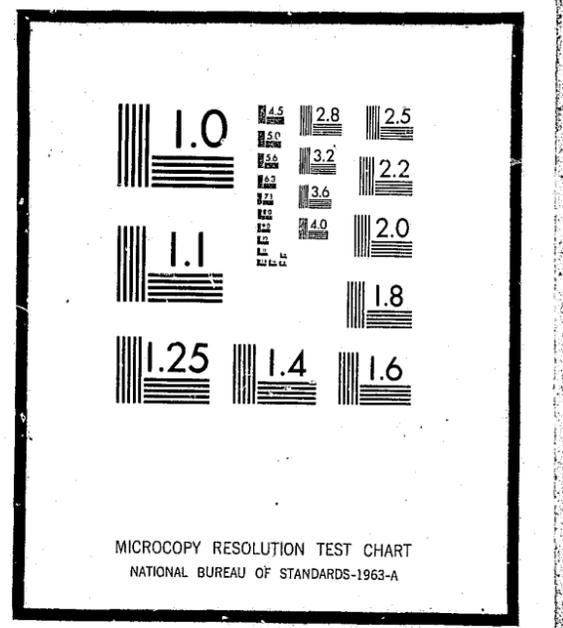


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

7/1/76

FOREWORD

A task force was called in April, 1971, by Jerris Leonard, Administrator of the Law Enforcement Assistance Administration, to study LEAA and its organizational structure, and to redesign the organization, where necessary, in order to more effectively meet the needs of criminal justice.

A part of the resulting reorganization involved the creation of the Manpower Development Assistance Division, under the Office of Criminal Justice Assistance, charged with the responsibility of developing and implementing programs to meet the educational and training needs of the nation's criminal justice practitioners.

In recognition of the need to determine wherein manpower development priorities prevailed, it was felt that leadership from within the criminal justice system should be convened to identify those priorities, and to communicate common needs within the system to the representatives therefrom.

With this in mind, the Manpower Development Assistance Division designed the Omaha Conference. The goals were general; the organization permitted flexibility with some necessary structure. The results led us to appreciate the merits of this type of conference in resolving concerns and in achieving the goals which we had established for the Conference.

The following pages provide the addresses of the plenary session speakers, the questionnaires, and the workshop findings, all products of the Conference.

But the products of the Conference which have already proven rewarding and satisfying are those intangible ones: the increase of communications within the system; the identification of manpower development need responding to more than one component; the reassessment of goals and priorities requiring attention. It was for these reasons that the Conference was convened.

We feel that our Conference goals were met. We receive continuing indications as to the success of the venture. The real success, however, will be measured by the willingness of those who attended, to see that the goals which were established at the Conference are continued in the various states and regions represented. It was toward this ultimate objective that the Conference was presented.

Attendees were selected on a nationwide basis, from all components of the system, and from many organizational and hierarchical levels within each component. Perhaps no other conference has experienced the diversity of

cross-sectional representation. Each delegate who attended was charged with the responsibility of exchanging counsel and observations, assisting in identifying manpower development goals and priorities, and providing leadership thereafter in their respective regions and states.

We feel that the LEAA Regional Offices, who had been asked to designate the various representatives from each state to represent police, courts, corrections and state planning agencies, made generally outstanding choices. As a result of the quality of their choices, significant and tangible results were achieved.

We are deeply indebted to all those who took time from their schedules to attend, to contribute, and to make this Conference the success it was.

CARL W. HAMM, Director
Manpower Development Assistance Division
Law Enforcement Assistance Administration
Washington, D.C.

MARTIN R. GARDNER, SR.
Omaha Conference Coordinator
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TABLE OF CONTENTS

| | |
|---|----|
| Keynote Address Senator Roman Hruska | 1 |
| Orientation Martin R. Gardner | 7 |
| Law Enforcement Manpower Development - The State of the Art Dr. Victor G. Strecher | 11 |
| Judicial Systems Manpower - State of the Art Douglas Lanford | 23 |
| Correctional Systems Manpower - State of the Art Jack Porche | 29 |
| The Criminal Justice Universe Carl W. Hamm | 33 |
| Pre-Conference Questionnaire Responses | 35 |
| The Economics of Criminal Justice Carl W. Hamm | 49 |
| Goal-Setting Martin R. Gardner | 53 |
| Guidelines and a Model for Evaluation Robert M. Carter | 55 |
| Minority Recruitment Clarence M. Coster | 59 |
| Uniting the Criminal Justice System Through Regionalization Carl W. Hamm | 63 |
| The Pilot and Impact City Concept M. Thomas Clark | 67 |
| Manpower Development Task Force in Standards and Goals Lee P. Brown | 73 |
| The FBI Management Program Joseph Casper | 79 |
| The Institute Approach to Management Programming Albert D. Hamann | 83 |
| Multi-Format Management Programming Concept Martin R. Gardner | 87 |

| | |
|---|----|
| Manpower Development Needs and Goals in Criminal Justice (as addressed at the various workshop sessions) | 89 |
| Closing Address Jerris Leonard | 99 |

Keynote Address

Senator Roman Hruska

One of my great interests in the Senate has been in the field of criminal justice. I spent 25 years in the general practice of law in this county before I went to the Senate, and it was with a great deal of gratification that I found myself on the Judiciary Committee.

I would like to begin my remarks on criminal justice by recalling that not long ago I met with a group of people engaged in the heavy construction industry. One asked me how I liked politics, and I mentioned the quip of a member of the House of Representatives: "I like politics because you meet a lot of nice people and besides, there is no heavy lifting to do."

Despite that comment, let me suggest that there is "heavy lifting" for all of us in the field of criminal justice and we all know what that means: Not in the sense of a steel beam or a hod of bricks, but heavy lifting in terms of the future of this country and its citizens.

I intend today to review the origin and basis of LEAA, to lay a foundation for some propositions I would like to have you consider with me. In 1968, when this bill was enacted, it was a time when the nation became aware of crime in a big way--crime as a threat to national survival. Many people thought America had seen its finest day because of widespread violence. I don't agree with that, but it was evident that law enforcement was grossly behind in the war against crime. There was an urgent need for a new, vigorous, and forceful thrust to jar law enforcement out of its old habits--so it would discard ineffective ways, ways that had grown obsolete, but which were tolerated simply by force of momentum. It was time to restructure and to modernize; to indulge in much innovation; to develop needed new programs for management of personnel, for training and pay scales. It also was evident that much would have to be done to provide additional funds to support law enforcement improvement efforts.

(I might interject here that the President during the past three years has consistently requested, and Congress has approved, larger budgets each year for the LEAA program. And in those areas where Federal government has direct criminal justice responsibilities, he has fashioned bold new programs which deal effectively with narcotics and organized crime and civil disorders, on a nationwide scale.)

There were certain principles we kept foremost in our minds as we formulated this legislation in 1968, and one was that the scope of law enforcement is broad. Not only police must do their job more effectively; this also includes the prosecutor, the judge, the probation officer, corrections, and post-conviction treatment--all of those things. We felt that it was essential to improve and reform every aspect of the criminal justice system--ranging all the way from prevention of crime to the rehabilitation of offenders.

We also believed that it was important to keep firmly in mind that state and local authorities have the chief and primary responsibilities for law enforcement and criminal justice. To cite just one example: Less than 10 percent of all inmates are in Federal institutions; the balance are in state and local institutions.

Another fundamental feeling by the citizens of this nation: None of us wants a national police force, none of us wants any national agency to usurp state and local responsibilities in any part of the criminal justice field.

