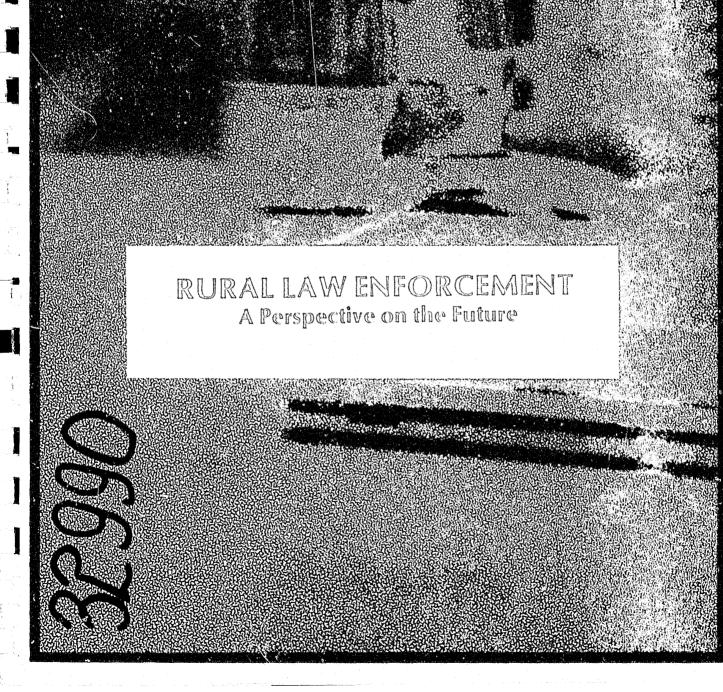
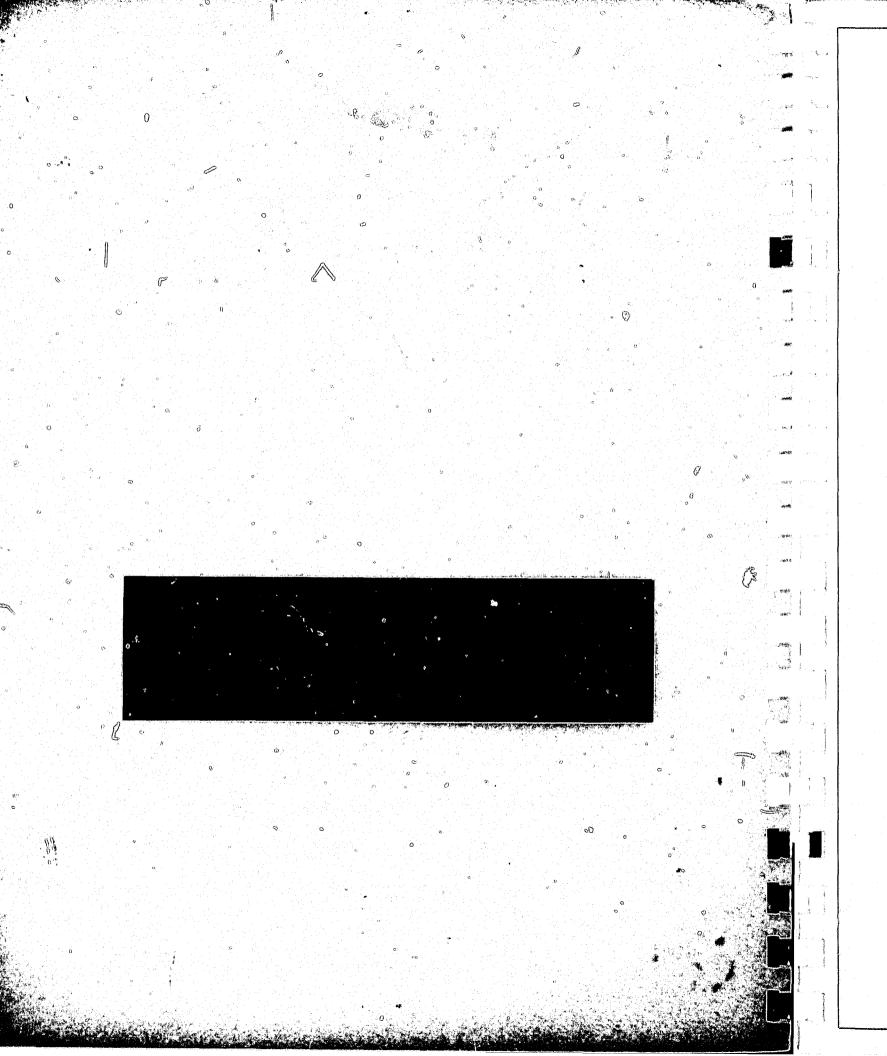
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RURAL LAW ENFORCEMENT A Perspective on the Future

RURAL LAW ENFORCEMENT: A PERSPECTIVE ON THE FUTURE was a LEAA Region VIII-sponsored conference held November 19-21, 1975, at Keystone Lodge, Keystone, Colorado. The conference was designed and conducted by the Rural Crime & Justice Institute, a division of the Center for the Study of Local Government (St. John's University Mall Center, St. Cloud, Minnesota). The conference brought together rural law enforcement, criminal justice, and resource personnel from the six-state region to participate in a process that not only clearly identified and prioritized rural law enforcement needs in Region VIII but also generated specific recommendations for addressing those needs. Among the major recommendations of the conference was the call for a LEAA Rural Directorate at the federal level. Participants further urged that Region VIII explore the possibility of establishing a continuing multistate effort to (1) stimulate and support rural-specific programming in the area of law enforcement; (2) coordinate and maximize law enforcement training resources in the Region; and (3) promote an interstate telecommunications system. A participant-organized task force was named to help coordinate the implementation of conference recommendations.

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PREFACE Joseph L. Mulvey LEAA Region VIII Administrator find anywhere else in America.

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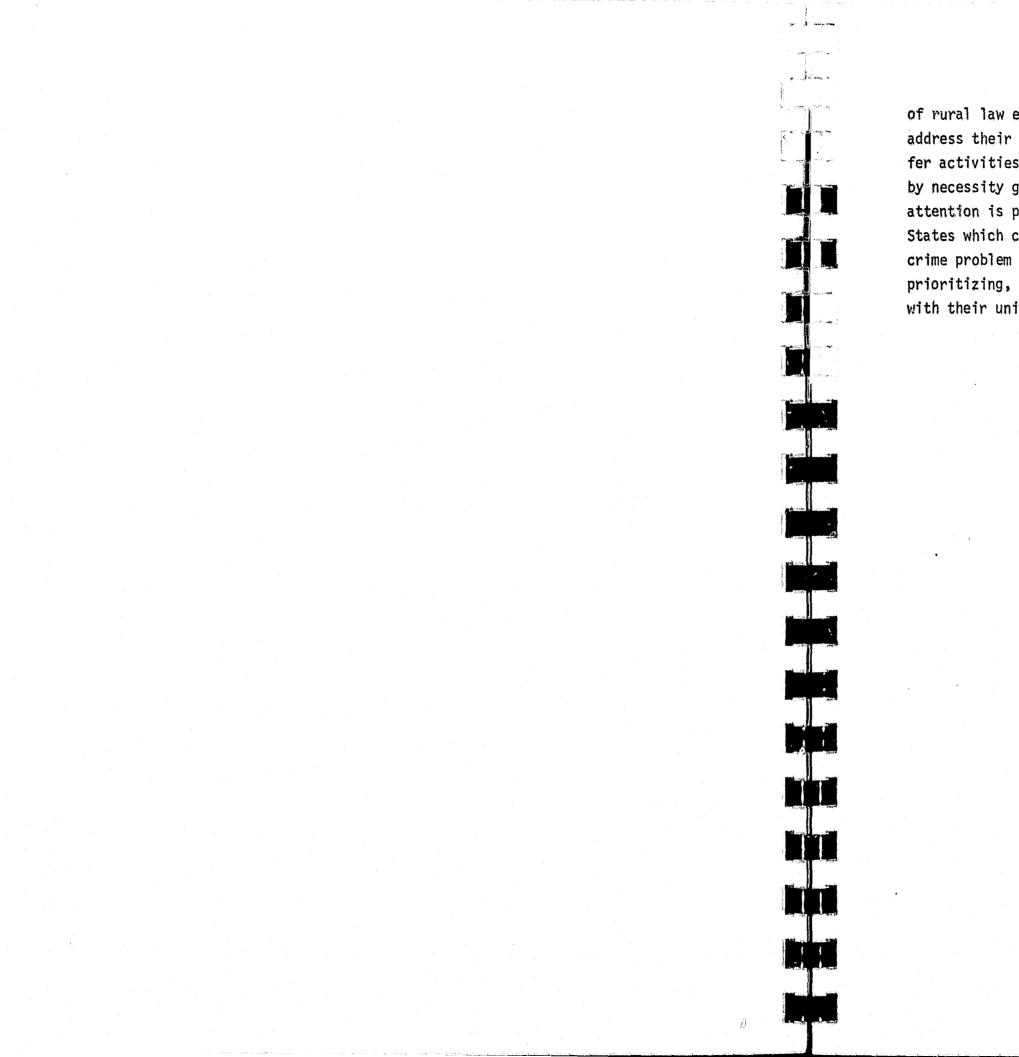
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The rural law enforcement officer finds that it is extremely difficult to obtain proper training within his locale and must of necessity travel to training at state law enforcement academies. He most likely is sharing a radio frequency with either the State Patrol or with the County Sheriff, and his salary probably qualifies him for food stamps. Tourism and the rapidly expanding energy development in the Region VIII states further add to the problems confronting its law enforcement officers.

The Keystone Conference provided a forum for key law enforcement personnel throughout the Region VIII States to highlight the unique characteristics

Crime in America is generally thought to be a problem of urban areas, because numerically that is where the bulk of the crimes are committed. The only time crime in rural America has ever received much attention is when one thinks of the Wyatt Earps taming the wild frontier towns in the 1800's. While there are few exceptions, the crime index for the Region VIII States is lower than the National average; however, the problems confronting the criminal justice system and particularly the police are perhaps much more challenging than one would find in the urban areas of our Country. The need for greater cooperation, coordination, and consolidation is particularly evident in rural America. Most of the Region VIII States are sparsely populated and contain large masses of land area. This means that the police and sheriffs' officers become generalists in the true sense of the word. They know the people well, become one-man public relations departments, face less hostility, and enjoy more cooperation from the citizenry than one would



of rural law enforcement in an attempt to prioritize courses of action to address their identified needs. Most of the research and technology transfer activities which take place within the law enforcement community are by necessity geared toward the large urban police departments, and very little attention is paid toward the problems of rural policing. The Region VIII States which contain 6.4 million people and approximately 3% of the National crime problem need all the assistance they can receive in recognizing, prioritizing, and acting upon strategies designed by them to assist in coping with their unique problems.

"With a criminal justice system responding to a third of the population and with jurisdiction over 80% of the land, rural America must be given the opportunity to assess its collective and individual needs, strengths and weaknesses, and develop its own models for change and improvement." *

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The Keystone Conference was prompted by the realization that the needs of rural criminal justice, and more specifically of rural law enforcement, must be brought to national attention. A significant portion of the American population resides in rural areas (about 27.2% of the population lives on 86.2% of the land areas outside the 267 Standard Metropolitan Statistical Areas). The majority of this population lives in small towns and rural counties. Contrary to the current myth that crime and social problems do not exist in the country-side, the FBI crime report (UCR-1973) reflects a 10% increase of index crime in rural areas compared to a 1% increase in the core cities. In some portions of the Midwest the increase has reached 30%. In short, a significant rise in crime is taking place in rural areas that should demand national, regional, and local attention.

The rural criminal justice problem, however, is greater than a rising incidence of victimization. Rural areas are usually scrutinized through the perspective of an urban bias. The application of programs to crime abatement and control is often based on the unverified assumption that the rural community and its criminal justice system can and should approach social control using urban models. This approach ignores the fact that while the nature of a crime may not differ from rural to metropolitan communities, the context in which the crime occurs is notably different. National and state criminal justice decision makers and planners need to realize that issues of population density, regional

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and local customs, and varying community mores create a range of needs, problems, and solutions that urban-oriented programs do not address.

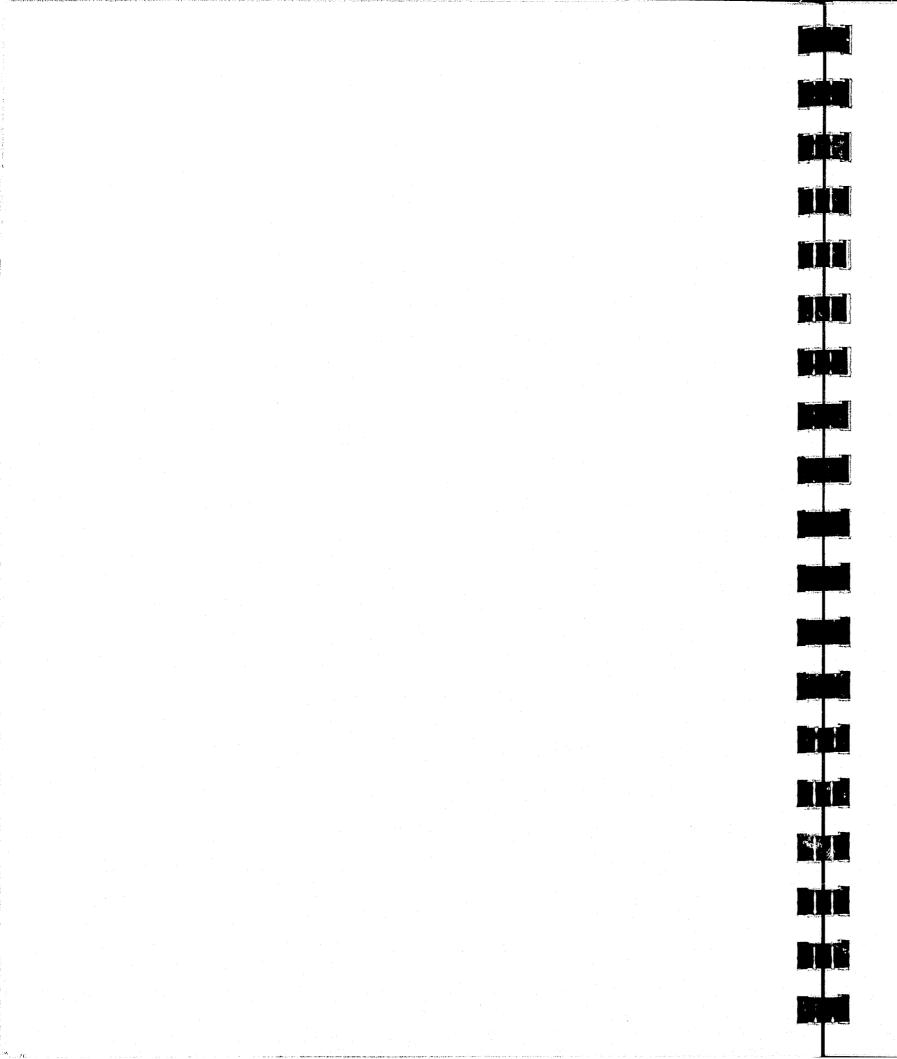
Rural criminal justice practitioners often suffer from an inferiority complex in the shadow of their urban brothers. Some rural people have accepted the idea that innovative ideas are to be found only in the city; they have begun to believe the "country bumpkin" stereotype of the rural officer. For instance, while professional criminal justice meetings constantly focus on urban examples and urban models, rural law enforcement practitioners seldom challenge the lack of attention to their particular issues.

