing Office, Washington, D. C.

For further information on Criminal Justice Standards and Goals, refer to the following reports of the National Advisory Commission, also available through the Government Printing Office:

Corrections

Courts

Police

Criminal Justice System

A National Strategy to Reduce Crime

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April 25, 1974

Crime Prevention And The Citizen

Citizen Action

Citizen involvement in crime prevention efforts is not merely desirable but necessary. The reports of the President's Commission on Law Enforcement and Administration of Justice emphasize the need for direct citizen action to improve law enforcement and for crime prevention to become the business of every American institution and of every American. Police and other specialists alone cannot control crime; they need "all the help the community can give them." [1]

Similarly, a task force of the National Commission on the Causes and Prevention of Violence noted:

> Government programs for the control of crime are unlikely to succeed all alone. Informed private citizens, playing a variety of roles, can make a decisive difference in the prevention, detection and prosecution of crime, the fair administration of justice, and the restoration of offenders to the community.[2]

[1] President's Commission on Law Enforcement and Administration of Justice, *Task Force Report: The Police* (Government Printing Office, 1967), pp. 221, 228. See also the Commission's *The Challenge of Crime in a Free Society* (Government Printing Office, 1967), p. 288.

[2] National Commission on the Causes and Prevention of Violence, *Staff Report: Law and Order Reconsidered* (Government Printing Office, 1969), p. 278.

These and other pleas for citizen action are heeded by too few. Most citizens agree that crime prevention is everybody's business, but too many fail to accept crime prevention as everybody's duty. "There are simply too many important aspects of the private citizen's duty to expect local government to solve the crime problem by itself." [3]

Crime prevention as each citizen's duty is not a new idea. In the early days of law enforcement, well over a thousand years ago, the peacekeeping system encouraged the concept of mutual responsibility. Each individual was responsible not only for his actions but for those of his neighbors. A citizen observing a crime had the duty to rouse his neighbors and pursue the criminal. Peace was kept, for the most part, not by officials but by the whole community.

With the rise of specialization, citizens began to delegate their personal law enforcement responsibilities by paying others to assume peacekeeping duties. Law enforcement evolved into a multifaceted specialty as citizens relinquished more of their crime prevention activities. But the benefits of specialization are not unlimited. Criminal justice professionals readily and repeatedly admit that, in the absence of citizen assistance, neither more man-

[3] *Ibid.*, p. 281.

power, nor improved technology, nor additional money will enable law enforcement to shoulder the monumental burden of combating crime in America.

The need today is for a more balanced allocation of law enforcement duties between specialists and citizenry—for citizens to reassume many of their discarded crime prevention responsibilities.

> Community leadership appears all too willing to delegate (or default) its responsibility for dealing with antisocial behavior. Eventually that responsibility is assumed by large, public agencies. . . . [The extremely expensive services of these agencies] never seem to catch up with the need. They come too late to be "preventive" in the most desirable sense of the word. Moreover, the policies are controlled from political and administrative centers far removed from the "grass roots" . . . where delinquency and crime originate through obscure and complex processes.[4]

In its report, State-Local Relations in the Criminal Justice System, the Advisory Commission on Intergovernmental Relations noted that:

> The distance between city hall or county courthouse and neighborhoods is often considerable. As a result, the delivery of services may be slow, communications channels may be cumbersome, and policy-makers may be unaware of the real needs of neighborhood areas. Moreover, highly centralized decision-making may deter citizens from participating in crime prevention efforts.[5]

Many crime prevention authorities believe that, for some anticrime programs, the responsibility for planning, decision, and action should be placed at the lowest level consistent with sound decisionmaking—that is, in the neighborhood with the individual citizen.

Some authorities advocate that neighborhoods receive government financial and technical assistance to spur grassroots citizen involvement. One authority in the field of juvenile delinquency programs suggested that Federal program guidelines "might require minimum levels of community involvement in a program before it can receive Federal funds. . . ."

As a result of recommendations for government decentralization issued by the Advisory Commission on Intergovernmental Relations, the National Advisory Commission on Civil Disorders, and the National Commission on Urban Problems, many people are advocating the establishment of neighborhood citizen councils that would exercise substantial control over the delivery of certain services, including those related to crime prevention. In 1972, for example, the Indiana Legislature passed an act that will permit first-class cities to create a system of citizen councils beginning in 1974.

The National Commission on Criminal Justice Standards and Goals believes that government sharing of authority with neighborhood organizations, as recommended by the above-mentioned commissions and adopted by the Indiana Legislature, is a logical and essential element of community crime prevention.

This chapter attacks what appears to be one of the major deterrents to citizen action: the relative paucity of information about (1) the many different crime prevention activities available to the public and (2) the experiences of citizens—individually and collectively—who have implemented those activities. It does not merely exhort the reader to become involved in anticrime efforts; it outlines what can be done, who has done it, and how they did it.

But this chapter is not an inflexible, all-purpose prescription for citizen action. To the contrary, it presents concepts, suggestions, and possible approaches with an acute awareness of what is not known about crime and its causes. Incomplete knowledge does not justify inaction; it mandates that crime prevention programs be tailored to local conditions, not merely mimicked because of alleged effectiveness elsewhere.

The first aspect of citizen action treated below pertains to the many levels at which the public may pursue a crime reduction effort. For example, a citizen may help ex-offenders find employment in his capacity as an employee or employer, as well as in his capacity as a member of a private organization established for that purpose alone. Included next are brief descriptions of the many types of crime prevention activities available to citizens, followed by a discussion of basic organizational and managerial questions that almost any citizen group must face during the course of its formation and operational life. An appendix to this report (Appendix C) includes many examples of citizen organizations that have implemented the crime prevention activities described earlier.

LEVELS OF CITIZEN PARTICIPATION

The typical citizen response to the crime problem is a demand for greater action by the police, courts, correctional institutions, and other government agencies. The citizen asks too infrequently what he can do himself. And when the public does decide to act, its activities often are short-lived, sporadic outbursts in response to a particularly heinous crime or one that occurred too close to home.

Fortunately, this limited and frequently counterproductive type of citizen action shows signs of yielding to more informed citizen involvement in crime prevention efforts. Today the public is beginning to heed the advice of the President's Commission on Law Enforcement and Administration of Justice: "Every American can translate his concern about, or fear of, crime into positive action. Every American should." Each citizen can exert his crime prevention leverage through each person with whom he is acquainted and through each organization with which he is affiliated.

But before an individual takes positive action, he should be cognizant of the many avenues of approach to any given problem. For example, an individual may help prevent illicit gambling in his community by insuring that his family and neighbors know that the proceeds from such activities are a principal source of income for organized crime and thus help finance the importation of hard drugs.

A citizen's antigambling efforts also may be pursued through a block or neighborhood crime prevention organization. In one instance, members of a neighborhood association followed numbers runners in order to determine the neighborhood gambling network. This information then was turned over to local police.[6]

Members of a church, social club, fraternal group, or civic association can exert pressure on the organization's officers and other members to discontinue limited and informal but nonetheless illegal gambling that occurs on the premises. The slot machine, sports pool slip, and punch board may provide enjoyment for a club's membership, but they also may supply funds to criminal elements.

In his capacity as an employer or employee, a citizen can be alert for signs of inplant gambling. As recommended in 1972 by the Committee for Economic Development, "Individually, businessmen can clean their own houses. Organized gambling need not be tolerated on business premises. . . ."[7] Members of a regional or national crime prevention organization can insure that illegal gambling receives its share of attention.

Other organizations through which citizens can encourage crime prevention efforts include trade associations, educational institutions, political parties, unions, charities, foundations, and professional societies. Several years ago the executive vice president of the American Institute of Certified Public Accountants issued this call to action to his profession:

> There are already cases on record where publicly traded companies have become dominated by hoodlums. A CPA should be watchful of changes in ownership and management of his clients.
>
> If he finds a once solid company taken over or influenced by unsavory elements, he may have to make a difficult decision. He may decide to withdraw from the engagement or he may feel obligated to remain on the scene to protect innocent investors and creditors.
>
> The auditor is expected to have absolute integrity. Any evidence of organized crime coming his way should trigger prompt and drastic action to discharge his professional responsibilities. It should also bring forth cooperation with authorities to discharge his civic duties.[8]

No one is asking an organization to make extraordinary sacrifices on behalf of crime prevention. What is suggested is that decisions relating to daily operations be reviewed in terms of their crime prevention impact as well as other criteria. Does personnel policy permit the hiring of ex-offenders? Are crimes that come to the attention of the organization reported to the police? Do community crime prevention efforts receive adequate consideration in terms of the organization's charitable donations? Is time off for jury duty or court testimony granted grudgingly? Are management controls so loose that they invite crime?

Although crime prevention may not be the main purpose of an organization, crime prevention opportunities still may exist therein. Such opportunities need not focus directly on specific crimes. Tenant patrols may help prevent burglaries in apartment buildings, and cargo security councils formed and supported by local transportation companies may reduce the incidence of cargo theft. But so will programs geared to increasing the employability of the jobless, furthering the education of the dropout, supplying adequate medical treatment for the alcoholic and drug addict, and providing adequate recreational and other constructive activities for youth.

Almost any organization can support and engage in the latter type of crime prevention activities, which in the long run are far more important than tenant patrols or cargo security councils. Studies reveal that more than 80 percent of those in prisons are school dropouts, and that the majority of inmates in many correctional facilities are func-

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[4] E. K. Nelson, quoted in Kenneth Polk, *Non-Metropolitan Delinquency—An Active Program* (Department of Health, Education, and Welfare, 1969), p. 11.

[5] Advisory Commission on Intergovernmental Relations, *State-Local Relations in the Criminal Justice System* (Government Printing Office, 1971), p. 269.

[6] Interview with the supervisor of a community security program, October 1972.

[7] Committee for Economic Development, *Reducing Crime and Assuring Justice* (New York: CED, 1972), p. 62.

[8] Leonard M. Savoie, "What Issues Will Challenge CPA's in the 1970's?" (paper delivered before the convention of the Ohio Society of CPA's, 1969).

tional illiterates.[9] Research indicates a high correlation between unemployment and crime, and that a substantial portion of convicted offenders do not have salable job skills. In some penal institutions, as many as 40 percent of the inmates are without previous sustained work experience. There is also a high correlation between drug addiction and robbery. And, according to the estimates of the Federal Bureau of Investigation's Uniform Crime Reports, over 50 percent of the murders in the Nation are committed by persons under the influence of alcohol.

Collective efforts by citizens may be directed at strengthening the crime prevention activities of government agencies (e.g., courts, corrections, and law enforcement agencies), or at bolstering anti-crime measures undertaken exclusively within the private sector. For instance, the focus of a block crime prevention association is often on self-help measures designed to increase the safety of persons and property over and above the protection afforded by local police. Other citizen groups, such as local chambers of commerce, may concentrate on the criminal justice system by sponsoring surveys of police effectiveness, proposing more effective methods of selecting judges, or promoting support for community-based corrections facilities.

Citizens may participate in the crime prevention efforts of government agencies by attending community relations meetings conducted by the local police department, working as volunteers in a probation program administered by the city court, donating time as parole volunteers under the supervision of a State parole commission, or volunteering to help a municipal social or rehabilitative agency improve the delivery of its services.

Voluntary service by citizens within the context of government agencies can occur at several levels. First, the citizen volunteer may act at the direction and under the close supervision of the agency. At another level, the citizen may be involved in an advisory capacity, his role being essentially one of reacting to plans and decisions made by the agency. Finally, citizen participation may involve sharing planning and decisionmaking powers with the agency.

Many organizations play important crime prevention roles as a result of the initiative taken by individuals who comprise them. Organized efforts to reduce crime do not replace individual action; they result from it. Organizations do not relieve a citizen of his crime prevention duty; they offer excellent reasons and opportunities for him to exercise it.

A SENSE OF COMMUNITY

Important as it is, individual action independent of the efforts of others is not enough. Our society is built upon the premise that each person is responsible for himself and for the general welfare of others. Exclusive reliance on a self- or family-oriented approach to crime prevention causes individuals and family units to become isolated from one another. The result is that the crime prevention effectiveness of the community as a whole becomes considerably less than that of the sum of its parts.

Indeed, with each citizen looking out for himself only, there is no community, no strength in numbers, but rather a fragmentation that can serve only to embolden criminal elements. The burglar, for example, is encouraged if he knows that he need not contend with the eyes and ears of an entire neighborhood, but only with the obstacles in the apartment or house he intends to enter.

An overly self-centered approach to crime prevention results in individuals transforming their residences into stronger and stronger fortresses, which, in turn, increases social isolation and the inability of the block or neighborhood to present a united front against crime. As a result, there may be citizen involvement in crime prevention but not community involvement.

Without a sense of community, the crime prevention potential of mutual aid and mutual responsibility is unfulfilled. As noted by one authority on juvenile delinquency:

> Although little systematic research has been done in this area, the reported incidences of communities getting "together" suggest that active "community involvement" in fighting the problems may well be an effective way, and perhaps *the* most effective way, to prevent and reduce crime and delinquency.[10]

For example, in 1971 a rash of burglaries occurred in an economically depressed suburban ghetto on the West Coast. "Outraged by the frequency and prevalence of burglaries, neighborhood residents and store owners got together and forced the local 'fences' out of business . . . and the burglary rate dropped to almost zero."

[9] Chamber of Commerce of the United States, *Marshaling Citizen Power Against Crime* (Washington: Chamber of Commerce, 1970), p. 62.

[10] Ruby B. Yaryan, "The Community Role in Juvenile Delinquency Programs" (paper prepared for the Fourth National Symposium on Law Enforcement, Science and Technology, 1972).

Noting that a typical response to crime had been the call for more police protection, for extra locks on doors, and for watchdogs, guns, burglar alarms, etc., a group of concerned West Philadelphia, Pa., residents recognized the potential of joining together in a positive program of mutual aid and community development. The rationale for such a program deserves careful consideration by all citizens:

> We have been about the task of organizing ourselves into block meetings for the purpose of strengthening our sense of community and making our neighborhood a better and safer place to live in. As parents and homeowners, we have been particularly concerned to seek out solutions to our problems which avoid racial, class and age polarization, and the quick-draw answers of reactive hardware. It seems clear to us that we do not well serve our children or our community by fostering a "barricade mentality" which would increase our dependence upon locks, guns, data banks and other commercial gimmicks and agencies whose interests may not meet our real needs. Instead, we have tried to encourage our friends and neighbors to come back out onto the streets and begin to share more of our cares and resources in positive community-building activities which recognize the protective and corrective value of greater neighborhood togetherness.
>
> In order to provide some coordination and mutual assistance in this effort, we have recently gathered our blocks into a Neighborhood Block Safety Program.[11]

Whether frayed by the rise of specialization and professionalism, or eroded by the availability of an overpowering and, perhaps, overprotective institutional structure of urban life, the fibers of mutual assistance and neighborliness that bind citizens to a sense of community have grown precariously thin. Citizen involvement in crime prevention, at all levels, must take care to reinforce, not sever, those fibers.

THE RANGE OF CRIME PREVENTION ACTIVITIES

A major category of crime prevention activities includes those aimed at what many consider to be the infrastructure of crime; e.g., insufficient education, inadequate job skills, and lack of recreational opportunities. Citizen action in these areas are brought to bear outside of the criminal justice system and are designed to reduce significantly the need to utilize the sanctions of that system.

Another major category of citizen action encompasses crime prevention measures that are related closely to the three components of the criminal justice system—police, courts, and corrections. In general, these activities seek either to complement the operation of one of the components, as might a citizen crime commission, or to strengthen the component, as might probation volunteers. Efforts in these areas are designed to help the criminal justice system become a more effective crime deterrent.

[11] Block Association of West Philadelphia, "Neighborhood Block Safety Program" (mimeographed handout, 1972).

ATTACKING CRIME'S INFRASTRUCTURE

Citizens can prevent crime by focusing their attention on the social factors that lead to crime, e.g., unemployment, poor education, and lack of recreational opportunities. Because subsequent chapters discuss these subjects in greater detail, this section only outlines some of the opportunities available for citizen action.

Education

Many citizens are involved in encouraging school dropouts to complete their education. The "Keep a Child in School" program in Charleston, W.Va., attempts to meet this objective by working with students on a one-to-one basis, and insuring that they have adequate clothes and supplies. This program also provides tutors for students who have fallen behind in their work or need special help.

Other groups have found it is necessary to offer alternative educational opportunities, such as street academies or vocational programs. New York City's Harlem Prep is one of the best known and most successful street academies. It is supported by contributions from foundations and industry and its purpose is to prepare dropouts for college. The Philadelphia Urban Coalition has developed a vocational program to serve the needs of the inner city high school youth with poor reading skills who is planning to drop out. The school system and the business community will cooperate to give the youth the training he needs for a specific job in a specific industry.

In some areas, citizens are instrumental in familiarizing students with the law and how it affects them. A 16-page booklet, "You and the Law," is produced by Kiwanis International and distributed to teenagers to help them understand the concept of freedom under law.

Many parents donate their services to schools on an almost daily basis, by preparing instructional materials and assisting teachers in the classroom. Citizen action has contributed to the establishment of community schools and to the formation of neighborhood councils that advise school administrators.

Individuals also assist schools in counseling youths on drug use, pregnancy, family breakdown, employment, and various forms of antisocial behavior. The establishment of scholarship funds is yet another area for citizen action.

Employment

Businessmen and others are working to place disadvantaged youths in summer and part-time jobs during the school year. The National Alliance of Businessmen's JOBS program is the largest program of this type. They have placed almost 1 million youths in part-time and summer jobs provided by private business and industry.

At the urging of the Urban Coalition and other citizen organizations, some companies have agreed to fill a certain percentage of new jobs with the hard-core unemployed and to set new eligibility standards in this regard. In Riverside, Calif., a group of employers founded the Job Opportunities Council to recruit the hard-core unemployed and to handle the paperwork involved.

Citizen groups are promoting "hire first, train later" programs, whereby an applicant undergoes a 2-week orientation program prior to being placed with an employer who agrees to provide on-the-job training and other support.

Many citizens organizations provide job counseling and training. Project Bread began in Salem, Mass., as the idea of one individual, who started teaching ex-addicts how to earn a living as cooks. Other groups are active in disseminating job opportunity information to those who live in high unemployment areas.

Recreation

Citizens organizations are active in financing or operating summer camps for disadvantaged young people. "Send a Kid to Camp" programs, sponsored by many local newspapers, solicit funds to provide disadvantaged youth with new experiences and recreational opportunities. The Fresh Air Fund in New York City has served an estimated 18,000 children by providing free vacations at its camps or at the homes of host families. Many families in rural areas invite city youth to spend the summer with them.

Citizen groups organize sports activities and tournaments, and many individuals, often acting in a big brother capacity, regularly take youths to sporting, entertainment, and cultural events.

Some groups have financed youth centers or spearheaded drives for better parks and other municipal recreational facilities. Current interest in ecology has spurred citizens to develop nature trails in the city and take teenagers for hikes or camping trips in nearby rural areas. In an effort to reach youth from urban areas, the National Audubon Society has established nature demonstration centers at wildlife sanctuaries. Three of these are located on the outskirts of large cities.

A special program in Washington, D.C., teaches young, inner-city children about the ecological relationships within the city itself and encourages them to discover nature trails within their own communities.

A priority item for many citizens is the development of such other forms of organized recreation as talent shows, arts and crafts classes, and special interest programs that focus on car repair, aviation, weather, motorcycle safety, music, and dancing.

Citizens in some localities have established neighborhood councils that, in turn, hire gang members to build small parks. Others have organized adventure clubs, which feature such activities as mountaineering and trips to wilderness areas. One citizen group has prepared a booklet on volunteer opportunities for teenagers, in an effort to channel youthful energy into constructive pursuits.

Counseling and Treatment

Citizens counsel and advise youths and adults with a wide array of problems, and within a variety of organizational frameworks. For example, this might occur in the context of a hotline established to concentrate on those with drug-related and other problems. There are now over 300 hotlines in the country. Or counseling might occur in the setting of a local YMCA, which refers persons with serious problems to community agencies that supply medical and mental health services, drug abuse rehabilitation, planned parenthood counseling, juvenile aid, and legal and psychological services. The Listening Post in Bethesda, Md., is a telephone hotline and a center to which young people can go for advice and help. Volunteers at the center try to create a warm environment where young people will find acceptance and to provide constructive alternatives for youth in trouble.

Citizens also volunteer at counseling centers designed to develop better and more secure relationships between children and parents. Others work at clinics or treatment centers to assist professionals who treat drug- or alcohol-related cases. The Cincinnati, Ohio, Free Clinic, which offers detoxification and medical services to drug-involved individuals, is staffed in part by 400 professional and nonprofessional volunteers. In addition to medical aid, these volunteers offer telephone counseling and crisis intervention services. Anti-drug-abuse educational campaigns are often supported and conducted by citizen groups. At Auburn University, in Auburn, Ala., 22 pharmacy students began a program in Alabama's high schools to prevent drug abuse. Traveling in teams of two or three, they show films, lecture, and distribute literature about drugs. In July 1970, the American Advertising Council, with the support of American businesses and advertising agencies, launched an extensive media campaign to fight drug abuse.

In several companies, businessmen and union officials have embarked on a joint program of education, referral, and followup for persons with alcohol-related problems.

Many citizen groups provide the bulk of financial support for treatment centers. In one city, such groups supply over two-thirds of the operating funds for a facility that offers residential care for addicts and heavy drug users. The Memphis House, Memphis, Tenn., not only provides residential care for addicts but offers homebound teaching and aids residents in finding jobs and housing before they return to the community. The details of the programs discussed in this section and similar programs may be found in Appendix C.

CITIZEN ACTION WITHIN THE CRIMINAL JUSTICE SYSTEM

The three components of the criminal justice system—police, courts, and corrections—are supplemented and strengthened by a range of citizen activities so broad that even a modest summary of them would constitute a small book. This section reviews the highlights of such activities.

Police-Related Activities

An important police-related citizen activity is crime reporting. Citizens can assume this responsibility on an individual basis and as members of a collective effort to promote increased crime reporting by the public.

In cooperation with many law enforcement agencies, many citizen organizations sponsor special areawide campaigns to educate and motivate the public to report (1) crimes in the process of being committed, (2) information that would help police solve crimes, and (3) persons and events considered suspicious. Various names have been attached to these campaigns, such as Crime Check, Crime Alert, Chec-Mate, Citizen Alert, Crime Stop, Project Alert, and Home Alert.

A Citizens Alert Program sponsored by the Sacramento County, Calif., sheriff's department and several business and civic organizations is aided by special citizens committees. These committees encourage area citizens not only to report crimes but to protect their homes and businesses with improved locks, bolts, bars, and lighting.

Another crime-reporting activity, often called community radio watch, involves business firms whose vehicles are equipped with two-way radios. The watch program operating in Buffalo, N.Y., is supported by 46 area firms. The 2,500 drivers employed by these companies report any type of emergency—crime, fire, or accident—to their dispatchers, who relay the message to the police or the appropriate agency.

Another type of crime-reporting activity is informer oriented. An organization offers a sizable reward for information leading to the arrest and conviction of lawbreakers. To this end, a special phone number is publicized and callers need not reveal their names. A program of this type, Turn in a Pusher, is operating in Tampa, Fla., and in many other communities. It is specially designed to curb the growing traffic in hard drugs. A similar approach was taken by the Battle Creek, Mich., Chamber of Commerce. The program, however, is designed to provide rewards for citizens reporting all types of crime. Five arrests were made through this "Silent Observer" program in its first 3 weeks of operation.