Those of us in the Congress who favored the concepts which became part of the Omnibus Crime Control and Safe Streets Act also were aware of two other things: One was that certain conflicts often exist between localities and their state government; conflicts that sometimes are political, and conflicts which sometimes center on how resources are to be allocated for various government programs.

Another was that there obviously are differences in the way states, cities, and counties discharge their responsibilities to their citizens; in short, how responsible and efficient they are. Some cities get more done than others, just as some states are more effective than other states. It also is true that officials in one city or state may have a greater sense of integrity and honesty; they have a greater sense of responsibility to the people they serve, the citizens.

Those, then, were some of the fundamentals that many of us had in mind when the Congress was debating in 1967 and 1968 the shape of a new national anti-crime program. President Johnson's original proposal for a program to fund state and local criminal justice projects was not acceptable to the majority of the Congress. The reason is that it would have required the Federal government to award every dollar on a project-by-project basis, throughout the country. Congress rejected that approach. Instead, it devised the block grant approach. Under this concept, the bulk of LEAA's funds each year are awarded to states based upon their population. The states then have great discretion on how to use the funds, in cooperation with their cities and counties. This approach gives basic responsibility for the program to the levels of government which have the basic responsibilities for criminal justice. It has created a dynamic new leadership at the state and local levels in criminal justice; it has done much to erase old rivalries; and it has done much to improve those state and local governments which had been lagging in crime control. The block grant concept has worked extremely well. But there are still some--including some city officials--who periodically keep trying to change the LEAA program back to a categorical grant program. They may be motivated in part by a feeling that some cities haven't received what they feel is an adequate share of LEAA funds. But I think early problems with funding have been solved. And the over-all program is working extremely well. I don't blame some groups for trying to change the program--that is their right. But I don't feel they will succeed. The block grant concept is too deeply rooted to be changed. It has too many supporters.

The block grant concept may be modified a little, but basically it will stay there. For as Attorney General John Mitchell has said, a direct grant program to the cities would make Washington a dictator over every anti-crime project in the country. That would be neither proper nor effective.

The LEAA program has been under some criticism. But when criticisms are made against the present block grant system, we ought to consider not only the criticism but also the alternative which the critic advances. Well, the fact is that the critics have no workable alternatives, except the old categorical grant idea. The idea that a Federal officer knows more about state and city needs than state or city officials is a ludicrous idea. It cannot be done. State governments are responsive to the needs of the city. And there is representation of the big cities on the state crime commissions. If cities want more, they have to speak up and be heard and achieve what they want.

Those who keep insisting on a categorical grant program point to what they consider to be shortcomings of the present block grant system. They pick out a state plan here and there to criticize, complain about an alleged lack of audit or program control. They don't point out, of course, what would happen if there was a categorical grant program, and the Federal government had to hire thousands of auditors to audit tens of thousands of projects each year. At present, under the block grant program, LEAA itself does a major auditing job, but with a reasonably small number of auditors. Again, as with other parts of the program, audit responsibilities rest where they should---with the state governments, and they are responding well to the assignment.

Under the block grant approach, 85 percent of the action money goes directly to the states on a population formula. Each state then subgrants not less than 75 percent to its localities, and there is a priority for high-crime areas.

The responsibilities for use of the block funds are fastened upon the state, and that is where it belongs. It has to be there. For if the responsibilities aren't in the states, they have to be in the Federal government; and whoever heard of the Federal government trying to assign beats to policemen in Wichita, Kansas, or Wahoo, Nebraska. That wouldn't work.

And I want to say this. I am not apologetic for any part that I had in setting the pattern for spending those funds. In my judgement, the tempo is about right. When we get sufficient expertise, more funds will be available and the security of the people will be increased immensely.

Now, what about the criticism of LEAA? What are the sources of this criticism? I don't want to appear unsympathetic, but most big cities seem to think they would be much better off if they were just handed large sums of money instead of direct and specific grants. That is one of the sources of our criticism.

Another one is the on-coming election campaign. There are some

politicians who will use any means at their disposal to get elected--including attacking one of the finest Federal programs to fight crime that was ever devised.

I think politics is fine as long as you keep it above board and as long as you hit hard and clean. But some people are going around and suggesting that the best way to end the criticism is to abolish LEAA. I don't think they really want to do that, but that is what they are saying.

Those irregularities and inadequacies that do, in fact, exist within the agency's program, are being pursued by the LEAA leadership. They have asked those states that were running some shoddy programs to reimburse LEAA for the misspent monies. They are also requesting the prosecution of those persons involved in conflicts of interest or other violations of the law.

There have also been a number of allegations that we are doing some thing wrong. There have been allegations that LEAA has spent most of its money buying police equipment of questionable value or utility or that it has neglected other important aspects of criminal justice.

These charges are unfair. They are also untrue. The critics purposely ignore the President's demonstrated concern that every part of America's system of criminal justice share in this Federal program. Moreover, the critics would suggest that the country's police officers continue to work with inferior crime-fighting tools. I simply will not accept such nonsense. Nor should you.

LEAA has a good program and with your help it can be made even better. Because the agency has made a significant start in the battle for a safer society, it would be a great disservice to allow it to become discredited.

We owe it to the thousands of dedicated officials involved in the program around the country to defend LEAA in those areas where it has been right, where it has led, and where it has achieved things, that have never been done before.

The Safe Streets Program has brought law enforcement and courts and corrections together for the first time in history. Today, they operate a true system for criminal justice.

People who make decisions about policing, adjudication, and offender rehabilitation now sit down and talk to one another. They plan ahead to solve mutual problems. They discuss how one part of the system affects the whole. They recognize that they are all part of one team performing a single service for the community.

The goal of the LEAA program is simple--to slow the rising spiral of crime, and then to actually reduce crime. It's a major order. Crime rose an average of almost 15 percent a year in the 1960's.

However, this trend is now being reversed. There were 53 major cities

that reported a decrease in serious crime in 1971--compared with 22 cities in 1970, and 17 such cities in 1969. What is more, although serious crime did increase nationally somewhat during 1971, it rose by the smallest percentage in six years.

And in Washington, D.C., the nation's capitol, armed robbery declined by nearly one-third in the first quarter of 1972. Taken together, all major crimes against persons and property--murder, rape, assault, robbery, burglary, automobile theft, and larcenies of more than \$50--decreased by 17.5 percent in the same period of time. Last January, serious crime in Washington reached the lowest monthly level in almost five years.

Never before in our history has a promising new program proved itself so rapidly. This is a true innovation. It is a systematic program for getting people together to solve their common problems. Before the 1968 Omnibus Crime Control and Safe Streets Act there was neither a plan nor funds. Now we have both.

There is simply no substitute for LEAA in a country as large and as complex as ours. With this program great progress has been made and more is to come. Crime will be fought throughout the nation with renewed and unparalleled vigor.

Without LEAA and its support of local law enforcement and criminal justice efforts, crime would become so severe that the Federal Government might sooner or later have to step in and fill the breach with a national police force. That would be something that none of us wants.

Therefore, we can be thankful we have a program such as LEAA's. We can be thankful, too, that we have an Administration that really cares about having safer streets and communities, so that we can all sleep at night.

What good is government if we are not safe in our own country? The answer is obvious. And with the help of LEAA and all the men and women who are cooperating in the Safe Streets Program we will be safe and secure. That I promise you.

Orientation

Martin R. Gardner

Let's look back to February, a hundred years ago. February is the month during which we celebrate the birthday of a man considered by many to be the greatest leader ever to come out of our country - Abraham Lincoln. Abraham Lincoln made a presentation which most of us learned at one time or another in our life---the Gettysburg Address. In this very moving address, Lincoln stated: "today we are engaged in a great Civil War, testing whether that nation or any nation so conceived and dedicated can long endure."