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Rural law enforcement practitioners and planners must develop a measure of confidence in the rural experience. They need to recognize that because of their size small towns and countryside areas have a unique potential for innovation that is impossible in urban areas. Rural law enforcement must continue developing its own solutions to rural problems. At the same time, rural planners and practitioners must find solutions to problems of isolation, poorly defined professional standards, responsibility for expansive geographic areas, inaccesible training and development resources, and other specific rural issues.

The Keystone Conference, therefore, was designed to initiate a process of focusing attention on rural criminal justice issues. Consistent with the philosophy of the Rural Crime and Justice Institute, the conference engaged rural law enforcement practitioners and decision makers in a process of identifying both rural law enforcement issues and multi-state solution strategies. Practitioners were invited from South Dakota, North Dakota, Wyoming, Colorado, Montana, and Utah to focus on issues indigenous to this six-state area. These fifty practitioners plus a number of observers worked diligently for two days both to prioritize rural criminal justice needs and to begin identifying appropriate strategies geared to those needs.

This report presents the results of the Conference. Before moving to the results, however, it is important to note that this conference was conceived as a starting point. The general expectation was that some structured programmatic



response to the issues developed at the conference would develop in the future. Such a response might be a network or an institute with a focus on rural criminal justice issues. Furthermore, the conferees were chosen because they were influentials who were well known and respected in their own states. They hopefully will keep the issues alive in their own states through presentations at state, association, and informal levels. Hence, the full impact of this conference must be evaluated over a considerable period of time.

*"Challenging the Myths of Rural Law Enforcement", James H. Olila, Victor J. Klimoski, and James F. Krile, Rural Crime and Justice Institute, St. John's University Mall Center, (St. Cloud, Minnesota). Hereafter referred to as "Challenging".

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ONFERENCE DESIGN

"Rural spokesman must be assembled to determine an accurate picture of the current status of rural criminal justice."*

SELECTION OF PARTICIPANTS

Because the focus of the conference was on Rural Law Enforcement, the majority of the participants were from sheriffs' departments, small town police forces, and state highway patrols. Since law enforcement is part of a larger system, representatives from courts, corrections, and state planning agencies were also selected from the six states of Region VIII to attend the conference. Six participants were also selected from academic, governmental, or private agencies as non-practitioner resource people.

This mixture of perspectives was sought to insure a broad, grassroots view when assessing rural law enforcement needs, recommendations and the feasiblity of a multistate effort to focus on rural law enforcement. Selection of the individual participants was done with the assistance of the SPA Police Specialist in each state. Once selected, each participant was contacted individually and asked to attend. The selection process worked well and very little attrition occured.

The six resource people were non-practitioners and were selected for their expertise in criminal justice, knowledge of the region, or interest in rural issues. Faculty members from Universities made up the majority of resource people. University related involvement was seen as advantageous since a subsequent multi-state effort might require the support of an academic institution.

The breakdown of the participants for each state was: 1 sheriff, 1 municipal police, 1 state patrol, 1 court, 1 corrections, 1 SPA (6/state x 6 states)=36 plus 6 resource people for a total of 42 participants. *"Challenging"

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PRE-CONFERENCE SURVEY

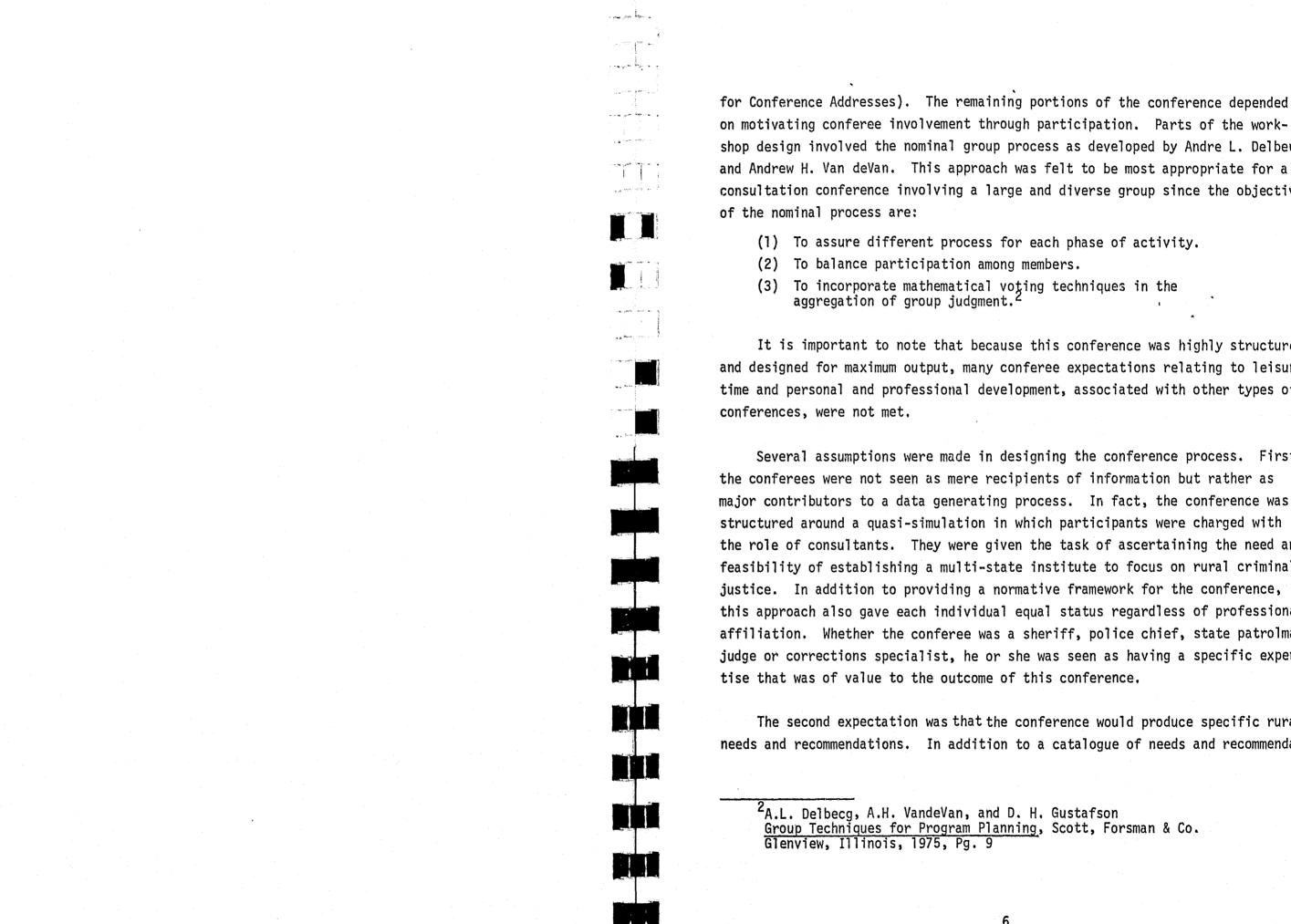
Given the limitation of a two-day conference, an effort was made to accomplish some portion of the conference work prior to the actual meeting at Keystone. Since the overall design called for beginning with a needs assessment, an initial survey of needs was conducted three weeks prior to the workshop. In addition to a review of law enforcement sections of the state LEAA plans, a sample of 25 conferees were called and interviewed regarding their perceptions of major law enforcement needs. Figure 1 provides an outline of the open-ended questions that were used to elicit needs statements from participants.

Once the sample was polled, three staff members conducted a thematic analysis of the interview data. The analysis involved categorization of the data into major themes and a process among the staff of reaching consensus on which themes were to be included. The final pre-conference list of needs is presented in Figure 2.

An issue that confronts those who generate need statements is that of specificity vs generality. Some need statements tend to be "motherhood" statements that are so general as to lose the quality of a discriminating need. Statements of need that are too concrete, however, tend to be situation-specific and result in an unmanageable list. Some point between these two extremes was sought. Feedback from conferees later indicated that the needs were more general than they had wished them to be.

PROCESS DESIGN

The conference was designed to be highly participative and structured to insure maximum input on the part of the conferees in the limited time that was available. There were only two major addresses, and these served to stimulate participants' thinking rather than to provide new information (cf. Appendix I



on motivating conferee involvement through participation. Parts of the workshop design involved the nominal group process as developed by Andre L. Delberg and Andrew H. Van deVan. This approach was felt to be most appropriate for a consultation conference involving a large and diverse group since the objectives

It is important to note that because this conference was highly structured and designed for maximum output, many conferee expectations relating to leisure time and personal and professional development, associated with other types of

Several assumptions were made in designing the conference process. First, the conferees were not seen as mere recipients of information but rather as major contributors to a data generating process. In fact, the conference was structured around a guasi-simulation in which participants were charged with the role of consultants. They were given the task of ascertaining the need and feasibility of establishing a multi-state institute to focus on rural criminal justice. In addition to providing a normative framework for the conference, this approach also gave each individual equal status regardless of professional affiliation. Whether the conferee was a sheriff, police chief, state patrolman, judge or corrections specialist, he or she was seen as having a specific exper-

The second expectation was that the conference would produce specific rural needs and recommendations. In addition to a catalogue of needs and recommendations,

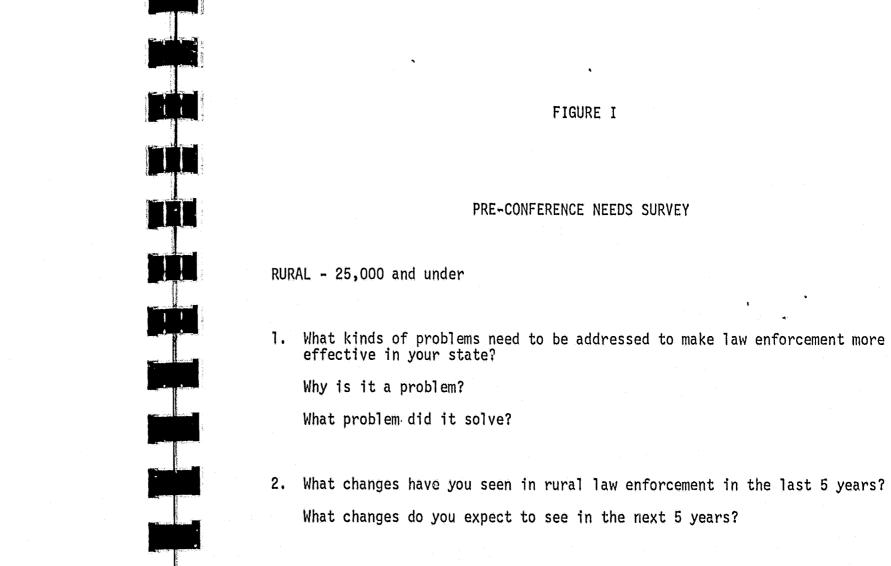
Group Techniques for Program Planning, Scott, Forsman & Co.

it was further expected that the conference would force prioritization of both needs and recommendations. Expecting a mixed professional group from different states, all of whom were unfamiliar with each other, to achieve a high level of output placed some specific design demands on the conference. It was, therefore, necessary to address some interpersonal dimensions in order to insure that this mixture of individuals could interact constructively and creatively. In order to meet the expectations and assumptions outlined above, the conference was highly involving of the conferees, highly structured, and depended heavily on group facilitators working in small groups to expedite the process.

The conference followed a problem solving sequence of:

- (1) Identification of needs,
- (2) Prioritization of needs,
- (3) Generation of recommendations, and
- (4) Prioritization of recommendations.

The process included the conferees working in affiliation groups (i.e., sheriffs, judges, etc.) and in mixed professional groups to insure maximum interaction and exchange of ideas with colleagues from other states as well as other criminal justice subsystems. Most work was done in the context of small groups of six to ten people and included discussion, working from discussion to newsprint, with a variety of voting techniques employed to gain group consensus on priorities. The overall conference design is summarized in Figure 3.



In your community, what kinds of problems do you feel you <u>should be</u> spending more time on?

FIGURE I

PRE-CONFERENCE NEEDS SURVEY

2. What changes have you seen in rural law enforcement in the last 5 years?

3. In your community, what kinds of activities take up most of your time?

SMALL AGENCIES.

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SPECIFIC TO THE RURAL AREA.

- ENFORCEMENT.
- TO MEET RURAL DEMANDS.
- INTERAGENCY COMMUNICATIONS.

- RECORDS OPERATIONAL ACTIVITIES.

- FACE OF CONSTRICTING LOCAL TAX BASE.
- 9. NEED FOR ADEQUATE SALARY AND BENEFITS.

FIGURE 2

RURAL LAW ENFORCEMENT NEEDS: PRE-CONFERENCE SURVEY

Training

1. NEED TO PROVIDE TRAINING TO WIDELY DISPERSED LAW ENFORCEMENT PERSONNEL IN 2. NEED FOR EVALUATION OF EXISTING TRAINING AND DEVELOPMENT OF NEW TRAINING