Frequently neighbors unite and implement a program variously called Operation Identification, Crime TRAP (Total Registration of All Property), and Project Theft Guard. These programs involve a sponsor who supplies an electric etching pencil that citizens use to mark their property. Identifying numbers are filed with a law enforcement agency for reference in the investigation and identification of stolen property.

All items of value should be marked on the main body of the article with the owner's identifying number (social security, etc.). The identification mark should be accessible without dismantling the object. On most items the bottom or underside is the best location for the identification marks.

Lists of property that has been marked should be kept in a safe place and given to the police in the event of a burglary. A decal or other symbol can be displayed on doors or windows of the house, apartment, or business to alert burglars that all property is marked for ready identification by law enforcement agencies.

Cooperative use of local alarms is another neighborhood strategy to reduce crime. Adjoining home-

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owners each install a bell or buzzer-type alarm, with the understanding that they will call the police if they hear an alarm. Frequently the noise of an activated alarm is sufficient to deter burglars. A similar arrangement can be made by occupants of adjoining apartments, with the alarms wired so that if one apartment is being burglarized, the alarm will sound next door.

Frequently crime-reporting campaigns attempt to help citizens protect their home, person, and property. Brochures are distributed offering tips on these subjects and citizens organizations often provide speakers who answer questions on security matters.

In some apartment complexes, tenant patrols maintain security by screening visitors, inspecting stairs and halls, checking on the elderly or infirm, and running errands for shut-ins. The New York Housing Authority's program has enlisted over 11,000 tenant volunteers, who provide increased coverage and surveillance for about 650 buildings. They are equipped with walkie-talkies and telephones so they can contact police in emergencies.

Some neighborhoods, with the cooperation of police, have established citizen street patrols and block associations. The fiscal 1974 budget for New York City carries a $5-million proposal for a block security program. Under the program, block associations and tenant groups would develop their own crime prevention plans. Before the city could fund a plan, the police would have to approve it. Enabling legislation for the program must be passed by the New York State Legislature.[12]

Many individuals have become actively involved in law enforcement by joining police reserve units. Volunteers in a Kansas City, Mo., unit are expected to devote 24 hours a month to volunteer police work. They must undergo extensive training prior to field assignments.

Many neighborhoods have block mothers—responsible women trained by social welfare and police officials to care for and supervise children. The program is designed to prevent the isolated problem of child molesting and to provide emergency babysitting services. Any threatened, frightened, or runaway child can seek refuge in a block-mother home that displays a clasped-hands sign in the front window. The program can be especially effective where large numbers of children are concentrated in a small area.

There are a number of programs aimed at reducing specific crimes. Street lighting campaigns attempt to reduce the incidence of robbery, auto theft, and vandalism. A spokeswoman for the Indianapolis, Ind., Crime Crusade reported that street crimes dropped by as much as 84 percent in areas affected by the Crusade-sponsored lighting campaign. Special crime prevention clinics sponsored by citizens and business groups focus on shoplifting and robbery prevention. The Philadelphia, Pa., Retailers Association has initiated a multimedia campaign to make people aware that shoplifting is a crime and that violators wll be prosecuted. Projects to reduce the incidence of auto theft have been undertaken by some women's clubs, Jaycees, and other citizen organizations.

A variety of hardware-oriented measures—from special alarm activating devices and theft-resistant packaging, to two-way mirrors and video-monitoring devices—are installed in stores by businessmen to deter and detect shoplifters. Merchants participate in a phone alert system whereby they warn one another about attempts to use stolen credit cards or to pass bad checks. Businesses within a given industry frequently join forces to form security organizations designed to combat such crimes as cargo theft, bankruptcy, and fraud. The maritime industry has established a Security Bureau, which serves as a clearinghouse for losses and works to prevent waterfront thefts and pilferage.

Citizen crime commissions and other organizations are fighting organized crime in many cities. Citizens often are less reluctant to convey information and complaints about organized crime activities to these groups than to the authorities. The United States Chamber of Commerce has published a "Deskbook on Organized Crime," which outlines countermeasures businessmen may use when faced with such problems. The chamber may supplement this information with slide presentations, special panels, and action forums to acquaint businessmen with threats posed by the organized underworld. Local chambers also actively promote cooperation between businessmen and law enforcement officials in a number of cities in the United States.

Other citizen groups have sought to improve police-community relations by paving the way for officers to speak at schools or by organizing a program whereby youths ride with patrol officers. Police-neighborhood teams also are being established.

Many organizations have furnished funds, pressured city councils, or taken other action leading to increased police manpower, more equipment, higher police salaries, and better training and education opportunities for officers. Some citizen groups have financed independent surveys of local police operations as well as other projects designed to streamline the police function. These and other police-related programs are discussed in Appendix C.

[12] Murray Schumach, "The Vital Role of the Block," *The New York Times*, February 2, 1973.

Court-Related Activities

According to some estimates, the largest group of volunteers assisting the criminal justice system is found within the court component. Most of them can be designated as volunteers in probation. Some 100,000 volunteers are estimated to be affiliated with well over 1,000 courts.

The following are among the major jobs volunteers perform in court settings:

- Advisory council member
- Arts and crafts teacher
- Home skills teacher
- Recreation leader
- Coordinator or administrator of programs
- Employment counselor
- Foster parent (group or individual)
- Group guidance counselor
- Information officer
- Miscellaneous court support services worker
- Neighborhood worker
- Office worker (clerical, secretarial, etc.)
- Volunteer for one-to-one assignment to probationers
- Professional skills volunteer
- Public relations worker
- Community education counselor
- Recordkeeping volunteer
- Religious guidance counselor
- Tutor, educational aide

One of the first court volunteer programs began in Royal Oak, Mich., with eight volunteers. The program, Volunteers in Probation, now is a nationwide organization associated with the National Council on Crime and Delinquency.

Judge Keith Leenhouts, the present director of the program, said that after a few years, the volunteer program was providing about $250,000 a year in services, on a budget of $17,000 from the city. Studies at Royal Oak indicate that volunteers and professionals working together can provide intensive probation services that cannot be supplied in any other way. When probationers from Royal Oak were compared with probationers from nonvolunteer courts, it was found that not only were those from Royal Oak less hostile, but their recidivism rates were drastically lower. At Royal Oak, approximately 15 percent of the probationers committed subsequent offenses, compared with nearly 50 percent of the other group.

Court watching is an activity that involves many thousands of citizens who note the performance of judges and prosecutors, reasons for delays and continuances, presence of bail bond solicitors, and consistency of sentences for comparable offenses. A group of women in Montgomery County, Md., published a detailed report concerning the juvenile court and care procedures as a result of their court-watching experience.

Many citizens are concerned about the extent to which pretrial detention is utilized and have launched studies and reforms to minimize its use consistent with public safety. The Washington, D.C., Pre-Trial Justice Program shares these concerns and has conducted three studies on the pretrial period. They help those who have been detained in jail by reporting and attempting to resolve cases of error and delay, and by securing admission of some defendants into community programs.

Other citizen groups have implemented innovative projects to divert defendants from the criminal justice system at a point between arrest and trial, thereby reducing caseloads. Improved communication between lawyer and client is the objective of some citizen efforts. Businessmen have volunteered their time to conduct extensive studies of court systems with a view toward effecting speedier justice without adding to court manpower. The judicial process in New York City has been accelerated due to the work of the Economic Development Council, a coalition of 130 businessmen. They found that court backlogs could be reduced by applying businesslike methods to court procedures, a plan that did not require additional public funds.

In a court-administered program, volunteers counsel delinquent youths and their parents in an attempt to strengthen family ties. Court volunteers in Kalamazoo, Mich., spend several hours a month with their court-assigned families. In addition to listening sympathetically to the families' problems, the volunteers help them find medical and other aid, and provide transportation and similar services.

Citizen organizations finance court studies and propose improved methods for the selection of judges. Under a court referral program, community agencies in Alameda County, Calif., each month receive over 100 misdemeanants who have agreed to contribute several hours of their time to work in nonprofit agencies in lieu of fine or imprisonment.

A family court employs liaison referral workers—that is, volunteers who explain the court process to apprehensive parents, gather information about the family to assist the judge, and help families obtain aid from appropriate community agencies. In some jurisdictions, courts use volunteers to assist the families of delinquents in meeting needs and resolving problems.

Volunteer and other court-related programs are discussed in Appendix C.

Corrections-Related Activities

The corrections component of the criminal justice system is receiving increased attention from professionals and citizens alike. Corrections-oriented citizen efforts may pertain to prisoners, to ex-prisoners, or to those in transition to or from prison.

Qualified citizens volunteer medical and legal aid to inmates and conduct inspections and surveys of jails, prisons, and institutions for juveniles. The Osborne Society has found these surveys useful in encouraging reforms and reorganizations of State institutions. The Society is a national, nonprofit organization that attempts to help juvenile and adult correctional institutions prepare offenders for useful and successful lives in society. Members of other citizen organizations work with prisoners on a one-to-one basis, offering such services as tutoring and recreational activities. Amicus Inc. in Minneapolis, Minn., matches volunteers with inmates upon request. The volunteer, acting as a friend, visits at least once a month and writes regularly while the inmate is in prison.

Through a program of study and discussion, volunteers help inmates prepare for eventual release. The volunteers act as counselors, listeners, and as intermediaries between inmates and their families. Some citizen programs attempt to improve the self-confidence of inmates, who frequently are convinced they are losers and cannot change their lives. This is the purpose of Project Self Respect, which used over 200 volunteers at the Shelby County, Tenn., Penal Farm. They help inmates improve their attitudes towards themselves and others so they will be better equipped to function in the community upon their release.

Friends Outside, Los Altos, Calif., is an example of a community organization that works to meet the immediate needs of inmates and their families by providing friendship, support, recreation, transportation, and emergency food, furniture, and clothing. Other organizations provide education and job training to offenders, while still others press for needed correctional legislation and try to educate the public about the problems facing offenders and correctional institutions.

Many convicted persons are not in prison but in halfway houses or on parole. Homes for runaways and other children in trouble frequently are funded or staffed by citizens. Such residences may be group homes where 15 to 20 youths live, or they may be foster homes. Group homes usually have regular counseling sessions, study periods, housekeeping chores, and recreational opportunities. In other types of residential programs, offenders work or attend school in the community while progressing through stages of increasing responsibility prior to release. One home, operating in Little Rock, Ark., offers an alternative to incarceration for delinquent and predelinquent girls. The Women's Prison Association and Home in New York City is for those who must make the transition from institutional supervision to community life.

Upon release, ex-offenders frequently need a number of services that can be supplied by concerned citizens. One organization publishes a guide to services for ex-offenders. Many citizens are active in helping ex-offenders find meaningful jobs and otherwise helping them through the transition from prison to community. Many Jaycee chapters have employment programs for ex-offenders.

One chapter, the Joliet East Jaycees, in Illinois, runs the Ex-Offender's Employment project, which has led to jobs and early releases for 300 inmates. Of the first 287 inmates paroled to jobs, only six have been returned to prison, in contrast to 87 returnees out of a similar group of 244 men who were released but who did not participate in the employment project.

Ex-inmates also are assisted in obtaining welfare and medical and legal aid, as well as adequate clothing and housing. Citizen groups also refer ex-offenders with alcohol or drug problems to appropriate community agencies. PACE (Public Action in Correction Effort), in Indianapolis, Ind., provides family counseling and friendship to ex-inmates as well as services in employment counseling, job contacts, and emergency housing. According to one report, statistics show that ex-offenders who have been aided by PACE have a return rate of less than 15 percent, in contrast to the more than 50 percent return rate for those who have not received PACE support.

Some business associations have job training programs for ex-inmates. The New Jersey Automobile Dealers Association, for example, has initiated a training program to prepare youthful former offenders for automotive-related careers.

Citizen parole officers are increasing in number. Each volunteer is matched with one offender and is under the supervision of an experienced parole officer. In one State, the use of volunteers reportedly represents an annual saving of $200,000. In other programs of this type, citizens do not act as volunteer parole officers but simply as friends to the parolees and their families. South Carolina's Department of Corrections has found this approach successful. The youthful offender is asked if he knows someone in his community who might supervise him and help him return to the community.

In one experimental program, police turn over arrested misdemeanants to volunteers who diagnose the offender's problems and devise appropriate correctional measures.

Many citizen groups such as the National Council on Crime and Delinquency are concerned with educating the public and legislators to the potential benefits of work-release programs, community-based corrections, and other diversion measures. NCCD is a strong advocate of community-based corrections and supports the efforts of those who want to stop construction of large medium- and maximum-security prisons and divert the funds into intensive community treatment. One of their top priority goals is the diversion of delinquents from the criminal justice system by the establishment of youth service bureaus.

NCCD's activities, as well as many other programs on corrections, are discussed in Appendix C.

INSURING OFFICIAL INTEGRITY

Although integrity in government is discussed in depth in another chapter of the report, those aspects of the subject which affect, and can be affected by, citizen involvement are treated in this chapter.

Official corruption erodes the efficacy of our democratic form of government and undermines respect for law. Whether a small compromise with integrity or a major violation of public trust, corruption creates a backlash that alienates large segments of the public from their government. This public alienation may range from apathy and cynicism to the violence of outrage.

A Federal judge, upon sentencing a mayor and a public works director to 10 years in prison for breaches of integrity that, over the years "tore at the very heart of our civilized society and our form of government," asked this question:

> How can we calculate the cynicism engendered in our citizens, including our young people, by these men—how does one measure the erosion of confidence in our system of government, and the diminished respect for our laws, occasioned by those men? These very men who, as government officials, inveighed against crime in the streets, while they pursued their own criminal activities in the corridors of city hall? [14]

Corruption does not always foster illegal conduct through diminished respect for the law, but it often does undercut efforts to enlist citizens in crime prevention efforts. In 1971, the Advisory Commission on Intergovernmental Relations concluded that:

> The willingness of citizens to become involved in crime prevention and control efforts, as well as the extent and effectiveness of their participation, depend a great deal on the status of law enforcement and criminal justice agencies in the community's eyes. If they are viewed as being corrupt, as a means of minority suppression, or as tools of a political machine, then many citizens will not become involved. [15]

In this sense, therefore, the preeminent anticrime activity appropriate for citizen action is the sustained pursuit and encouragement of governmental integrity.

The job of maintaining official integrity and combating corruption in government cannot be left solely to those who are paid to cope with the problem. The professionals themselves readily admit that without citizen assistance they lack the resources to do what is required. A former high-ranking official on a state investigation commission was correct in stating that, "The best corruption control is a vigilant public." [15]

A 23-year veteran of a police department, when asked how the attitude of the public affects the integrity problem, replied:

> I think this is the single most important thing. If the public is aroused, . . . if they want a more honest Police Department, they will have it. And if they don't concern themselves with this matter, then we won't have it.

This statement is true not just with respect to the police but to the whole range of governmental functions. The public represents the most comprehensive source of feedback available to those in government who are concerned about integrity and who want to be alerted to misconduct. Citizens can perform an immeasurable service by informing the appropriate public officials, a private crime commission, or the media, of misconduct or inefficiencies that may have been triggered by corrupt practices.

Vocal concern by citizens regarding official misconduct can produce results (1) through the ballot box, by removing slow acting officials and (2) through its mere existence, by creating an overall climate that facilitates the successful implementation of needed reforms.

Sustaining public concern, and making that concern evident to public officials, often requires a citizen-sponsored organization capable of researching the facts, conducting investigations, and effectively communicating the results of its research and investigation to the public and the appropriate government officials. (An example of this kind of

(Continued on page 20.)

[14] Judge George H. Barlow, quoted in *The New York Times*, September 23, 1970.

[15] Advisory Commission, *State-Local Relations*, p. 263.
[15] Interview, December 1970.

QUESTIONNAIRE ON CORRUPTION

The following questions are offered to assist citizens in determining whether official corruption or an atmosphere that is conducive to official corruption might exist in their State or city government.

Each question is so worded that an affirmative answer tends to indicate the presence of corruption or an atmosphere that is conducive to corruption. It should be emphasized and clearly understood that one or even a few affirmative answers do not constitute a conclusive showing of corruption, however. Further inquiry into laws and regulations would be necessary for that. And only official investigation and prosecution could establish the existence of criminal activity.

But this list of questions gives the citizen a good start in determining the possible integrity of local government.

Questions

1. Do respected and well-qualified companies refuse to do business with the city or State? Yes___ No___

2. Are municipal contracts let to a narrow group of firms? Yes___ No___

3. Is competitive bidding required? Yes___ No___ On contracts above what dollar amount? Amount_____

4. Are there numerous situations that justify the letting of contracts without competitive bidding? Yes___ No___ For example, are there frequent "emergency contracts" for which bids are not solicited? Yes___ No___

5. Have there been disclosures of companies that have submitted low bids but were disqualified for certain unspecified technical reasons? Yes___ No___

6. Do turnpike or port authorities or governmental departments operate with almost total autonomy, accountable only to themselves and not to the public or other government officials? Yes___ No___

7. Does the mayor or Governor have inadequate statutory authority and control over the various departments of the executive branch? Yes___ No___

8. Are certain government employees frozen into their jobs by an act of the city council or State legislature? Yes___ No___

9. Is there not an effective independent investigation agency to which citizens can direct complaints regarding official misconduct? Yes___ No___

10. Are kickbacks and reciprocity regarded by the business community as just another cost of doing business? Yes___ No___

11. Is it customary for citizens to tip sanitation workers, letter carriers, and other groups of government employees at Christmastime? Yes___ No___

12. Is double parking permitted in front of some restaurants or taverns but not in front of others? Yes___ No___

13. Do some contractors keep the street and sidewalks reasonably free from materials, debris, etc., while others show little concern about such matters despite ordinances prohibiting litter? Yes___ No___

14. Is it common knowledge that architects add a sum to their fees to cover "research" at the city's planning and building department? Yes___ No___

15. Is illegal gambling conducted without much interference from authorities? Yes___ No___

16. Do investigations of police corruption generally result in merely a few officers being transferred from one precinct to another? Yes___ No___

17. Is there no special State unit charged with investigating organized crime and the conduct of public employees? Yes___ No___

18. Does one encounter long delays when applying for a driver's license, for the issuance of a building permit, or for payment in connection with services rendered the city or State? Yes___ No___

19. Are government procedures so complicated that a middleman is often required to unravel the mystery and get through to the right people? Yes___ No___

20. With each new administration, does the police department undergo an upheaval—the former chief now walking a beat, and a former patrolman now chief, etc.? Yes___ No___

21. Are zoning variances granted that are generally considered detrimental to the community? Yes___ No___

22. Is there a wide gap between what the law declares illegal and the popular morality? Yes___ No___

23. Are officeseekers spending more of their personal funds campaigning for political positions than the cumulative salary they would receive as incumbents during their term of office? Yes___ No___

24. Do city or State officials have significant interests in firms doing business with the government? Yes___ No___

25. Would officials benefit financially from projects planned or under way? Yes___ No___

26. Is there a lack of qualified government personnel to supervise and monitor public works projects? Yes___ No___

27. Is there no merit system incorporated into civil service procedures? Yes___ No___

28. Are patronage appointments extensive? Yes___ No___

29. Do government salaries fail to approximate what could be earned in comparable private sector positions? Yes___ No___

30. Are vice operations in certain sections of the city more or less tolerated by authorities? Yes___ No___

31. Is moonlighting by government personnel not regulated? Yes___ No___

32. Is it common knowledge that jury duty can be avoided or a ticket fixed? Yes___ No___

33. Have public officials accepted high posts with companies having government contracts? Yes___ No___

34. Has a legislator or councilman introduced legislation by which he would benefit financially? Yes___ No___

35. Is there no effective bribery statute that embraces all government personnel, not just department heads? Yes___ No___

36. Do officials use government equipment or material for personal projects? Yes___ No___

37. Do the media fail to report the existence of organized crime within the community or State? Yes___ No___

38. Is there a high turnover rate within municipal departments? Yes___ No___

39. Do the police discourage citizens from making complaints or pressing charges? Yes___ No___

40. Have certain prisoners been known to receive special favors while in jail? Yes___ No___

41. Does the police department have no internal investigation unit? Yes___ No___

42. Are State police with statewide investigative authority not authorized to operate in municipalities if there is reasonable suspicion of corruption there? Yes___ No___

43. Are an extraordinary small percentage of arrested organized crime figures convicted, and, of those convicted, are sentences insignificant in relation to the crime and criminal? Yes___ No___

44. Are complainants in judicial proceedings frequently not notified of the date they are supposed to appear in court? Yes___ No___

45. Are court fines regarded as a source of revenue for the municipality? Yes___ No___

46. Are there part-time prosecutors? Yes___ No___

47. Are key public officials not required to disclose sources of income and the nature of their investments? Yes___ No___

48. Is the presence of organized crime repeatedly denied, even though no one has really looked for it? Yes___ No___

49. Are records of official government agencies closed to public inspection? Yes___ No___

50. Are archaic laws still on the books? Yes___ No___

51. Are public employees not required to answer, under penalty of removal from office if they decline, questions pertaining to their official conduct? Yes___ No___

52. Are records of disciplinary action against government employees closed to inspection? Yes___ No___

53. Is it common knowledge that if the press prints unflattering, though truthful, stories about the police, delivery trucks are ticketed and sources of information for reporters within the department dry up? Yes___ No___

54. Is it common knowledge that candidates for judgeships and for police positions of lieutenant and above must be accepted by ward committeemen? Yes___ No___

55. Is morale among public servants low? Yes___ No___

56. Are citizens barred from public meetings and from access to what should be public records? Yes___ No___

57. Do laws protect from public scrutiny information that should be public, such as ownership of real estate? Yes___ No___

58. Do projects for which money has been authorized fail to materialize or remain only partially completed? Yes___ No___

59. Can city employees represent private interests before city boards? Yes___ No___

60. Do State workers have to contribute a percentage of their wages to the party's campaign chest? Yes___ No___

61. Are machine politics an inherent part of the system? Yes___ No___

62. Are bribegivers, as well as bribetakers, arrested and prosecuted? Yes___ No___

63. Do public officials attend conventions at the expense of private sector groups? Yes___ No___

64. Do civil service regulations inordinately impair the hiring, disciplinary, and firing latitude of public officials? Yes___ No___

65. Do large campaign contributions follow favorable government rulings? Yes___ No___

66. Are ethical codes not institutionalized to any significant degree? Yes___ No___

67. Are those arrested for narcotics and gambling violations primarily bottom rung violators (street pusher and numbers runner vs. wholesaler and numbers banker)? Yes___ No___

68. Do bail bondsmen flourish within the community? Yes___ No___

69. Are public positions filled when there is no need for such jobs, such as the post of swimming instructor at a location where there is no pool? Yes___ No___

70. Do business establishments give certain public employees free meals, passes, discounts, and the like? Yes___ No___

71. Are sheriffs permitted to pocket the difference between the sum they are authorized to spend on food for jail inmates and what they actually spend for this purpose? Yes___ No___

72. Is it well known that dedicated police personnel do not relish assignment to vice or plainclothes units? Yes___ No___

73. Is there no mechanism to monitor court testimony of building inspectors, liquor inspectors, and other enforcement personnel to determine whether their court testimony differs from their original reports to the extent that defendants are thereby freed? Yes___ No___

74. Can public employees who wish to retire receive their pensions despite pending charges of misconduct? Yes___ No___

Prepared by the National Advisory Commission on Criminal Justice Standards and Goals for its Report on Community Crime Prevention.

organization is presented later in this chapter.) Unfortunately, many such organizations are ineffective. But there is no inherent reason why this should be the case despite the absence of subpena and arrest powers.