Ladies and gentlemen, today we are engaged in a great Civil War referred to in other words as the "War on Crime." Though I think the name now is out-dated, and has been supplanted by other apparently more appropriate names, it is nonetheless a war in which we all, in varying degrees, are involved. We are all combatants, either on the line or as administrators. We serve in varied capacities, from operational levels to battle strategists. It appears, from what we hear and what we see nationally, that preparation is going to make the difference between the win and the loss. And the stakes are so high! Manpower development has been identified by many thought leaders as being the most essential aspect of criminal justice development in the next decade.

Now this week, we have gathered here in Omaha, Nebraska, probably the greatest cross-sectional representation from three components that have ever met together at any one time in this country. We have come here with three objectives---interdisciplinary communications, development of cooperative approaches to problem solving, and the development of prototype programs to "start the ball rolling." Let me emphasize to you however, that a participative-type program which is going to impose upon you some very specific demands. As I told you this morning, we didn't establish any ultimate goals. As a result, I had people call me continually and say, "Well, what are you really going to identify?" Well, we didn't identify any problems, and we didn't identify any goals, because that is going to be your responsibility in this conference. There will be persons here before you at the podium making statements, many of which you may not agree with. Perhaps we are going to irritate you with some of the concepts that we toss out as input to your workshop activities; but please remember that the pebble, the small grain of sand, is the irritation in an oyster which gives us a pearl. Certainly you might get irritated, and perhaps irritated to the point where you come up with what you feel is a better solution. Great! That is the name of the game!

In the Pre-Conference Questionnaire that we will go through, I found a predominance of responses which seems to indicate to me that you wanted at least two things: development of inter- and intra-componentia communications, and addressing of common problems. If that is really what you want, then here is your chance. Once we have finished these formal data input and informational presentations, this conference

will, for all intents and purposes, be all yours. I realize that we are attempting to do what we say we are going to do, in two and one-half days; and that constitutes a formidable objective. I would offer you some ideas which you may want to reflect on in reaching your goals.

First of all: "think." It sounds elementary. It's almost an insult, isn't it? And yet Dr. Albert Schweitzer, when interviewed briefly just before his death, stated that, of all the problems he had observed in this country today, one of the greatest was that people really didn't "think." Well, I'm not going to insult your intelligence, because if you weren't "thinkers" you wouldn't be here today. However, I am going to ask you perhaps to "think" in a different way.

There is a remarkable book predicated on a new concept of thinking, written by an English author, named Edward DeBono. DeBono approaches thinking in what he calls, "lateral approach." Instead of the highly structured, vertical, logical approach to thinking, DeBono takes the lateral approach where he gets at the solution through an indirect path. I won't go into explaining how he goes into this theory, but let me give you an example that will make you chuckle inside. Remember back to when you were young, if you took a chicken and put a short fence up and put some corn on the other side of the fence, the chicken would try to get through that fence. He wouldn't think about going around the end of the fence. Put a dog in the same situation and he will go around the fence to the food. The dog is using what appears to be lateral thinking. He is not going the direct path. He is going around. He focuses on the objectives, the goal instead of the methodology.

In the presentation of DeBono's concept, he uses what he calls "the hole theory." Let's pretend we're looking at an excavation. This hole is in the ground and this hole symbolically constitutes an area of familiarity, of expertise, which each of us knows quite well. We move around in that little hole; we are very familiar with that little hole, and when we are going to expand our expertise, we can only expand sideways or downward. We make the hole wider or deeper. DeBono says: consider the possibility of getting out of the hole and going somewhere else to dig. What is the significance? Well, we don't know where other solutions may prevail in meeting our needs of the day. DeBono says that a lot of people don't like to do this. He says that when we have achieved an expertise in an area we don't like to give up that expertise, which is what getting out of the hole would amount to. This is so for three reasons. First of all you've constructed for yourself that hole. You've dug it, with blood, sweat and tears. Secondly, sometimes when we say that we are trying a different approach, we might be implying in certain respects that the old approach wasn't good enough, and that maybe we were in error in pursuing it. How many of you can stand to throw away an old pair of shoes or an old pair of pants or an old car? You know how you feel when you get into a new suit and it doesn't fit exactly right. We are familiar with the old. It is so much easier to fit into the mold that is already there. Yes, think; not just "think," but possibly "think in a new direction or a new dimension."

Our second point is: "communicate." Thomas Mann once said that speech is the essence of civilization itself and the word---even the most contradictory---preserves contact. It is silence which isolates.

Our words must also be well-defined. Take the word "round." The word means many things to many persons---boxing round, round of ammunition, round of drinks. We have to define it.

There are barriers to communications, semantic barriers, carrier made barriers, volume barriers. In order to get an idea into action it has to be encoded, sent to a receiver, received, decoded and acted upon. Communications between two persons is an interesting thing. Here, in this overhead projection, we have a basic attempt at communication. Subject number one has an idea. He attempts to communicate that idea to subject number two, but remember it has to go through a process. If the process is complete, communication is achieved.

Our third and last theme, if you will, is "dedication." We want you to think about what is going on today and tomorrow and Wednesday. Think about different ways of approaching the same old problem. We want you to communicate and to get other ideas from other attendees, and then, once you have determined your goals and objectives, we want you to dedicate yourself, in your own way, to achieving them. Vince Lombardi, the coach of the Green Bay Packers, reportedly had a certain philosophy about dedication. He said that if you are going to be a success in life, you have got to dedicate yourself to three things--- your family, your religion and your profession. His own record stands as a testimonial. He wasn't wrong three years in a row, I guess, in winning the football world championship. "Dedication" - dedicate yourself to achieving what we hope you are going to come up with.

What ideal might we be looking for in the next two and one-half days? In other words, "What's the name of the game?" I have done a little audio-visual thing here that I think you will find different. I have two presentations that are pre-recorded, both are audio and synchronized with some slides. The slides depict, in abstractions, what we feel the criminal justice system should ultimately achieve.

---Slide Presentation---

How important might this conference be? Can we really say, at this stage, what the impact of this meeting is going to be, as far as long-term benefits to society? I, for one, feel that the time is right for ~~any~~ changes, and apparently, judging from your responses to the questionnaires, many of you feel the same.

William Shakespeare, in many of his tragedies, seemed to set out individuals who were incapable of responding adequately or who were unprepared for what was to come. In Julius Caesar, Cassius said to Brutus, "There is a tide in the affairs of men which, when taken at the flood, leads on to fortune; but omitted, all the void of their life is bound in shallows and in miseries. On such a full sea are we now afloat."

Ladies and gentlemen, I think we in criminal justice are afloat on a full sea. We feel that now can be the time for giant steps. We ask of you the next 50 hours of your life. This future you are going to begin to design will affect us and affect those who follow. Don't forget: Perhaps today is the tomorrow that we didn't didn't plan for yesterday; hence our problems. We have provided multiple incentives for you here; everything has been provided for your needs. The rest must depend on your willingness to "think, communicate and dedicate." From here on out, it's your conference. Have a good one and the best of luck.