Equipment and Facilities

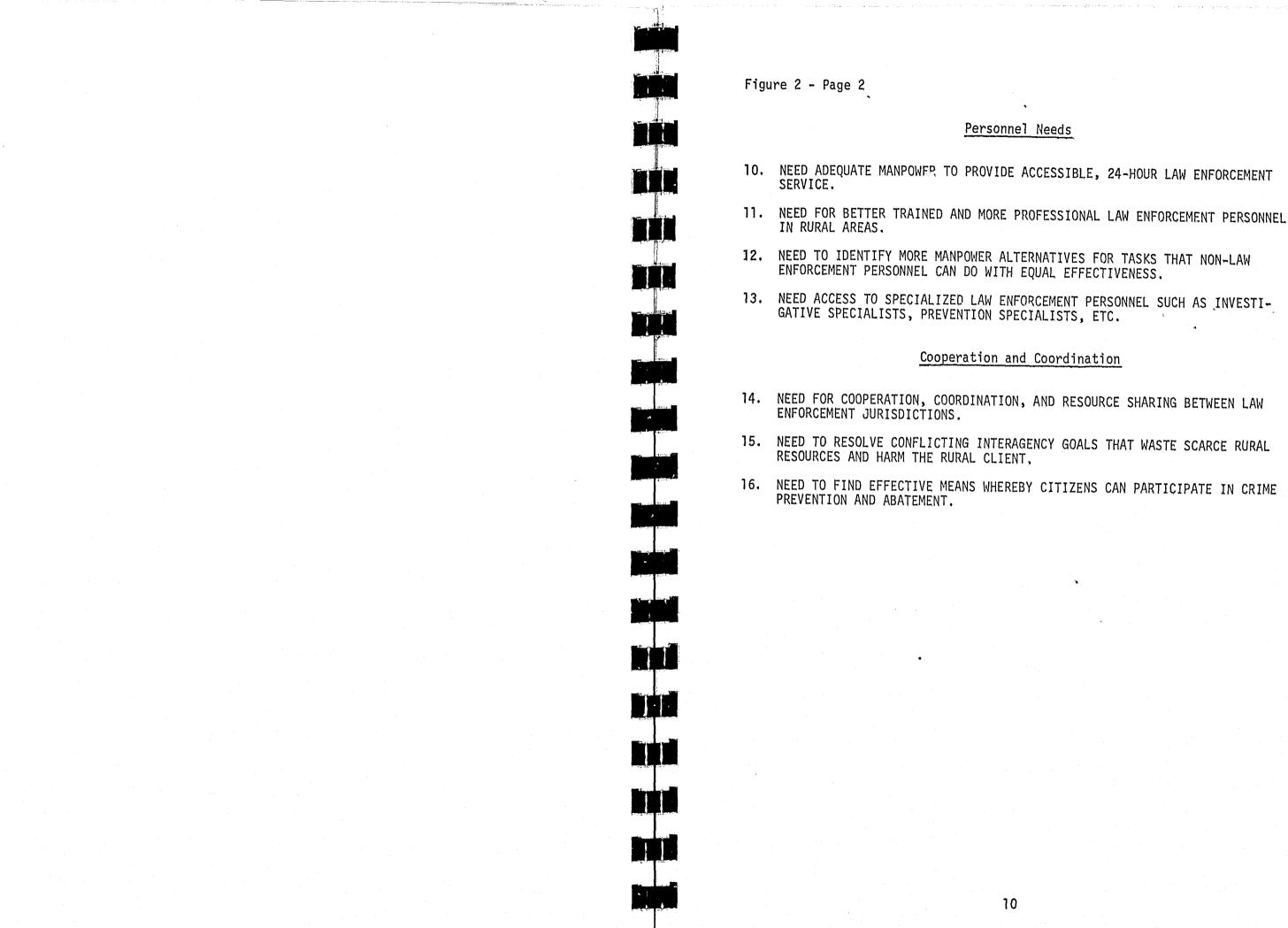
3. NEED FOR PHYSICAL FACILITIES THAT MEET MINIMUM STANDARDS FOR EFFECTIVE LAW 4. NEED FOR BASIC LAW ENFORCEMENT EQUIPMENT AS WELL AS SPECIALIZED EQUIPMENT 5. NEED ELECTRONIC COMMUNICATION EQUIPMENT FOR PROCESSING INFORMATION AND

Research and Data

6. NEED ONGOING EVALUATION OF WHAT IS EFFECTIVE SERVICE DELIVERY, E.G., CON-SOLIDATION, CONTRACT LAW ENFORCEMENT, ETC. 7. NEED TO MAINTAIN AN ADEQUATE RECORD SYSTEM THAT COLLECTS CRIME DATA AND

Fiscal Needs

8. NEED FOR FISCAL ALTERNATIVES TO SUPPORT LAW ENFORCEMENT SERVICES IN THE



Personnel Needs

Cooperation and Coordination

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DAY I

3:00 To 5:00

5:30 TO 7:30

7:45 TO 8:15

8:15 TO 9:30

10:00

REDISTRATION 9:00 NUML LW ENGORDERT FRIGHTES (Cross-System Groups Using Monital Process) 9:00 STATE COMMITMENTS 10 ACTION BARQUET DINNER "Crimical Justice: Rural Justice: Rural Justice: Concent needs from cross-tale and frost-system por- content concents on rural Justice: Process 9:00 Task: Prioritize rural Justice: Process 10:03 CONFERENCE OVERVIEW: Project Director Conference. Ductoms: Participants will believe cross-system group absorphore. 10:03 BEAK (ramelists prepare for not session) Ductoms: Participants will achieve cross-system group absorphore. 00:05 STATE COMMITMENTS 10 ACTION Ductoms: Participants will achieve cross-system group absorphore. 10:03 BEAK (ramelists prepare for not session) Ductoms: Participants will achieve cross-system group absorphore. 10:03 BEAK (ramelists prepare for not session) Ductoms: Participants will achieve cross-system group absorphore. 10:03 BEAK (ramelists prepare for not session) Ductoms: Participants will achieve cross-system group acticipants will achieve cross-system groupacticipants will achieve cross-system group acticipants will achi	FIGU	RE 3 DAY II	DAY III
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Durce to content Durce to prioritize nucles in the nucles will develop a final list of prioritized nucles with will be used for the rest of the conference process. Infinity groups are made up of individuals with similar roles. Sheriffs, municipal police, state patrol, courts, corrections, SAS, and extra-system experts will make up the intial seven groups. Process Outcome: Participants will develop cross-state relations with subsystem colleagues. Intial even of the criminal justice substance in the subsystem colleagues. Intial even of the criminal just of profitize subtance in the subsystem colleagues. 1:30 RURAL LAW ENFORCEMENT SOLUTIONS (Spectrum Policy Process) ³ Participants will move into small groups made up of representatives from the same state. The Nominal Process is a means of encouraging creative state cooperation. Prioritize solutions within groups that have not develope in the state cooperation. Prioritize solutions within need categories. Intervention within groups the have not develope in the state group and a representative from the regional LEAA office. 7:30 PRIORITIZING RURAL SOLUTIONS (Plenary Session) To Task: Produce a final list of prioritized solutions to rural law enforcement needs. Panel composed of representative from the regional LEAA office. 8:30 BREAK BREAK BREAK BREAK 8:30 BREAK BREAK BREAK BREAK 8:30 BREAK BREAK BREAK BREAK BREAK	Task: Prioritization by consensus of rural law enforcement needs surveyed prior to the	10:30 ESTABLISHING PLENARY CONSENSUS ON NEED PROFILE	action strategies.
7:30 PRIORITIZING RURAL SOLUTIONS (Plenary Session) TO 8:30 Task: Produce a final list of prioritized solutions to rural law enforcement needs. 8:30 BREAK TO 8:45 8:45 MULTI-STATE PLANS FOR ACTION	Content Outcome: Participants will prioritize rural law enforcement needs reflecting the per- spectives of the various criminal justice subsystems. Process Outcome: Participants will develop cross-state	 participants will develop a final list of prioritized needs which will be used for the rest of the conference process. 12:00 LUNCH TO ADDRESS: "Innovations In Rural Law Enforcement" 1:30 RURAL LAW ENFORCEMENT SOLUTIONS (Spectrum Policy Process)³ 3:00 Task: Brainstorm solution options to conference needs based on intersystem and/or intersystem and/or intersystem conference within need categories. 3:00 BREAK TO 	 roles. Sheriffs, municipal police, state patrol,courts, corrections, SPAs, and extra-system experts will make up the initial seven groups. ²Participants will move into small groups made up of representatives from each of the criminal justice subsystems. Group members may not be from the same state. The Nominal Process is a means of encouraging creative group participation within groups that have not developed high trust. ³Spectrum Policy Process is a brainstorm technique in which participants are allowed to build only on each other's ideas. At this point, groups will be re-mixed to foster maximum interaction. ⁴Panel composed of representatives from each state group
8:45 B:45 MULTI-STATE PLANS FOR ACTION		7:30 PRIORITIZING RURAL SOLUTIONS (Plenary Session) TO Task: Produce a final list of prioritized solutions to rural law enforcement needs. 8:30 BREAK	
9:30 Task: Urainstorm ways to implement priortized		TO 8:45 8:45 HULTI-STATE PLANS FOR ACTION TO Task. Subjectory was to implement prioritized	



Day I

"Rural America must be given the opportunity to assess its collective and individual needs, strengths, and weaknesses and develop its own models of change and improvement." *

After an introduction to the purpose and process of the conference, participants met in "affinity groups".¹ In addition to serving as an interpersonal warm-up, the task for this session involved participants at the very outset of the conference in identifying rural law enforcement needs. They first discussed the list of needs identified in the pre-conference survey, added to the list if necessary, and then voted on which six needs they felt were most important. Table I indicates the results of this activity.²

While the conference later produced an overall ranking of needs, this first ranking is interesting in terms of affinity group differences. Worthy of note is the stress given by police and sheriffs placed on training for small agencies; the fact that highway patrol representatives were stronger than others on the need for minimum standards; and the fact that resource people seemed to place a greater value on research and evaluative data than other affinity groups. Understandably, it was the sheriffs' group that ranked the need for 24-hour service high, and it was also the sheriffs who ranked the need for more citizen participation very high in comparison with others.

¹Affinity groups simply refer to groups of similar professions. ²Some groups felt that additional needs should be listed. These were included in the conference ranking procedures the following day. *"Challenging"

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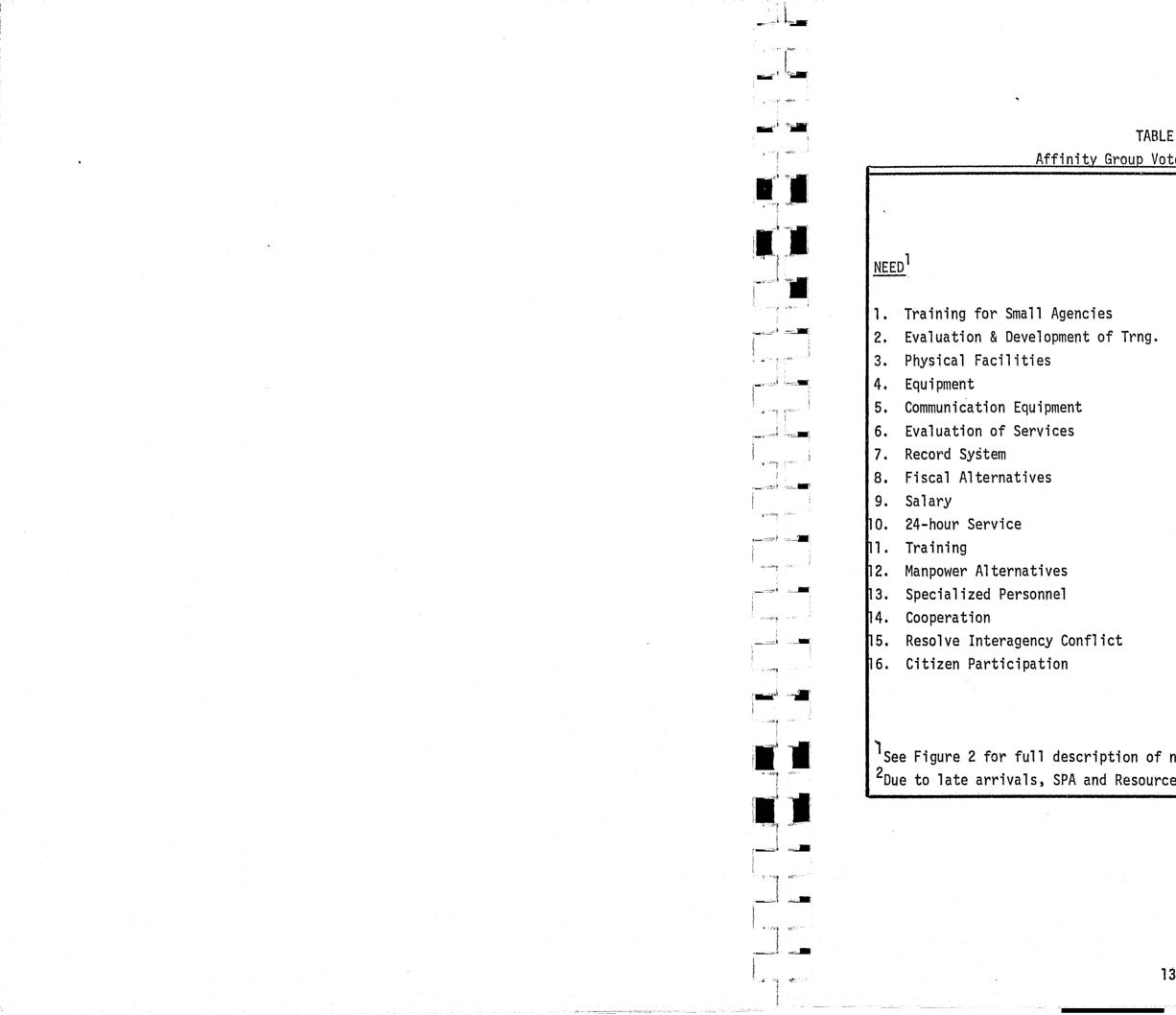


TABLE I

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	8 7	0	13	2	16	38
	7	4	0	12	11	34
	10	13	17	10	5	55
	7	17	4	2	0	30
	0	0	4	2	5	11
	0	0	0	2	0	2
	7	4	8	2	5	26
	13	9	13	15	5	55
	7	0	8	12	11	38
	10	22	0	10	5	47
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he start of Day II, participants were assigned to mixed professional Each member was asked to represent the feelings and attitudes of his group as this new group discussed the relative importance of each the conclusion of this session each group chose the six most impor-Is for which the conference should prepare recommendations. This the participant to select the six most important needs and then rank scale of 1 to 6, with 6 indicating the most important. Those need eiving the highest numerical score became the focal point for the he conference. Comparing Table LI with Table I, the conference ranking generally agrees with the needs as ranked by the affinity groups. 1 o interesting to note that the need ranked 6th by the conference (to the basic rights, etc.) was an addition made to the list during the group session.