Signs of Corruption

The telltale signs of corruption are the same everywhere.

These are the signs of favoritism and graft, of "sweetheart" contracts and padded public payrolls, of open illegal gambling and bribes for public licenses and permits.

These signs may flourish in full sight of the public and of government officials. But their significance may be lost on the unsuspecting or on the untutored.

This questionnaire should prove useful to public officials, members of civic groups, and the general public. The list of questions is not exhaustive, however. Public officials could perform a valuable service by developing lists of questions that pertain to their own areas of responsibility and providing them to appropriate citizen groups whose members routinely come in contact with government operations. Such groups include vendors, trade associations, chambers of commerce, and professional associations.

Businessmen should be interested in these questions, especially where the presence of corruption could eliminate all possibility of fair and open competition in doing business with the local government. Although most of the questions are oriented toward the government, some are directed at the private sector, which may be involved in the corrupt practice. Citizens should be concerned with the possibility of corruption on both sides.

Citizens should act on the basis of identification of the telltale signs of corruption. They can bring the matter to the attention of police, public officials, or the press. Or they might raise the issue during a local political campaign, and ask candidates to take a position on the question of the suspected illegal practice.

ORGANIZING, IMPLEMENTING, AND MANAGING CITIZEN EFFORTS TO REDUCE CRIME

In their desire to attack the crime problem citizens often fail to devote adequate consideration to such crucial questions as: How do we organize? How do we determine the problem areas? How do we establish priorities? How do we obtain funding, assistance of other citizens, and cooperation from public officials? How do we sustain our crime prevention program once it is under way?

The answers to such questions are not an all-purpose prescription for success, but they supply guidelines that can be adapted to the unique conditions of each locality. Many of these guidelines are presented below and later illustrated by three case studies.

Initial Organizational Decision

Citizens may decide to embark upon an action program for any number of reasons. Out of a general concern about crime, they may want to make an as yet unspecified contribution to its reduction. Or a particularly brutal crime or series of incidents may motivate a group of individuals to direct their collective attention to what they consider to be a well-defined problem.

Whatever the initial reason sparking citizen action, the natural tendency is to form an organization. This is fine, providing no other group in the community is already actively and effectively engaged in the same activity. Duplication of effort is a luxury that crime prevention cannot afford. If individuals wishing to organize find another organization engaged in what they had planned to do, they should check to see if it needs more members or assistance from another organization. In any case, coordination between groups is essential in order to avoid a counterproductive rivalry in which each organization strives to be recognized as the leading crime prevention group in the community.

Organizing for the Right Reason

Citizen power is still a scarce resource, and one not to be wasted against phantom or minor problems. A series of robberies may not reflect the need for accelerated crime prevention efforts in this area: the crimes might be exceptions to what is actually a below average robbery rate. A citizen's interest in a specific area, such as shoplifting, may not coincide with what is a significant problem in his locality. It is important to ascertain what others consider to be significant problems. The staffs of social agencies and of criminal justice agencies, and clients of these agencies (e.g., poor people, persons held in pretrial detention, court witnesses, jurors, inmates, ex-offenders, and juvenile delinquents) can provide important insights on the significant crime problems.

Determining Priorities

Once significant problem areas are pinpointed, action priorities must be selected, for the opportunities will outstrip the available resources of any organization. The course of action selected should fall within the scope of interest of the organization's members or potential members. For example, programs pertaining to strengthening a component of the criminal justice system often do not interest ghetto residents, who frequently distrust the whole criminal justice system. However, programs designed to increase employment opportunities, to prevent consumer fraud, or to help citizens protect themselves and their property, generally stand a better chance of involving minority groups.

Second, the problem selected for attack must be viable within the organization's geographical base and its available manpower, funding, and other resources. Organizations should avoid the tendency to choose automatically the region's top crime problem as their first priority; the chances are that their manpower and finances will be insufficient. To try and fail is frequently worse than not trying at all, for the resultant disillusionment among citizens and public officials who cooperated in the program will impede the success of future citizen efforts, no matter how well equipped they might be.

The head of a citizen crime commission had this in mind when he wrote:

> From the very beginning we have recognized that each ingredient of the criminal justice machinery required our attention, that we were not financially capable of dealing with them simultaneously and comprehensively, but that good crime prevention and control required massive improvement at each level (police, prosecutors, juries, courts, corrections, and legislation). And, because more than a century of organized crime had intertwined in the total functioning of criminal justice in [the area], we recognized that professionalization and independence were impossible without making organized crime a primary issue and bringing about the reduction of its power and influence.
>
> The years of controversy generated by our persistence in spotlighting organized crime here, and pressuring for government action against it, has probably been our most conspicuous role. But, in fact, that has only been a means to the far more important end of stimulating improvement in the roles of police, courts, prosecutors, probation and parole and of the City Council, and State Legislature. [16]

A third consideration in determining priorities is to be sure that the action program selected does not create more problems than it solves. For example, in a community where street crime is a severe problem, a citizen group may organize in order to promote the hiring of more patrolmen. Robbery arrests may increase, but the courts and correctional facilities may not be able to handle the increased caseload adequately, with the result that criminals are soon back on the street. In this case a more desirable objective would have been better street lighting, which might have discouraged robberies without adding to arrest totals. This example highlights the need for citizen organizations to become acquainted with the components of the criminal justice system—and their interrelationship—before tackling projects affecting any one of those components.[17]

As one observer has noted:

> Simplistic approaches and solutions to the problems of crime . . . should be avoided. For example, it is of little benefit to proclaim that the entire problem of crime on the streets is due to alleged leniency of judges, or policy laxity or restrictive decisions of the United States Supreme Court, etc. The root causes of these problems are deep and complex and any simple cure-all formula is a deception.
>
> Any suggested action in a crime prevention program should be first tested by determining if the objective of that action is obtainable and looking to see if the action will contribute effectively to the desired result. Attempts to solve unreachable problems at the outset is not only frustrating but will lead to the failure of the program.[18]

Recruiting Citizen Assistance

Word of mouth, publicity by media, and talks before community organizations are among the many ways the initial members of a crime prevention effort can attract added manpower.

In one city, a citizen-administered program, Volunteers in Probation (VIP), reported the following:

> With virtually no formal recruitment, citizens apply to VIP at the rate of about 50 persons per month. Most VIP prospects learn of the program from staff, friends actively involved in VIP, from instructors, or from service clubs. Only minimal use is made of mass media.
>
> Community organizations which actively support VIP include the Kiwanis Clubs, Junior League, Circle K Clubs, Community Involvement Bureau, Bar Auxiliary, National Council for Jewish Women, Alcoholics Anonymous, Sierra Club and many other community organizations.

[16] Letter from Aaron M. Kahn, Managing Director, Metropolitan Crime Commission of New Orleans, La., to the National Advisory Commission on Criminal Justice Standards and Goals, October 2, 1972.

[17] *Marshaling Citizen Power Against Crime*, published by the Chamber of Commerce of the United States, summarizes the problems shared by components of the criminal justice system.

[18] Herbert B. Newberg, "Building Local Citizen Alliances to Reduce Crime and Create a Fairer and More Effective Criminal Justice System," *Journal of Urban Law* (February 1972), p. 470.

Most persons who are interested in Volunteers in Probation are college educated. Almost half are male. About five percent represent minority races. About 80 percent attend school or are employed. About ten percent are housewives.

Every effort is made to select mature, stable, reliable persons, to serve in VIP. Each applicant must attend orientation classes, submit an application, and be interviewed.

Police, sheriff, and probation records are checked. An arrest record does not necessarily obviate membership. VIPs include former offenders who contribute much to the program. The applicant's attitude, not his record, is the final determining factor.

Reference letters are sent to three persons named by the applicant. Usually the application is approved when two favorable references are recorded.

In special projects, some aspects of the screening are waived. In these projects, either the volunteer is closely supervised or the project coordinator is responsible for selection.[19]

Volunteer recruitment and selection practiced in a sampling of programs funded by LEAA reveals a somewhat less rigid approach, as described in the LEAA publication, *Volunteers in Law Enforcement Programs* (1972):

Volunteers are generally becoming aware of the needs of law enforcement programs through verbal communications from a speaker at a meeting, conference or in an academic situation. He usually knows someone who is already involved with the program.

Screening of volunteers seldom is formalized. They fill out an application, may or may not be interviewed, and seldom are they required to give references. Education requirements are not of primacy. One director in a southern city indicated that the average level of education of his volunteers was 10.5 grades of high school and he emphasized that the over-educated individual sometimes has difficulty in relating to the inmate and his family problems. Minority members are actively recruited, but are difficult to obtain, because of a barrier in the community attitudes on the police. In the corrections and probation activities, there does not appear to be any difficulty in recruiting minority members.

One Project Director screens volunteers to discourage those who have such high values and rigid mores that they would not be able to understand the youth or man who was in trouble and needed assistance and a sympathetic friend to guide him. Most of the volunteers are white collar workers and a lower proportion are in the crafts or hard hat occupations. Many already belong to some type of community organization such as a church group, CIVITAN, fraternal and veterans organization.

Programs that attempt to prevent specific crimes have fairly well-defined recruitment targets. A campaign against shoplifting, for example, might require the involvement of merchants. Programs pertaining to self-help protection against burglary, for example, would enlist the participation of each neighborhood resident. In this type of effort, neighborhood block leaders are helpful.

Motivation for a program is most effective when it comes from a peer member. Black leaders should initiate programs among black people; young leaders should commence and lead programs among youth; business leaders should guide businessmen; suburban leaders should inspire suburban leaders, and so forth.[20]

A Chamber of Commerce publication advises that citizens should not be recruited for a crime prevention effort "unless they have the time to fulfill these assigned responsibilities and unless they are prepared to serve for reasonable periods. High turnover and do-nothing . . . members spell failure." [21]

Dealing with Public Officials

Although almost all citizen crime prevention organizations stress the need for cooperation and cordial relations with officials, there is substantial opinion that public servants should not be admitted as members. A book entitled *Marshaling Citizen Power Against Crime* advances three reasons for this opinion:

1. The absence of public officials on the [crime prevention] committee better assures the committee's independence, impartiality, and objectivity, which in turn enhances the stature of subsequent recommendations not only among the general public but also among legislative bodies and the public officials themselves.

2. A nongovernmental membership promotes franker, more productive discussions regarding criminal justice problems. For example, a lawyer giving information to the committee might have second thoughts about fully disclosing criminal court problems if a judge before whom he has a case is sitting on the committee. Or if someone is informing the committee about police problems or deficiencies, he may be considerably less than forthright if the chief of police is serving on the committee. And a former inmate of a local correctional facility may be hesitant to criticize its operation if a correctional officer is represented on the committee.

3. A policy of no public officials minimizes both the chances and the impact of charges that the committee is being manipulated by, and to the advantage of, its members holding public office.[22]

The executive director of a citizen crime commission remarked that:

It is a proven fact that a citizen crime commission, or civic improvement organization, being of a non-official character, has available to it, from the public, information not readily available to agencies of the Government and law enforcement departments. The public feels secure in the fact that they can furnish information to a non-official citizens organization and not become involved.[23]

[19] San Diego County Probation Department (mimeographed report, February 1972).

[20] Newberg, "Building Local Citizen Alliances," p. 468.

[21] Chamber of Commerce, *Marshaling Citizen Power*, p. 81.

[22] *Ibid.*, pp. 79-80.

[23] Letter from a member of a citizen crime commission to the National Advisory Commission on Criminal Justice Standards and Goals, October 5, 1972.

Citizen groups, far from regarding public officials as adversaries, usually attempt to work with them and depend on their assistance to achieve goals of mutual interest. In most cases, the relationship is harmonious and productive. A policy guideline memorandum adopted by a citizen organization thus might contain the following items:

First, give public officials an initial benefit of the doubt by supporting them and helping them achieve agreed-upon crime prevention objectives.

Second, do not attempt to preempt the responsibilities of officeholders nor occupy the spotlight of public acclaim for whatever is achieved through cooperation with public servants. Be content to stay in the background and give credit to those within the system, who, after all, are the ones the public will blame in the event of failure.

Third, impress upon officials that your citizen group has thoroughly researched its proposed program and has the necessary resources to help implement it. In other words, anticipate and attempt to overcome a certain amount of cynicism by public officials, who may have dealt previously with do-gooders who were long on promises and short on results.

Fourth, implement projects on a pilot basis at first and select those that will yield visible results within a year. Pilot projects are more likely to gain the support of officials. Mistakes can be made—and profited from—without jeopardizing the entire program. Projects whose positive results become visible relatively early boost the morale and reputation of the group and inspire confidence in the program by officials, who will be encouraged to expand the program or, as has frequently happened, adopt it as a government service or reform.

The difficulty of gaining official support for new programs is intensified by the fact that:

Some agencies have developed sophisticated defenses against outside pressures for change which involve cumbersome administrative procedures that can block new proposals at various steps. For this reason if active support for the new program can be gained, at least in part, from someone within the agency, the program stands a better chance of overcoming the diversion and delay tactics sometimes employed.[24]

When such delay tactics cannot be overcome by a citizen organization, or when malfeasance, misfeasance, or nonfeasance is involved, the usual approach is to take the organization's case directly to the public via the media.

Financing Citizen Action

The greatest limitation imposed on citizen groups is often a lack of funds. Common funding sources include membership dues, foundation grants, corporate donations, private contributions, and government aid. Some organizations are able to generate sufficient funds through bazaars, suppers, and speaking fees.

Realistic estimates of financial requirements are essential, as are assurances that funding needs will be met on a continuing basis. Too often programs are begun without adequate planning for long-term financing. For instance, one citizen group obtained a sizable grant for initial action, but its project died as soon as the initial funds were drained.

Several advocates of citizen action recommend that such efforts receive increased Federal funding, but in a way that preserves independent action:

In reflection, while the independent character of a citizen organization can best be assured through funding by corporations, businesses, financial institutions, organizations, and individuals, this area continues to pose a problem. . . . The financial market to fund civic, service and other organizations is highly competitive. In keeping with the Constitutional guarantee that ours is a Government "of the people, for the people and by the people," and since a citizen organization . . . provides a truly genuine system of "checks and balances," I personally believe that the Federal Government, through an independent agency or corporation, could provide funds to assist these organizations to function within their area without the peril of succumbing due to lack of funds. Such funds could be made available to organizations which meet specific guidelines with respect to character and operation and should be administered directly from the Federal agency or corporation to the citizen group.

The State should not be involved as intermediary in the disbursement or allocation of such funds. On the other hand, when the local citizen organization has qualified for such funds it should be permitted the freedom to dispense and use this financial assistance to the best interest of the community. I believe you will find that areas of the country which are in need of such citizen organizations are economically depressed and cannot adequately fund a citizen operation to function in the best interest of the community.[25]

The Commission believes that government should give support, including financial support, to citizen efforts aimed at preventing crime and improving the environment. State and local funding agencies should earmark for community organizations a portion of funds available under the recently enacted revenue sharing legislation and a portion of the funds granted to them under the Law Enforcement Assistance Administration program. A possible vehicle for the use of such funds might be found in the establishment of neighborhood subunits of government. This approach is embodied in legislation enacted by the Indiana State Legislature in 1972.

Training Requirements

Almost all citizen crime prevention efforts require considerable self-education by key partici-

[24] Polk, *Non-Metropolitan Delinquency*, p. 19.

[25] Letter to the National Advisory Commission on Criminal Justice Standards and Goals from a citizen crime commission, October 5, 1972.

pants. Frequently members of an organization must receive special training. Citizens in a police reserve unit receive 160 hours of training prior to field service. Probation volunteers in one city attend a 5-week series of training sessions held in conjunction with a community college. Members of a corrections-oriented citizen group undergo 8 hours of training that includes a visit to the local jail, a discussion with judges and the prosecuting attorney, attendance at one or more court sessions, and a number of workshops.

Consideration of training requirements at the outset of volunteer programs could mean the difference between a positive contribution to crime prevention and a disappointing experience for all concerned.

Sustaining the Momentum of Citizen Action

The history of citizen crime prevention organizations is replete with examples of initial enthusiasm, followed by a burst of activity, and extinction a few months later.

Perhaps the most important factor in sustaining momentum is adequate leadership. For example, a citizen anticrime effort involving an analysis of the case flow through a criminal court system might be headed by businessmen. On the other hand, an organization whose success depends on grassroots participation might find that the best leaders are the respected residents on the block or in the neighborhood.

Thus a leader might hold a Ph. D., or a pick and shovel. If an individual commands respect and is able to produce results by working with people whose involvement is essential to the success of a crime prevention program, that person is a leader. "The presumption that all people of central importance in a community are generally known is false. Many go unrecognized by most people and others prefer not to have their names thrust before the public."[26] The reputed, highly visible leaders are not always cognizant of the real problems of the community.

Many anticrime organizations are born as the result of a local crisis, and became crisis-dependent for their continued existence. If subsequent crises do not materialize, the organization loses motivation and momentum. A citizen organization should draw sustenance not from the recurrence of crises, but from the programs it devises to meet such crises and the positive results of those programs.

A common cause of organizational lethargy is the failure to delegate responsibility sufficiently far down into the organization. When this happens, capable people are left out of the policymaking process or receive assignments that are incompatible with their talents and personalities. As a result they lose interest and drop out. Delegation of responsibility and accountability is an essential ingredient in the success of any organization.

Delegated assignments should be unambiguous. A member should know precisely what he is supposed to do, the limits of his assignment, and the time he has to complete it. Slipshod performance should not be tolerated or rationalized on the basis that the work is being performed by volunteers.

A major reason for the success of many citizen organizations is their enlightened use of the press and other media. Media coverage spurs funding and recruitment efforts, enhances the morale of an organization's members, and promotes the credibility and influence of the group.

To foster good press relations, the U.S. Junior Chamber of Commerce, under its "Operation Opportunity" program, advises the following:

1. See the right persons at the right time. Do not take up their time when they are close to their deadlines.
2. If the press asks you for information, give it quickly and without qualification.
3. Do not be offended when the press checks your story. That's their job.
4. Be sure the story has news value and deserves press attention.
5. Contact the press personally whenever possible. Keep articles brief.
6. Furnish photographs when appropriate.
7. Do not expect to be shown an advance copy of your story.
8. Use news conferences sparingly.
9. Be honest with media. Give them only facts.
10. Create and maintain good feelings with other individuals and groups who are assisting you in your efforts. Never hesitate to give credit where credit is due."[27]

Evaluating Results

Have robberies declined because of better street lighting? Is there less juvenile crime as a result of the stay-in-school campaign? Is recidivism reduced because of an employment program for ex-offenders? Most citizen organizations do not have the means to obtain rigorous statistical answers to such questions. Full-scale evaluation often costs more than all other projects combined. Nevertheless, citizen groups need to obtain some sort of feedback about their programs.

If a program focuses on dropouts, an evaluation of its effectiveness could be obtained inexpensively through answers to such questions as these: How many dropouts are school administrators aware of? Of this number, how many has the program contacted? Of those contacted, how many have permitted program members to help them? And, of those assisted, how many returned to school—and have stayed there?

Although basing results on reported crime is often unreliable, some measure of the effectiveness of a neighborhood's improved lighting, for example, can be obtained from the trend of street crimes reported to the police on a before and after basis. Further, the trend of reported street crime in the adjoining neighborhood can serve as a rough indicator of whether crime in the well-lighted neighborhood was merely displaced.

A citizen organization promoting a property identification program might ascertain how many burglaries participating families experience over a given period in comparison with a similar number of nonparticipating families in the neighborhood.

Without feedback, citizen programs can flounder without anyone realizing it. With no means to evaluate results, slight changes in emphasis or direction, which could mean the difference between success and failure, cannot be made on a rational basis.

In addition, morale can suffer because members have no sense of accomplishment. Finally, if results cannot be documented, the organization is likely to lose credibility, financial support, and acceptance by the community. Although evaluation may pertain to the end product of citizen efforts, it is a procedure that must be built into an operation at its inception.

ESTABLISHING AND OPERATING A CITIZEN ORGANIZATION: THREE CASE STUDIES

The following case studies of three citizen organizations, which differ from one another in several significant ways, are presented to show how the managerial or administrative guidelines discussed above can be tailored to local conditions, problems, and objectives.

The Indianapolis Anti-Crime Crusade channels the energies of thousands of Indianapolis, Ind., women volunteers into a wide range of crime prevention efforts. Though primarily citywide in scope, the Crusade's impact is felt at the State and national levels as well. In contrast, men and women in the Roxbury section of Boston, Mass., focus their anticrime activities on a 21-block minority neighborhood, often referred to as the Sav-More area. The organizational problems involved in forming and sustaining a coalition of diverse citizen organizations are explored in the third case study, which spotlights the New York, N.Y.-based, National Alliance for Safer Cities.

The Indianapolis Anti-Crime Crusade

Five years after its formation in 1962, the Indianapolis Anti-Crime Crusade was described by the President's Commission on Law Enforcement and Administration of Justice as the "most dramatic example in the country of a citizens' group that has addressed itself forcefully and successfully to the problems of crime and criminal justice."

Incensed by the death of a 90-year-old psychologist and retired teacher at the hands of a teenage purse snatcher, 30 leaders of the major women's clubs of Indianapolis held a meeting in March 1962, at the suggestion of the assistant publisher of the Indianapolis News. Within weeks, local women's organizations, representing about 50,000 members, combined resources and formed the crusade.

Today, according to a crusade publication, the group has over 60,000 participants and its pattern for reducing crime has been used in 50 major cities and in 500 smaller ones.

Organizationally, the crusade is a federation, but one with no dues, bylaws, constitution, budget, governmental financing, or membership list. A woman does not become a member of the crusade; she participates as a volunteer worker in it. The emphasis is on action.

The crusade federation has an executive board comprised of a general chairwoman, vice chairwoman, executive secretary, coordinator, and the chairwomen of 14 divisions (program areas). The board meets every 6 to 8 weeks to discuss goals, plans, and problems.

The 14 division chairwomen are delegated responsibility—and accountability—for work in their respective areas, such as street lighting, dropouts, corrections, police, drug abuse, and vocational guidance. (The crusade's major programs are discussed in detail later in this chapter.) This delegation of responsibility far down into the organization is consistent with sound decisionmaking and contributes significantly to meaningful participation, sustained interest, and continuing momentum.

After the initial luncheon meeting, the women spent 6 months studying the crime problem and setting priorities. They avoided plunging headlong into projects before there was a demonstrated need for them. Committees of two contacted all agencies of local government whose activities had a bearing on crime reduction—from educators to law enforce-

[26] Chamber of Commerce of the United States, *Forward Thrust—A Process for Mobilizing Total Community Resources* (Washington: Chamber of Commerce, 1969), p. 8.

[27] U.S. Junior Chamber of Commerce, "Operation Opportunity" Program, in Junior Chamber publication (Tulsa, Okla., 1970).

ment officials. The women asked officials what they were doing in the crime prevention area and how women could help. They probed areas that others had overlooked, or that experts had neither time nor money to address adequately.

Gradually, a number of problem areas were identified and marked for attention, including those within and outside the criminal justice system. At this point, the crusade avoided another common mistake by deciding to tackle each problem initially on a modest, pilot basis. As a crusade publication noted, the women started simply: they "curbed one crime, put one dropout back in school, got one bright new light on one dark street, sat one day in court to observe, helped one problem child, assisted one father to get a job."

This pilot project approach enabled the volunteers to correct and profit from initial mistakes without jeopardizing an entire program, and served to facilitate cooperation from public officials. Once a pilot program is successfully implemented, public officials are much more disposed to permit a full-scale effort.