Dr. Victor G. Strecher

A title of this kind assumes first of all that the state of the art in law enforcement manpower development can be truly assessed. That it can be characterized at a certain level of development. There is also the implication of what is next in a long pattern of orderly development and progress in law enforcement capability -- movement toward professionalism, if you will. It must be said at the outset that an overview of the law enforcement manpower situation at this time leads to a conclusion that never before in the history of policing has there been so much confusion, ambiguity, contradiction and disagreement about where we stand. If we look at the matter of police capability alone we are at once struck by the wide disparity between current manpower needs, and the numbers and variety of manpower readily available to meet those needs; by the wide range of competence of the police -- both within individual departments and among the many agencies. This range of capability is not merely associated with size and degree of specialization of our law enforcement agencies. The continuum from excellence to mediocrity, from sophistication to primitivism may be found among the large and the small. And what is more striking is that a wide range of development may be found within individual departments, -- sometimes associated with the line-staff dichotomy, in other cases within the line or staff components themselves. The variety of localized police personnel policies coupled with our diffused and separate educational programs have led us to this most confusing of times, when compared with the immediate past. A past when the high school diploma represented more than enough education for this low status, low pay occupation. There was, after all, consonance between the public's conception of the police and how their policemen were educated, selected, trained and paid.

For these reasons this presentation will not be an assessment of where we stand in a systematized movement toward improvement, but instead will be an attempt to describe the categories of manpower problems confronting us, the magnitude of those problems, and some points of entry, some positive objectives and strategies which may be employed to establish a genuinely systematized program for law enforcement manpower development.

Also, you will see, manpower development can't be easily abstracted from law enforcement functioning as a concept of action. Two other components of police programming -- technology and systems -- will unavoidably be part of our discussion because of their interdependence with manpower.

Following are some of the central issues which emerge in consideration of a systematized manpower development objective:

PROBLEMS OF THE OCCUPATION

1. Highly valued, traditional single point of entry to the occupation.

The occupational belief that all members of the police establishment -- whether investigators, planner, trainers, dispatchers, managers, computer programmers, helicopter pilots, or policy-makers -- must enter the system as patrolmen and become adept in that role before proceeding to specialized or managerial roles, is dying the slowest of deaths.

THE MANPOWER POOL concept is a natural consequence of this single point of entry to the occupation. Quite simply, it assumes that the wide variety of police-manpower needs can be adequately met by tapping this pool. The hidden assumption here is that the criteria for the selection of patrolmen are so protean as to discover not only patrolman material, but also men fully capable of assuming all the other operational, technical and administrative roles at any hierarchic level of law enforcement.

Clearly, the selection criteria for patrolmen are either so broad as to eventually engender a high level of dissatisfaction among these extraordinarily capable men, or, if properly designed to select policemen specifically for the operative level, inadequate as criteria for the many other roles of the police system.

2. Growing array of police manpower needs. A matrix of roles. Rather than enumerate the roles and position classifications presently found in law enforcement, it is perhaps more useful to say that change originating in our technology, environment, institutions, values and social structure have intruded upon the traditions of law enforcement, have introduced radical complexities to the occupation, and thus produced a felt need for new and more sophisticated manpower resources.

There is a discernible patten of manpower requirements, best expressed as a matrix. On one axis is a set of functional categories, on the other, the hierarchic levels of any law enforcement organization, illustrated by the following few examples.

| | Line - Operational | Admini- strative | Technical - specialized |
|-------------------|---------------------------------|--|---|
| Operations | Examples: patrolman, meter maid | Examples: planning asst., budget analyst | Examples: ID technician, computer progr., criminalist |
| Supervision | Patrol Sgt. Detective Sgt. | Records/super-visor | |
| Middle Management | District Cmdr. | Training Director | Lab Director |
| Executive | Deputy Chief Field OPNS | Deputy Chief, Staff Services | |

It is almost redundant to observe that the emergence of new role requirements within the police establishment, taken in combination with traditional police personnel values, create an unusually profound hiatus -- much greater than ordinary lag -- in adaptive responses to new conditions. Definitions of problems and possible solutions circle each other in a sea of ambiguity, while the institutions of police and higher education stand firm in their self-defeating postures of mutual exclusiveness.

3. Recruitment and Selection of Police Manpower

Recruitment, in keeping with the manpower pool concept, is oriented largely toward the objective of obtaining operational manpower.

Recruiting bait is largely appealing to those interested in a "super-male" occupation and is not pitched to those who might have sophisticated skills, capabilities and aspirations. Nor is targeting of recruitment efforts in the main calculated to reach and attract those who might have something to offer in the specialized and managerial roles of police administration.

Selection criteria also reflect a preoccupation with the operational level of law enforcement. Categorizing selection criteria as motor, cognitive and affective skills, we find considerable attention given motor skills in the form of general physical condition, strength, and agility and to oblique attempts to measure cognitive capacity, usually in the form of intelligence testing; and very little attention given the affective component of personal makeup, considered by most current management theorists to be the critical element in both street police work and managerial leadership. Thus we find not only a significant number of police officers unequal to the emotional exigencies of their daily work but more importantly the so-called manpower pool in short supply of candidates for managerial roles extending from first line supervision through the policy sector of management.

4. Education and Training

Educational attainment in all but a very few police agencies, is unrelated to police personnel policies. With one or two exceptions there is no credential of choice for any of the operational, specialized or managerial roles in law enforcement. This can be looked at from the perspective of the agency or of the man having aspirations:

1. Almost no police departments in our country specify educational and training criteria for assignments and promotions. 2. It is virtually impossible to responsibly advise a man who is interested in a specific law enforcement role, regarding a course of education or training which would give him more than chance access to that role. The route to specialized assignments and promotions in law enforcement is an ambiguous path. There is lack of explicit criteria on the part of management and in most cases credentials are irrelevant. There is a continuing tendency to relate opportunity for assignment and promotion to competence in the line work of the organization or to the "big case," a kind of jack-pot visibility. The most common and in many cases effective strategy available to men seeking advancement is to gain this visibility in any number of ways, many of them counter productive. The law enforcement occupation and higher education institutions are ships passing in the night with their wireless equipment out of service. The high school diploma is not truly a

credential of choice; it is merely a convenient criterion for narrowing the recruiting base, inasmuch as many high school graduates do no better in police performance than those who have not earned the credential. A young person who asks how he might prepare himself for advancement in law enforcement educationally cannot be given an unambiguous answer at the present time.

Police training also is focused primarily at the line operational level of law enforcement. Pre-service training for the manpower pool may be seriously challenged with respect to its adequacy, quality and focus. Curricular allocation in most police training programs relates well to the self-concept of the police occupation but very poorly to the daily work requirements of police officers. In-service training where it exists at all is largely operational or at most line-specialized. On a national basis there is almost no attention given to managerial preparation; and where there is management training, seldom does it precede promotion to advanced rank responsibility or differentiate between the substantially different requirements of first line supervision, technical specialization, middle management and executive functions.

5. Lack of Long Time-Horizon Manpower Forecasting.

In most police agencies manpower forecasting consists of annually increasing the salary budget request so that the police-to-population ratio might be maintained for the coming year. Rarely does this forecasting include other than operational manpower needs. There is probably not a police agency in the nation which forecasts its supervisory, technically specialized, middle managerial and executive manpower requirements for an extended time-frame, and then systematically prepares several candidates for each of these roles prior to the time of actual need.

6. The polemic on the spurious issue of training versus education for law enforcement.

In many ways this polemic has served largely to obscure and obstruct manpower development needs for the police. The following definitions serve to cut across and vaporize what seem to many to be firmly drawn battle lines.

Training: Development activity which tends to narrow the range of a person's responses to specific stimuli (conditions, situations, problems). Training is functional when habitual action, patterned behavior, and a 'best way' of meeting a situation has been empirically demonstrated with little expectation of change.

Education: Development activity which extends the range of personal response to stimuli. Developing the person's capacity to deal creatively with varied and complex situations, primarily through his learning of the nature of the world about him (physical and social), by his gaining a "feel for phenomena."