RANK	NEED	VOTE
]	Need for cooperation, coordination and resource sharing between law enforcement jurisdictions	115
2	Need to provide training to widely dispersed law enforcement personnel in small agencies	73
3	Need for adequate salary and benefits	68
4	Need for fiscal alternatives to support law enforcement services in the face of constricting local tax base	58
5	Need to find effective means whereby citizens can participate in crime prevention and abatement	56
6	Need to determine the basic rights of rural citizens in law enforcement services	43

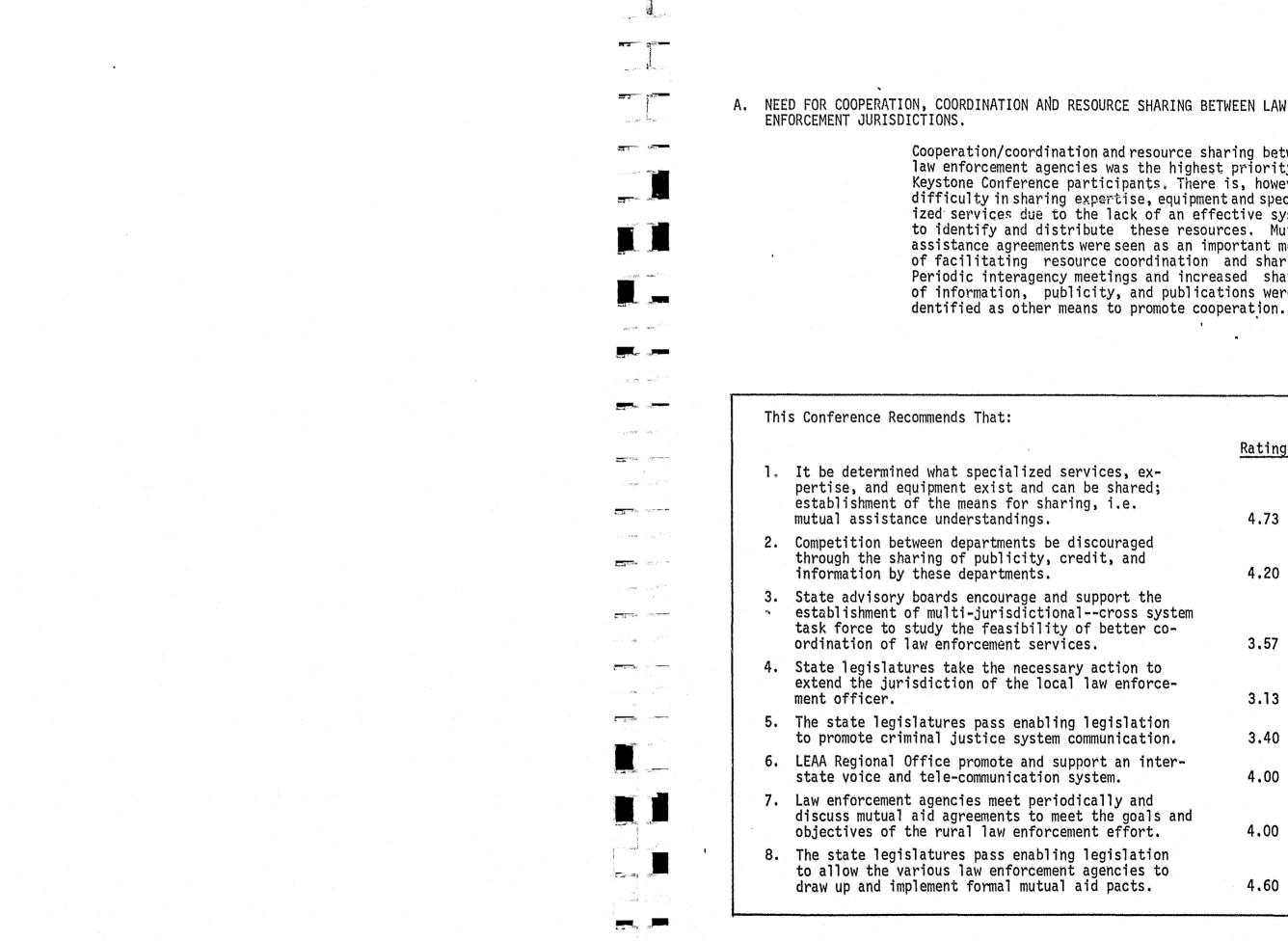
endix III shows the complete list of needs voted upon and their e scores.

TABLE II

After the luncheon address on the future of rural law enforcement by Steven Ward of the National Sheriffs' Institute, participants continued to work in the same groups. Their task was to prepare recommendations for each of the selected conference needs. Each group divided into teams with each team taking 2 of the needs for which they would write recommendations. Each team was assisted in developing their recommendations by input they received from other members of their mixed group through an extended brainstorming session.

After each team completed its recommendations, it met with all the other teams working on the same set of needs. The task at this point was to combine and rework recommendations in order to prepare a list for ranking by the total conference.

At a concluding plenary session, each recommendation for each need was presented and explained. Conferees then ranked them on a scale from 1-6 with 6 being the highest value. The following tables and commentary present the recommendations and their mean scores.



Cooperation/coordination and resource sharing between law enforcement agencies was the highest priority of Keystone Conference participants. There is, however, difficulty in sharing expertise, equipment and specialized services due to the lack of an effective system to identify and distribute these resources. Mutual assistance agreements were seen as an important means of facilitating resource coordination and sharing. Periodic interagency meetings and increased sharing of information, publicity, and publications were identified as other means to promote cooperation.

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ents be discouraged icity, credit, and ments.	4.20
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enabling legislation system communication.	3.40
e and support an inter- ication system.	4.00
et periodically and ts to meet the goals and enforcement effort.	4.00
enabling legislation forcement agencies to 1 mutual aid pacts.	4.60

a second strange -Β. NEED TO PROVIDE TRAINING TO WIDELY DISPERSED LAW ENFORCEMENT PERSONNEL IN SMALL AGENCIES. It is obvious that the major problem for rural law officers regarding training is obtaining it! The problems of distance to and length of courses are reflected in recommendations for on-site training of limited duration for rural law enforcement personnel. Another concern of participants was that training programs do not reflect the needs of their agency or area. One recommendation called for state legislation to insure that instruction in law enforcement skills be based on needs assessments conducted through personal interviews with law enforcement agencies. Participants also recommended that each state establish a law enforcement education fund to assist local agencies in-meeting the expense of training. This recommendation addresses the problems of the high cost of training and additional expenses of losing trained rural personnel to urban areas. This Conference Recommends That 1. Each state pass legislation struction in all essential related skills be determined based on personal interviews 2. Each state establish a law fund for reimbursement of an education costs incurred by or agencies. 3. LEAA fund an inter-state tra college accredited superviso for criminal justice person 4. The state agencies responsi training provide more on-si 5. Law enforcement agencies, w better use of reserve office attending training. 6. Manpower registers and stand be prepared for local law er

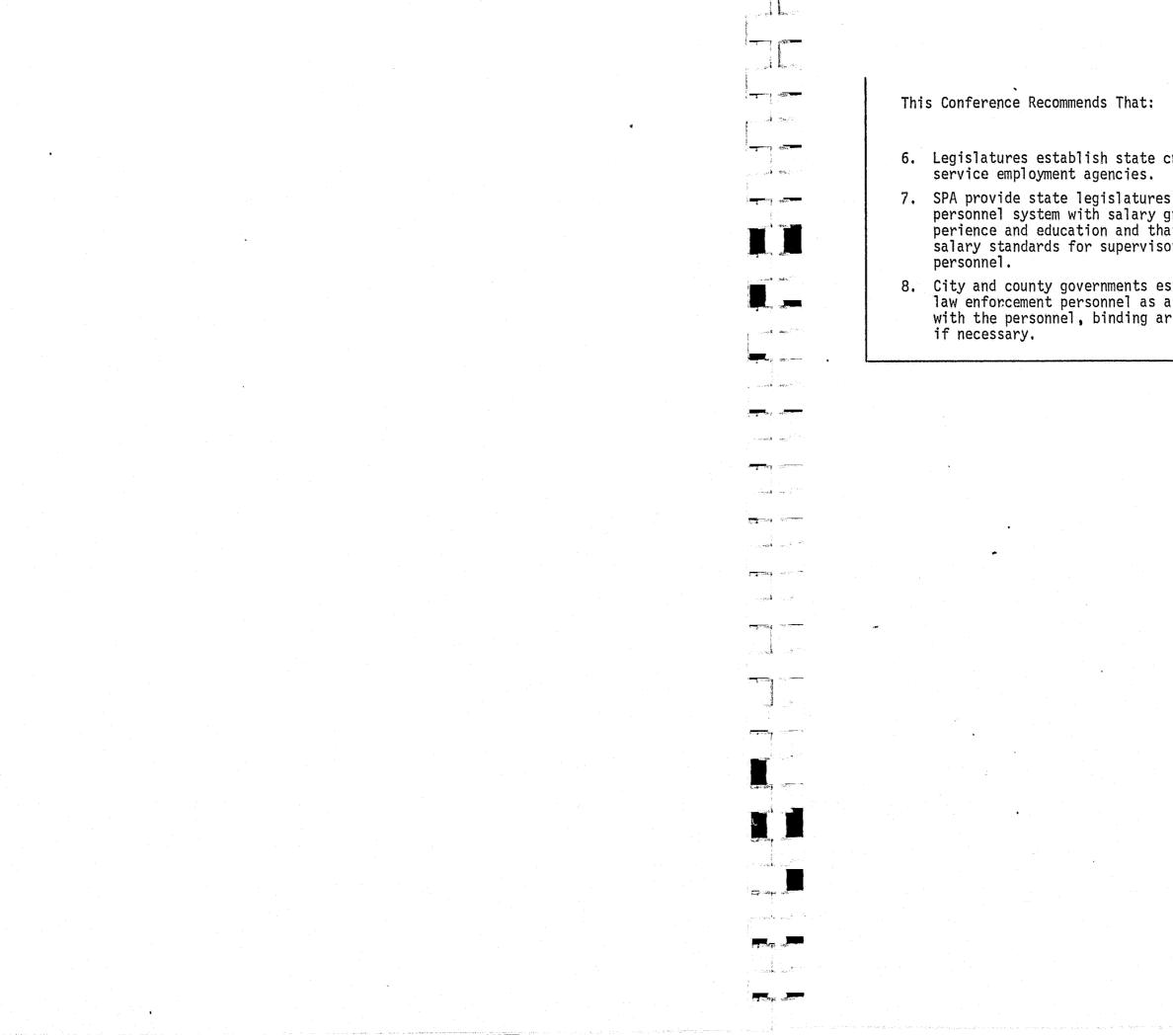
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at state laws establishing wage or all criminal justice person-attract motivated individuals attract motivated individuals nigh turnover rate within the sys-ipant described it, "The demand professionals in the rural crimi-as increased but the salaries have ry limits were seen as promoting while <u>minimum</u> salary levels were more equitable approach to the novement toward negotiations and laries is also reflected. There ucating the public concerning the e and salary benefits for law en-. Because preparation and presen-udgets to local governments is a uring adequate funds for salaries, cies were encouraged to provide e in budget preparation and crime-

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	Rating
mum standards for criminal e maximum salary limits.	4.83
h statewide benefit program rsonnel (including but not th-life, auto and disability	5,10
ors educate the public (i.e.	
councilmen, citizens, etc.) quate salary and benefits.	4.50
h salary increments for all	
eceiving additional training	4.33
stance in budget prepara- s.	4.03

continued



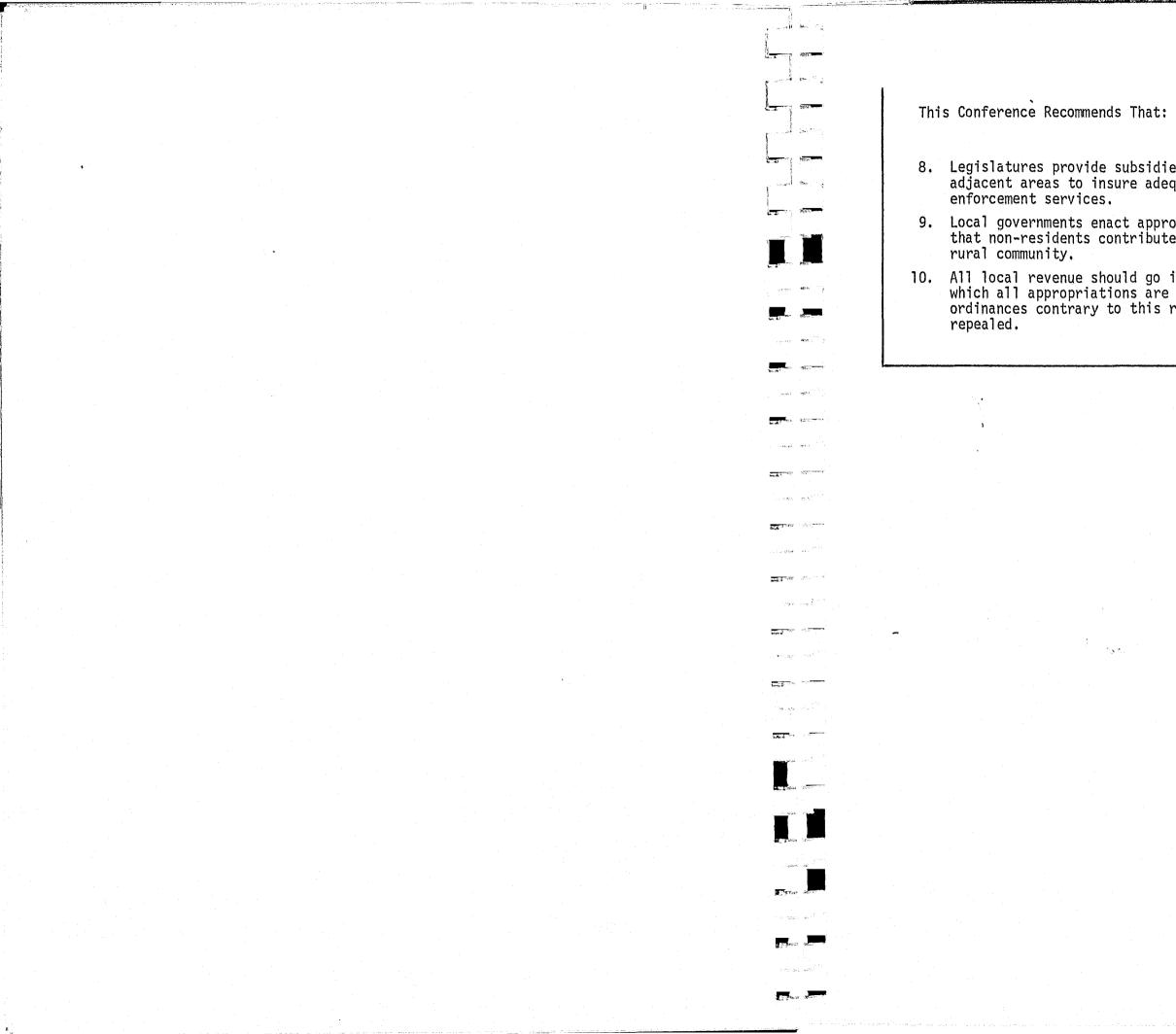
	Rating
e criminal justice civil	3,57
res with a comprehensive y grades that reflect ex- that set forth minimum isory and administrative	
establish salaries of	3,50
s a result of negotiations arbitration may be used	3.73

D. NEED FOR FISCAL ALTERNATIVES TO SUPPORT LAW ENFORCEMENT SERVICES IN THE FACE OF CONSTRICTING LOCAL TAX BASE. This Conference Recommends That 1. Legislatures direct an adequ alcohol tax revenue to alcol and centers. case | 2. Legislatures create program funds to produce revenue to يونيندونيو. موادر الاربيو justice agencies. 3. State mandated programs be يعمدن ال 4. Law enforcement and local go tap other sources for funds ment such as the federal gov industries. 5. Local governments on the red law enforcement administrate programs. 6. Legislatures pass legislati jurisdictions to impose add provides for statewide mil criminal justice system. 7. Legislatures establish state pooling authorities to shift and to designate combined us i i