A good example of this strategy, and of how volunteers work with rather than against or independently of government personnel, is the way the crusade implemented its stay-in-school program.

Having discovered from police records that dropouts were responsible for the majority of juvenile crimes, a committee of women met with school counselors and received a number of insights. The women proposed to contact dropouts personally to discover why they discontinued their schooling and to attempt to remedy the causes on a face-to-face basis.

The women persuaded principals to release the names of 28 dropouts. Twenty-six returned to school. Of the two who did not, one was too ill and the other had moved from Indianapolis. On the basis of the success of the pilot project, school authorities gave the volunteers the names of 500 additional dropouts, and the program expanded accordingly. The crusade estimates that it has returned more than 2,000 youths to school.

From the beginning the crusade has operated on the premise that it should avoid areas in which public officials already have the resources to do the job. When necessary, volunteers spur officials to perform the tasks for which taxpayers have already provided the supplies, equipment, and salaries.

In pursuing their activities, the volunteers learned that, while a dark alley could be lighted within days, great patience and tact were required before other projects would yield the desired results. To effect court reform, for example, the crusade advises that "this may take six years as it did in Indianapolis." Also the crusade does not engage in internecine crime prevention rivalry with other groups. On the contrary, it has sought and welcomed assistance from such groups as the local chamber of commerce, Jaycees, Rotarians, Kiwanis, and Optimist and Exchange clubs.

Initial selection of chairwomen for the crusade's various divisions or program areas was based on the interest exhibited by volunteers at early organizational gatherings. For example, the person who spoke up and suggested that better street lighting would be an appropriate area of concern was designated to head that effort. Whenever a replacement is needed, the executive board selects the new chairwoman. The capable leadership resulting from this process is a major reason for the long and productive life of the crusade.

The original group of 30 women recruited additional volunteers by canvassing their various clubs for support. Strong media support also was of great assistance. Today the crusade has achieved such momentum that outside recruitment assistance is not necessary. However, continued media backing for the group has proved to be a major factor in attracting volunteers.

Although the crusade operates without a formal budget, it must raise money to finance the incidental expenses of its many programs. One year, for example, the dropout program required $4,000. Volunteers generated funds through bazaars, chili suppers, benefit book reviews, and speaking engagements.

Costs for mimeographing, printing, and mailing may be underwritten by industry, foundations, and other organizations. Business firms frequently donate space for meetings. In 1968, the crusade received $12,500 as first prize in the Community Improvement Program sponsored by the General Federation of Women's Clubs and the Sears-Roebuck Foundation. In 1972, this money, plus the $2,500 in accumulated interest, helped establish the crusade's most recent venture—Girls Living Centers, Inc. The one residence now in operation provides a home for preteen girls in need of attention.

The Anti-Crime Crusade has played a major role in launching similar efforts in other cities. Those who believe the Indianapolis pattern might be appropriate for their communities may obtain additional information from the Anti-Crime Crusade, 5343 North Arlington Avenue, Indianapolis, Ind. 46226.

The Sav-More Neighborhood of Roxbury, Mass.

Residents of the 21-block area comprising the Sav-More (Savin and Moreland, two of the district's streets) neighborhood in the Roxbury section of greater Boston, Mass., have much in common with the citizens of Indianapolis, Ind. There is crime in their neighborhood and they are concerned about it. They realize that if private citizens are unwilling to accept responsibility for crime prevention, little progress will be made.

But there are major differences, too. Of the approximately 5,000 residents, about 50 percent are under 21 years old; 93 percent are black; and 27 percent are members of families whose incomes are beneath the poverty level. Sav-More residents experience significant unemployment, poor health, housing problems, and, according to one observer, "urban anonymity and lack of recourse to responsive social service systems." As a result, crime prevention frequently has a lower priority than more immediate problems such as no heat or no water.

Citizen involvement in crime prevention is not absent from Sav-More, but the realities of the neighborhood have precluded application of the Indianapolis strategy. There is no array of women's service organizations in the neighborhood that can be mobilized. Although women outnumber men, they are preoccupied as the head of household in about 40 percent of the families. Existing civic associations have difficulty finding financial support within the neighborhood and do not possess the influence of organizations whose members are closer to the power structure.

About 17 percent of the respondents to a survey conducted in 1971 believed they could not contribute to the well-being of the neighborhood, and 34 percent stated they did not want to help. The survey concluded: "Hence we see that most residents do not see the need for a united community nor do they think it is a feasible idea." [28]

In 1969, Sav-More had the eighth highest crime rate of the 74 neighborhoods of Boston, Mass. Between 1969 and 1971, the year of the survey, many categories of crime increased in Sav-More—some at a rate substantially above the citywide figure. The fear of crime had developed to the point that residents were not only afraid to venture into the streets at night but were resigned to the inevitability of being attacked in broad daylight in busy streets.

Procedures to inculcate a sense of community and to spur individual action were set in motion by a citizen association, a community service agency, and an infusion of government funds. The Sav-More Neighborhood Association and the Roxbury Multi-Service Center (RMSC) played prominent roles.

The Sav-More Neighborhood Association and the Roxbury Multi-Service Center both became operational in 1965. The former is operated by area residents and deals with a variety of neighborhood concerns through its many committees, one of which addresses the crime problem.

The RMSC serves an area of 28,000 inhabitants—including those in the Sav-More neighborhood. It is a community service agency located in the district it serves and, under one roof, provides counseling, guidance, and action on corrections, mental health, housing, legal, neighborhood, family, and personal problems. The RMSC is staffed by professionals and shares decisionmaking with area residents to a significant extent.

One component of RMSC is a community organization and development unit, which sponsors the Sav-More Community Security Program, an "effort to decrease crime in our neighborhood through citizen participation and better police services." This program resulted from the combined action of the Sav-More Association and the RMSC.

During 1968–69, both the RMSC and the Sav-More Association felt the need for organizational mechanisms that would help residents build enough community strength to deal effectively with their problems, and to learn organizational skills helping them compete for actual resources benefiting neighborhood development. Both felt that social unrest and the deterioration of community life had resulted from an inability of city officials and community institutions to meet the area's needs. And both knew that the vast majority of residents were not affiliated with a community organization despite the fact that they were apprehensive over the deterioration of the area and their property and the rising crime rate.

Both groups concluded that increased citizen participation would evoke feelings of self-identity and pride, decrease social apathy, and facilitate organizations for purposes of social control. Accordingly, they decided to emphasize better police-community relations and to rebuild a sense of community.

In March 1971, the RMSC received government funding to establish a 6-month pilot project—the Sav-More Community Security Program, which was subsequently refunded. Funding was provided by the Boston Mayor's Safe Streets Act Advisory Committee, which, through its citizen security program, strives to combat crime by reducing public apathy and by minimizing the citizen's tendency to leave crime reduction to the professionals. The committee, in turn, receives funds from the Governor's Public Safety Committee, through which Law Enforce-

[28] Roxbury Multi-Service Center, Boston, Mass. (survey report, 1972), p. 7.

ment Assistance Administration monies are channeled.

Early Efforts

At its inception, the program's goals were to open lines of communication between residents and police through community meetings, to create more responsible interaction among neighbors, to strengthen the informal crime controls of the community, and to reduce burglaries and other crimes. Efforts to achieve these goals have benefited by close cooperation between the Sav-More Association and RMSC Sav-More Community Security Program. Joint community meetings were held to describe Sav-More crime fighting ideas and projects to an audience wider than either organization could have reached separately. Several Sav-More Association members are also Sav-More Community Security Program workers.

A director, three full-time, and nine part-time workers were hired to staff the security program. Salaries and expenses were met by governmental funding. The part-time workers were recruited from the Sav-More neighborhood and were given responsibility for introducing residents to the ideas and projects of the program and for encouraging attendance at periodic community meetings.

The three full-time workers patrolled the area in a rented car equipped with a two-way radio. Possessing neither firearms nor power of arrest, they were able, nonetheless, to spot antisocial incidents, assist parties requiring aid, contact the police when necessary, and generally exemplify the benefits of citizens helping other citizens.

Full- and part-time workers filed incident reports, on which they listed types of incidents handled, antisocial behavior observed, illegal activity suspected, and crimes reported. Citizens began reporting many types of suspicious activities to the workers, particularly the movement of vans taking furniture from houses—a testimony to their growing concern for neighbors' property. In some cases, the vans were being driven by blatant daylight burglars.

Part-time workers kept a record of persons they contacted on their assigned streets. The workers noted the person's name, address, phone number, and any comments made about the security program or the problems facing the area. The program was thus a block-by-block effort to solicit new ideas and obtain feedback from citizens regarding current projects. Full-time workers also engaged in this activity along with their patrol duties.

In addition, RMSC staff, in conjunction with the Sav-More Association, conducted a survey to ascertain residents' attitudes toward crime. Among the findings were: (1) in descending order, the groups considered to contribute most to area crime were blacks, teenagers, whites, outsiders, neighbors, drug addicts, and Puerto Ricans; (2) burglary was felt to be the most serious problem, followed by street robbery, assault, drugs, rape, auto theft, prostitution, and gambling; (3) the police were felt to be only somewhat cooperative with community residents in their efforts to improve the neighborhood; and (4) dialogue among neighbors on a block or within the Sav-More area was limited, although most residents wanted friendly neighbors.

The survey also revealed some paradoxes. Most respondents did not call policemen when in trouble, but 36 percent wanted more police. Although most recorded crimes occurred in the home during daylight hours (breaking and entering when residents were away from the premises), the major concern was nighttime safety. The most frequent suggestion of respondents was "more lights."

The Sav-More Community Security Program experienced some administrative problems. Internal communication and coordination among the program's staff, and between the program's director and his RMSC supervisor, were not all they could have been. Completion of incident report forms, community contact sheets, etc., was uneven.

Better means had to be devised to evaluate changing crime patterns and staff performance. There was some evidence of misuse of agency time and incompetent performance by some workers, which might have been avoided by a more rigorous screening of applicants. Staff turnover also posed a problem. The resignation of the program's director hampered progress for several months, until a replacement was found.

During the early stages of the program, some staff members were disappointed with the community's response. They met indifference and vague promises to attend the next meeting. Workers found that, in addition to crime, other issues had to be addressed to stimulate attendance at the biweekly community meetings. The resultant barrage of complaints (abandoned cars, empty dwellings, rusty water, etc.) "added to administrative difficulties as the staff tried to provide adequate referrals to appropriate sources of help and maintain some sort of systematic follow-up on complaints." [29]

Also, neighborhood workers frequently observed that community expectations of what the program could accomplish exceeded reality. A promise to "see what we can do" about the many security and city service complaints was taken as a guarantee

[29] *Ibid.*

of immediate relief. Sharp disappointment resulted whenever conditions did not improve.

The same applied to the community's reaction to the security patrol car and staff. Residents were relieved that someone was watching out for them, and this heightened their feeling of security. But the staff members on patrol were not meant to be police and had to cover a 21-block area. When, inevitably, the patrol could not respond to an incident, neighborhood disappointment was much greater than it would have been after a slow police response, which was more or less fatalistically accepted.

The patrol team itself felt it received an inadequate response from police, even though the precinct's captains supported the security program. The problem was that the officer on the beat was unfamiliar with the program. Because few patrolmen lived in the area, it was difficult to meet with them as a group; for example, evening meetings of officers on daytime patrols would have involved overtime pay unavailable to the precinct.

Change of Emphasis

As a result of these and similar problems, the Sav-More Community Security Program staff decided to change its emphasis from an effort to protect the community, to one designed to help the community protect itself. Thus the staff patrol car project was discontinued in July 1971. However, monthly police-community meetings were continued and attendance increased as time went on.

To cultivate self-help, mutual assistance, and an increase in overall citizen involvement in crime prevention, a number of new projects were initiated. One was the Sav-More House Watch Contract, a mutual agreement among neighbors to be alert to, and report to police any suspicious behavior around another's house and property. Though not legally binding, the contract went one step beyond mere verbal agreement and, as such, was a big step for most to take. It emphasized that a concerted effort by all was in progress to decrease crime, and deepened the feeling among residents that community protection was their responsibility.

In conjunction with the House Watch project, residents were urged not to tolerate traffic in stolen goods or buy goods suspected of being stolen. In addition, the security program initiated a property engraving campaign. As neighborhood workers spoke with residents about House Watch Contracts, they also encouraged them to engrave their social security numbers on household goods and to list items so marked. The workers supplied the engraving tool and maintained a record of each participating household. As neighborhood workers made their rounds, they offered residents crime fighting tips, household security suggestions, and referral information.

A drive for improved street lighting succeeded in mobilizing strong community support. An 800-signature petition was sent to the appropriate city agency. Because city funds were not available, street lighting remains an area of great concern.

An evolving sense of community was dramatically in evidence when, early in 1972, the planned opening of a lounge bar by alleged criminal elements was regarded by the neighborhood as a threat. Spurred into action by the Sav-More Association and the Sav-More Community Security Program, residents successfully opposed licensing of the proposed bar, whose owners were allegedly connected with prostitution, drugs, and gambling.

The regular police-community meetings also increased the level of citizen involvement. After five or six such meetings, residents were able to voice complaints and indicate why they did not cooperate with police at times. And the police, in turn, explained the difficulties they face in terms of manpower and facilities. The police also indicated how residents could utilize police services more effectively.

According to one observer, police now note a definite improvement in community cooperation and an increase in the number of incidents reported to police. Increased reporting has led to police investigations of three bars, resulting in "31 arrests on various charges including possession of narcotics, gaming violations, and violations of the alcoholic beverage laws." [30]

In short, the Sav-More Community Security Program has achieved a heightened sense of community, an increased desire on the part of residents to protect themselves and their neighbors, and the belief that neighborhood crime can be fought successfully by concerned citizens.

Additional information about the management, administration, and other policies of the security program can be obtained from the Director, Sav-More Community Security Program, Roxbury Multi-Service Center, 310 Blue Hill Avenue, Roxbury, Mass. 02121.

National Alliance for Safer Cities

Citizen groups working within a coalition can avoid duplication of services, working at cross-purposes, and wasting valuable human and material resources. A coalition with carefully framed

[30] Boston Mayor's Safe Streets Advisory Committee, *The Sav-More Community Security Program* (draft, 1972), p. 34.

internal policies and procedures fosters interorganization cooperation and the presentation of a united front, and at the same time insures the independence of each member.

With these objectives in mind, the National Alliance for Safer Cities was initiated in 1970 by the American Jewish Committee, with the cosponsorship of 12 other organizations whose memberships cut across racial, occupational, political, and religious lines. By October 1972, the alliance had expanded to embrace 68 national and regional organizations, including the AFL-CIO Urban Affairs Department, Americans for Democratic Action, Fortune Society, National Association for the Advancement of Colored People, National Businessmen's Council, National Council on Crime and Delinquency, National Urban League, and the Vera Institute of Justice.

Local autonomous alliances, whose creation was spearheaded by the national organization, are found in Boston, Mass., Chicago, Ill., Cleveland, Ohio, Dallas, Tex., the District of Columbia, Houston, Tex., Kansas City, Mo., Miami, Fla., Newark, N.J., New York, N.Y., Philadelphia, Pa., Phoenix, Ariz., and St. Louis, Mo. As of July 1972, the Philadelphia Alliance had 38 members, ranging from the Council of Spanish Speaking Organizations to the Philadelphia Bar Association. At about the same time, the addition of 10 new members, including the New York Junior League and the Bedford Stuyvesant Ex-Offender Program, raised the membership of the National Alliance to 61 organizations.

The common goal of the diverse groups comprising the National Alliance is to reduce crime and the fear of crime in America by establishing various educational programs and related activities "designed to counteract repressive concepts and activities whether by extremists of the right or left and to prevent the expropriation by them of issues of crime and violence for repressive or similar ulterior aims."

By attempting to depolarize the crime issue, the alliance has attracted a wide spectrum of organizations, including some that had not previously addressed the problem of crime in the streets to any significant degree. But to build and sustain a broad base of support, the alliance had to devise dissension procedures that did not preclude the continued participation of the dissenting agency.

First, the alliance takes action or a position on an issue only when there is a substantial consensus. Second, as stated in the bylaws:

> Participating organizations retain their autonomy and distinct identities and are the sole arbiters of their own positions, policies and programs. Policies and recommendations arrived at by consensus in the Alliance are not binding upon the participating organization, providing that any dissenting members shall notify the secretary of the Alliance to that effect.

A member may publicly register its dissent or abstention from a consensus position by (1) directing the alliance to omit the member's name from the list of organizations supporting the position or (2) pursuing any other method of dissent mutually agreed upon by the alliance and the dissenter.

The wide range of organizations—both large and small—belonging to the alliance precludes the use of a flat fee dues system. A provision in the bylaws of the alliance addresses this problem as follows:

> Participation in the activities and program of the Alliance carries with it an equal responsibility to participate in the financing of the common enterprise. Each participating organization is expected to make an annual financial contribution commensurate with its means and resources.

The National Alliance does not receive government funds, although some local member groups do.

Possible alliance programs are screened and priorities are established through a committee process. Thus, while the organization does not depend on external crises to sustain its momentum, it is nevertheless affected by such occurrences as the Attica revolt, which spurred the alliance to propose a bill of rights for prisoners based on the United Nations minimum standards for the treatment of prisoners. This event also led the alliance to study the alternatives to incarceration.

Organizationally, the national board of the alliance is composed of one representative from each member organization and from each local alliance. Ex officio members are the alliance's officers—its chairman, vice chairman, secretary, and treasurer.

The national board elects an executive board, which functions as a board of directors. In addition to the alliance's officers, this board consists of chairmen of all committees and not more than 15 additional representatives from alliance members, plus six representatives of local alliances.

The National Alliance requires local alliances to enlist a membership that adequately represents the political, racial, and religious makeup of the community. To the extent this is the case, the local alliance stands a much better chance of being regarded as the voice of the community, rather than as one of many factions.

Outside of this requirement, local alliances operate independently of the national organization. The latter does provide local groups with information pertaining to funding, bylaws, and other organizational matters, but the local alliances may accept or reject this advice as they see fit.

An essential ingredient in the organizational process of local alliances is the designation of a person—not a committee—to act as a full-time organizer and as the one responsible for subsequent follow-through. In the absence of such a person, the chances of success in launching and sustaining the organization are said to be greatly diminished. The matter of securing adequate funding to provide a salary for this individual is thus of immediate concern.

A strategy frequently recommended to those attempting to organize local alliances is to interview and enlist representatives of key groups before holding the initial organizational meeting. Those invited to this meeting should be representative of the community, otherwise excluded groups may take offense and later refuse to join the alliance.

Another recommendation is that government officials should not participate as members because subsequent positions taken by the alliance could embarrass such members. Finally, alliance organizers are encouraged to develop an intelligent program to motivate the group, and not to depend on local crises to sustain interest.

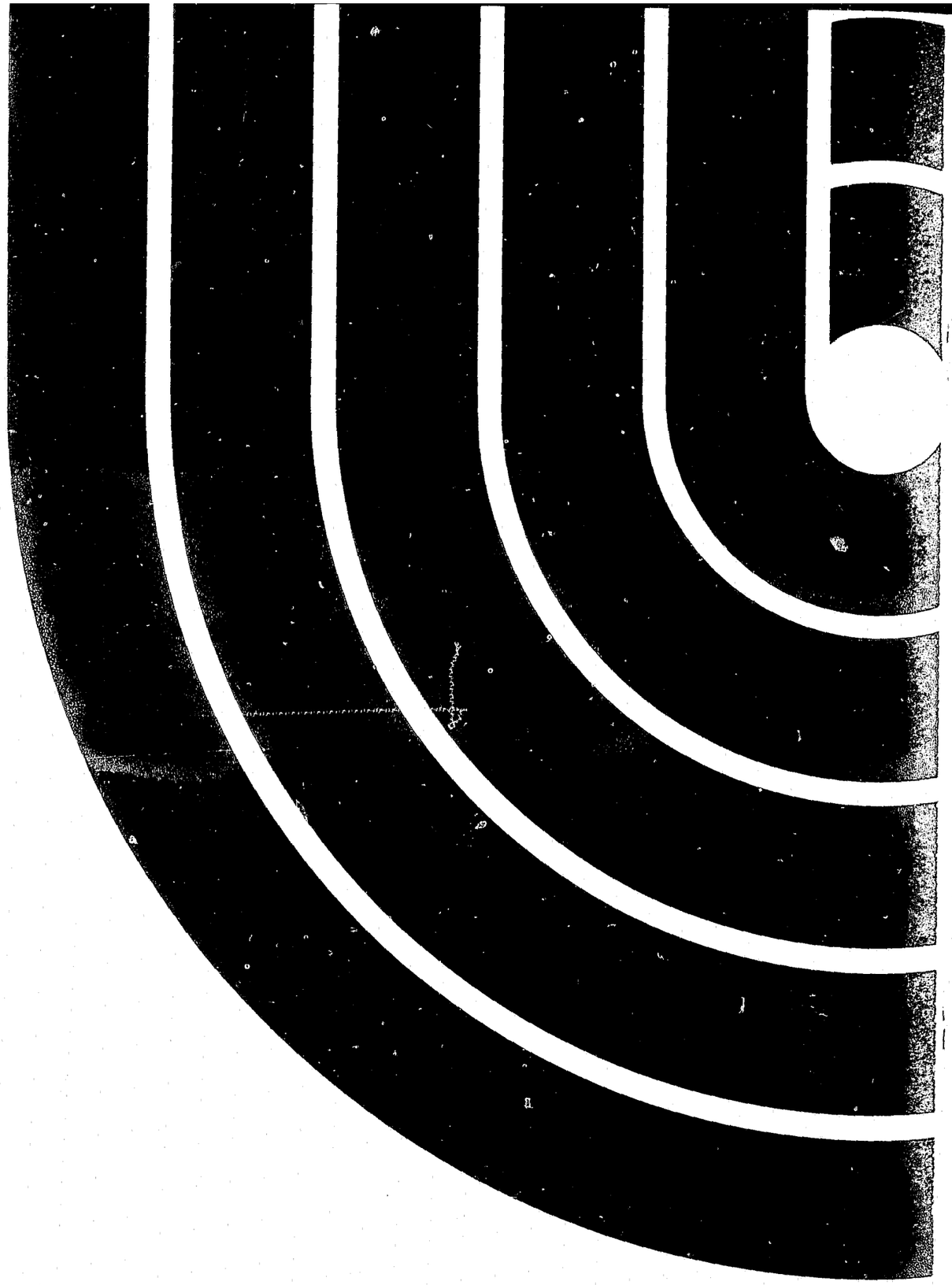
An official of the National Alliance reports that prospective members of local alliances often ask why another citizen group is needed, and whether the new group wouldn't duplicate other efforts. The appropriate reply, he notes, is that no other organization fulfills the objectives of the alliance; and that although there are many excellent citizen organizations in the crime prevention field, only the alliance seeks to embrace the full spectrum of citizenry.

Although a number of citizen anticrime groups may operate in a given city, they frequently are unaware of the existence of one another. Thus, far from contributing to duplication, the official contends, a local alliance tends to minimize it by bringing together organizations and facilitating coordination among them. By addressing the full range of crime prevention activities, a local alliance can expand the horizon of each of its members—particularly those who previously have not directed their attention to anticrime measures. Thus the alliance sees itself as supplementing and expanding the effectiveness of each of its member organizations.

Cited as an example of such increased effectiveness is the role played by the New York, N.Y., local alliance in opposing a proposed annex to the Tombs, a local jail. The alliance pressed for an "expansion of pretrial diversionary programs and community-based facilities in order to relieve overcrowding at the Tombs without building a costly, mammoth new structure. . . ." This alternative had been proposed for many years and by many different organizations. But while these groups were unsuccessful as individuals, the collective voice of the alliance prevailed and the Tombs project was canceled.