Both education and training are essential to competent performance in any law enforcement role from operational through the executive. Every role has a certain number of elements which are best served

by routine and habitual; patterned behaviors which serve the needs of organizational stability and calculability of outcomes. This is no less true in the administrative and technical sectors than in the operational although it has become customary to think of training only for patrolmen. On the other hand the rich complexities of human behavior require a creative approach whether it be concerned with a domestic quarrel, a supervisory motivation problem, or a policy development and implementation issue.

At certain times this spurious argument has been used to fend off the proliferation and growing significance of higher education for law enforcement, as if training were solely an agency concern and education the work of the university. The fact is that police academies and universities engage in both training and educational programming, and that these two forms of human development are so enmeshed in any sector of learning (skills, general knowledge, role concepts) that they cannot be neatly categorized and served at different times in different places. A more appropriate approach is to consider which aspects of education-training are better accomplished within law enforcement agencies, which by regional training centers, by junior colleges, universities and graduate institutions.

7. Narrow social status recruiting base for the police service. The single point of entry and the occupational context of law enforcement have narrowed its recruiting base to a very small segment of American society -- largely the working class. Having grown up in an industrial working family myself I have no inclination to disparage this substantial part of our society but merely observe that the social perspectives of any single social stratum provide an inadequate base of social values for the entire law enforcement occupation. These working men, described as "America's new conservatives, the nouveaux arrivés aspiring to middle class respectability," bring to the work of regulating human conduct a relatively restricted set of social values and in many cases a strong personal aspiration to meet what they believe to be middle class expectations.

8. Little explicit attention to management development. Very few law enforcement organizations offer specific education and training for supervisors, middle managers and executive officers. Interestingly training has grown at the operational level and there has been a very great increase in training opportunities for specialists (e.g. investigators of homicide, burglary, arson, sex crimes; traffic enforcers; juvenile officers; etc.). However, we find that the officials who formulate the department's policies and who direct the activities of these officers and specialists have had much less training for their jobs than their subordinates have had for theirs. Strangest of all, those management training programs which do exist somehow always manage to include such operational hangovers as marksmanship refresher, report writing, and other skills which may have been useful to them before entering the ranks of management.

9. Status-motivation problems of today's patrolmen: cognitive dissonance on the daily job. Following are a number of elements which combine to produce within

the large body of police patrolmen a condition known as cognitive dissonance - a psychological condition in which men are motivated to accept directly contradictory information, causing them to become confused, then frustrated, hostile, aggressive and embittered by their inability to resolve the contradiction.

1. Recruiting bait for the police service is organized around the concepts of crime fighting and excellent opportunities for promotion. A man's occupation with a future.
2. Selection criteria of intelligence, physical vigor and courage are also organized on this central thrust of crime fighting and the man's occupation.
3. Training curricula for most police agencies concentrate heavily upon crime fighting, physical conditioning and meeting dangerous circumstances. Where we spend forty to sixty hours in firearms practice, one or two hours suffice for learning to handle the domestic disturbance.
4. Occupational values of the police support crime fighting, the self-concept of the man's occupation, and "mustang" managers.
5. "Success" in law enforcement is limited to promotion into management. There is presently no viable alternative form of success in the operational sector of law enforcement. The detective role is a weak second best to managerial status.

The converse of this strongly reinforced set of values and experiences is found in the daily reality of police work for most of our police personnel. First of all, the work is between sixty-five and eighty percent service oriented rather than crime and emergency oriented. A number of empirical studies support this figure. Patrolmen are thus faced with the choice of accepting the occupational self-concept of crime fighter and thus denying the validity of their daily experience or conversely losing faith in the values and self-concepts of law enforcement and accepting the service orientation of their daily existence on the job. More often the first is the case, as we more frequently hear officers discuss having to contend with the hour-by-hour requests for trivial services through which they must persevere in order to get a "good case," the good case, of course, being a serious crime or emergency situation. They come to regard the mundane and trivial aspects of their daily performance as impositions from outside the police world, and attribute these demands to politicians or welfare statism. The second source of dissonance concerns promotional opportunity, which is generally given a large play in our recruitment efforts. In fact a small number of policemen eventually are promoted into management because of limited positions in the table of organization. In many organizations and in many ways we have played the unconscionable game of stringing men along with hopes of promotion to the point where investment of years in the occupation is so great that they are unable to withdraw by the time they realize that no real opportunity exists.

10. Resistance to new modes of management.

Analysis of hard data by Likert, Scott, McGregor and others indicates that certain managerial patterns achieve superior results in almost any kind of enterprise. As might be expected, these managerial styles are not simply a matter of the manager's personal behavior (i.e. the simplistic notion that "nice guys" get better results) but rather a crucial interplay between personal leadership style, division of work, and managerial communicative systems. In other words a reconceptualizing of the entire approach to getting work done.

The highly valued quasi-military structure of most police agencies, the mustang approach to management development, the absence of a standardized educational or training input at the managerial levels, and certain of the law enforcement self concepts combine to make exceedingly difficult the adoption of new modes of management.

11. Last universal man concept.

At the operational level the concept of generalization has been carried to the extreme point where law enforcement has become process oriented rather than function oriented in its division of work. The prime example in any police agency is the patrol division, whose responsibilities are so broad and diffuse as to defy classification. In terms of priority by social importance patrol duties run the gamut from the most trivial and virtually meaningless service tasks to some of the most important questions of individual physical survival and social order. In terms of personal skills required, the range is equally wide, extending from those tasks easily enough performed by a clerk or messenger to those requiring the competence of a behavioral clinician. A medical analogy would find a manpower pool for the hospital whose members were randomly dispatched to sign in patients, fill in the charts of patients, hourly measure the vital signs, carry the bed-pans, perform neurosurgery, wash backs, fill prescriptions, administer aspirin and all of the other duties from orderly to licensed practical nurse, registered nurse, intern, resident, staff physician, all from the same educational recruitment and selection base. Of course, one lucky member of this pool would eventually be designated hospital administrator on the basis of his demonstrated capability in various of those roles.

Any personnel specialist would be offended by the manpower model found in law enforcement; both by its use of relatively expensive manpower for trivial tasks requiring a low order of skills and representing low social priorities, and also by the lack of differentiation and adequate preparation for the most sophisticated and important roles. This is not so much a question of police management development but rather an issue found at the operational level itself. With a suitable division of work along priority lines, an alternative to management "success" already exists unused at the operational level. There is an adequate priority range and competence range at the operational level to afford hierarchic distinctions which would provide for occupational mobility for more capable persons without a venture into managerial promotion. This would require a major reorienting away from process and toward a functional concept.

12. The ringing telephone priority system of law enforcement. Law enforcement has become almost entirely reactive and not initiatory in priority setting and resource allocation. However, it is not reactive in the sense of perception and measurement of social goals and priorities but rather to the simple expedient of answering the telephone. In nearly all agencies the utilization of police manpower is determined almost solely by the sequence of telephoned requests for service and the resulting dispatch of manpower to answer those calls. Indeed, in most agencies there is not even a method of avoiding the full commitment of manpower to low priority assignments, so that high priority needs might be served should they arise. This lack of attention to priority of police functions is found both at the policy level and at the point of dispatching police units upon request. Nobody has seriously considered a hierarchy of goals for the police department, a division of work based upon goals and sub-goals, and a specific allocation of resources according to these priorities. There is, in other words, no stratification of the basic police function either according to social priority or competence of the practitioner.