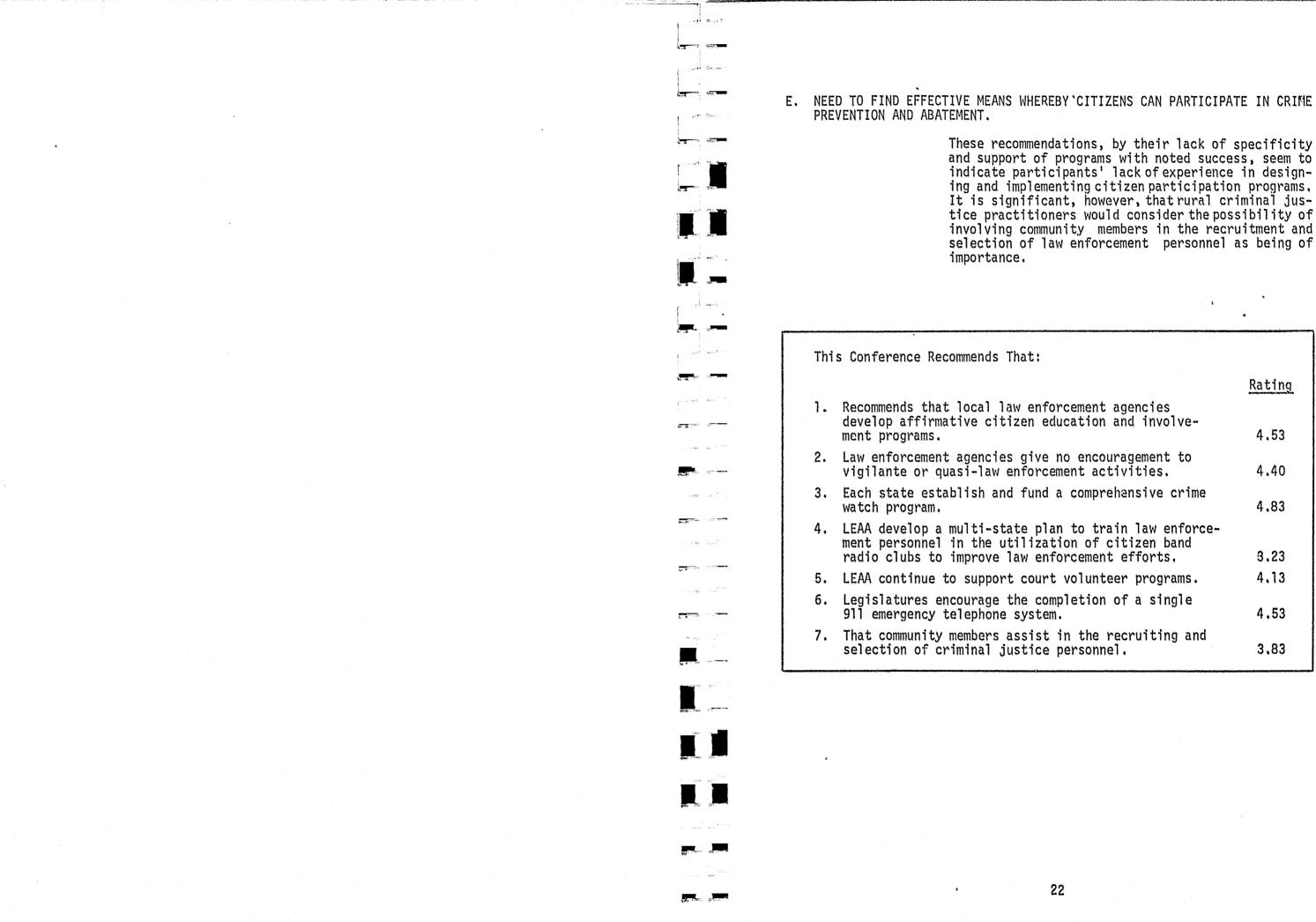
In recognizing the need for fiscal alternatives to support local law enforcement services, participants strongly supported the recommendation that state mandated programs should be state funded. State-level action was urged to insure equitable distribution of funds to support adequate law enforcement services in rural areas. Participants recommended that local governments be allowed and encouraged to use their taxing power to raise revenue for law enforcement services not only from the traditional tax bases but also from non-residents who use local services on a temporary or seasonal basis. It was also recommended more use be made of available Federal funds.

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	<u>Rating</u>
uate portion of state's hol treatment programs	
- -	4,50
s such as equalization assist local criminal	
	4.37
state funded.	5.30
overnment administrators to support law enforce- vernment and private	
Vernment and private	4.70
commendation of local ors establish volunteer	
	3.37
on that permits local itional local taxes and levy for operation of	
	4.07
ewide criminal justice t manpower and equipment	
se of facilities.	3.40

continued

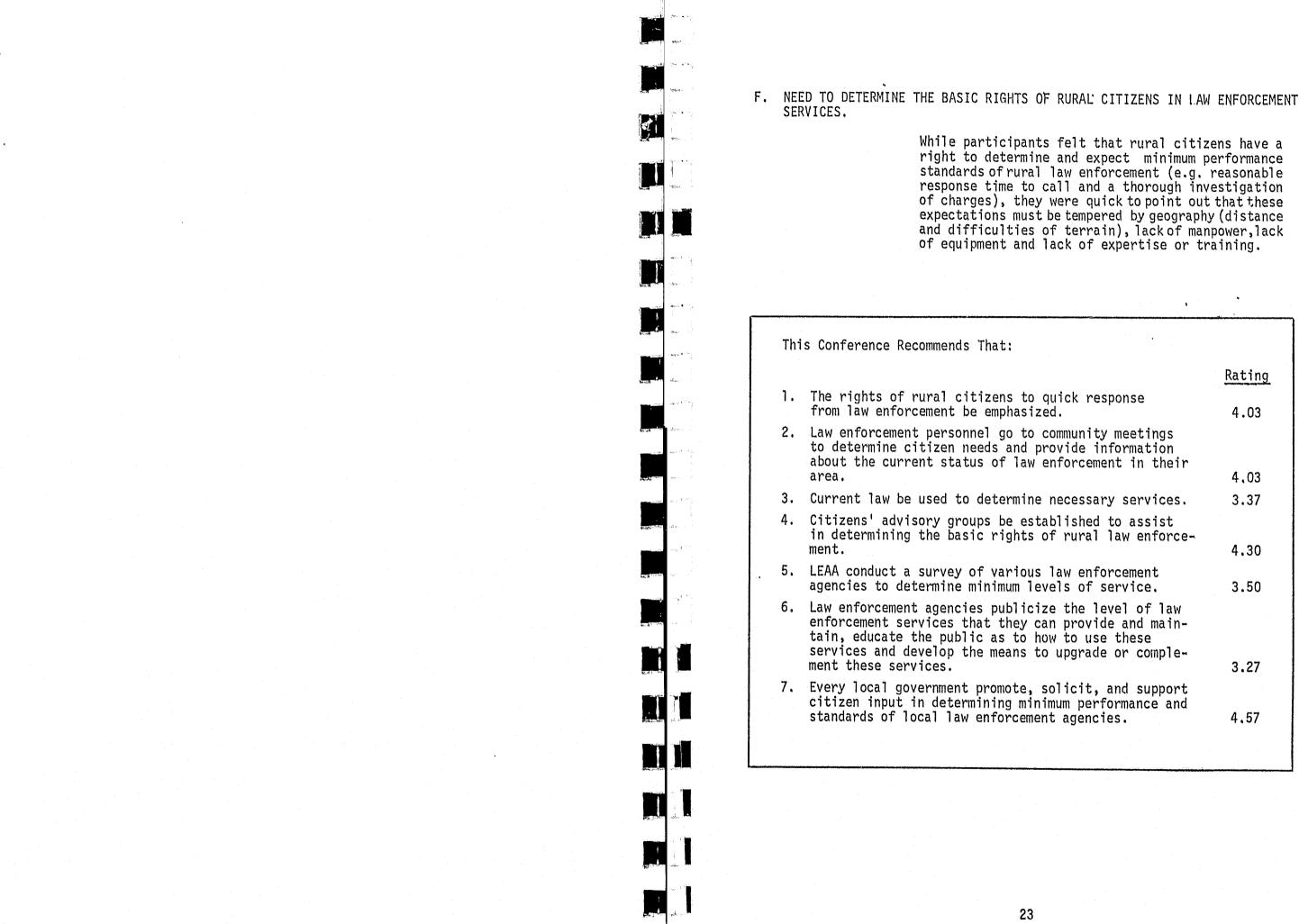


	<u>Rating</u>
es to impacted and/or quate and equitable law	4,77
opriate user taxes so e to the support of the	4,73
into general fund from made. Statutes and recommendation should be	2.80
1 1	2,00



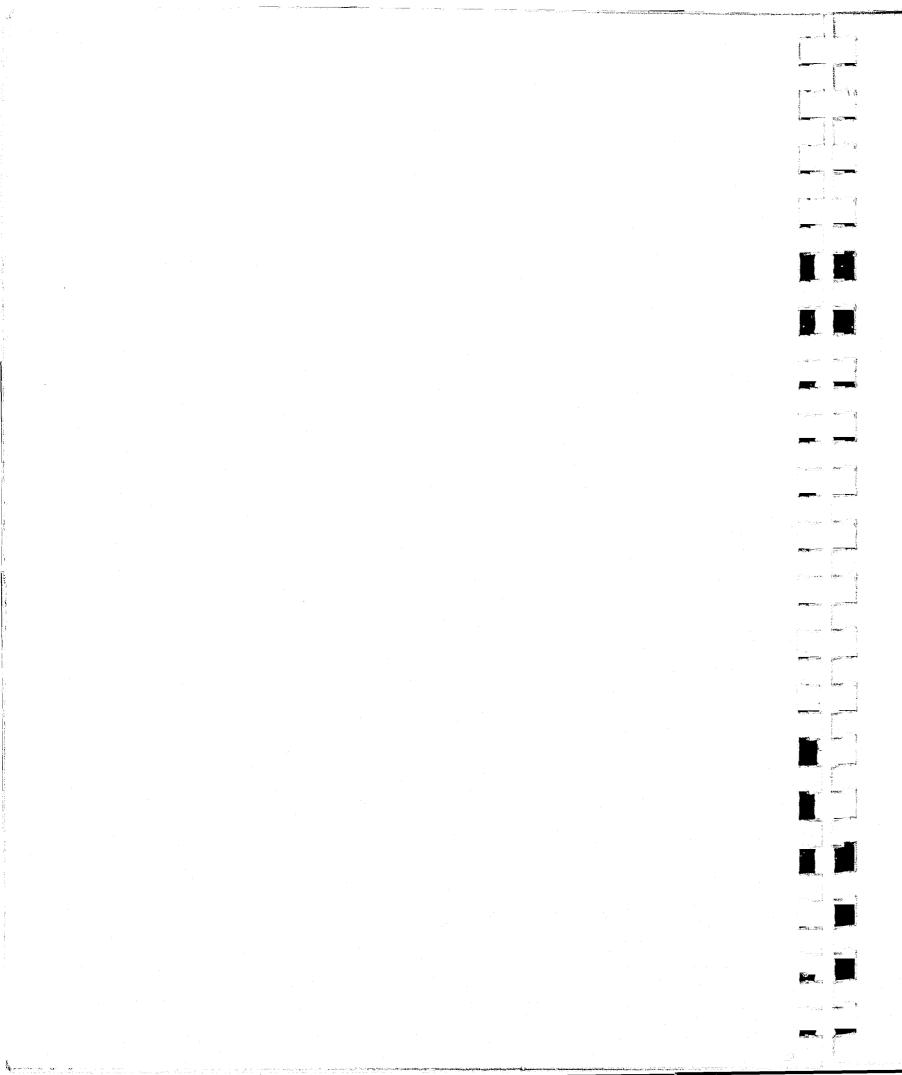
These recommendations, by their lack of specificity and support of programs with noted success, seem to indicate participants' lack of experience in design-ing and implementing citizen participation programs. It is significant, however, that rural criminal jus-tice practitioners would consider the possibility of involving community members in the recruitment and selection of law enforcement personnel as being of importance

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	Rating
nforcement agencies education and involve-	4.53
ve no encouragement to rcement activities.	4.40
nd a comprehensive crime	4.83
plan to train law enforce- zation of citizen band enforcement efforts.	3.23
urt volunteer programs.	4.13
completion of a single tem.	4.53
st in the recruiting and ce personnel.	3.83
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While participants felt that rural citizens have a right to determine and expect minimum performance standards of rural law enforcement (e.g. reasonable response time to call and a thorough investigation of charges), they were quick to point out that these expectations must be tempered by geography (distance and difficulties of terrain), lack of manpower, lack of equipment and lack of expertise or training.

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	Rating
s to quick response hasized.	4.03
o to community meetings and provide information	
law enforcement in their	4.03
rmine necessary services.	3.37
e established to assist ghts of rural law enforce-	
	4.30
rious law enforcement um levels of service.	3.50
blicize the level of law ney can provide and main- to how to use these ans to upgrade or comple-	
and to upgrade of complet	3.27
ote, solicit, and support g minimum performance and rcement agencies.	4.57



Day III

During the final morning of the conference, delegates met in state caucuses to focus on multi-state recommendations to consider the feasibility of a multistate institute or other alternative strategies for impacting rural law enforcement issues. In some instances participants also made individual commitments to implement "back home" strategies to follow-up the conference. During a plenary session, additional recommendations were generated for political action on the part of delegates. A small committee with representation from each state was appointed to provide follow-up. The following summarizes the major recommendations for the conference.

Recommendations with National Implications

The conferees felt that there is a general lack of federal attention to specific <u>rural</u> criminal justice issues in that rural issues are overshadowed by the heavy emphasis on urban criminal justice problems. In this spirit the following recommendations were made.

A. LEAA RURAL DIRECTORATE

That a Rural Directorate be established in Washington, D.C. which would be coequal with other divisions of LEAA. The primary task of this office would be that of compiling data on rural law enforcement and rural crime, serving as an advocate on a national level for rural law enforcement, and serving to coordinate resources that can benefit rural areas.

B, RURAL EXEMPLARY PROJECTS

The LEAA Rural Directorate should also provide a <u>National Clear-</u> <u>inghouse for Rural Exemplary Projects</u> that would serve to identify and diffuse those solution strategies and programs that have been proven to have special relevance and effectiveness for rural areas.

Recommendations with Implications for the Six-State Region

The conferees recognized the fact that Region VIII, with the exception of a few urban concentrations, is essentially a rural region. Conferees also recognized the existing work of LEAA staff, in the person of George Kondos and Jim Vetter and their efforts to address rural issues. Building on the work already done, conferees felt a great deal of benefit could accrue from further multi-state efforts to share resources and maximize technical assistance to rural jurisdictions.

A. MULTI-STATE MECHANISM

That the Regional LEAA office further explore the possiblity of a rural specific multi-state mechanism to disseminate information and facilitate the creation of multi-state programs, based on data collected with respect to rural law enforcement needs and program solutions. The purpose of this mechanism would be to avoid duplication of services that have failed and encourage the duplication of programs that have been successful in other rural areas. Clearinghouse functions could also include coordination and sponsorship of rural specific studies.

B. MULTI-STATE TRAINING COORDINATION

That a multi-state mechanism be created with the express purpose of coordinating and maximizing training resources to rural areas of the six states. This mechanism would encourage and coordinate the process of cross-state sharing of resources. It would also encourage uniformity in training standards and equal standards for certifying training in order to encourage lateral transfer of trained personnel. Furthermore, this effort would identify specialist skills (a commodity that is usually limited in rural areas) and make them available to local jurisdictions for training purposes in such areas as supervisory training, management training, recruiting, etc.

C. MULTI-STATE COMMUNICATIONS SYSTEM

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Recognizing the problems of interstate communication and coordination of resources in the face of the increasing mobility of crime, it was also recommended that a regional effort be launched to support and promote an interstate telecommunications system. (This might be seen as one goal of the multi-state structure spoken of in A.)

D. REGIONAL TASK FORCE

To insure that all of the above mentioned regional efforts are centered on the rural practitioner, it was recommended that a multistate task force be created to maintain a focus on Rural Law Enforcement and that this group might become an advisory body to the formal structure eluded to in A.