Additional information about the National Alliance and its local groups is available from the National Alliance for Safer Cities, 165 East 56th Street, New York, N.Y. 10022.

These three citizens' organizations, the Indianapolis Women's Crusade, the Roxbury Sav-More Program, and the National Alliance for Safer Cities, illustrate the importance of citizen involvement in crime prevention. Criminal justice agencies need citizen support at the national, State, and local levels if they are to be effective in the fight against crime.



APPENDIX

CITIZEN ACTION PROGRAMS

MULTI-PURPOSE CRIME PREVENTION ORGANIZATIONS

The following pages contain many examples of citizen organizations that deal with a relatively wide range of anticrime projects; those focusing on one or two aspects of crime prevention are discussed later. An overview of these programs and some of the highlights are presented in Chapter 1, Citizen Action, of this report.

The Commission cites these organizations so that citizens wishing to implement a given crime prevention measure will be able to contact those who have already undergone the experience and who can provide insights about successes and failures, achievements and problems.

Space considerations preclude inclusion of the majority of the estimated 100,000 nongovernmental agencies and organizations that are involved in preventing crime. Thus there is no implication that the citizen groups absent from these pages are ineffective or less effective than those noted.

Indianapolis Anti-Crime Crusade

The many programs of the crusade (the internal policies of which were discussed in Part II, Citizen Action) are designed to improve the criminal justice system and to promote diversion from it wherever possible.

Observing the Courts

Armed with a court watcher's guide, a report form, and identification cards, two women attend court to observe the proceedings and record whether the assigned judge was present or a pro tem substituted, delays and continuances, age of defendants, etc. On a rotating basis, crusade women have observed over 200,000 cases.

Periodically, observations are analyzed to determine patterns. For example, court watchers noticed that criminal court judges were trying delayed and continued cases about 4 days a week and new cases on the 5th day. As the result of such observations, the following improvements were made:

1. Hallway bailiff cleared loiterers from court halls.
2. Deportment and appearance of police witnesses improved.
3. Judges appeared on time.
4. Arresting officers were absent less often.
5. Fewer pro tem judges were used and fewer delays occurred.
6. Service on rearrest warrants improved.
7. Women set up an information table in court halls, and bail bondsmen stopped soliciting.
8. Prosecuting attorney's deputies prepared cases more thoroughly.

9. On the basis of their court observations, women supported legislation that led to: (a) the establishment of a presiding judge of municipal court to insure uniformity and responsibility; (b) courts of record; (c) specialization (certain judges to hear alcoholic-related cases and premental cases, with followup counseling); (d) night court for minor traffic cases and a day court for reckless driving, drag racing, etc.; and (3) a pilot project in bail bonding.

Lighting the City

The following is the prescription for better lighting recommended by the crusade for citizen groups in other cities.

1. Encourage the use of tax money for street lighting and be sure enough tax money is available for this purpose. Obtain the answers to these questions: Who is responsible for street lighting? Who decides where it will be put? What kinds are available? How much does it cost? What's the simplest way to get money into the city budget? Once the lights are installed, who owns them and who is responsible for their maintenance?

2. In some cities, many calls and visits will be necessary; but it is simplest to start with the electric utility in your area. You may find it convenient to form a committee to help select locations for new lighting and to support budgets. (The Crusade is composed of representatives of the Chamber of Commerce, the Metropolitan Plan Commission, the police department, the traffic engineer, the city engineer responsible for lighting, clubwomen, and the executive secretary of the Board of Works (the government unit responsible for lighting).)

3. Prepare maps of your city and color them to show these various factors: present lighting, high crime areas, density of population, nighttime accident rates, heavy traffic streets, locations of community centers, locations of night schools, locations of hospitals, theaters, auditoriums, and other centers of nighttime activity.

4. Find out how many streets are lighted in accordance with the code set by the Illuminating Engineers Society. In high-crime areas, you can check areas that have heavy incidents of street crime (assaults, purse grabbings, muggings, car theft, etc.), or you may wish to check any area that requires above average police coverage and service. Ask your chief of police to help you here. Census figures will give you the density of population by census tracts.

5. In checking nighttime accident rates, what you need to know are the locations of vehicle and/or pedestrian accidents for the last year; then, in two columns, record how many accidents at each location occurred in the daytime and how many at night. Any site where nighttime accidents outnumber daytime accidents should be regarded as a candidate for a light.

6. Ask your police department to have their men report the areas in which street lights are needed. The man patrolling a district will know a great deal about purely local needs that do not turn up on charts and graphs.

7. The Crusade has found it wise to not set out a 10-year plan for lighting or even a next-year plan for lighting. Communities shift rapidly: crime rates change, shopping centers are built, a new theater goes in, new highways change traffic patterns, a community center is abandoned. All of these things need to be taken into account as each year's purchase of new lights is made. Each year the Crusade simply asks for an increased appropriation, then spends the increase on new lighting according to the priorities established.

8. Find out whether there are trained speakers available to arouse the community to the need for light. Be willing to talk to any group that will give you 10 minutes for a short appeal or a half hour for the full treatment. Take along your maps, before and after pictures, anything that shows the need. Talk to PTA's, churches, men's service groups, travel study clubs, literary societies, anyone and everyone. Do not be afraid to ask persons in each group to invite you to speak to other groups to which they belong.

9. Ask your newspapers for editorial support; ask radio and television stations to mention the lack of street lighting whenever it is a factor in an accident or a crime they are reporting. Keep mentioning street lighting until every person you meet automatically sees you as a lamppost; keep harping on the subject until everyone in your town is convinced that street lighting is an important problem.

The following are some results of the Indianapolis street lighting campaign:

1. Approximately 12,000 new street lights have been installed.

2. In 1 year alone, 1,335 modern, high-power lights were added.

3. A total of 971 obsolete street lights were replaced, and 260 blocks of city streets were equipped or reequipped with modern lights.

4. Approximately 8,000 dusk-to-dawn mercury vapor lights have been installed on private property.

5. Bright lights have gone on at apartment areas throughout the city.

6. Crime has decreased as much as 85 percent in some areas.

7. Accidents have decreased.

Returning Dropouts

In this Stay-in-School project, women (many of whom were once teachers, guidance counselors, and social workers) meet with school administrators to discuss the current semester's program. Project volunteers write letters to dropouts suggesting that they think about returning to school, and pointing out that more education means more opportunities and a fuller, more enjoyable life. In addition, the volunteers pledge to help solve problems that may have caused the student to drop out.

A self-addressed card is enclosed on which the youngster checks the principal items he feels kept him out of school; e.g., lunch money, bus fare, books, school fees, remedial reading, advice on careers, or part-time employment. The card then is assigned to a counselor, who telephones the youth and asks if he may visit him at home, but does not press the point if the youth is ashamed of his home. In the latter case, the volunteer makes arrangements to meet the youth somewhere else—at the YMCA, the community center, or in some other relaxed and casual surrounding. From this point on, the volunteer assumes responsibility for persuading the youth to return to school, counseling him, and keeping in touch with him all year to make sure his problems do not recur, that his grades continue to be satisfactory, and let him know that someone really cares.

Volunteers also attempt to help youths who must find a job to support a dependent relative, children of migrant workers who find themselves lost in the city atmosphere, and youths who for various reasons find the classroom competition too much for them.

With aid from the Board for Fundamental Education, the Central Indiana Literacy Council, and the Direct Approach to Reading teachers, volunteers instituted courses in reading for dropouts and their parents. Former teachers of reading, English, mathematics, and science offered their services as tutors. Study sessions were held in settlement houses and in churches, libraries, YMCA's, YWCA's, and business offices for youths who had no place at home to study.

High school girls with high scholastic records also helped youngsters with their reading. The school board, at the request of the Stay-in-School Committee, opened many grade schools after school hours for additional help in remedial classwork. A clothing center was set up at the YWCA with the help and generosity of clubwomen from all over the city. Dry cleaners offered to clean the clothing. Five thousand articles of clothing were given to some 1,000 youths. Shoes were purchased for more than 500 youths.

Presently, volunteer women write to personnel directors asking them to schedule interviews for young people who need part-time jobs to enable them to stay in school. Significant help comes from men's service clubs, community groups, law enforcement agencies, and church and school authorities.

Each volunteer works with one youngster at a time. This establishes a practical and understanding relationship. It permits free and open airing of problems and creates a receptive climate for the discussion and acceptance of proposed solutions.

More than 2,000 dropouts in Indianapolis have returned to school through the help of the Stay-in-School Committee. Many have graduated and are attending liberal arts colleges, technical schools, receiving special training on intern projects, or have good jobs. The program has been judged an unqualified success. The number of dropouts in Indianapolis schools decreased from 1,500 to 600 during a 5-year period.

Cleanup Campaign

The crusade believes that good housekeeping is a crime deterrent. Cleaner neighborhoods and homes are said to encourage respect for the rights of others and to instill a sense of pride in citizens. A clean house, says a Crusader, results in more space (perhaps even in a place to study for a potential dropout), inspires better prepared food, encourages men to stay home at night, and leads to a more congenial family and neighborhood.

In a pilot program in one neighborhood, a cleanup crew removed 15 truckloads of debris in 3 hours. Noticing the activity, housewives began to clean inside their homes and actually threw accumulated junk into the streets. Since then, the crusade has organized over 2,000 block clubs to put the cleanup campaign on a continuing basis. In a related effort, the crusade's "de-ratification program" has helped Indianapolis get rid of its rats.

Working with Police

Crusade women have supported increases in police salaries and have backed legislation that has assisted police recruiting, allocated more funds for uniforms, and authorized a police academy. At the crusade's suggestion, quarterly awards are presented to officers for work beyond the ordinary. The women also initiated a scholarship program for police.

With police assistance, the crusade wrote a leaflet entitled "How Women Can Protect Themselves," and established a program in which policemen give talks at schools regarding the laws that affect juveniles. After their presentation, the officers distribute copies of "Teenagers Want to Know—What Is the Law," a booklet prepared by the crusade and others. Also in cooperation with police, the crusade prepared a booklet entitled "Stop Shoplifting," which they distributed to local merchants, and they cosponsored clinics on how to prevent shoplifting. Finally, the crusade is one of several organizations cooperating in Crime TRAP, a property identification project.

More details on these and many other crusade activities may be obtained from the Indianapolis Anti-Crime Crusade, 5343 North Arlington Avenue, Indianapolis, Ind. 46226.

Chamber of Commerce of the United States

The many crime prevention programs of the Chamber of Commerce of the United States involve the participation of hundreds of local chambers. The Department of Justice recently complimented the national chamber for its work in finding employment (often via local chambers) for witnesses who will not testify against racketeers unless they receive new identities, new homes, and new jobs.

The organizations' advisory panel on crime prevention and control accepts invitations from local chambers, trade associations, etc., to appear before concerned groups of community leaders in an attempt to activate local crime prevention programs. In their presentations, panel members sometimes utilize the Chamber publication Marshaling Citizen Power Against Crime, which describes the crime prevention programs of many citizen groups and the problems facing the three components of the criminal justice system.

Other chamber publications relating to crime prevention and control are Deskbook on Organized Crime, which outlines countermeasures businessmen may use when faced with underworld incursions, and Marshaling Citizen Power to Modernize Corrections. Slide presentations on organized crime and modernizing corrections also have been developed. In addition, 15 Action Forums were held throughout the Nation to acquaint businessmen with the threats posed by the organized underworld.

At the chamber's annual meetings, there have been special panels on organized crime, drug abuse, and the criminal justice system.

A member of the chamber's staff travels extensively to speak (1) with criminal justice officials on how to communicate their needs to businessmen and (2) with businessmen on how they can cooperate with law enforcement officials. He also works with colleges regarding the content of, and related reading for, law enforcement courses.

Finally, among other activities, the chamber has testified before Congress on numerous occasions in support of significant anticrime legislation.

Additional details about the chamber's program may be obtained from the Chamber of Commerce of the United States, 1615 H St., NW, Washington, D.C. 20006.

National Council on Crime and Delinquency

The National Council on Crime and Delinquency (NCCD) was founded in 1907 as a private, nonprofit organization dedicated to the improvement of the criminal justice system and the reduction of crime and delinquency. Sixteen State councils and many local citizen councils are linked to the national office. Their top priority goals include diverting delinquents from the criminal justice system by establishing youth services bureaus, repealing victimless crime laws, and monitoring the use of Federal funds for crime prevention.

The State councils have met with varying degrees of success in reaching these goals. The Indiana State Council actively campaigned for and won the establishment of youth services bureaus. Indiana now has 18 bureaus, perhaps more than any other State. And NCCD proposals for YSB's are being pressed in other States.

NCCD efforts for the repeal of victimless crime laws have been successful in two States. The Connecticut Council was instrumental in the decriminalization of such offenses as sexual activity between consenting adults, night walking, breaching of the peace, and prostitution except where money is exchanged.

Oregon's new criminal code embodies many of the ideas in NCCD's Model Sentencing Act. The code no longer defines drunkeness as a criminal act. Penalties for sexual activity between consenting persons 18 years of age and older have been removed.

At the national and local levels, NCCD monitors the use of Federal funds for crime prevention. The national capital office conducted detailed reviews of all State criminal justice requests to LEAA, of Model Cities activities, and of specific assistance given cities. The Michigan Council has created a task force to explore the best ways to monitor and assist the State planning agency.

Although NCCD's past efforts have been directed at improving the correctional and judicial systems, the organization is now aiding local law enforcement agencies. Police officers have received instruction in family crisis intervention in two NCCD-sponsored workshops, in Pennsylvania and North Carolina. A burglary prevention campaign in Honolulu, Hawaii, involved the distribution of more than 10,000 copies of NCCD's pamphlet "How to Protect Your Home." The Pennsylvania Council sponsored a street lighting program to help reduce crime.

NCCD chapters also are active in the courts area. Connecticut has enacted legislation that limits pretrial detention to 45 days. A judicial standards commission for investigating wrongdoing and mandatory retirement has been established in North Carolina at the urging of NCCD. The organization is assisting in the formation of the New Mexico Intertribal Council on Social Problems, which will provide "a much-needed liaison between the courts and reservations throughout the State with the objective of reducing the number of Indians incarcerated."

NCCD is a strong advocate of community-based corrections; it supports the efforts of those who want to stop construction of large, medium, and maximum security prisons and divert the funds into intensive community treatment. A study is under way to demonstrate that hardcore offenders can do well in the community through application of new correctional methods and use of community resources.

NCCD plans to enlarge greatly its citizen action arm. This division will work to build a mass citizen constituency and will help teach participants how to judge the effectiveness of their own local criminal justice system. It will also provide information on existing citizen groups.

Volunteers in Probation (VIP) has merged with NCCD and will become a part of the organization's citizen action program. VIP, established by a judge in Royal Oak, Mich., will work with NCCD's field staff to promote the volunteer service concept.

The formation and development of VIP is a story of unusual success. Due to the lack of funds, citizens were asked to serve as volunteer probation officers. The group grew from eight volunteers in 1960 to approximately 500 in 1965. The current director of VIP states that: "the program was giving about $250,000 a year in services on a very small budget from the city ($17,000) by and through the use of volunteers and the services which the volunteers inspired from . . . retirees, who administered the program very carefully, psychiatrists, psychologists, . . . lawyers, doctors, marriage counselors, recovered alcoholics and many others."

Research conducted at Royal Oak, Mich., indicates that the volunteer and the professional working together can provide very intensive probation services that are said to be three times more effective than those provided by a probation officer working alone. Psychological tests and measuring devices showed that in two sample groups of youthful offenders, the hostility of defendants was reduced in 74 percent of the cases in Royal Oak and only 18 percent in another, nonvolunteer court. Success also was recorded in terms of recidivism between probationers in the two courts. Of all the 1965 probationers in Royal Oak, only 14.9 percent subsequently committed other offenses during a study period of almost 5 years. In the other court, the comparable figure was 49.8 percent.

As a result of the success of the Royal Oak program, the Board of Christian Social Concerns of the Methodist Church in Washington, D.C., provided funds to spread the idea throughout the country. By 1969, the concept had been accepted by about 125 courts. Since 1969, the idea has spread to approximately 2,090 courts, prisons, and juvenile institutions. Judge Keith Leenhouts, present director of the program, estimates that about 250,000 volunteers now are involved, and that "within 5 years there will be a million citizens involved as volunteers, mostly on a one-to-one basis, in courts and correctional institutions throughout the United States." (The Law Enforcement Assistance Administration provides consultants on volunteer court rehabilitative services at no cost to the community, court, or agency requesting the service.)

One-to-one volunteers are selected carefully. They must be either experts in counseling or probation personnel, or the judge must believe that they possess the natural talent, sincerity, and warmth of personality that would make them inherently good counselors and friends. Many fall into both categories. Those who do not must be willing to go through a psychiatric-psychological screening process.

Treatment for probationers at Royal Oak is provided by 30 psychiatrists in private practice, each of whom takes one patient in continuing therapy. These doctors donate several hours a month to the program. The treatment is not necessarily free for the probationer; the fee is adjusted according to his financial status.

Employment counseling is an important aspect of rehabilitation. This program was first directed by a retired citizen, who administered aptitude tests and advised probationers on how to find jobs.

The Royal Oak VIP program also has a Women's Division and its own chapter of Alcoholics Anonymous.

Additional information is available from the National Council on Crime and Delinquency, 411 Hackensack Avenue, Hackensack, N.J. 07061.

Citizen Crime Commissions

Of the 21 local citizen crime commissions operating today, no two are engaged in identical programs or managed in the same way. Rather, each is governed by a board of local citizens, who determine priorities and use of resources in accordance with local conditions and opportunities.

The Chicago, Ill., Crime Commission operates a court observer program, proposes legislation, disseminates information (with particular emphasis on organized crime), and conducts surveillances and investigations (which, during 1 year, encompassed over 1,400 locations). Of particular concern is the incursion of organized crime into legitimate business.

The Philadelphia, Pa., Crime Commission generated broad public support for enactment of Philadelphia's firearms control ordinance, the first of its kind in the Nation.

The Tucson, Ariz., Urban Area Crime Commission has established a Correctional Volunteer Center, which trains and assigns citizens to work for agencies serving offenders, ex-offenders, probationers, and parolees.

The Mississippi Coast Crime Commission (Gulfport) operates Project TIP (Turn in a Pusher), which offers confidential rewards to persons supplying information leading to convictions of drug pushers.

The Metropolitan Crime Commission of New Orleans, La., describes itself as being comprised of citizens "pledged to improve law enforcement and the administration of justice in our city." The "objectives of the commission are determined by an elected executive committee and a board of directors; it is voluntarily financed, has no political affiliations or obligations, and acts only to make the public and governmental officials aware of conditions, created by organizations or individuals, which are conducive to the growth and continuation of crime."

The Metropolitan Crime Commission of New Orleans is not an apprehending, prosecuting or judicial body. It does not presume to perform the duties of accredited officials responsible for the administration of criminal justice. It is, however, an investigative and research organization that stimulates and encourages the aggressive, uncompromising performance of such duties by the official agencies of our local government.

The commission has been particularly effective in combating organized crime in New Orleans and throughout Louisiana.

Other cities in which citizen crime commissions operate are Atlanta, Ga., Baltimore, Md., Chattanooga, Tenn., Crown Point, Ind., Dallas and Fort Worth, Tex., Jericho, N.Y., Kansas City, Mo., Miami, Fla., Phoenix, Ariz., Las Vegas, Nev., Tulsa, Okla., Waukegan, Ill., Wichita, Kans., and Wilmington, Del. Additional information may be obtained from the National Association of Citizen Crime Commissions, 52 Fairlie St., N.W., Atlanta, Ga. The association is preparing a manual outlining the process for establishing crime commissions in communities of various sizes.

National Alliance for Safer Cities

The national alliance maintains that "the present criminal justice system is *not* a system. It does not deter, detect, convict or correct, and it will not become a *real* system without substantial public understanding and activity."

The national alliance is perhaps best known for its "22 steps to safer neighborhoods," which outlines citizen action in such areas as street lighting, property identification, buzzer systems, burglar alarms linked to police, auto theft, crime watch programs, block mothers, tenant and street patrols, police-community relations, and auxiliary police.

Among the alliance's more recent public stands is a resolution on drug abuse and crime, adopted by its national board.

BE IT RESOLVED: That the National Alliance for Safer Cities, Inc. call upon the federal, state and local governments to develop additional treatment programs for those addicts arrested and those voluntarily seeking help to enable them to receive the medical-public health treatment they need.

That the National Alliance . . . call upon governmental bodies and private employers, in cooperation with unions, to aid in hiring, training and counseling of ex-addicts on a non-discriminatory basis.

That adequate federal and private funds be provided to insure that treatment programs for drug users reach all such ill individuals rather than a small minority.

That the regulatory agencies in federal government consider carefully the possible deleterious effects of the flood of advertising of chemical substances which tends to develop in Americans a 'cult of chemical comfort' and lead to drug dependence throughout our entire society.

That the task of treating, assisting, and curing addicts be the joint responsibility of the medical and social welfare professions, and enlisting such assistance from self-help groups, volunteer agencies and concerned individuals, so as to meet the relevant personal and social dimensions of addiction problems.

That the National Alliance . . . carry on a program to present to its members and the public at large the credible facts about drug abuse rather than inaccurate emotional appeals; in order that drug education programs may be successful in preventing drug abuse by future generations.

Local alliances also are engaged in a variety of activities.

In Philadelphia, Pa., a neighborhood safety task force and a jobs task force have been successful in attracting community groups. Their goal is to organize each block for neighborhood safety, and bring about changes in the criminal justice system through citizen involvement.

In St. Louis, Mo., alliance volunteers concentrate on increasing the accountability of criminal justice agencies. The alliance is moving toward an advocacy position on ex-offenders, juveniles, and victims of crime, and is scheduling conferences on restitution to victims of crime.

The New York, N.Y., alliance has begun an active program using volunteers to observe criminal proceedings before the New York State Supreme Court. There have been three training and orientation sessions with court officials, legal aid attorneys, prosecutors, the chairwoman of a similar program in Rochester, N.Y., and alliance staff. It is hoped that volunteers will return to their member organizations to press for needed court reforms. The alliance jobs committee in New York, N.Y., is actively involved in enlisting the support of business organizations to establish new training and employment programs for ex-offenders. A legislative committee monitors legislation in the fields of victimless crimes, court and criminal reform, and removal of legal and social barriers affecting ex-offenders. A handbook on victimless crime is being prepared.

The Cleveland, Ohio, alliance is involved in programs of street lighting for neighborhood safety, jail reform, and reform of victimless crime laws. It convinced the county to invest $100,000 in prison reform, placed an advertisement in the press for bail reform, and sparked a series of articles in local newspapers concerning victimless crimes. It also is working on a newspaper series and a TV program on neighborhood safety.

The Kansas City, Mo., local alliance has started Operation Switchboard, a program to promote safety in the neighborhoods, create employment opportunities for ex-offenders, and secure volunteers for programs in the criminal justice system.

The Dade County, Fla., alliance worked with other groups during the recent national political conventions to avoid confrontations and recruit observers for demonstrations and court programs.

United States Junior Chamber of Commerce (Jaycees)

The U.S. Jaycees have 6,500 local chapters throughout the Nation.

Jaycees must constantly remind the citizens of our communities to become involved and to take an active part in assisting the professional in this ever present war. One of our largest tasks as Jaycees is to encourage the participation of these citizens. Crime is everybody's business.