In place of this the police have a process - that of placing manpower in the field twenty-four hours a day to answer requests for service. In their devotion to this process the police have accepted the most outlandish assortment of functions, many of them having little to do with law enforcement, public order or community well being. And even where a case can be made for the performance of low priority duties by some governmental agency there is very little to argue for their performance by this very expensive mode of governmental service. One study of the Chicago police department indicated a sixty-five percent low priority resource allocation against thirty-five percent high priority. Many observers have pointed to this aspect of police work and suggested that manpower selection and training should reflect this reality rather than blind adherence to the concept of crime fighting. Certainly one alternative way of perceiving this situation is to suggest that many of these functions are not appropriate to the police service and should be handled in some other way. Another way of dealing with the issue is to accept even the most trivial of these functions as part of police responsibility but to stratify this work load and to stratify police manpower in accord with it.

PROBLEMS OF HIGHER EDUCATION

1. Education-training conceptual ambiguities. Higher education for criminal justice and law enforcement has not successfully sorted out its role in police manpower development. Even while junior colleges, four-year programs and graduate institutions convey increasing numbers of students through their programs, they have not yet discovered how they relate to manpower needs at the operational, supervisory, middle managerial and executive levels of law enforcement. There is no present consensus about what the A.A., B.A., or M.A. degrees mean in terms of access to specific positions in the police system, and thus far no central thrust toward achieving such a consensus. Where some programs pursue the objectives of general education -- that is teaching their students to understand the world and particularly crime and social responses to crime --

other programs attempt to teach their students to do something well, to become adept. Some programs prepare students to accept training in one of the agencies of criminal justice while others seek to train specifically for one agency for a specific role or specialization in one kind of agency. Some schools prepare a student for managerial or administrative functioning even while realizing that their students will not have access to positions appropriate to those skills for some time to come. Other programs offer courses to managers and administrators which are more appropriate to operational level personnel. A polemic continues about whether higher education should produce change agents or manpower to fit the present system, in many ways also a spurious argument.

2. Intra-university constraints and conflicts. Curriculum. Many programs are poised among pressure groups which seek to influence the shape and extent of curricular offerings. In many locales the police agencies simply want operations level training for their personnel because of their own limited resources. Academic curriculum committees on the other hand bring to bear traditional criteria in their examination of proposed programming. Program administrators and faculties have their own ideas about the appropriate constituents of law enforcement higher education. Many students are expressive of their interests in this area. The working out process which ensues from this combination of influences rarely produces a central thrust of programming that is coherent and responsive to present needs of law enforcement.

Instructional models. The traditional three-hour-per-week classroom meeting neatly bounded by semesters is a very limited format within which to accomplish what needs to be done for police manpower development. At certain levels of development, the classroom meeting is almost superfluous to the learning process. However, in our credential-oriented society it appears to be necessary that the granting of academic credit be tied to specific procedures of one kind or another. Alternative models of instruction and credit hour equating are slowly becoming available.

Admissions requirements. Traditional university admissions standards for undergraduate and graduate education may be inappropriate to an educational program through the career cycle for law enforcement practitioners. Little allowance is now made for maturation and educational development on an experiential basis after high school.

3. One-time education for a complex career. The concept of a one shot educational experience of four years for a long and varied career is outmoded but still with us. If at the Bachelor's level the young person is broadly educated to assume responsibilities which extend from the operational through the policy levels, he is clearly over-trained for most of the entry-level jobs to which he may have access. On the other hand an expectation that a one-time educational experience regardless of its duration will serve the purposes of operational, supervisory, middle managerial and executive functioning within the law enforcement occupation is an unrealistic one. For each of these, the general knowledge, personal

skills and role concepts differ substantially. What is more, a person prepared for all of those roles before his initial position in the system will be vastly overtrained at that level, and unlikely to be a happy and productive worker during the early phases of his career. Because chances of promotion are only approximately one in four or five, it is both wasteful and unfair to those who remain at the operational level to broadly educate them for roles they will probably never achieve. Also, pre-entry education for all subsequent roles may easily be forgotten or discarded in the intervening years of career development, or become outmoded by the rapid rate of social change.

All of these factors argue strongly for a manpower development program specifically targeted on functions and made available at appropriate points in each practitioner's career cycle.

4. Mutual exclusiveness of police occupation and higher education for law enforcement.

For almost two generations higher education has developed in virtual isolation from the occupation, in an atmosphere of mutual disdain. In many cases the occupational and educational institutions have borrowed from each other but most often without acknowledgement and at a safe distance in time.

It now appears, however, that a readiness of the police and higher education to acknowledge each other and even to cooperate to some extent has been reached. Perhaps the occupational field is reflecting its frustrating inability to meet the complex challenges of social change without higher educational resources, and perhaps higher education is reflecting its sense of futility at producing large numbers of graduates who are only marginally marketable. Although the time for a coalescence of interest, goals and strategies appears to be at hand, the first serious steps have yet to be taken.

GOALS AND STRATEGIES FOR POLICE MANPOWER DEVELOPMENT

The following may be considered a hierarchy of goals for manpower development, the broader goals appearing first and including those which follow.

Prime Objective

An adequate supply of manpower for the hierarchic and functional matrix of roles in law enforcement, available at locations and times of need.

Subgoals, Strategies

1. Appropriate RECRUITMENT for each hierarchic and functional layer of the occupation (an eventual goal, which assumes lateral access to managerial, technical and staff positions).

or alternatively,

Appropriate recruitment, at the current point of entry, of sufficient numbers of personnel having not only aspirations but also aptitudes and credentials for the matrix of roles. This requires a multiple recruitment effort, designed to attract specifically several different kinds of applicants for the entry level job, some of whom would be earmarked for specialized and managerial futures. Standards and criteria for the various roles would be made explicitly known to

applicants, as would the limitations of access to assignments and managerial promotion.

2. SELECTION CRITERIA and methods relevant to each role, whether used in a lateral access personnel structure, or an entry level pool of stratified manpower having unequal and programmed access to promotion and specialized assignments. Criteria would reflect increased consideration of AFFECTIVE capacities of candidates, in contrast to present emphasis upon MOTOR and COGNITIVE capacities.
3. MANPOWER FORECASTING for the role matrix, as a data base for on-going manpower development programs.
4. Specification of EDUCATION and TRAINING criteria for each role in the law enforcement matrix.
5. Appropriate EDUCATION and TRAINING of candidates for each role (knowledge, skills, role concepts), prior to the time of need.
6. Focus on GOALS OF LAW ENFORCEMENT, rather than processes, in organizing, dividing work and staffing.
 - a. Stratify operational work (patrol, investigation) into priority structure.
 - b. Internally reallocate resources in accord with priorities.
 - c. Stratify manpower to fit priority structure in terms of their level of responsibility (social priority of function), nature of duties, salaries, status and tenure.
7. Within operation sector, develop ALTERNATIVE TO MANAGEMENT as a success criterion, utilizing the stratified work model.
8. In the educational sphere, develop a model which provides a specific educational experience for the operational, supervisory, middle-managerial and executive roles in law enforcement. The name of the credential is far less important than its relevance to any hierarchic level and function.

Examples:

| | |
|-----------------------------|--|
| Operational | A.A. or B.A. degree |
| Supervisory | B.A. or post-baccalaureate Certification |
| Middle-managerial | Post-baccalaureate Certification or M.A. |
| Executive | M.A. or Diploma in Policy Studies |

Other elements of an educational model would include . . .