Recommended Action Strategies

The following enabling strategies were recommended as possible conference activities to insure the implementation of items A-D.

A. INFORMAL REGIONAL TASK FORCE

That an informal or ad hoc task force be appointed as an outgrowth of this conference. This group would carry interim responsibility for ~ alerting various state congressmen to the results of this conference and to make certain that the momentum began at Keystone be continued. This committee would also develop a more formal structure to become a Regional Task Force on Rural Law Enforcement. The members of this ad hoc task force are:

> Robert Hubbard, Chairman, Criminal Justice Program, Minot State College, Minot, North Dakota Jack Kinney, Capt., S.D. Highway Patrol, 702 East North Street, Rapid City, South Dakota 57707 Thomas Grewe, Chief of Police, Glasgow, Montana 59230

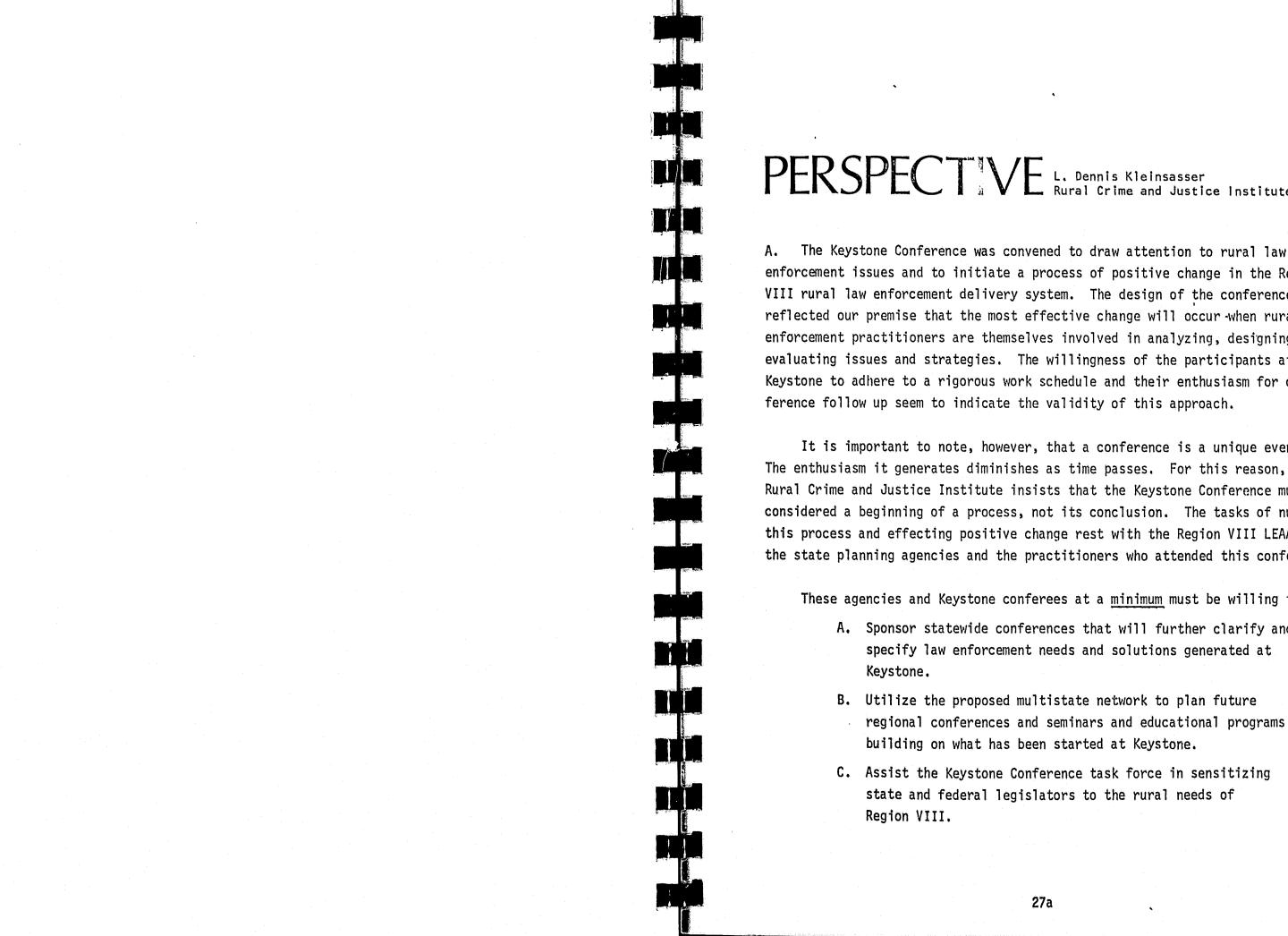
Carol Stockman, Probation Department, P.O. Box 2066, Fort Collins, Colorado 80521 David Schrader, Chief of Police, P.O. Box 130, Evanston, Wyoming 82930 Duane Richens, Utah State Patrol, Box 212, Roosevelt, Utah 84066

B. SPECIFIC STEPS TO BE TAKEN BY CONFEREES

1. Write congressmen about the conference telling them of major recommendations and alerting them to the forthcoming conference report. Personal contact with legislators was pointed out as being critical and often overlooked!

2. Utilize state meetings to further explore and implement recommendations within one's own state. South Dakota, for example, plans to develop a statewide council on rural criminal justice.

3. Send a copy of the final report to legislators. It was pointed out that the power structure of the criminal justice system from each state that was represented at the Keystone Conference could have significant impact.



PERSPECTIVE L. Dennis Kleinsasser Rural Crime and Justice Institute

enforcement issues and to initiate a process of positive change in the Region VIII rural law enforcement delivery system. The design of the conference reflected our premise that the most effective change will occur when rural law enforcement practitioners are themselves involved in analyzing, designing, and evaluating issues and strategies. The willingness of the participants at Keystone to adhere to a rigorous work schedule and their enthusiasm for con-

It is important to note, however, that a conference is a unique event. The enthusiasm it generates diminishes as time passes. For this reason, the Rural Crime and Justice Institute insists that the Keystone Conference must be considered a beginning of a process, not its conclusion. The tasks of nurturing this process and effecting positive change rest with the Region VIII LEAA office, the state planning agencies and the practitioners who attended this conference.

These agencies and Keystone conferees at a minimum must be willing to: A. Sponsor statewide conferences that will further clarify and specify law enforcement needs and solutions generated at

B. Utilize the proposed multistate network to plan future regional conferences and seminars and educational programs building on what has been started at Keystone.

C. Assist the Keystone Conference task force in sensitizing state and federal legislators to the rural needs of

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B. It is obvious that the participants of this conference took their responsibilities seriously. They were neither naive about the problems facing rural law enforcement nor did they lack appreciation for the complexity involved in developing solutions. They did, however, make it clear that the people who live in this rural area and who make the rural criminal justice system work on a day-to-day basis will no longer be silent about their needs, or passive in their acceptance of urban based programs.

If this energy and conviction can be maintained, then Region VIII may well serve as model for rural law enforcement throughout America.

÷ . APPENDICES I. CONFERENCE ADDRESSES A. Criminal Justice: Rural America's Challenge B. The Future of Rural Law Enforcement II. FACILITATOR'S HANDBOOK III. CONFERENCE NEEDS RANKING IV. EVALUATION SUMMARY V. LIST OF PARTICIPANTS AND STAFF

Don't let other people tell you what your problems are: We make enough for ourselves! Rural institutions seem to be poor-mouthing themselves these days. We tend to view "urban" as the standard to be followed. Do we realize that we have a different situation?

How many of us here this evening know what the people in our home areas feel about the issues? How many of our problems have we made for ourselves? Or how many of these problems have the various law enforcement agencies made for themselves? How have we, as people in a position of authority, presented ourselves to our community? What role do you have as a social service agency? What role do you have in contributing to the overall quality of life in your home area? What is your responsibility to rural development? These are important questions if we are going to capitalize on what is special or unique about living and working in a rural area.

Rural areas offer some basic advantages that urban areas do not have. We do not have as many people which, in my opinion, is a blessing. The lower density of people and less crowding mean one person's behavior is not constantly brushing up against another's.

Another advantage of rural areas is the range of knowledge of people and conditions. If you will take the time, you can gain a knowledge base that allows an in-depth understanding of your area that few of your urban counterparts have the opportunity to have. Such understanding, moreover, puts you in a position to do your job even better.

Let's take a situation in my home area, for example. The local sheriff felt that a potential trouble spot was brewing relating to a school sports

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APPENDIX I(A)

CRIMINAL JUSTICE: RURAL AMERICA'S CHALLENGE

Donald W. Littrell Community Development Consultant to the U.S. Dept. of Agrigulture

situation. Many young people wanted to participate in sports, but the school program was limited to competitive sports teams. This, of course, selected only the best athletes to represent the school. Other young people were using the facilities in an unauthorized manner and getting in trouble for it.

The school program was expanded through a cooperative arrangement with the school and the local parks and recreation department. The local sheriff got the two groups together and explained his view of the situation. The sheriff saw a potential problem developing and was instrumental in developing a new situation which prevented the problem from expanding. He developed data to help solve the problem. Do you and your staff apply research methods to your study of your area, or do you go on hunch and tradition?

By developing an intimate knowledge of the various systems in your community. you can learn how to develop mutually supporting arrangements.

As I prepared for this presentation and read materials concerning issues at hand, I was at the same time pleased and alarmed at the content of what I was reading.

The idea of professionalism is being strongly emphasized--the need for standards, the need for training, statements deploring the lack of well-trained police, ill-prepared judges, parole officers who were less than qualified, and so on.

I agree I want to be a consumer of a well-trained, humanly-oriented policy or force system. I am not sure I want to be the consumer of a professional police force. By that I mean, professionalism can create a certain isolation that keeps one from seeking input from other sources other than fellow professionals. To many professionals, standard setting is done to satisfy the profession rather than to insure a high quality product.

As long as professionalism means becoming more competent to perform your vital function, I applaud that effort. But, if professionalism means the

creation of an elite force creating its own rules, developing its own standards, and developing its own ethics in isolation, that is a condition I don't think you or I desire.

I am convinced that we in rural America can put together a great system as long as we don't get caught up in some traps which are largely of our own making:

1. The trap of attempting to answer our problems by searching elsewhere for pre-packaged solutions.

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- 2. The trap of hanging ourselves on the cross of professionalism, image or knowing all the answers.
- 3. The trap of assuming that the same problems exist as in the the same urban approaches suit our situation.
- 4. The trap of locking ourselves into procedure. Judgment should take precedence over procedure.

5. The trap of narrowly viewing our potential in our job,

I hope if you remember one thing from this presentation, it is that each of us is a believer. What we believe to be true guides what we do and how we do it. Therefore, what we believe about ourselves and other people determines to a great extent how we treat people.

urban areas. If the same problems do exist, don't assume that

THE FUTURE OF RURAL LAW ENFORCEMENT*

It's a great pleasure for me to be with you today. I come out of a rural law enforcement background so I share some common experiences with you. Frankly, I fled a small sheriff's department because I thought that there had to be a better world somewhere. I was young and ambitious and saw the big city as the place where police work was "professional" and exciting.

In ten or eleven years I've come full circle and my idea of paradise now is a job as chief deputy sheriff in a mountain community like Keystone. In making that circle, I've gained a considerable education. I've thought about many things; I've changed my mind about many things. I've confirmed many beliefs that I've held in the past, and I've had to reject some. Much of this has resulted from my experiences during the last two years when I've had the opportunity to work in an executive development program with four hundred elected county sheriffs from the 48 contiguous states.

Most of these sheriffs are from rural areas and I've had to deal with the results of their frustrations and their problems. It's been a deeply meaningful experience in a sense, because it has forced me and my colleagues to recognize not only the problems with which the sheriffs must deal, but also the opportunities--or lack of opportunities--that there are for dealing with them.

This has been on my mind as I've considered my topic today, "The Future of Rural Law Enforcement". I like to think I'm a methodical person, and in

*The opinions expressed in this speech are those of Mr. Ward and do not necessarily reflect those of the University, the National Sheriffs' Association or the Law Enforcement Assistance Administration.

APPENDIX I(B)

Steven Ward Program Director National Sheriffs' Institute Center for the Administration of Justice University of Southern California

my method I decided to sit down and analyze the topic word by word. Well, "the" and "of" were easy, but if I based my presentation on just those two words, I'd be done already so I had to lay them aside and concentrate on the two and three syllable words (as academicians always do) and try to determine what compelling meanings they possess that have resulted in all of us being at this conference.

The word "future" is a little more difficult to deal with than "the" or "of", because it stretches from this afternoon to infinity. It is what we will be tomorrow, a month from now, and a year from now. It mixes up three critical things that we are talking about in this conference: (1) what we want to do; (2) what we do (because we will do something ultimately; and (3) what will result from what we do.

I don't possess a crystal ball. I can't tell you how the future will read in your future budget requests or in the archives of your agencies. But I do have a few thoughts about the factors over which we all have control and which bear upon those three things: the wanting, the doing, and the resulting.

First of all, we can say that there is some certainty in the future; namely, uncertainty. We are only a part of society, and we control only a few of the forces that shape our destinies. Acknowledging that, while frustrating, is the first step toward gaining more effective control of the forces we can influence.

A second thought about the future is that change will occur. It is unknown, but unavoidable. And we will be involved in it; it will be built to some degree upon what we're doing now. One of the frustrations evident in most of the activities of the conference so far has been an inability to say precisely what is bothering us. We've been groping with generalities, talking about things we all seem to agree on. But when it has come time to vote a commitment, everyone suddenly has had a different interpretation of the issues and the proposed solutions; it has been extremely difficult to reach consensus. en satures que present . **199** - 100

The change that will come in our uncertain future will be built upon what we have now, but in response to the definitions that apply then. The incompleteness and uncertainity that we experience daily requires us to reevaluate everything we say--next week, next month, and next year. Change will come, but it will be built on a shifting foundation, a combination of what we are now--which we're not sure of--and what we will be then--of which we are equally unsure.

The third thing about the future that is important for us to realize is that what happens will be a matter of who the influential decision-makers are. We interpreted the statements of need prepared during this conference individually to mean many things. By the same token, the change that we bring about in the future will be based upon interpretations that are more us than reality, more how we perceive, value, and order things than on any absolute truth.

The future will also be based on how the other critical and influential people out there see those same things. In essense, the character of change will be forged by bargaining, negotiating, and trading off. Critical, influential people will respond to the future from the foundation that we are laying now. They must somehow reconcile our interpretations with theirs, and it is through that process that we can begin to deal with the certainity of uncertainity and with the fact that we control only part of our destinies.

I say "we", but I'm really focusing on you in the conference today who are practitioners. You are part of the present, of what we're doing now. And I trust that most of you will be involved for awhile. Therefore, you will participate in the bargaining process to come. In light of that, I want to suggest that the word "future" in relation to rural law enforcement is best interpreted for our purposes today as meaning you.

Again more specifically, it means you the practitioners, because it is through your participation, your performance of your roles, your acting out of your desires, that you can really influence the process of change and take

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combat in the arena where decisions are made. In essence, you, as individuals and as professionals, are perhaps the most tangible part of the future. Hence, I suggest that as you try in this conference to come up with statements of need, statements of desire, statements of intent, you bear in mind one fact: regardless of the value we place on what we say, we have to make it reality in a bargaining arena.