The publications of the U.S. Jaycees outline numerous programs for local implementation, including programs pertaining to auto theft, the drunk driver, youth assistance, drugs, police-community relations, and various institutions. Many of these programs have been implemented at the local level.

In Rock Hill, S.C., a Jaycee Boys Home, which houses up to 12 probationers or parolees, provides a warm family atmosphere in which each boy receives individual attention. Individual counseling, group therapy, and corrective reinforcement procedures are provided, and weekly group therapy sessions are conducted for the parents. Other features of the project include schooling, tutoring, health care, arts and crafts, gardening, and recreation. Job assistance also is provided. The overall goal is to prevent recidivism.

The Tennessee Jaycees have a program that supplies volunteer probation counselors and promotes criminal justice reform.

At the Maryland Penitentiary, a maximum security inmate is the statewide director of "Do Something," a national project of the U.S. Jaycees to determine the needs of individual communities and match them with volunteers within those communities. According to prison authorities, "the inmate's involvement in community affairs has turned his life around."

Many inmates are members of Jaycee prison chapters. Almost all of the nearly 200 prison chapters have some kind of employment project or referral to outside job sources. One such chapter is the Joliet East Jaycees at the State prison in Joliet, Ill. This chapter runs the Ex-Offenders Employment Project, which has led to jobs and early release for approximately 300 Joliet inmates. Of the first 287 inmates paroled to jobs, only six have returned to prison, as compared to 87 recedivists out of a similar group of 244 released men who did not participate in the employment project.

The Jaycees also participate in a wide range of crime prevention projects undertaken outside the framework of the criminal justice system. The organization's Operation Opportunity, which is cosponsored by the Sears-Roebuck Foundation and the Ford Foundation, emphasizes self-help for the disadvantaged. It sponsors such projects as tutoring students who are behind in their work, motivating potential dropouts to complete their education, training the unemployed and underemployed, developing job opportunities for students, and providing recreational opportunities for youth.

Additional information about these and other Jaycee programs may be obtained from U.S. Jaycees, Box 7, Tulsa, Okla. 74102.

SPECIAL-PURPOSE CRIME PREVENTION ORGANIZATIONS

In contrast to the relatively wide-ranging efforts of the citizen groups described above, the majority of citizen crime prevention organizations focus their attention on only one or two anticrime activities. The latter organizations are categorized below according to purpose: (1) to promote integrity in gov-

ernment; (2) to prevent crime through measures unrelated to and outside the context of the criminal justice system ("presystem" crime prevention), or (3) to supplement or strengthen the criminal justice system's three components (police, courts, corrections).

Promoting Integrity in Government

One of the many organizations concerned with official integrity is the Better Government Association (BGA). BGA is a Chicago, Ill., based citizen group, which acts "as an independent, nonpartisan watchdog organization to investigate instances of waste, inefficiency and corruption in government." The association attempts to expose government operations to public scrutiny in hopes that this will spur appropriate corrective action. BGA is active at local, county, and State levels, and at the Federal level when misuse of Federal funds is alleged.

BGA recommendations have resulted in "reorganization of many agencies of government as well as criminal action." Although it has only a small full-time staff and an annual budget of under $200,000, the organization closed more than 50 investigations during 1970, and estimated it saved taxpayers up to $50 million that year. Although the organization lacks subpena and arrest powers, and cannot convene grand juries, it estimates that "50-60 percent of our investigations are effective and result in government action—either by passage of new laws, change in regulations, or indictments of corrupt officials."

A number of factors are essential to BGA's effectiveness, including a competent, professionalized staff free from pressures that might compromise independent action. The fact that BGA is not a government agency and has never derived financial support from such agencies is a substantial asset in this regard. In addition, financial contributions from private sources are not permitted to become so large as to jeopardize independence of action.

Another important success factor is BGA's close and cordial relationship with Chicago news media. By assisting in BGA investigations, reporters not only obtain newsworthy stories but serve to generate public awareness and apply pressure on government officials.

A constructive attitude is also important. BGA's avowed purpose is not to embarrass public servants but "to advise them of inadequacy of operation within their agencies." The group's role does not end with criticisms or exposés; it often makes "suggestions as to how beneficial changes may be accomplished." In addition, BGA has a standard policy "to contact government officials and agencies prior to disclosure of our findings to enable them to respond."

BGA notes that constant followup action has enabled it to become more effective. Indeed, followup is considered as important as the original investigation, because in many instances, reinvestigation of an agency reveals that the same negative situation exists. In recent years, BGA has shifted its investigative emphasis "to concentrate on an entire program of a government agency rather than isolated instances of wrongdoing." Because of this shift, BGA hopes to have an even greater impact.

Of special value, according to BGA, is its reputation of credibility. The organization thoroughly researches and investigates all cases and always maintains an apolitical stance. Its excellent reputation encourages many citizens to offer information; about half of BGA's investigations begin as the result of calls or letters from the public (sometimes via reporters).

More information can be obtained from the Better Government Association, 75 East Wacker Drive, Chicago, Ill. 60601.

Presystem Crime Prevention Organizations

Presystem organizations are those whose activities are designed to guide and shape the behavior of individuals so that they will never enter the criminal justice system. The presystem citizen groups are categorized below according to the type of services they perform: education; employment; recreation; multi-purpose counseling; or educational, guidance, and treatment programs related to drug and alcohol abuse.

Education-Oriented Organizations

Keep A Child in School, Charleston, W. Va. The Keep a Child in School program is conducted by volunteers with the support and cooperation of the Kanawha County, W. Va., school system. Volunteers work with junior or senior high school students on a one-to-one basis, attempting to motivate students to stay in school and to insure that they have adequate clothes and supplies.

The program began in 1966 and now has some 130 volunteers. Coordinators match students with volunteers after parents have given their permission. No time limit is set, but volunteers are encouraged to stay with a student for at least 1 year.

Project GO, Baltimore, Md. Project GO (Growing Opportunities) exposes students to career opportunities that will be open to them if they stay in school. The program is launched by speakers from a local corporation, who stress the qualifications and educational background necessary for employment. The stay-in-school theme is reinforced by "living witnesses," successful persons in business and industry who have faced and overcome difficult problems. Students tour a plant, and a few are selected to spend a full day with workers. Participating companies pay for transportation and lunch.

Kiwanis International, Chicago, Ill. "You and the Law" is a 16-page booklet produced by Kiwanis International and distributed primarily by Kiwanis clubs. Its purpose is to help teenagers understand the concept of freedom under the law.

Harlem Prep, New York, N.Y. New York City's Harlem Prep is one of the best known street academies. It is supported by contributions from foundations and industry, and its purpose is to prepare dropouts for college. Less than 1 percent of the students leave the program before they graduate.

Harlem Prep operates in the informal atmosphere of a former supermarket that contains no inner walls or partitions. The program not only prepares students for college but encourages them to render service to the community. In addition to the regular courses offered, students are required to spend 4 hours a week working in elementary schools, hospitals, social service agencies, and churches.

Double-E Program, Chicago, Ill. The purpose of the Double-E program is to provide education and employment for high school dropouts. The program was begun by a local department store as a cooperative work/education program for high school dropouts. Participants attend class 3 days a week and work 3 days a week; their education is related to actual work experience. Several major companies constitute the program's advisory council. Businesses that hire the students pay regular wages and provide counseling and other support services.

Street Academy, Oklahoma City, Okla. The goal of the Oklahoma City Urban League is to identify qualified school dropouts and provide them with the opportunity to obtain a basic level or high school education, postsecondary training, or productive employment. The Street Academy program operates on three levels—store front, academy of transition, and prep school. Students in most cases are recruited off the streets.

Philadelphia Urban Coalition, High School Academies Program, Philadelphia, Pa. The Coalition was concerned that few vocational education programs serve the inner city high school youth who reads at the fifth grade level and is well on his way to dropping out. Traditional vocational schools exclude him altogether by setting reading prerequisites that he cannot meet. Industrial art courses fail to hold his interest because they do not provide him with a salable skill in a specific industry.

The goal of the High School Academies Program is to establish a series of vocational training academies within the regular school framework, and to do so through cooperative efforts between the school system and the business community. The academies prepare inner city youth for a specific job in a specific industry.

Companies that need and use the skills taught in each academy assign employees to form project teams. The teams supervise operations and provide the necessary managerial and technical training. Individual industries also offer summer jobs for trainees and on-the-job training to supplement classroom work. And most important, they provide full-time employment for academy graduates.

The Academy for Applied Electrical Science, for example, uses appliances such as washers, driers, and electric stoves as teaching aids. Reading and mathematics are taught in the context of electrical work. If a student experiences difficulty with decimals in a meter reading, he takes time out to work on decimals, calling on the school's math teacher or on an academy instructor to help him.

Students do much of their work on their own. They are also their own governing body; they solve disciplinary problems among themselves and establish rules (such as punching in and out on a time clock), which would probably be resented if imposed by the faculty.

To those who charge that the academies program costs too much, the program director replies that "the added educational expense in the short run will prove less costly than the social cost of an unemployed dropout in the long run. Furthermore, from industry's point of view, the more training done in school, the less in industry."

Employment-Oriented Organizations

National Alliance of Businessmen (NAB), Washington, D.C. Since 1968, the National Alliance of Businessmen's JOBS program has been finding employment for disadvantaged youths in metropolitan areas throughout the country. The goal is to provide needy youths with valuable work experience and enough money to return to school in the fall.

In 1972, a program was initiated that combines summer jobs with part-time school year work. Students who perform well in the summer program are selected to continue as part-time employees and receive academic credit for their work experience. "Eight hours per week are devoted to career orientation during which company management personnel explain the requirements for jobs and

positions at all levels of management, emphasizing the educational preparation necessary." Businessmen and school counselors work together to help youths set career goals and decide on a program of study that will match their career choices.

Over half of the 965,474 youths placed as of June 1972 have stayed in the job for more than 6 months. This is close to the normal retention rate for regular employees.

Sears, General Motors, Ford, and IBM are just a few of the major corporations participating in this program. Thousands of smaller companies also are pledging jobs for disadvantaged youth.

The College Cluster and the Career Guidance Institute programs of the alliance give educators a better idea of the private sector jobs available for students and the skills necessary for employment. NAB's Youth Motivation Task Force encourages youths to stay in school and work toward meaningful careers. Young people meet successful men and women from backgrounds and origins similar to their own. The task force recruits and organizes volunteers from local businesses and industry who relate well to the youngsters.

Project Bread, Salem Red Cross, Salem, Mass. Project Bread teaches young people how to earn a living as cooks. One volunteer has held over six classes with 10 students in each class. Her students find jobs as short order and cafeteria cooks; one graduate is now the manager of a small restaurant. The original emphasis of the program was on individuals with drug-related problems. Two students have started their own classes to teach other former drug users how to cook. However, not all of the graduates become cooks; some have returned to school or found other jobs.

Job Opportunities Council, Riverside, Calif. The Job Opportunities Council (JOC) is a privately operated, nonprofit employment program. At the urging of the Urban Coalition, seven companies formed the council, which acts as their agent in hiring, identifying, and recruiting the hardcore unemployed. JOC insures that these individuals receive the training necessary to meet the special lower standards set by member companies, which have agreed to fill 15 percent of their new jobs with individuals referred by JOC and to continue this practice until 4 percent of their work force is composed of disadvantaged persons. The emphasis is on hiring those who were previously considered unemployable. Of the 159 persons placed by the council in its first 7 months, some had arrest records or histories of tardiness and absenteeism, and many had difficulty passing aptitude tests.

Members advanced $100 a month to start the program; the total outlay of $5,000 was repaid in 7 months. JOC is able to finance its program through on-the-job training payments to member employers provided by the Manpower Development and Training Act.

Employers like the program because it is economical and effective, and because all of the paperwork and recruiting is done for them. The Job Opportunities Council attributes much of its success to the commitments made by chief executives of the participating firms and to the support it receives from community agencies.

Project STEP (Stimulating Training and Employment Program), Kingston, N.Y. The local chamber of commerce sponsors Project STEP, a privately funded program that helps disadvantaged individuals find jobs and training. The goal is to reach those previously thought unemployable. In the first 2 years the project placed 167 persons, some of whom had little education, police records, or poor work records.

Rent-a-Kid, Mason City, Iowa. Citizen and community support was essential for the success of the Rent-a-Kid program, a campaign to find part-time summer jobs for 12- to 15-year-olds.

The program was devised by two VISTA volunteers who used a similar program in Atlanta, Ga., as a model. Because they had no money, all help had to be donated. A restaurant owner supplied office space, a bank president offered furniture, and the North Iowa Community Organization furnished office supplies. Northwestern Bell Telephone donated free telephone service and Girl Scouts stuffed 10,000 envelopes with fliers to publicize the project. Newspapers and radio stations publicized a telephone number that homeowners could call if they had a job for a teenager. The program initially resulted in 360 jobs, the majority of which were supplied by homeowners.

One of the major problems was transportation. Buses ran infrequently and many parents were unable to take their children to the jobs. And, as in so many employment programs, those who wanted jobs outnumbered the positions available.

The program is being run by VISTA volunteers with community help, but the goal is for the community to run the program.

Junior Achievement, Akron, Ohio. More than 20 Akron, Ohio firms have sponsored a program to offer high school students actual experience in business. Students in the Akron area own and manage 55 corporations sponsored by business firms. Each student company's activities include incorporating, raising capital, choosing product lines, and launching production. The Junior Achievement method, started more than 50 years ago, is now operating in more than 250 cities.

Recreation-Oriented Organizations

Boy Scouts of America. Since 1910, Boy Scouts of America has provided a nationwide program to supplement formal education. Active membership consists of boys from 8 to 17 years old and of 1.5 million volunteer adult leaders.

In the past several years, considerable efforts have been made to include underprivileged and minority youths in the Scouting program. A number of approaches are used. For example, where there are shortages of meeting places and program sponsors, Scout patrols and Cub Scout dens meet in trailers or buses. A mobile unit serving Eagle Pass and Del Rio, Tex., is used to disseminate information and recruit youths into Scouting in the Chicano "barrios" of those cities.

Girl Scouts, National Representative, Washington, D.C. Three years ago the Girl Scouts created a special task force to find new ways of involving girls and women from minority groups. Programs have been changed to meet the needs of underprivileged and minority youths. Camping programs creative art, workshops, and inner city parks are available to some girls for the first time.

The Girl Scouts provide more than just recreational activities; they also are involved in projects to make their communities a better place to live. They have cooperated with VISTA volunteers and the Neighborhood Youth Corps in projects that involve them with hospitals, day care centers, agencies for the elderly, and remedial reading classes for the educationally disadvantaged.

One goal of the Scouting program is that youths from the suburbs, rural areas, and inner city will not only profit individually from the social alternatives offered but will also learn from each other.

Fresh Air Fund, New York, N.Y. The fund has served an estimated 18,000 children by providing free vacations at its camps or at the homes of host families. According to a volunteer who works at one of the fund's eight camps, children from city streets take to camping "very easily because it's a new form of freedom. . . . It gives the kids a chance to break away from the gangs and relate to the good things of life. . . ."

Boys' Clubs of America, New York, N.Y. A Boys' Club attempts to build good citizens through leadership and guidance in behavior and attitude. Boys of all nationalities, races, and creeds are provided information on health and physical training and are encouraged to keep physically fit. They are urged to stay in school and are offered vocational guidance.

Boys' Clubs of America is prepared, free upon request, to help a local group survey its area. Information gathered is measured against well-established criteria to determine the need for a Boys' Club.

The National Audubon Society, New York, N.Y. The Audubon Society is a nonprofit organization founded in 1905, "to promote the conservation of wildlife and the natural environment and to educate man regarding his relationships with, and his place within the natural environment as an ecological system."

In an effort to reach disadvantaged youth from urban areas, the society has established four nature education demonstration centers at wildlife sanctuaries. Three of these are on the outskirts of large cities.

A special program has been designed for inner city grammar school children in Washington, D.C. Although the children are not taken to the countryside, they learn about ecological relationships within the city itself and discover the nature trails in their own communities.

Family and Child Services, Washington, D.C. Family and Child Services operates three summer camps for disadvantaged young people from the Washington metropolitan area. A major portion of the funds for two of the camps was provided by the Send-a-Kid-to-Camp campaign sponsored by a local newspaper. These camps are leased from the Department of Interior. About 1,100 boys and girls, ages 9 to 12, attended camp for 12 days in the summer of 1971. These children are referred by various agencies on the basis of need. The third camp, owned by Family and Child Services, serves approximately 200 boys every summer and 40 boys and girls in its winter weekend program.

Multi-Purpose Counseling Organizations

Youth Services of Memphis, Inc., Memphis, Tenn. Youth Services, Inc., is a social agency of the Episcopal Church; it receives partial monetary support from Shelby United Neighbors. Its purpose is to help young people throughout Memphis and Shelby County, Tenn., with personal problems, school planning, job planning and placement, and social adjustment. Youth Services reaches out to teenagers of all races.

Youth Services operates a successful camp program in cooperation with the Naval Air Station at Millington, Tenn., and the Blytheville Air Force Base, Ark. The camping sessions provide guidance and friendship for hundreds of boys, who attend recreational and educational classes with servicemen, receive physical and dental checkups; tour the base; use baseball fields, the gym, and hobby shops; receive boxing and wrestling instructions;

enjoy boating and hiking; and see films on drug abuse and other educational topics.

A similar camp for girls is held at Pinecrest, a Presbyterian camp in Moscow, Tenn.

Cincinnati Free Clinic, Cincinnati, Ohio. The Cincinnati Free Clinic, which began in February 1970, offers detoxification and medical services to individuals 12 years of age and older. The clinic could not operate without community and individual support: over half of its funds come from private donations, and 400 professional and nonprofessional volunteers aid the regular staff. In addition to medical aid, the clinic offers telephone counseling and crisis intervention services. Volunteers advise young people on such problems as birth control, venereal disease, and pregnancy.

The Listening Post, YMCA, Bethesda, Md. Listening Post is a telephone hotline and a center to which young people can go for advice and help. Those who have serious problems are referred to existing resources in the community, including medical and mental health services, drug abuse rehabilitation, student services, planned parenthood, juvenile aid, and juvenile services. Volunteers at the Listening Post try to create a warm atmosphere where young people find acceptance. Anyone who is lonely or just wants to talk is welcome. Listening Post volunteers have stated that the most frequently voiced concern is not sex or drugs, but loneliness.

The organization strives to "keep kids off drugs, help runaway youth and potential runaways to find solutions that will enable them to remain at home, prevent school dropouts, and to provide constructive alternatives to youth in trouble."

By creating an atmosphere of healthy peer group relationships, the center hopes to counter the destructive influences that lead to involvement in drugs or other illegal or psychologically damaging activities.

The Listening Post, which began in January 1970, serves between 15 and 30 teenagers every afternoon and answers eight to 14 telephone calls daily. The center is open from 2:30 p.m. to 6:00 p.m. every afternoon, although people with problems may be seen at other times as well.

The staff consists of eight adult volunteers, most of whom hold other jobs, and teenage volunteers who serve as paraprofessionals. Professional resource personnel provide legal, medical, and psychological services when needed. The only paid member of the staff is the director.

The Listening Post receives a grant from the Law Enforcement Assistance Administration, and matching funds are supplied by the YMCA.

Operation Hotline, Manhasset, N.Y. Volunteers felt that the hotline would give them a chance to help those with drug-related and other problems. Clergymen, high school youths, college students, young adults, social workers, and nurses work for the hotline, which is sponsored by the town government and housed in a church.

An orientation and training program was initiated to help improve the staff's techniques and information skills. However, the staff does not feel that training alone makes a good listener, but rather "the rare combination of depth of personal experience, maturity of mind and calmness of personal relationships to others." Hotline does not advertise for volunteers, and the staff will not accept applications. But when someone is found who would be a good listener, he or she is encouraged to join.

Hotline is open only on weekends and nights before holidays, and during school vacations, but volunteers would like to expand their operations. Plans include a publicity campaign in three college areas and the use of mobile units to deal with emergencies. The staff would like to have conference call capability, so that an experienced professional at one of the local medical centers could participate in three-way conversations.

In 10 months, working 133 nights, hotline personnel received 2,144 calls, 1,607 of which came from people with serious problems. Girl callers outnumber boys seven to three. Only one out of six calls concerns a drug problem; many calls concern social, psychological, or family problems.

Youth Counseling Center, Bountiful, Utah. Supported by Youth Development and Delinquency Prevention Administration funds, as well as by matching local funds, the center utilizes the services of approximately 20 volunteer counselors, social workers, and psychologists. Approximately 60 percent of the referrals are made by the local police department, which has enabled police officers to spend less time counseling youngsters and their families and more time on patrol duty. The remaining 40 percent are referred by physicians, clergymen, and schools, but recently self-referrals have increased. The center operates from noon to 9 p.m. in order to accommodate the schedules of young people.

The problems handled by the center range from minor acting out, lack of communication between child and family, poor relationships between child and school, to shoplifting, drug problems, and attempted suicide.

One-Plus-One, Pasadena, Calif. One-Plus-One tries to help youths 12 to 14 years of age, who are "just starting to get into trouble," and to deter them from crime, suicide, drug addiction, and alcoholism. The two volunteers assigned to each trouble-prone youth—one adult and one peer—try

to teach him how to cope with life and attempt to instill in him a sense of self-worth.

Big Brothers of Pulaski County, Inc., North Little Rock, Ark. The project serves fatherless boys between the ages of 8 and 18 by assigning them to carefully selected male volunteers who offer friendship, guidance, and leadership. The agency offers numerous referral sources to problem youths and their families, particularly through its cost sharing affiliation with the Family Service Association. The agency accepts referrals from individuals and other social agencies; obtains a social history concerning the boys; and recruits, trains, and assigns an appropriate male volunteer to serve as the boy's Big Brother.

Youth Advocates, Inc., San Francisco, Calif. Huckleberry House, originally a crisis center for runaways, has diversified its services to encompass a comprehensive youth center designed to help teenagers with problems. Volunteers help coordinate available youth services, provide necessary but lacking services, and act as advocates for youth. Legal and medical aid, psychiatric counseling and therapy, housing services, education, and other counseling are among the services provided. The House tries to prevent delinquency by providing constructive alternatives for youths faced with crises.

Drug and Alcohol Abuse-Oriented Organizations

The House, Raleigh, N.C. Owned and operated by Drug Action of Wake County, N.C., The House provides counseling and crisis intervention services to young people with drug problems. The center is part of Drug Action's comprehensive plan for countywide prevention, treatment, and rehabilitation services. Other programs include an extensive referral service, and individual and family counseling. The House, staffed by approximately 20 volunteers, handles 400 to 500 calls a month, or about two drug-related problems each day.

An extensive 10-week training and orientation program includes legal, medical, and psychological sessions as well as inservice training with experienced staff. The House is open around the clock, 7 days a week. A free clinic for drug-related medical problems is open Monday, Wednesday, and Friday from 5 p.m. to 7 p.m.

Drug Action also is involved in a heroin addiction rehabilitation program. A speaker's bureau is maintained and discussion groups are held periodically to inform people about drugs.

Drugs on Campus, Auburn, Ala. Twenty-two pharmacy students at Auburn University, concerned about drug misinformation, initiated the Drugs on Campus program, in which they travel in teams of two and three to high schools to show films, lecture, and distribute literature about drugs. At last count, the traveling teams had appeared before more than 12,000 teenagers in Alabama.