- a. Admissions criteria which accommodate the special needs of law enforcement practitioners at various stages in their careers (perhaps pre-entry, fifth year, tenth year, fifteenth year, etc.).
- b. Curriculum development attuned to the operational, supervisory, managerial and executive levels of law enforcement, and to its line, technical and administrative functions. A cognitive approach to curriculum development, including legal, behavioral, technological, processual, administrative and comparative aspects of crime and law enforcement.
- c. Instructional models which extend the learning situation from

- the classroom to the work setting of law enforcement -- its territorial, social and organizational environment.
- d. Designation of educational laboratories within this environment of law enforcement -- in many cases, the practitioner-student's own organization -- in which advanced students would analyze the law, behavior, technology, processes and management associated with law enforcement, as a major part of their credit-earning work. A setting in which new line and staff models could be tested on a pilot basis and initiated.
 - e. Law enforcement policy development institutes of short duration (2-5 days), offered several times each year (for academic credit), as an alternative to conventional semester course work. Fees paid to high level institute staff instead of conventional teaching faculty. These would differ significantly from present "short courses" in that each institute would comprise only part of a coherent program of management development having much wider dimensions than any current short program.
9. To begin all of this, a working conference of just a few police administrators and educators whose interests appear to be parallel, so that reciprocal accommodations of interest can be worked out, and a definitive program begun.

Douglas Lanford

I would like to talk about court problems in connection with education. I would like to discuss with you the fundamental problem as I see it, the background of this problem, the causes of this problem, general goals that can be set to deal with that problem successfully, the implementation, and consequences.

The fundamental problem in regards to education is that it has not been generally recognized that people to a very large measure have not been able to find solutions to the problems. There is all the talk today about new systems, new flow charts; but when you come upon it, you are talking about people. People dealing with other people. There is a lot of talk today about court congestion, for example. You see in the current literature today about the court problems--court congestion comes about because of people. There is a lot of talk today about court administration. But we are talking about a person who does not have the training or background to be a court administrator. We talk about law reform. We are talking about putting on paper a misspelled word. Somebody has to have the knowledge of what those words are. You read about court reorganization. They want to put the block here instead of over here. You are talking about somebody who is implementing that new system.

Any system depends upon people. If you fail to recognize this, as the proper assignment of priorities, then you fail to recognize this as the proper attitude and skills, certain types of knowledge, skills, for certain types of responsibilities. One step further. If that is not recognized, it is quite obvious that it is not recognized in the sense that I have indicated earlier. To create a larger store of knowledge is to contribute to sharpening skills, the type of skills that may shape attitudes. And in that sense, education certainly does not play the role that it should. When I say court improvement, I say it in the largest sense possible. Very briefly the background of this could be taken from since the second World War. We talk about the judiciary and that it's a profession. There were many things that it knew before and now had forgotten. It had to freshen up daily in terms of what the law said and to applying it also. They found new cases and new problems. So they initiated what is referred to as Continuing Legal Education. This provided continuing practical instruction to the members of the groups involved. This was carried on in various types of organizational structures even by the bar associations themselves. This was even in connection with the university. This indicates how successful it has been with one aspect of the profession,

A group of 5 states had an individual whose primary responsibility was the organization and administration of continuing education. In 1970 there were approximately 35 states that had this kind of service. If you use the terminology of judicial continuing education, and match its progress against the Second World War, you will find that the growth was slow.

Subsequent to the war, there were certain organizations that provided that type of service on a national or regional basis. There were chief justices in the country who had two or three-day programs. They had the national volunteer association that came out once a year and talked about the program. They established a national college that provided that service primarily at a national level. The judges of misdemeanor jurisdiction had volunteer associations to conduct this service.

The basic problem of continuing education is at the state level. None of those programs related effectively to the development of continuing programs at the state level. There was very little progress. There were a few that had developed some meaningful progress. In many states there might have been something called a judicial conference, but in the majority of the states there was no meaningful, comprehensive, or coordinated program for the judiciary.

Change is something that shakes stability and stability is a needed aspect of the law. And the attitudes that come from this can sometimes not be too conducive to change.

There are broad goals that should be established, in terms of what judicial education can do for court improvement. The fundamental problem is the lack of recognition of what education can do for court improvement. The problem is the importance of the recognition. Skill, knowledge, attitude toward education, and the fact the people run systems. This should be through a program that is coordinated--it should relate to providing a responsible program for presenting to the new judge. There should be an intensive how-to-do-it type of program--the nuts and bolts program along with the theoretical type of program. There should be programs for periodic updating of the system and continuing specialized studies--occasional specialized subjects.

In-depth kinds of subjects should be available to those who have the opportunity to pursue the academic type. There are a few judges who are of that type and this would help them in the judicial system.

There should be opportunities for informal exchange of opinions and problems. They want to compare notes and problems. It also should emphasize the need for individually-acquired service. Even if a man is a lawyer, he is a part-time judge--if he is only part-time, he doesn't stay up to snuff.

Of course you have the sole judge who comes from Boondocks, USA--he doesn't even have another judge to talk to! We need services for these people. There needs to be educational services both in theory and practice. There very definitely needs to be the input in their programs, other disciplines that have something to say to these judges. The juvenile judge who can have someone talk to him about behavior modification. The misdemeanor judge who can find some value in talking to someone about the alcoholic. The general jurisdiction judge who can learn to face the problems of administration. There are inputs from other programs that should be available to these people. There are positive components to the system that should be a part of their programming.

The judges need to know about the law enforcement problems just as you need to know about judges. There is an inter-relationship between all components of the system. It should encompass various components of the system and how they relate to one another. And another very great necessity: having them presented in the right way. We need to go far and beyond the lecture and the lesson itself. To be more specific, you need this comprehensive and coordinated program; and by "comprehensive." I mean "comprehensive" in terms of the frequency of the program. How often are they held? We must provide these continuing opportunities which I have mentioned. It should be comprehensive to utilize all of their resources. There are all sorts of legislation in existence providing for education that are not being used in a large number of states.

We need coordination of the information to all aspects of the system. This is where the SPA comes into importance. My experience has led me to believe that the situation between the courts specialists and the courts reminds me of an article that appeared in a college magazine that had a column that was called, "Courts and the Law." It was describing the law that related to what happens to an automobile and a train come to a crossing; that when this happens, each shall stop. And then neither shall go on until the other has passed!

I think that in a way, the courts and the courts specialists are a lot like that. In straightening this situation out, someone has to move and I suggest that the court specialist make that move. In a more specific way, he should suggest that an organization of a committee involve each level of the judiciary: juvenile, misdemeanor, judicial, general... to get together and meet with him to talk about continuing education.

And about professional assistance I refer to you who are here as court specialists--individuals who spend their time inspecting, organizing and administering continued education programs, and other organizations whose sole purpose is "continuing judicial education." In 35 states, as I have mentioned, there are programs for administering training programs. They have precisely the skills for training judges and in some states they have undertaken responsibilities to train. What I have sketched out here briefly about what an SPA director of an energetic sort can do, has been done successfully to the end that it has produced quality programs for the judiciary of that particular state. The courts controller says, "Look, I have a budget. I have money here that can be spent for that purpose," which is true. And we can hire that professional assistance and we can develop in the state training a comprehensive program in state orientation programs. Training programs which would provide periodic refresher courses for, as I mentioned, juvenile, limited, general, jurisdiction judges. We can provide occasionally specialty studies by our regional meetings within the regions or at the state level, meetings for juvenile, limited, general jurisdiction judges--we have the funds available to send each year at least a few judges to a training program of the particular level of the court setting in which they are because, as a matter of fact, the organizations exist today to provide that training. Your funds can send them to those meetings.

A degree program is being developed. You can be sure that your funds will be available for those programs or for those who will follow you when

that time comes to pass. And in all these activities that I have mentioned there are always these opportunities for informal exchanges of opinions for our new judges. Your budget can be used for acquisition of these services, when and if they are available through such things as an organization, or a contract, to provide a particular type of service like a tape cassette service to your judges on recent developments on criminal law.