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The second critical word in the title of my talk was "rural". That's also difficult to deal with concretely. We have in our conference packets several definitions of rural. They are based on many factors. All of them are contrived; all of them are aids to bureaucratic decision making. And none of them is probably acceptable to those of us in this room. I prefer to view rural, not as a quantitative "thing", but as a way of life, and I've heard people say that again and again in the brief few hours that we've chatted here.

In fact, at one point I thought about re-titling my speech. It would be "The Beatitudes of Rural Justice Administration", based on a series of statements of what we have going for us in rural America. For example, "Blessed are you, for you can see your world". You know what your world is; you know who the influentials are in that world. You may not control it all, but you can see it. And I would suggest if you really want to feel frustration, try dealing with the justice system in the urban area where I live. In Los Angeles County we're talking about more than 30,000 people in the justice system. That's lumping all the federal employees and all the corrections folks, and all the commissioned and non-commissioned and clerical personnel together. We can't even see all of the agency administrators, let alone those making front-line decisions. I think that you have the advantage in the rural world.

Another beatitude might be, "Blessed are you for you yet have time". It is still possible for you to be proactive as you face the problems of crime and justice. And I tie to that a repeat of the danger of professionalism that came out in last night's speech. It is not a warning of the danger of competence, but of the danger of separating ourselves as organizations from the community-from the people--by believing that we, as "professionals", know what is best. The beatitude approach expresses for me the essence of ruralness: it is a way of life. In terms of the future, it really amounts to <u>opportunity</u>. We have talked about crises here for the past seven hours. We have identified the crisis of not enough money, the crisis of commuting city criminals wreaking havoc for us, the twin crises of too few people and too many demands for service. And, we have talked about how we might respond to these crises.

It brings to mind the Chinese expression of "crisis", which has two characters; one of them translates as "opportunity". In every crisis there is the opportunity for growth, for correction, for building upon. In rural America, we have, because of the confined nature of system and resources, the opportunity to respond and to grow from our crises. Instead of seeking mechanical, bureaucratic, organizational ways of responding to crises, my belief is that we may better spend our time building on the unique nature of rural society and the rewards that come from being in that society.

Smallness may be an advantage. Limits may be an advantage. "Not enough" may be an advantage. Certainly, we need more of some things. But I hope that the kind of debate that is going on at this conference occurs in your home areas before you opt for bigger and more. It is painfully true that more can be less.

"Law Enforcement", then, were the last key words in the title of my presentation. I had dealt with "future" in my own way and with "rural" for my purposes. Now I had to do something with law enforcement. But I had to deal with law enforcement as modified by "future" and "rural". I could have come here to do the standard lecture on law enforcement in modern society and probably would have bored everyone to tears, talking about functions and safeguards, the nature of discretion and the impact that it has on the quality of life, and all of that. But I decided not to. Rather, I decided to consider law enforcement in the rural community as an intimate part of the <u>social fabric</u>.

In essence, what we are trying to do in the urban areas is achieve what you in rural America have. What is police decentralization in a big city?

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What is team-policing? What is walking the beat? What are community correctional centers? They are attempts to build law enforcement and the criminal justice system back into the social fabric of urban America. They are attempts to move in the direction of smallness. They are, by the way, probably going to fail, partly because in urban areas "professionals" and their organizations have grown apart from the people. That's not yet happened in the rural community. Ì.

"

Law enforcement is not just blowing sirens and arresting people. It is not just a judge, sitting exalted in his black robes, flanked by the flags, as he hands down wisdom and precedents. We may like to think that's what we are, but ultimately the people won't let us. "Professionalism", if improperly construed separates us from the people and blurs our accountability to them.

In your communities, law enforcement and criminal justice are accepted as appropriate elements in the way people structure their lives. In light of that, I think you have the firmest foundation of anybody anywhere for building upon; for turning crises into opportunities. Whether this is true, whether this will happen, whether what I said about your being the tangible factor in the future, will prove accurate, will be decided by the roles that we select to play in these critical times.

Let me now try to tie some of these thoughts together. I have taken some words, expressed as a speech title, and I have laid my interpretation of those words on you. They represent my values. They also lead me to a major conclusion that I would like you to consider; namely, that the future of rural law enforcement is best expressed in one word: leadership. I'm not talking now about the kind of leadership that we try to teach in management or supervisory training programs. Rather, I'm talking about a combination of four things, and the way these four things are done by you.

First, I'm talking about <u>knowing</u>, knowing what the problems are, who the problems are, and who must act if something is to be done about the problems.

I'm talking about how it might be done and why. One of the things I perceive here and in dealing with the sheriffs in our training program is that in the face of the frustration and emotionalism inherent in managing by crisis every day, we really don't take time to get the facts. We often are not able to say accurately what is wrong, who is responsible, and who should do something about it.

Let me suggest an example. We have a budgeting course in our training program. We create hypothetical counties and divide the sheriffs into teams to prepare budgets for those counties. They submit their budgets to mock boards of supervisors, which include real supervisors, other sheriffs, budget analysts, taxpayers, association staffers, and others who will ask hard questions. The impact of the exercise always strikes home through the experience of identifying trade-offs when budget cuts must be made.

The sheriff, for example, who goes to the press and says, "They took \$27,000 away from me. That's going to mess up my program", leaves taxpayers to say, "Hurrah for the board of supervisors! They are protecting my pocketbook."

The sheriff who says, "The board took away two deputy sheriffs, a patrol car, and an anti-burglary campaign for the southern quarter of the county, therefore, I will not be able to provide these things to the southern quarter of this county", leaves taxpayers with the opinion of considering the trade-off more clearly. It is not just \$27,000 now. It is a life-line to the people in the southern part of the county.

This is articulating what the trade-offs are. Unfortunately, in the crush of everyday activity we often don't take the time, because we think we don't have it to do it ourselves. We may save time, but it is a false economy. Knowing, then, is the first element in effective leadership.

<u>Analyzing</u> problems is the second step, because we are seldom right. We deal in human problems, not absolutes, and there is no "right" unless we reduce

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issues to basic and ultimate questions, such as life and death. Beyond that, we are dealing more with questions of I want/you want as opposed to I'm right/ you're right. Only by analyzing the possibilities can we exercise the kind of leadership that will allow us to say, "I may not be right, but I believe what I'm saying for these five reasons. I'd like to hear why you're saying what you're saying. What are your reasons?" Emotionalism won't cut it at that point.

The third element of this leadership process is <u>communication</u>. This involves stating positions which may be responded to by those critical people who are the other actors with us in creating the future. Many things are beyond our control. Oil prices and energy policy are beyond our control. But we must still respond to them. Local responses <u>will</u> be worked out; we have no alternative. So we had best control how we do that.

Law enforcement and criminal justice administration are uppermost in the minds of people today. It will not be so forever. Law enforcement will not be a priority funding target forever. The Law Enforcement Assistance Administration cannot do it all. Most federal programs have a limited life. They don't die very often, but the big money goes other places. Therefore, the job of communicating is a job for now and for the immediate future. This is when our leadership role, properly played, will ensure the greatest yield later.

The last element of this leadership process is <u>commitment</u>. In essence, I'm suggesting commitment to be a leader in change and not just a chief of police, a sheriff, a judge, a probation officer, or whatever. Unfortunately, there's no way we can stop doing what these jobs demand. There is no way, in an agency of three personnel, that the chief can stop being a police officer. There is no way he can stop riding in a patrol car, responding to calls, arresting people, and doing the other things that the job demands. But somewhere in there, he must provide an additional leadership element. Unfortunately, it may come out of his hide. But unless he makes a conscientious effort, he will not respond to crisis as a dancing puppet on the end of strings pulled by those forces beyond his control. The future of rural law enforcement; then, will be molded to a considerable degree by you leaders who sit in this room. I don't care how big the agency, you are critical participants. The fact that you are here today makes you even more so. You and your colleagues respond to problems that you see, in the ways you devise. In essence, if there is an "answer", it lies as much in the process--in how you play the leadership role--as in the nature of the problems themselves.

In closing I would suggest that the future of rural law enforcement depends on you. Effective problem-solving is done by people. You are those people-you are the future.

	APPEN
	FACILITATOR Day I - Wednesd
3:00 - 5:00	Registrati
5:30 - 7:30	Banquet Keynote:
7:30 - 8:15	Plenary Se
	15 min. <u>Ji</u> defines LE participar on the fea
	Rural Crim Vetter wil role <u>every</u> Vetter wil CSLG (RCJI
	15 min. I objectives of partics norms of p
	candor, ar duce RCJI assist the facilitato
	experts. affinity g 15 min. J
8:15 - 9:30	TASK: Pri sur
AFFINITY GROUPS Step 1 - Warm Up 20 min.	Facilitate a. Introd evenir
	as she evenir our pa inform that w
	

PENDIX II

TOR'S HANDBOOK

esday, November 19

ation

: Donald Littrell, Community Development Consultant to the Department of Agriculture, Washington, D. C.

Session: Conference Overview

<u>Jim Vetter</u>, Region VIII Police Specialist LEAA role, introduces the concept that pants have been invited to consult with LEAA feasibility of establishing a multi-state riminal Justice Institute in Region VIII. will emphasize that because of this consulting eryone is here as an expert and as a learner. will introduce Kleinsasser and the role of CJI).

Dennis Kleinsasser introduces conference ves, agenda and process--reinforces the concept icipants as learner-expert, presents conference f participation (both speaking and listening), and commitment to the task. Dennis will intro-JI staff and explain facilitator's role is to the orderly flow of the conference process-ators are not to be seen as criminal justice . Dennis will direct the participants to their y groups.

Jim Vetter will present client needs.

Prioritize needs identified by pre-conference survey of Region VIII.

ator's tasks:

roduce yourself and give agenda and goods for ning. "This is only time we will have to meet sheriffs, probation agents, etc. Our job this ning is to Prioritize Law Enforcement Needs from particular perspective. We are here to gather ormation as sheriffs, probation agents, etc. t we will use during the rest of conference." Day I - Page 2

Step 2 - Review &

20 min.

Amend Needo

- b. Participants are invited to introduce self by name and share one conference expectation. Facilitator respond to participant's expectations when appropriate with comments such as: "I think that will happen here" or "I don't think the conference will be dealing directly with that."
- c. Take note of expectations to share with staff.
- TASK: Review list of needs on prepared newsprint and handouts and make additions.

Pacilitator's tasks:

- a. Introduce the list and explain how it was generated. (sample of 1/2 participants were interviewed by phone)
- b. Caution participants that any additions to the list must be problems or needs, not solutions. For example, thirst implies a need; a drink of water is a solution, or more squad cars is a solution. Dealing with criminal justice in 500 square miles of territory is a problem.
- c. Each participant silently reviews needs list and writes down any additions. "Don't feel you have to make an amendment."
- d. Write additions on newsprint. (Note: Avoid modifying pre-conference needs list. Add a need if necessary or have participant add modification on written list.)

TASK: Discussion of amended needs list.

Facilitator's tasks:

- a. Participants can clarify, ask for clarification, comment and lobby for their choices. They can not eliminate items.
- b. Keep the discussion moving. You may want to discuss top 6 in sequence to insure all items are covered. This is their only chance to discuss these issues as an affinity group.
- c. Be firm on the point that this period is to discuss and clarify ideas not to overpower the other participants with a particular viewpoint.

Day I - Page 3		
Step 4 - Vote on Priority Needs	TAS	SK:
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9:30 -10:00

Develop Overall List

groups.

Step 3 - Discussion of Prioritien 20 min.

Vote on 6 top rural criminal justice needs.

tator's tasks:

plain that "this is a straw vote of how this oup perceives the major needs. All the other oups will take a similar vote this evening and are developing a preliminary idea of what this nference sees as needs.

articipants vote for top 6 needs by placing six em numbers on 3 X 5 cards. Make sure that particiants are aware that they can vote for any 6 items the newsprint.

ally votes on newsprint; point out top 6.

ch group must also choose a representative who 11 represent them at a session to tally conference te immediately after this session.

k for any closing comments, and add whatever mments you feel are appropriate for closure.

Development of need priorities as seen by affinity

One representative of each group accompanies facilitator to session in which votes for each group is tallied to develop a conference profile. Day II - Thursday, November 20

7:30 - 8:30

8:30 - 9:00

9:00 -10:30

CROSS-SYSTEM GROUPS

Step 1 - Warm Up and Introduction 20 min.

Step 2 - Straw Vote to Focus Discussion 10 min.

Breakfast

Plenary Session: Establishing cross-system teams.

Dennis and/or Vetter will give a profile of the voting of the previous evening. The agenda for the morning will be reviewed and participants will be assigned to cross-system groups.

Cross-system groups prioritize rural law enforcement needs.

Warm up and introduction of task

Facilitator's tasks:

a. Explain purpose of afternoon as the "meat" of the conference, that of preparing recommendations.

Explain that this group represents the major components of the rural criminal justice system (except for offenders)

Explain that the group will be together for the rest of the day and there is a need to remember the conference norms of learner-expert, candor, participation.

b. Participants introduce themselves by name, state, role in the criminal justice system and by relating "one projection as to what Rural Criminal Justice will look like in the year 2000".

TASK: Preliminary vote on 6 most important items. Participants vote on 3 X 5 cards.

Facilitator's tasks:

- a. Explain that while last night's session gave a picture of how each affinity group would rank these needs we now want to see how the parts of the criminal justice system, working together, prioritize these items.
- b. Avoid discussion of the items until vote is tallied.
- c. Remind participants this is not a final vote.
- d. Use same procedure as per the previous evening.

Day II - Page 2 Step 3 - Discussion TASK: This is to allow for clarification, lobbying, and bringing out perceptions of the subsystems looking toward a final vote on needs. Facilitator's Tasks: a. Explain that this is a time to evaluate the choices and form final opinions about which items this conference will address recommendations to. b. Avoid single issue debates, keeping the focus on clarification. Step 4 - Final Vote TASK: Final vote on criminal justice needs. Participants are asked to rank the 6 most important needs. Facilitator's tasks: a. Pass out 6-3 X 5 cards to each participant and ask each member to select the 6 most important items and list each item on a single card by writing the number of the item in upper left hand corner and a brief description in the middle of the card. b. When participants have completed their listing, ask them to rank them in order of importance with the most important item having a value of 6. The ranking number is to be placed in the lower right hand corner of the card. (It may be helpful in some groups to ask all the members to choose the card with their most important item and put the number 6 in the lower right hand corner, etc.) c. Facilitator collects the cards and tallies on newsprint. EXAMPLE OF RANK ORDER CARD

44

Training in domestic crises

- Number indicating rank

6

Number from newsprint -> 5

Day II - Page 3

10:30 - 11:00

11:00 - 12:00

Plenary Session

11:00-11:20 Group profile is presented and 6 major concerns of the conference are identified.

Break -- Facilitators meet to compile conference

ranking of needs.

11:20-12:00 Steve Ward's talk will set the tone for the afternoon's task of writing recommendations addressing those 6 needs.

LUNCH

Note: During lunch, facilitators meet to categorize 6 needs into 3 sets of 2 needs each.

Generating recommendations for the future of Rural Law Enforcement in Region VIII

TASK: Cross-system groups reconvene and facilitators give overview of the procedure for the afternoon.