The American Advertising Council, Inc. In July 1970, the American Advertising Council launched an extensive campaign to fight the growing problems of drug abuse. The primary thrust of the program was to make the public aware of the facts about drugs and the dangers of experimenting with them. Five different approaches were used, depending on the group to be reached. The five target audiences included elementary and intermediate school youth, high school through college age youth, parents, the inner city population, and the military. The council offered a free booklet, "Answers to the Most Frequently Asked Questions About Drug Abuse." By the end of the year, a quarter of a million booklets had been requested.

The American Advertising Council is a private, nonprofit organization supported by contributions from American businesses. Individual advertising agencies volunteer to create campaigns that reach millions of people. Time and space are donated by the Nation's media.

Business-Labor Programs for Alcoholics. According to the National Council on Alcoholism, about one-half of the estimated nine million alcoholics in the United States work in business and industry. Although Alcoholics Anonymous and company medical staff can provide excellent services, several companies and unions have embarked on a joint program of education, referral, and followup. American Motors, Kennecott Copper Corporation, and American Airlines are reported to have implemented promising programs.

Memphis House, Memphis, Tenn. Memphis House provides residential care for drug addicts and heavy drug users. The House opened in October 1970 and also served as a counseling and crisis intervention center until a separate facility was opened in August 1971. During this time, 30 to 50 volunteers provided counseling and crisis intervention to 789 individuals with drug problems. Approximately 434 walkins were under the influence of a drug at the time, were withdrawing from a drug, or were in need of immediate medical assistance.

In its first year, Memphis House provided residential care for approximately 152 individuals whose average age was 20. More than 90 percent of the residents were physically addicted to narcotics or barbituates or were using amphetamines heavily. The mean length of stay during this time

was 32 days, although residents are now encouraged to stay up to 3 months.

The House offers homebound teaching and informally aids residents in finding jobs and housing before they leave. Individuals, churches, and the Junior League provide over two-thirds of the operating funds for Memphis House.

Haight Ashbury Free Clinic, San Francisco, Calif. The 40 volunteers of the Haight Ashbury Free Clinic can handle more than 50 patients a day. In December 1969, the medical section launched a heroin withdrawal program that treated 200 patients in its first 4 months. Over 20 doctors and nurses have offered their services to the clinic without charge. The remaining volunteers serve as paraprofessionals.

In addition to the medical section, the psychiatric unit provides free counseling and psychiatric aid to heroin addicts and others who need it. The clinic, which opened in June 1967, has closed several times because of lack of funds. It reopened in 1969, treating over 20,000 people that year. Most of its funds come from contributions.

Rochester Area Drug Abuse Response (RADAR), Rochester, Minn. RADAR is a communitywide program against drug abuse. It became a legal entity in January 1971, sponsored by individuals of such organizations as the YMCA, Mayo Clinic, City Hospital, and Rochester Chamber of Commerce. Subcommittees were formed to deal with organization, staffing, financing, and other activities.

RADAR operates an Acid Hot Line run by young volunteers with assistance provided, when needed, by psychiatrists and physicians. A Chamber of Commerce member donated a house to the program for 6 months. Fourteen doctors staff the house and are available to young people with drug problems. Operational costs are met by donations.

Geistown-Richland PTA, Johnstown, Pa. The Geistown-Richland PTA initiated a drug education program by inviting local juvenile officers to speak to PTA members about drugs and their effects. Several parents and teachers attended a drug workshop at the University of Pittsburgh and subsequently organized a drug committee. The committee arranged for a mass meeting at the school, at which a panel of police officers further reviewed the drug problem.

As a result of these efforts, the PTA purchased a large quantity of pamphlets on alcoholism, marijuana, and hard drugs, and distributed them to parents, teachers, principals, and guidance counselors; the police organized a youth corps as auxiliary police to aid youngsters in trouble, and formed a police advisory board of private citizens; local pharmacists who were PTA members placed small advertisements in the local paper dealing with drug addiction; and the Kiwanis Club organized dances and other types of recreation for young people.

New Orleans Switchboard Exchange (NOSE), New Orleans, La. The NOSE free clinic was founded in November 1969 to handle a large number of medical and drug abuse problems. It is supported by private funds and donations. Seven full-time workers and 100 volunteers staff the program.

Radio Station WWDC, Silver Spring, Md. This radio station coordinates local drug abuse programs. The station received so many calls for drug abuse program information that employees decided to organize a coordination program in the station's garage. A full-time director and 30 volunteers conduct presentations in schools, and have published a book describing existing area programs, including information on how to set up a center similar to their own.

Dover, Delaware Committee on Drug Abuse, Dover Century Club, Dover, Del. This citizen group was organized to fight drug abuse in the State. Committee members focused initial attention on an educational campaign in the schools, which approved their request to hold panel discussions for students. A police lieutenant, two doctors, a pharmacist, and an ex-addict served on the panels. Parents were supplied with a booklet on drugs and with information about the panel.

The Century Club enlisted the aid of other community groups in an attempt to widen the scope of its educational campaign. Using direct mail and educational TV spot announcements, they were able to reach many more people. They also worked for the opening of a drug treatment clinic at the hospital.

Project DARE (Drug Abuse Research and Evaluation), Los Angeles, Calif. The members of this peer group program evaluate drug education films, lecture to youth and adult groups to promote an understanding of today's drug culture, and stimulate youths to become involved in the solution of drug abuse and other community problems. In addition, DARE members use peer group advocacy therapy to help prevent the misuse of drugs. They also have a program in which street drugs are chemically analyzed on an anonymous basis. More than 90 percent of the samples tested are not the substances they were purported to be when sold or given to the recipients. Reportedly, this program has had an enormous educational and informational effect on the drug using population reached by Project DARE.

Alaska Children's Services, Inc., Anchorage, Alaska. This organization operates a halfway house for young members of the drug culture who wish to reenter society. The house helps them to continue their education, obtain jobs, and overcome their dependence on drugs. Up to 20 young people at a time live in an environment that combines relevance of values, democratic responsibility, supportive counseling, and opportunities to avoid drug addiction, criminal behavior, and wasteful lifestyles.

Law Enforcement-Oriented Citizen Groups

Citizen's Alert Program, Sacramento County, Calif. This program, sponsored by the sheriff's department and by several business and civic organizations, emphasizes that "each citizen must join with other citizens to aid law enforcement in the rising tide of crime." Through citizen alert committees, individuals are encouraged to observe the homes and businesses of their neighbors; report immediately any suspicious acts, persons, vehicles, and circumstances; protect their own homes and businesses with improved locks, bolts, bars, alarms, and lighting; and participate in community protection programs, such as Lions International "Lite the Night."

Operation Identification is an integral part of the program. In addition, a brochure is distributed that outlines methods for protecting home and business and includes security tips for women.

Community Radio Watch (CRW), Buffalo, N.Y. About 46 Buffalo area firms organized CRW. The companies operate vehicles equipped with two-way radios and employ over 2,500 drivers, who are "part of a vast surveillance and communications network covering the entire county." When encountering any type of emergency—fire, accident, crime—drivers immediately report to their respective dispatchers, who relay the message to the proper authorities.

Citizens Helping Eliminate Crime (CHEC), Lima Sertoma Club, Lima, Ohio. CHEC is sponsored by the Sertoma Club in cooperation with local law enforcement.

Each participant is instructed to watch for a stranger entering a neighbor's house when it is unoccupied; a scream heard anywhere; strangers or strange cars in the neighborhood, school area, and parks; broken or open windows or doors; salesmen attempting to force entrance into a home; offers of merchandise at extremely low prices; anyone loitering in a parked car; persons leaving one car and driving off in another; anyone removing accessories, license plates, or gasoline from cars; anyone in a store concealing merchandise on their person; persons seen entering or leaving a business place after hours; the sound of breaking glass or other loud explosive noise; any vehicle parked with motor running; persons walking down the street peering into each parked car; persons involved in a fight; display of weapons, guns, and knives; strangers carrying appliances, household goods, luggage, or other bundles from a neighbor's home; persons loitering in secluded areas; and injured persons.

When calling the police, citizens are urged to identify themselves as members of CHEC; give address of incident; report number of persons involved; give description of scene and suspects if possible (age, height, weight, dress, complexion, etc.); report concise details of all circumstances noted; and report license number of any car involved.

Chec-mate, Kalamazoo, Mich. Chec-mate, a project supported by the police department in Kalamazoo, enlists citizen support against crime. Members who enroll pledge to report crimes or possible crimes and suspicious activities or persons. When calling a special emergency number, members of Chec-mate, as well as other citizens, may choose to remain anonymous. In the first year of the program, the police department enrolled 2,957 people.

Anti-Illicit Drugs in Society (AIDS), Joliet, Ill. Anti-Illicit Drugs in Society is a group of interested citizens with the common goal of eliminating the drug problem. The group offers rewards of up to $500 for information that results in the arrest and conviction of a drug pusher. Money donated to the organization is used solely for telephone expenses and the payment of rewards. The organization uses only nonpaid volunteers.

Turn In a Pusher (TIP), Greater Tampa Chamber of Commerce, Tampa, Fla. Turn In a Pusher is a community self-help program designed to abate what Tampa citizens consider to be one of the most serious threats to the well-being and future of any community—the hard drug problem.

TIP is designed to provide law enforcement officers with information on drug pushers operating in the area. Persons who provide information remain anonymous. They are given a code name, and if their tip results in a conviction, they receive a reward of from $100 to $500. Payment is made in a manner that protects the informant's anonymity.

The project is financed by businessmen and others who have contributed from $100 to $500 to "Buy a Ticket to Raiford" (Florida's state prison). The key to the program's success is the continued cooperation of the media.

Silent Observer Program, Battle Creek, Mich. The Silent Observer Program, sponsored by the Battle Creek Area Chamber of Commerce, gives cash awards to citizens who assist the police in solving crimes.

In December 1970, after extensive research, the

Battle Creek, Mich., chamber inaugurated a program that awards from $50 to $1,000 to citizens who have reported a crime, or a planned crime, and whose action led to conviction or admission of guilt by the offender.

Any citizen witnessing a crime can call the police with the information that is recorded on a two-part form. The individual is assigned a code number. One of the form sheets is sent to the chamber; the other is filed. If the offender is found guilty or confesses, the prosecutor notifies the chamber, which then notifies the local newspapers of the crime and the decision. The reader then calls the chamber, tells it that he was the silent observer, and gives his code number. He need never reveal his name. Three non-law-enforcement personnel determine if the silent observer is eligible for the award.

Reward money is raised from local businessmen who buy posters costing from $10 to $150 advertising the Silent Observer Program. In the first 2 weeks the chamber collected $2,100.

Five arrests were made through the Silent Observer Program in the first 3 weeks of operation. The program is considered very successful. Many civic-minded citizens have donated information on crime while refusing the reward. Funds for the program also have been received from the families of crime victims and from concerned citizens.

Neighborhood Consumer Centers, New York, N.Y. This program attempts to reduce the incidence of consumer fraud. A consumer complaint center, staffed in part by volunteers, receives and attempts to resolve individual complaints. When complaints indicate a pattern of fraud, the staff refers them to a special office for investigation.

Security Bureau, Inc., New York, N.Y. The Security Bureau is a private agency established and supported by various segments of the maritime industry. It serves as a clearinghouse for information on losses, an activity which helps pinpoint vulnerability of certain commodities to theft, highlights sensitive areas, and indicates the methods of operation employed by thieves and receivers. The Security Bureau is acknowledged to be effective in suppressing waterfront thefts and pilferage.

The agency recommends security measures, investigates reported losses, and advises member firms whether evidence will support a signed criminal complaint. (Reportedly, no member company has been subjected to any lawsuit arising from the signing of a criminal complaint when the bureau had been consulted.)

After a complaint is signed, the bureau is involved at every stage of the prosecution and works in close harmony with the district attorney by producing witnesses, documentary evidence, etc. In an average year, the bureau makes more than 300 appearances on behalf of its members in the various criminal courts and before administrative agencies.

Shoplifters Take Everybodys Money (S.T.E.M.), Westmoreland County, Pa. Project S.T.E.M., initiated by the Pennsylvania Retailers Association (PRA), is a multimedia campaign to make people aware that shoplifting is a crime. Local chambers of commerce and business groups are asked to participate. From PRA participants purchase advertising materials, which are then used in local newspapers and on posters, and for spot announcements on radio and television.

A public speaking program encompassing schools, civic clubs, and church organizations was an added development of the project. The program begins with a showing of S.T.E.M. slides; a retail merchant speaks for 3 to 5 minutes about problems in his store; an assistant district attorney explains the legal aspects of shoplifting; a local or State police officer talks about apprehension procedures; a clergyman discusses the moral aspects of shoplifting and stealing; and the group is solicited for their reactions and a final discussion.

St. Paul Area Chamber of Commerce, St. Paul, Minn. This organization operates an information control center in order to help dispel rumors and to disseminate information regarding emergencies to businessmen, property managers, security chiefs, and the general public.

The chamber has scheduled industrial security seminars with particular emphasis on bomb threats. In addition, its crime prevention and control committee was able to bring about the following reforms: (1) safety dividers between the front and back of squad cars were provided by the business community; (2) a 3 percent police budget increase was approved by the city council; and (3) a $10,000 fund to pay for information on bombings was placed at the disposal of the chief of police.

Retail Red Alert, Rapid City, S.D. Retail Red Alert was initiated by the retail merchants of Rapid City, S.D., as a program to curtail the misuse of credit cards and checks. Red Alert has approximately 170 members.

When a business discovers it has received a fraudulent check or accepted a stolen credit card, the merchant immediately notifies Red Alert's center control, which passes the information on to four other business firms. These firms, in turn, call the numbers assigned to them on a call sheet. On the average, each merchant contacts three other members.

Bromley Health Community Patrol, Boston, Mass. Initiated, controlled, and implemented by the community, this high-crime area program maintains an eight-citizen daytime security force (8 a.m. to 6 p.m.) for the 3,000 residents of two Jamaica Plain housing projects. A police hotline links the patrol base to district police headquarters.

Safety Patrol, Laurelton, Queens, N.Y. The Laurelton Safety Patrol was organized with the cooperation of the police precinct commander. An automobile with a blue rotating light on top patrols the neighborhood. Volunteers do not get out of their cars, but observe the neighborhood and relay messages to the police department if problems arise. The Safety Patrol operates from 8 p.m. to 11 p.m. Patrols also watch for safety hazards, such as ineffective street lighting, traffic signals out of order, and abandoned cars.

Police Reserve Unit, Kansas City, Mo. Citizens serving in the unit are expected to devote 24 hours a month to volunteer police work. Reserve members undergo 160 hours of training prior to field assignments; they receive uniforms and equipment, bear arms, drive patrol cars, and possess full arrest powers. Normally they serve on the 7 p.m. to midnight tour of duty.

Crisis Prevention Team, Miami, Fla., and National YMCA. Organized for street work at the 1972 national political conventions, 100 trained, professional outreach workers were chosen from YMCA units across the country and trained in Chicago, Ill., at the YMCA's National Center for Outreach Workers. The volunteers tried to prevent incidents from escalating into serious confrontations or violence. They mediated disputes, collected and disseminated accurate information, and provided emergency assistance through referral to appropriate agencies.

Neighborhood Block Safety Program, Block Association of West Philadelphia, Philadelphia, Pa. Residents are urged to light their porches and yards adequately, meet with neighbors, investigate suspicious activity, and utilize freon horns to scare away offenders and alert neighbors. Ideas and information are exchanged at community workshops. To promote safety, trust, and mutual support in the community, neighbors are asked to cooperate with each other in such activities as shopping together, picking up children at school, housesitting, and babysitting.

Neighborhood safety and service patrols also are advocated, not only as a "defensive street watch" but also as a "positive service to deal with neighborhood problems." Patrols check empty buildings and homes, visit with the elderly, and perform such services as shoveling walks.

Vertical Policing Service, Cleveland, Ohio. This program serves a number of apartment complexes populated entirely by senior citizens. With the assistance of professional advisers, apartment residents perform monitoring and information services for other tenants. Although they are not expected to function as an internal police force, the residents are said to be effective in informing local law enforcement authorities about unauthorized persons in or around the housing project, and in providing liaison between tenants and local community service organizations.

New York City Housing Authority Tenant Patrol, New York, N.Y. This patrol program has enlisted over 11,000 tenant volunteers. Local patrols, which may consist of 100 or more citizens, cover about 650 buildings. The patrols are equipped with telephones and, sometimes, walkie-talkies; they are not a substitute for regular police but do provide increased coverage for housing projects.

Community Vigilance Program, Philadelphia Urban Coalition, Philadelphia, Pa. This program was operated by Our Neighbors Civic Association and the Ludlow Community Association. Each community vigilance area was identified by a special sign stating that the citizens of that area were pledged to report all illegal and violent behavior to the police department. The sign also listed a contact person and requested the support of other area residents.

Community residents were recruited and trained by the police department to work as volunteer wardens. The wardens were responsible for patrolling their designated area for 3 hours on Monday through Thursday and for 2 hours on Friday, Saturday, and Sunday. The two-man teams patrolled in motor vehicles equipped with walkie-talkies, which enabled them to be in direct contact with the base station at all times. They were required to call in status reports every 15 minutes.

Each person recruited as a community warden was at least 25 years of age, had a reputable background and reliable community references, donated at least 3 hours per week, and testified in appropriate cases.

Community wardens were not permitted to make arrests. They reported all violations to the base station, which, in turn, reported them to the police.

No major problems were encountered and the program was considered to be quite successful.

Auxiliary Police, New York, N.Y. Each police precinct in New York, N.Y., has a volunteer auxiliary police unit. Auxiliary police receive no compensation but are supplied uniforms and equipment. Volunteers may not issue summonses and usually are not allowed to carry firearms, but they have the power of arrest and may use physical

force when necessary. Applicants must meet certain requirements and, once accepted, are required to attend a 10-week lecture course.

There are 3,200 volunteers and 1,100 more in training. Each man must put in an average of 8 hours a month to remain active. Members of the auxiliary units usually walk their beats 3 nights a week.

Operation: Get Involved, Dallas, Tex. Under the sponsorship of the Dallas Police Department, a number of Neighborhood Crime Committees, or Beat Committees, were formed. Their members "work with the officers assigned to that specific beat in helping to prevent crime in their own neighborhood."

Sector Committees are comprised of two representatives from each Beat Committee with a patrol sector. Monthly meetings are scheduled with sector sergeants. In addition, Sector Committees within each patrol district elect three representatives to serve as District Committees, which meet with patrol district commanders.

Through this form of citizen participation, the police department hopes to (1) establish a rapport between citizens and police, (2) enable police and citizens to become more aware of one another's expectations and problems, and (3) encourage prompt reporting of all incidents that indicate possible criminal activity.

Volunteer Receptionists, New York, N.Y. In December 1967, the New York, N.Y., Police Department began a pilot program in which 20 housewives and other women volunteers living in the 23rd precinct worked Friday and Saturday nights as receptionists at the station. A receptionist's duties include greeting visitors, providing information, and referring an inquirer to the appropriate official at the station or other city agency.

The program permits the police department to provide improved and expanded service through the receptionist's assistance on matters of health, housing, education, and welfare programs. It also frees additional policemen for patrol duties. The program now operates in 18 precincts, and the Alliance for a Safer New York is working to provide additional volunteers.

Neighborhood Assistance Officers, Dayton, Ohio. Neighborhood Assistance Officers is a group of 50 Dayton, Ohio, volunteers who spend several hours each week answering public service calls that do not require trained officers; e.g., removing a cat from a tree or directing traffic in a nonemergency situation. Volunteers help relieve patrolmen of time-consuming routine calls, which allows them more time to handle emergencies.

Indianapolis Chamber of Commerce, Indianapolis, Ind. The chamber contributed financial support to inservice training and educational opportunities for local police. It also supported an independent survey of the police department. The survey team offered 116 suggestions for improvement in all phases of police operations.

Illinois State Chamber of Commerce, Springfield, Ill. The Illinois State Chamber of Commerce formed a special committee on crime prevention and control in 1966, and over the years, the committee has been involved with police, courts, corrections, probation, and crime prevention.

One of the committee's major accomplishments was a management study of the police departments of four Illinois cities. As a result of the study, many command and organizational changes were made to improve efficiency.

It also published a guideline for use by local chambers so that other Illinois jurisdictions could benefit from the study.

Court Assistance Groups

Volunteers for Juvenile Court Families, Kalamazoo, Mich. This program emphasizes assistance to the family of the neglected or delinquent child. The 60 volunteers spend several hours a month with their court-assigned families—helping them find doctors and following up to make sure they continue receiving medical attention; providing transportation and other services; and listening sympathetically to everyday problems.

Court Referral Program, Oakland, Calif. In Alameda County, Calif., a convicted offender may be given an alternative to the punishment of a fine or imprisonment. He may be asked, at the judge's direction, to complete a given number of hours of volunteer service and referred to the Volunteer Bureau. At the bureau, he is interviewed exactly as any other volunteer, with the same regard for his skills, career interests, and free time. Referral is made to one of over 400 community nonprofit agencies. Sentences range from 8 hours of volunteer services for making an illegal left turn, to 1,600 hours of service for involuntary manslaughter. The Volunteer Bureau handles about 100 referrals from the court each month.

Austin Rehabilitation Center Probation Services, Austin, Tex. The center treats probationers with alcohol-related offenses and problems. Volunteers serve at the center as therapists. About 25 volunteers work with groups of probationers' families, and three additional volunteers work with groups of the probationers themselves. Other volunteers contact probationers on a one-to-one basis. Volunteers come from all walks of life; several come from Alcoholics Anonymous.

Volunteers also conduct an educational lecture series, consisting of a 1-hour class each week in which the costs and consequences of alcohol are discussed. Films are shown and members of Alcoholics Anonymous relate their own experiences with alcoholism.

Friends in Action, Inc., Columbus, Ohio. In this program, volunteers and teenage girls take part in such activities as visiting museums, picnics, skating, and bowling. As the relationship develops into a real friendship, the pairs may spend more time talking about the girls' serious problems.

Friends in Action now has about 110 volunteers who are recruited through speaking efforts at local church groups, newspaper advertisements, and occasional TV interviews. Volunteer training is supervised by the Division of Continuing Education of Ohio State University.

Court Liaison Referral Service, New York, N.Y. Volunteers work with juveniles and their families in the four family courts of New York. The volunteer works 2 full days a week and goes through an 8-week orientation course, followed by a 6-month fieldwork placement under strict supervision of the court liaison supervisor. This training enables the volunteer to function:

1. As a social work aide: The volunteer meets the family as soon as possible within the court process, at a high point of tension and anxiety in the parent-child relationship, and when the family may be frightened or bewildered by the court situation. As a concerned, nonauthoritarian representative of the community, the volunteer is in a position to offer emotional support and other assistance throughout the crisis situation.

2. As a court resource: The volunteer assists the probation department in obtaining essential collateral data about the family for use in determining a plan for the client and exploring community resources.

3. As a client resource: The volunteer provides a referral service and active support in enabling clients to obtain help with problems not directly related to the court appearance. The volunteer's services are available to the many families who come to the court seeking help with problems outside of the court's jurisdiction.

Court Volunteer Program, Chicago, Ill. Volunteers serve as friends to young people and perform many tasks. Under the supervision of an assigned probation officer, they may introduce the young person to recreational and cultural experiences that have not been a part of his daily life. Some volunteers serve as tutors; others escort youths to job interviews, clinics, and counseling appointments. Information about the program has been spread mainly by word of mouth, with some newspaper and TV publicity. Volunteer applicants have been plentiful.

Family Group Counseling, Ingham County, Mich. Parents of juvenile probationers in Ingham County, Mich., are required to spend a minimum of 10 weeks in family group counseling sessions. The program is based on the assumption that most parents of children in trouble would like to do a better job.

Groups are kept small—about 14 people—with four programs running concurrently. A volunteer couple leads each group. Couples volunteering as group leaders are required to have been reasonably successful in raising their own children. In addition, they must be able to get along well together, listen to others, control the sessions tactfully, and foster interaction between parents. There are no academic requirements. The meetings are considered to be very effective in improving the home climate.

Volunteer Probation Counselor Program, Salvation Army, Milwaukee, Wis. The Salvation Army believes that volunteer probation counselors can retain their independence more effectively than those working for the public agency. Volunteer counselors work with the probation officers, but are not part of the probation department.

About 400 volunteer probation counselors are assigned cases by the adult and juvenile county courts. The program is funded through the Crime Control and Safe Streets Act of 1968. Training is conducted by the University of Wisconsin, Extension Division staff. Volunteers are recruited partially through TV and newspaper advertisements, but primarily through word-of-mouth contact with current counselors.

A monthly case conference allows volunteers to discuss their cases and exchange experiences with professional staff. The program is staffed with a director, two staff counselors, and a secretary. The budget for the year ending June 1972 was $35,000.

Volunteers in Probation (VIP) San Diego County, San Diego, Calif. Citizen volunteers work on a one-to-one basis with probationers in an effort to provide individualized services. The majority of volunteers perform a role model function, but others tutor, provide employment counseling, teach homemaking skills, visit children in institutions, or meet other needs as diagnosed by the probation officer.

Volunteers are also engaged in a number of special projects:

1. Children from a detention facility for dependent children are given swimming lessons.

2. Delinquent boys from ghetto neighborhoods

are involved in a sports program.

3. The Junior League of San Diego, Calif., recruits foster homes for court wards.

4. The Community Resources Committee of VIP recruits volunteer doctors, lawyers, dentists, psychiatrists, and psychologists, who each take one charity case per year on referral from the probation department.

5. Volunteers provide driving instruction.

6. Alcoholics Anonymous rehabilitates alcoholic clients on a one-to-one basis and runs an AA group in Spanish for Chicano clients.

7. A motivation expert conducts courses for adult offenders.

8. Educational clinics offer remedial education for wards.

9. Volunteers assist casework units.

10. "Christmas 1971" involved volunteers filling 195 gift requests for clients.

11. An auto shop series trains from 10 to 15 delinquents in automobile maintenance skills.

12. The Sierra Club plans wilderness outings for dependent children of predelinquents.

13. Interpreter services are available in 11 languages.

14. Volunteers take youngsters in treatment facilities on weekend outings.

15. Volunteers interview prospective volunteers and train new volunteers.

In 1971, volunteers contributed 34,263 hours of service to clients of the San Diego County Probation Department, and to the VIP program. Of this figure, 6,517 hours were spent in service to clients in institutions; 3,102 hours with clients in the intensive supervision subsidy program; and 24,644 hours in service to clients of regular casework services.

Volunteers in Probation is administered by one volunteer coordinator, two assistant coordinators, one clerical assistant, and one county aide. Much of the administrative work is done by volunteers.

After a volunteer is accepted into the program, he is matched with an unfilled request for volunteer services. The match is based on geographic area, age, type of assignment, personality, and availability. In some instances, a volunteer may be assigned to a casework unit with the individual assignment made by the unit's supervisor.

Each volunteer has an adviser who serves as a liaison to the district adviser and the VIP staff. Each adviser supervises from five to 25 volunteers. The district advisers, also volunteers, are supervised by the VIP staff. This arrangement is for communication purposes only. The volunteer is supervised on the job by the probation officer to whom he is assigned.

Attention Homes and Foster Homes, Boulder, Colo. The Attention Homes were founded by Boulder, Colo., citizens who wanted to provide a supervised environment of attention rather than detention for troubled youths. Boys and girls between the ages of 10 and 18 were referred to the program by the Boulder County Juvenile Court. One house cares for six girls, another for six boys and four girls; the newest home cares for five boys over a more extended period. Young houseparents on 24-hour duty guide the youths, prepare meals, plan outings, and assign responsibilities. When possible, parents of the young people contribute partial support; all other funding comes through donations from the community. More than 450 volunteers work in all aspects of the program. Some contribute home furnishings; others, maintenance skills.

The Foster Homes program offers care for children on an individual basis as an alternative to institutional confinement. Officers of the Juvenile Court screen and train couples who volunteer for this 24-hour, 7-day-a-week job, which may continue from several months to several years. Sometimes the parents of the foster child contribute toward his expenses, or the young person will earn what he can, but frequently financial support is underwritten by the foster family.

Washington Pre-Trial Justice Program, American Friends Service Committee, Washington, D.C. The purpose of the program is to insure that all persons arrested in the District of Columbia receive their rights pertaining to pretrial release, effective access to counsel, and a speedy and public trial. The American Friends Service Committee believes that the problems occurring between arrest and trial are largely ignored by the general public, and that the system discriminates against the poor person who cannot pay the fee for a bail bond and thus must await trial in jail.

The committee has completed three studies of the pretrial period. The first concerned the implementation of the District of Columbia's Bail Reform Act. The committee found uneven adherence to at least the spirit of the act.

A court watching project revealed unnecessary delays in bringing cases to trial. The study showed that one-third of all cases were continued, which meant that defendants not released on bail had to spend additional time in jail. The committee concluded that, too often, delay occurred because the government was not ready for trial.

Another project was undertaken to determine why and how long inmates had been detained in jail while awaiting trial, and whether they had effective access to counsel. Law students interviewed 600 men who were being held in jail on a given day.

The study revealed the following: one-third of the inmates had no contact with their lawyers since arraignment; another third had been confined without trial for 3 months or more; 19 were confined for over a year; and four were held for over 2 years. In the committee's opinion, bail for 60 percent of the men interviewed was too high.

The committee often receives requests for assistance from defendants or their lawyers. It has worked to improve communication between lawyer and client, reported and attempted to resolve cases of error and delay, and secured admission of defendants to appropriate community programs.

Women on Watch, Montgomery County, Md. Women on Watch has established a court watching project to study the disposition of juvenile cases. Their concern with juvenile court and care procedures led to a detailed report entitled Helping Children in Trouble, issued in 1970. They are presently lobbying for better residential facilities for juveniles.

Project First Offender, Tennessee Department of Corrections, Memphis, Tenn. Volunteers work with convicted first offenders as nonprofessional, unpaid probation counselors. They assist probationers and parolees in job placement, training, housing, and other matters.

Partners, Colorado State Judicial Department, Denver, Colo. Partners operates a one-to-one volunteer friendship program, in which trained volunteers build behavior changing relationships with juvenile probationers.

Neighborhood Probation Unit, Salt Lake City, Utah. The neighborhood team consists of probation counselors, a supervisor, probation aides, and a vocational rehabilitation counselor working in a neighborhood setting accessible to probationers and their families. Following screening and orientation, volunteers willing to commit themselves to one contact for 6 months are each assigned to one child. The emphasis is on the big brother/big sister approach.

Economic Development Council (EDC), New York, N.Y. The judicial process has been accelerated due to the work of the Economic Development Council, a coalition of 130 businessmen organized in 1965 to create more jobs in the city.

Before EDC became interested in the courts, there was general agreement that case backlogs and delay could be reduced by hiring additional personnel and building more courtrooms. But the city did not have the funds for expansion of this kind.

The EDC studied the court system and concluded that it really was not a system at all, but a conglomeration of independent courtrooms having no chain of command. In addition, the study revealed that funds were allocated on the basis of how much the court received in the previous year, rather than by current caseload or need. There was no systematic method of recordkeeping. Each phase of a case was handled by a specialized courtroom called a "part." Some parts, for example, handled only arraignments; others handled only trials or only bail cases. Thus a person might have to appear in as many as five different courtrooms.

The EDC study showed that the courts' efficiency could be improved without adding personnel. The backlog could be reduced by applying businesslike methods to court procedures, a plan that would not require additional public funds.

In line with EDC recommendations, a new administrative judge was put in charge of the criminal courts. A chain of command was established, and five supervising judges were appointed. The parts were eliminated and replaced with full-service courts. As a result of these changes, the criminal court backlog was cut in half during the first 10 months of the new system.

Family Court of Richland County, Columbia, S.C. This residential group home for 20 boys serves as an alternative to incarceration in a correctional institution. Individual and group counseling is provided, and personal and social adjustment emphasized. The residents are enrolled in academic or vocational training in the community. Students from the University of South Carolina are used as volunteer big brothers and tutors, and civic groups and others in the community provide opportunities for the boys to participate in social and recreational activities.

The Pueblo Placement Plan, Kiwanis Club, Pueblo, Colo. The Pueblo Placement Plan is an attempt to keep delinquent youths from becoming second and third offenders. The plan consists of a working agreement with the local courts. When a youth becomes a first offender, the placement committee meets with the judge to discuss the advisability of granting probation and placing the offender in a foster home under careful supervision. The program has operated for a number of years and is said to be successful.

Corrections-Oriented Groups

The Osborne Association, Inc., New York, N.Y. The Osborne Association is a national, nonprofit organization that attempts to help juvenile and adult correctional institutions prepare offenders for useful and successful lives in society.

During the past 40 years, the association has surveyed every prison system in the country (except Alaska's) at least once, and has surveyed more

than 60 State institutions for juveniles. Its nationwide influence for the improvement of correctional institutions has guided reforms and reorganizations of State prisons.

For released offenders, the Osborne Association provides encouragement, counseling, and help in finding jobs.

New York State Department of Correctional Services, Community/Volunteer Relations. This volunteer program provides services for both inmates and parolees in New York, Albany, Syracuse, and Buffalo, all in New York State. Services offered include tutoring and recreational activities. An additional feature of the program is a correspondence service, which is used to solicit the public for suggestions, inquiries, and participation, and to follow through with appropriate action.

Project Self-Respect, Memphis, Tenn. Project Self-Respect uses over 200 volunteers at the Shelby County, Tenn., Penal Farm in a program of study and discussion with inmates. The program helps inmates improve their attitudes toward themselves and others so that they will be better equipped to function in the community upon their release.

Volunteers come to the institution once a week. They act as counselors, either in a one-to-one relationship, or in group sessions with two volunteers and 10 to 12 inmates. Volunteers act as sympathetic listeners and attempt to help inmates develop an appreciation for their own abilities. In addition, they visit the families of inmates and help inmates secure jobs.

Volunteers undergo extensive orientation and training consisting of a 4-week basic course and a 10-week advanced course in which they study counseling procedures.

Yokefellow Prison Ministries, Shamokin Dam, Pa. The Yokefellow Prison Ministry has over 500 chapters active in 100 institutions in 34 States. The Ministry operates through small "sharing groups," in which laymen and clergy volunteers meet once a week for 3 hours with a small group of prisoners to talk about matters of mutual concern. The volunteers provide the prisoners with feelings of belonging and fellowship. Approximately 1,000 volunteers are active in Yokefellow Prison Ministries.

The Yokefellow Movement also has halfway houses for ex-inmates, and group homes for juvenile offenders. Generally, after a home has been started and is running smoothly, the Yokefellows turn it over to the community. These group homes and halfway houses enlist volunteers for recreational, counseling, and administrative duties.

National Volunteer Parole Aid Program, American Bar Association, Washington, D.C. More than 1,000 members of the American Bar Association's Young Lawyers' Section are now involved in the National Volunteer Parole Aide Program in 12 States. The program enlists attorneys to act as parole officers under the supervision of an experienced parole officer. Volunteers fulfill a paraprofessional role and do not operate as legal representatives for parolees. Each volunteer is expected to commit himself, for at least 1 year, to a short weekly meeting with one parolee.

A staff of three at the national headquarters office helps participating States set up steering committees composed of Bar Association members, parole officers, and volunteer experts. The steering committee, with the help of the national staff, then sets up an orientation and training session for the attorney volunteers. The national staff provides each State with training materials, newsletters, clearinghouse services on varying parole practices and related legislation, guidance on technical services and legal questions, and evaluations of various State demonstration efforts.

Imaginal Education Program, Bucks County Citizens' Committee, Doylestown, Pa. The Imaginal Education Program at the Bucks County prison uses volunteers in an attempt to eradicate the "victim image" of inmates—the belief that they cannot control the events of their lives. Inmates are taught to see themselves as responsible adults able to make plans and decisions regarding their future. Volunteers give practical advice but never moralize.

Courses are given in 6-week cycles. Each inmate goes through one cycle, in which he attends two group sessions each week and meets individually with a volunteer twice a week. After 6 weeks are over, he may continue to attend one group session and one individual meeting each week. The program attempts to keep the same inmate-volunteer pair together for as long as the inmate continues in the program.

About 100 volunteers administer all phases of the program. Volunteers initially receive one weekend of intensive training, and two evenings of further training during the 6-week education cycle. The training is conducted by an ex-inmate who has a degree in psychology and an M.D. degree.

The Bucks County, Pa., prison also has programs in which volunteers provide services for prisoners and their families, and perform clerical duties.

Friends Outside, Los Altos, Calif. Friends Outside in California is a volunteer community organization that works with the families of inmates of county jails and State prisons. Friends Outside tries to provide friendship, support, recreation, transportation, furniture, clothing, and emergency food for prisoners and their families. It works in close cooperation with professional and private agencies, including the California Department of Corrections.

A central component of the Friends Outside program is its Mothers Clubs, in which wives of prisoners meet for recreation and to discuss their children's development and education. Volunteers help the families of prisoners take advantage of community resources.

During the Mothers Club meeting, a nursery school is provided for small children. Other volunteers (usually college students) tutor the children at the youngsters' homes. Still other volunteers, acting as big brothers or sisters, spend a minimum of 5 to 6 hours per week with the children.

Friends Outside cooperates with correctional authorities in its jail visiting program. The jail visitor does not give legal advice, but can provide the prisoner with the name and address of the public defender and the parole and probation departments, as well as information on drug abuse clinics, halfway houses, legal aid, and the like.

Amicus, Inc., Minneapolis, Minn. Amicus provides volunteer friends to male and female inmates upon request. The volunteer visits the inmate at least once a month and writes regularly while the inmate is in prison. Whenever possible, volunteers and inmates are matched on the basis of common interests. On the inmate's release, the volunteer provides new associations in the community, and may help with jobs, housing, and other adjustments, but his main purpose is to be a friend.

Volunteers are recruited through churches, speaker's bureaus, service clubs, radio, and television. They are screened, given orientation, and supervised by the Amicus staff. Bimonthly membership meetings are held for volunteers and ex-offenders. Amicus performs continual followup on the progress of released inmates.

Job Therapy, Inc., Seattle, Wash. This nonprofit organization works solely with adult offenders, ex-offenders, and their families. During 1972, an estimated 700 prisoners had sponsors who visited and wrote to them, helped facilitate their return to the community, and helped them find meaningful employment.

Community Law Reform Project, Toronto, Canada. In a neighborhood of 30,000 residents, police are authorized to turn over persons who have committed minor crimes to neighborhood volunteers, who attempt to diagnose their problems. Volunteers may refer offenders to any of a number of social services agencies. Or a petty thief, for example, may be required to repay his victim. This experiment is sponsored by the Canada Law Reform Commission.

The Fortune Society, New York, N.Y. The Fortune Society attempts to promote public understanding of the problems confronted by inmates during their incarceration and their return to society. The Society's list of ex-offenders furnishes speakers for school groups, church and civic organizations, and other groups.

The organization also helps ex-inmates find jobs, secure welfare, medical, and legal aid, and obtain adequate clothing and housing. Those having serious alcohol or drug problems are referred to appropriate programs.

Legal Aid to McNeil and Monroe Prisoners (LAMP), University of Washington School of Law, Seattle, Wash. Fifty law students from the University of Washington participate in a program that offers free legal aid to inmates. Each student handles from 10 to 20 cases a year.

An inmate who has applied for aid is interviewed by the student to determine the nature of his case. The student performs legal research, and his supervisor, faculty adviser, and student directors help determine what action should be taken. Cases with merit are handled with the help of volunteer attorneys.

The program is financed by the Rotary Service Foundation, the Washington State Bar Association, and the Washington State Planning and Community Affairs Agency.

Jail Needs Study Project, Jefferson City, Mo. The Jail Needs Study Project was created to encourage local jail reform and to increase citizen interest in the criminal justice system. The program utilizes Boards of Jail Visitors composed of six citizens appointed by circuit judges. Visitors inspect the jails and report their findings to the county court. Their reports are released to the press.

Twelve antiquated jails have been closed as a result of the Project's efforts. The boards would like to see these jails replaced with new regional facilities.

In addition, the boards have cited the need for three well-balanced meals a day, 24-hour supervision of prisoners, and vocational and academic training. Another of the boards' recommendations, the utilization of citizen parole and probation officers, is under consideration. The program is funded by the Law Enforcement Assistance Administration.

Massachusetts Correctional Association (MCA), Boston, Mass. In addition to providing selected services to prisoners and ex-prisoners, MCA seeks to (1) foster legislation that promotes correctional progress; (2) further professionalization of correctional personnel; (3) develop an informed public

opinion through publication of research material; and (4) make citizens aware that the problems of corrections and offenders are their problems also. During the past several years, the MCA has shifted its emphasis from helping the ex-offender to improving the rehabilitative capability of the correctional system itself.

MCA staff speak to school groups and civic associations about their programs. The association stocks films on parole, probation, recidivism, and life inside the prisons. It also uses the press to inform the public about current issues and pending legislation.

Among the association's publications are Correctional Research (issued annually) and The Basic Structure of the Administration of Criminal Justice in Massachusetts. In collaboration with Massachusetts Halfway House, Inc., MCA has published a comprehensive Guide to Services for Ex-Offenders in the Greater Boston Area.

Communication gaps were narrowed and a coordinated criminal justice system was facilitated as a result of conferences held by corrections personnel, judges, and lawyers.

The Women's Prison Association and Home, New York, N.Y. The association's home is for women who are making the transition from institutional supervision to community life and productive independence. Over the years, the association has introduced group therapy, remedial education, vocational training, and other programs into institutional life.

Youth Home, Inc., Little Rock, Ark. This residential group home offers delinquent and predelinquent girls an alternative to incarceration. The home is staffed by houseparents, and psychiatric consultation and social casework services are available. The girls attend public schools and participate in other aspects of community life.

Volunteers in Parole, State Department of Corrections, South Carolina. The program utilizes lay volunteer counselors to supervise youthful parolees who have been sentenced to the Youthful Offender Division of the South Carolina Department of Corrections. The youthful offender is asked if he knows someone in his community who might be contacted and asked to help him return to the community. This direct approach has proved very successful, with little rejection by either party. Volunteers are given a list of suggestions to guide their relationship with the parolee, but do not undergo any special training.

Offender Aid and Restoration, Virginia. The organization works in Charlottesville, Richmond, Roanoke, Newport News, and Fairfax County, all in Virginia. Part-time volunteers are assigned to work on a one-to-one basis with jail inmates for 1 year encompassing the period before and after their release. The project's goals are to help the inmate and his family, reduce recidivism, and discourage jail breaks. Two professional volunteers are assigned to each jail. One interviews and screens offenders for the program and the other organizes and recruits the part-time volunteers.

New Jersey Automobile Dealers' Association. The association has initiated a manpower training program to prepare former youthful offenders for automotive-related careers. The association's members include 80 percent of the State's more than 1,000 new car dealers. Former inmates of the Yardville Youth Reception and Correction Center will participate in the program.

The program is funded by the U.S. Department of Labor. The New Jersey Department of Institutions and Agencies, which is overseeing the program, says that it could be expanded in the future to encompass other penal institutions, including those for women.

Boys' Home of Montgomery County, Inc., Kensington, Md. Boys' Home provides an alternative to incarceration or return to a troubled family atmosphere. The home's routine schedules include regular counseling sessions, a study hour each evening, work and cleanup, Sunday "home night," and recreation and free time. Special family counseling and discussion sessions are held each week to help the family understand the nature of its problems and find possible solutions. Each year 15 to 20 youths live in each home for an average of 3 to 4 months.

Volunteers, especially young people, offer tutoring, field trips, crafts, recreation, religious activity, and other individual and group projects for residents of the homes.

About one-third of the budget for Boys' Home comes in the form of public interest donations. The Montgomery County Council appropriates financial support on the basis of one-half the monthly cost of the care per child. Additional funds for operating expenses are received through State agencies, which purchase care for children who are their responsibility. In some cases parents pay a portion of the expenses.

Most referrals are received from the Juvenile Court, the Department of Juvenile Services, the Department of Social Services, and the school authorities. Acceptance for admission depends, in large measure, upon the motivation of the parents and youngster and upon their receptivity to the Boys' Home program.

Probationed Offenders Rehabilitation Training (PORT), Rochester, Minn. Minnesota corrections authorities have begun an experimental community treatment program for juveniles and adult offenders. PORT is a residential program in which the participants work or attend school in the community while progressing through increasing stages of responsibility prior to ultimate release.

State authorities monitor the program for evaluation purposes. But it was conceived locally and is operated locally with independent funds. PORT has 350 active members in the community. Junior College volunteers live at the PORT facility and other community volunteers work with residents as well.

The PORT residence houses 25 persons, most of whom are referred by the courts. Participation is voluntary, but refusal to participate—or leaving the program without a formal release—may result in other court action, including incarceration. Each resident, or another source when necessary, contributes $15 a week and pays for medical care, clothing, and personal items. A resident is released from the program only when he has completed a five-step program of responsibility. At the lowest step he may leave the building by himself to go to work or school only. At the top step he does little more than sleep at the center. Both residents and staff participate in decisions involving promotion, demotion, and release.

Seventh Step Foundation, Inc. The program's aim is to give ex-convicts a chance to rehabilitate themselves. Foundation chapters are located throughout the country and are financed by LEAA (75 percent) and by private sources (25 percent).

The program attempts to: (1) help convicts, ex-convicts, and juvenile delinquents adjust to society and find their proper place in it; (2) establish an effective volunteer program for expanded community involvement; and (3) reduce the rate of recidivism.

The foundation has developed a fourfold program aimed specifically at prerelease, postrelease, employment, and public education. Members of the board of trustees offer counsel and advise on financial matters, legal questions, programing, administrative problems, and public relations. They join with ex-convicts in speaking engagements before groups and organizations in an effort to acquaint the public with the foundation and its work.

Public Action in Correctional Effort (PACE), Indianapolis, Ind. PACE is a nongovernmental, nonprofit correctional service agency whose purpose is to reduce crime and delinquency by promoting, encouraging, and participating in the rehabilitation of convicted offenders.

PACE volunteers work with convicted offenders on a one-to-one basis while they are still in prison. They hope that this relationship will provide friendship and help build the self-confidence an inmate needs to adjust to free society.

PACE, which has been operating in the Indianapolis area for over 10 years, offers the ex-offender employment counseling and job contacts, family counseling, emergency housing, and other services that will help him in his return to society.

One report shows that ex-offenders who have been aided by PACE have a recidivism rate of less than 15 percent, as compared to over 50 percent for those who have not received PACE support.

Expansion plans involve the construction of 12 regional centers throughout the State. The centers will enable PACE to contact more released inmates and their families, and will help gain statewide support for the legislative goals of PACE.

Conclusion

As someone once remarked, "Law enforcement is not a game of cops and robbers in which the citizens play the trees." Unfortunately, there are still too many trees. If crime reduction is to become anything more than wishful thinking, citizens must care enough to devote energy, money, and—most of all—themselves to the fight for positive results.

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