Facilitator's tasks:

- a. Emphasize that this is the most important part of the conference. It is a chance for rural people to speak forcefully and concisely on needs they feel are important. It is a chance to speak in a unified voice.
- b. Emphasize that this is a chance to be creative.
- c. Reinforce the fact that we have worked together already and so we can be even more productive this afternoon.

TASK: Selection of issues and brainstorming. Participants divide themselves into 2 teams of 2 members and 1 team of 3 members and each team selects a set of issues they would like to deal with. The entire cross-system group then brain storms recommendations for each need. (10 min. for choosing teams and 30 min. for brainstorming = 5 min. per need.)

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-	Day II - Page 4		
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e E	•		ilitat
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• • •	Step 3 - Generate 2 Best Recommendations	TAS	K: Ea th
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C. L. C. Martin and M. C		Fac	ilitat
- -	3:00 - 3:15	٤.	Be av
	BREAK	b.	Instr break
			Dreak
	Step 4 - Master List of	TAS	
New York Control of Co	Recommendations 1 hr., 15 min.		ne
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Conference Recom-

12:00 - 1:00

1:00 - 6:00

mendations

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Step 1 - Introduction to Task 15 min.

Step 2 - Form Teams Around Needs 15 min

itor's tasks:

litator will have to be flexible as teams a around issues they would like to work on.

Llitate brainstorming. Remember any idea is eptable but participants can not evaluate each er's suggestions. They can either build on eone else's idea or add one of their own. This t be done with some dispatch in order to cover 6 needs.

Each team takes the groups' brainstorming and their own perceptions and write what they consider to be the best two recommendations for each need. Participants take coffee break if they so desite during this time.

ator's tasks:

vailable to teams if they need process help.

truct teams on where they are to go after coffee ak.

Feams meet with all other teams working on same need set. Teams generate a master list of recommendations.

ator tasks:

ilitators work in teams to speed up process.

round robin technique of taking one recommendation n each team moving around the group until all is are listed.

mmendations can be combined if the group agrees.

as not combined should not be eliminated.

e sure that participants have an opportunity to rify their recommendations and get questions wered but do not debate. Underline <u>Identifier</u> 1.

bw 10-15 min. for participants to write master t on newsprint to take back to their cross system up. Day II - Page 5

Step 5 - Cross System Final Vote on Recommendations $1\frac{1}{2}$ hours (until 6:00)

TASK: Cross-system groups reconvene; each team presents its master list and answers any questions. After each team presentation, the group ranks the recommendations.

Facilitator's tasks:

- a. Keep strict time in order to give each team a chance to give its presentation and still stay in the 1 hour time frame.
- b. Limit discussion to clarification or information sharing. They are not to debate the issues.
- c. Distribute and explain the ranking sheets.
- d. Explain that the ranking will be tallied and presented tomorrow morning.
- e. Take care of housekeeping tasks at end of session, i.e. there is a cash bar for the participants immediately after this session. They are on their own for supper and must have a receipt to be reimbursed. (LEAA doesn't cover drinks!)
- f, Additional recommendations, should they arise, can be handed in for a minority report.

COCKTAIL HOUR AND THE EVENING OFF!

		•		
	•	Day	III -	Frida
Alter tal	7:30 - 8:30		Break	fast
A Recorded Sector	8:30 - 9:15		Plena	ry Se
			Denni previ morni menda feasi under Justi to me	ous c ng's tions bilit the ce Ir
	9:15 -10:30			
	State Caucuses		TASK:	Sta not sta str fer dur
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and a first state of the state			a. 1	o fac
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	10:30-11:15		Panel Insti	
	11:15-11:30		Evalu fill will	out a
	11:30		LUNCH	
	12:30		BUS L	EAVES

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ay, November 21

ession

esents the ranked recommendations from the day. Dennis and/or Vetter will discuss the objective: to utilize the needs and recoms of this conference in assessing the ty of multi-state structures and strategies auspices of a Region VIII Rural Criminal nstitute. Dennis will direct participants n state groups.

ate groups discuss feasibility of Institute tion. If the idea is not feasible, then ate groups should discuss what follow-up rategies should take place after this conrence. (Dennis will meet with Observers ring this time.)

or's tasks:

cilitate the discussion and keep it on track.

roups to respond to the following questions:

hat should the Institute (or follow-up trategies) look like? What form should t take?

hat should the Institute (or follow-up trategies) do to deal with the recommendations enerated?

ho should be responsible for carrying out he ideas discussed in 1 and 2?

the group select a spokesman who will put ideas in written form and present them in ollowing panel discussion.

cussion with Vetter on state reactions to the notion.

and closure. Participants will be asked to brief evaluation form. Dennis and Vetter closing remarks.

FOR STAPLETON INTERNATIONAL AIRPORT

1-1-1-1-1 1

13

RANK	NEED	VOTE
1	NEED FOR COOPERATION, COORDINATION AND RESOURCE SHARING BETWEEN LAW ENFORCEMENT JURISDICTIONS.	115
2	NEED TO PROVIDE TRAINING TO WIDELY DISPERSED LAW ENFORCE- MENT PERSONNEL IN SMALL AGENCIES.	73
3	NEED FOR ADEQUATE SALARY AND BENEFITS.	68
4	NEED FOR FISCAL ALTERNATIVES TO SUPPORT LAW ENFORCEMENT SERVICES IN THE FACE OF CONSTRICTING LOCAL TAX BASE.	58
5	NEED TO FIND EFFECTIVE MEANS WHEREBY CITIZENS CAN PARTICI- PATE IN CRIME PREVENTION AND ABATEMENT.	56
6	NEED TO DETERMINE THE BASIC RIGHTS OF RURAL CITIZENS IN LAW ENFORCEMENT SERVICES.	43
7	NEED TO IDENTIFY AND PROVE THAT THERE ARE UNIQUE RURAL NEEDS (WHO IS RURAL CRIMINAL JUSTICE PRACTITIONER).	42
and	NEED ONGOING EVALUATION OF WHAT IS EFFECTIVE SERVICE DELIVERY, E.G. CONSOLIDATION, CONTRACT LAW ENFORCEMENT, ETC.	42
8	NEED FOR PHYSICAL FACILITIES THAT MEET MINIMUM STANDARDS FOR EFFECTIVE LAW ENFORCEMENT.	35
9	NEED TO MAINTAIN AN ADEQUATE RECORDS SYSTEM THAT COLLECTS CRIME DATA AND RECORDS OPERATIONAL ACTIVITIES.	28
10	NEED TO EXPLORE WAYS TO MAKE PARENTS MORE RESPONSIBILE AND RESPONSIVE WITH REGARD TO CRIME PROBLEMS (E.G. JUVE- NILE CRIME).	23
11	NEED TO RESOLVE CONFLICTING INTERAGENCY GOALS THAT WASTE SCARCE RURAL RESOURCES AND HARM THE RURAL CLIENT.	22
and	NEED FOR MORE CROSS-SYSTEM COMMUNICATION (E.G. LAW ENFORCE- MENT, COURTS, PROSECUTORS, CORRECTIONSPLEA BARGAINING PROBLEMS).	22
12	NEED ACCESS TO SPECIALIZED LAW ENFORCEMENT PERSONNEL SUCH AS INVESTIGATIVE SPECIALISTS, PREVENTION SPECIALISTS, ETC.	19
and	NEED FOR MORE CONSISTENT, CERTAIN, VIGOROUS APPLICATION OF THE FULL CRIMINAL JUSTICE SYSTEM.	19

APPENDIX III

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RURAL LAW ENFORCEMENT NEEDS RANKING Keystone Conference

CONTINUED 10F2

RANK	NEED

13 SUPERVISORY TRAINING

- 14 NEED TO IDENTIFY MORE MANPOWER ALTERNATIVES FOR TASKS THAT NON-LAW ENFORCEMENT PERSONNEL CAN DO WITH EQUAL EFFECTIVENESS.
- 15 NEED ELECTRONIC COMMUNICATION EQUIPMENT FOR PROCESSING INFORMATION AND INTERAGENCY COMMUNICATIONS.
- 16 NEED ADEQUATE MANPOWER TO PROVIDE ACCESSIBLE, 24-HOUR LAW ENFORCEMENT SERVICE.
- NEED FOR EVALUATION OF EXISTING TRAINING AND DEVELOPMENT 17 OF NEW TRAINING SPECIFIC TO THE RURAL AREA.
- NEED FOR BETTER TRAINED AND MORE PROFESSIONAL LAW ENFORCE-18 MENT PERSONNEL IN RURAL AREAS.
- 19 NEED FOR BASIC LAW ENFORCEMENT EQUIPMENT AS WELL AS SPECIALIZED EQUIPMENT TO MEET RURAL DEMANDS.

The following is a categorized list of evaluation statements. Each line represents one descrete evaluative statement from a conferee.

KEY STRENGTHS OF THE CONFERENCE

1. PARTICIPANTS

VOTE

16

10

8

7

6

4

3

--Enthusiasm exhibited by participants --Participation represented interests well --Finding out what's really happening in rural law enforcement from practitioners

-- The diversity of the participants

--Interfacing the various practitioners --The number of organizations participating --Good cross-pollination between specialities --High level of competence of the participants and the facilitators --Picked good participants who showed interest and ideas --Sharing problems with others and exchange of ideas of mutual interest

- 2. LOCATION

--The location

--A great setting for the conference

- 3. RESULTS

 - --Hope we have good report from the institute

 - waiting for someone else to initiate it
 - --The possible future results
 - --Recommendations were on the local, state, and national level! One --Follow-up hopefully
 - purpose.

 - on the needs.
- PROCESS
 - has helped to develop solutions to our own.

APPENDIX IV

KEYSTONE CONFERENCE EVALUATION

--This has been a real rewarding conference and believe we will get good results and accomplish much good for rural crime development --The key thing was the dialogue with other states and sub-groups --Availability of things which one can personally implement without --Creating awareness of our own agencies' strengths or weaknesses

of the most important recommendations already has a future and a goal.

--The follow through of ideas when we depart has been brought out to be important. It showed how important row can be for the future of our

--Attempt to make the voice of rural America heard. Show our strength. --The motivation generated to do something about rural needs --The conference "validity" will be measured by follow-up and action

--The inter-state and inter-department exchange of ideas and problems that were developed. There has been developed a mutual list of needs and possible solutions. The mere understanding of others' problems

Conference Evaluation - Page 2

PROCESS (Continued)

- --Representation of rural criminal justice practitioners meeting with people from other areas with similar problems and having the benefit of input from the academic community
- --Excellent organization of materials and time
- -- The processing of information on a timely basis by the conference staff
- --Good substantive input
- --Identified needs
- --Action oriented
- --Chance for people within a state to identify each other
- --Chance for better knowledge of problems and programs in other states
- --Interchange of ideas between different states, agencies
- --Action was expected on all aspects starting from the beginning. Although some ideas were lost, there was the continual breakdown into specific actions.
- --Creating an awareness of rural criminal justice problems
- -- Identifying some specific areas of concern
- -- The way the conference was arranged
- --The bringing together the weakness, strong points, the comparing of thought of other states, counties, and cities' rural law enforcment problems
- --The exchange of ideas, problems, and possible action for some solutions
- --Opportunity for exchanges and planning with counterparts from other states
- --Identifying of key law enforcement problems
- --Well planned agenda
- --Focus on some very important issues
- --The excellent exchange of ideas between segments of each state across jurisdictional division lines
- --Allowed for the setting forth of ideas and interaction
- --Diversity of opinion, expertise, background
- -- To exchange ideas between agencies. It helped to motivate rural areas.
- --A good exchange of ideas
- --A realization of similarity of problems
- --Well organized
- --Well structured for a working conference
- --Generating not only needs but solutions to rural crime and judicial problems and ways to get these things started
- --Identified many needs--some of which are directly related to our state and the criminal justice system

5. STAFF

- --Expertise furnished by good participants
- -- The guidelines established by the staff were very valuable in keeping the conference moving toward a productive goal. Excellent staff.
- --Well planned, staffed, structured
- --Good moderators
- --Pushed it along
- --Was well organized--moved rapidly, well staffed, successful
- -- Good organization to keep us at our tasks
- --Staff good for keeping groups in motion
- -- The staff personnel and invited personnel
- --Qualified people in charge

Conference Evaluation - Page 3

KEY WEAKNESSES OF THE CONFERENCE

1. TIME

- because of the time press
- -- Too short a time to do so much!
- --Too little time
- --Not long enough
- priorities
- were forced to end to keep on time,
- shorter sessions
- --Time element-not enough
- --Lack of time--too much of a push
- --Not enough time to conclude and summarize
- --Night session should be the second day; not the first
- --Lack of time and understanding
- --Time: too much too fast
- had to
- -- The conference should have lasted longer
- --Not long enough--no opportunity to discuss
- --Too little time
- --Trying to do too much; impact therefore diluted --Not enough total time or free time
- --Lack of substantial amount of time

2. PROCESS

- much data lost
- due to loss of statistical data
- --Its singleness (follow up would be essential)
- --Perhaps too structured
- about issues
- groups; or maybe six groups, one for each need

--Should have been a little longer so as to get a few more problems digested --The shortness of time to fully develop specific ideas and projects --The lack of time for structural input and the lack of informal gatherings -- Too little time to develop significantly those areas of concern --Not enough time to deal with problems such as nested or duplicative need statements and recommendations, resulting in (probably) invalid data on --Lack of time causing a tendency to push and rush participants. Discussions --Time constraints and the continued expectancy of "creativity" --Time constraints--Scheduling problems, too lengthy of sessions, more but --Trying to reduce flow too much--perhaps trying to be too general, but you --Too little time, possibly the original needs should have been presented prior to the conference to allow consideration and thought --Needs of particular areas sometimes unique and in focusing on general needs, --In using rating scale and then determining an average, virtually useless -- I often felt that the "process" of the conference got in the way of the "purpose", i.e. there really wasn't that much information exchange --More data should have been compiled on how different sub-groups felt --Actual recommendations each generated by only two people; might have been better to let the A,B, and C groups hammer out recommendations as total

Conference Evaluation - Page 4

PROCESS (Continued)

- --Should have had a representative of local governments (councilman, county commissioner) in order to affect the practicalities of some of the recommendations developed. Might have helped create more viable recommendations. Also, shoud have a user of our services (rural farmer, rancher) present. Again to provide a more complete diversified response. --Professional groups were not allowed to continue further with their
- creations
- --The needs statements were not adequate. Each SPA has concise statements of needs which could probably have been better used.
- --Should have used more time with the specific jurisdiction groups including use thru solutions; then cross group and comparison of perceptions across jurisdictional lines
- --Dealt with wants and programs; not problems
- --Some sensitive areas were avoided
- --Absence of public policy making officials
- --Absence of consumers
- --Individual state problems and receive input
- --Format was more general than desired
- --Not telling non-police representatives what limits were before arrival --Failed to focus on limited number of important issues
- --Final tabulation on vote failed to reflect or show the importance of a aiven issue

3. WEATHER/PLACE

--Location difficult to reach --Not a resort area--too high prices --Weather

4. MISCELLANEOUS

--Reimbursement: Should simplify the method of reimbursement

COLORADO

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APPENDIX V

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