Programmed learning services are available to be used in the very near future, these cartridges that can be put into a television set, practically-oriented. Printed material is going to be available also.

The other part of your package can be bringing this to your people, availability of the other funds in your state. The Title I Education Act and other legislation are waiting to be tapped for purpose that provide education to the judiciary and for that matter other aspects of the court system. This is being done in several states. To carry it one step further, the meeting could be arranged between the court specialists of a particular region and the regional director, to establish these multi-state regional programs for specialty study.

Throughout all of this, all of these services, you can have the advantages of utilization of these various kinds of learning techniques and approaches that are far superior to the lecture method. These professional people can help you to utilize these types of approaches involving your educational problems. That is the strongest point that I could emphasize to you in respect to developing educational services. Don't forget the lecture, but don't start out thinking that that is the way to do it.

I am aware that what I am suggesting to you by doing this involves your time. Of course, you are busy. You have to organize your time well to do all these jobs and organize your time well to save time to do this job. I know you are very good at organizing your time.

First of all, create an awareness on the part of the people who are there simply to hear the specifics of the program...of the value of education. Now, education is an interesting thing--you can't just shut it out. The point is, you present people with a quality program and it will create that awareness that has been lacking and which is part of the fundamental problem that I have described. There are many ways that can be seen to deal with this matter of providing more continuing education. Providing greater skills to people who require greater skills. Perhaps helping to change attitudes that need changing. And following this, I think, would be the implementation of this program. And with the implementation of that program, would come an improvement in the court system.

There would be more skills; there would be greater attitudes. What I have mentioned here pertains to judges, but applies in total or in part to the other components of the system. I think that this could lead to what should take place in every state.

There would be a central office in a state which organizes and administers the programs. At the same time, it is a central office for coordination,

for information dissemination, for a collection of a bibliography of materials, for a collection of curriculum, and for providing consulting service for the judges in that state. Finally, I think that through education comes a better feeling of professionalism. We are talking about the judiciary. We are talking about a greater pride and feeling about the system. This is the system for our kind of government.

The point that I am making is that there has been this fundamental problem of the lack of education for court improvement against a background of a lack of leadership. These goals that are available in general terms to help better coordinate the program, the specific goals of obtaining this in-state training and out-of-state training will individually require service, with the consequences of court improvement. Plans are on paper. Performance is with people. You have the responsibility for leadership which will call upon you to analyze these suggestions. I hope that these will be of some help to you.

Jack Porche

Having to follow the last three speakers, I believe sincerely that this is merely just a change of pace. At first I had some questions relative to my own presentation; I have come to the conclusion that you participants will have to be pragmatic about this--"what you see is what you get!"

As a person involved in the human relations aspect of corrections, I will try to deal only with the problems as I see them. I think that the two most important problems that exist in corrections--and let me preface this by saying that I am only dealing with Illinois--the two most important problems are: bigotry and racism. I have seen the bigotry that exists in corrections as not being totally racial. I think that we have involved ourselves in cultural bigotry, economic and academic bigotry.

We are only two and one-half years old. It has become crystal clear that some of the things that are going on in our staff which clearly mark the line of demarcation between security and treatment staffs must be eradicated. We find that correctional officers greet each other as Mr. Jones, Mr. Smith. On and off the job - it is unrealistic. The same men who spend eight hours or more a day with each other are the same men who will share a glass of beer with each other in the evening. These facades must be stricken. We fail to recognize that we have thousands of years of experience in these institutions. The last speaker talked about the fact that men sit in squad cars and grow fat. I can attest to that - all 280 pounds of me. But that need not be, gentlemen. There are thousands of years of experience in these institutions that we can utilize.

We tried an experimental program in Illinois...in three of our major institutions. We took young counselors and we asked for guards from three of these institutions. For those of you who are not familiar with the Illinois institution, let me tell you that they were from the largest maximum security institution in the state of Illinois. We put these two groups of people together, and the first thing that we found was that the security people moved to one side of the room. We tried to engage them in simple communications. They found it almost intolerable to talk to each other. The first things that the security people said were "These smart alecks with the long hair don't know what is happening in our institutions." The young counselors said, "Those old hard-nosed guards don't understand the inmates." The fact was that neither of them understood the inmates.

Seventy-one point two percent of all those inmates are black. Not one of those guards, not one of those counselors, that was involved in the training, was black, nor from an urban community. Some of the other things that we had to talk about were the fact that some of these same guards who came from the southern part of the state were now working in the northern part of the state.

We are talking about an urban community as opposed to a rural community. We were talking about sophisticated types of crime that were committed by the inmates. We were talking about age difference--- the average age of the guard is 52, and the average age of the inmate is 19---we were talking about the multiplicity of things.

How did we give these men something to talk about? We gave them a common problem, that had nothing to do with the job. Since I have thirty minutes, I'll give that problem to you. Farmer Brown went out to his barn one morning and found that his favorite mare had given birth to a young colt. Just about this time, Farmer Green walked in and said, "I'll give you \$50 for that colt." Farmer Brown said, "OK," and he sold it. But, on the way out of the barn, he decided that he better keep that colt. He offered \$60 to get it back. Green thought he really wanted that horse, so he went back and said, "Brown, I'll give you \$70 for that horse." Brown said, "OK, I'll take it." Brown's wife came out and said, "Now that we have that horse, we can give it to Johnny for his birthday." Brown then bought the horse back for \$80. Now who made the money and how much did he make?

Those men thought that question out for one hour. Suddenly the guards came up with the right answer. Then they went over to the counselors to convince them - and they did in about 15 minutes. For the first hour, they wrestled with the problem separately, without using the resources that were available to both of them. The counselors recognized the fact that the guards did have some resources, that they were intelligent people.

We gave them other types of problems. They worked together on these problems. In five days, these men came up with an action plan that they could take back to their institutions to solve problems.

First of all, we had to learn to identify problems jointly; then we had to find alternatives to these problems. We were not talking about problems that could be solved by the warden or the superintendent. We were talking about problems that were identified, with alternatives provided by the men. They solved these problems at their level - at the guard and counselor level. That is not the answer to all the problems in the institutions. That is only scratching the surface. They feel now that they have an action plan that they can take back to their institutions and solve some problems that exist for them.

How can they realistically become involved in rehabilitation of the inmate, an inmate that doesn't understand.

Some of the speakers have talked about training. It is imperative that we train, imperative that we educate.

We have come to the conclusion in the past two and one-half years that the institutions in the state of Illinois are only a microcosm--- what is happening in the so-called free society? The difference is that everything is magnified by many times. The hatred that goes on outside the institution, goes on many more times inside the

institution. Behavior becomes extremely important. If we fail to realize the existence of subcultural groups, it is because we fail to recognize the existence of subcultural groups outside the institution.

We have done at best only a minimal job in educating those involved in our penal institutions. In order to develop the existing manpower, we have to take a long, cold look at what the existing manpower is.

We have to take a look at what resources are available to us. We have to stop cooling down the academic approach. There are fellows in the institutions who are saying that we are up to our collective hips in graduate degree people. I say we need them - they are valuable.

I talked about the fact that racism and bigotry are our two biggest problems. Our failure to recognize the existence of racism and bigotry is our single greatest problem. Let me amplify a little on that. I talked about the fact that the majority of our personnel cover the southern part of the state. When they come to the northern part of the state to work, they are immediately classified in the minds of the staff as rednecks, crackers, farmers. It is unfair, but it happens. The rest of the staff think that they don't know what they are doing, or they don't know what they are talking about. They don't only because they are not trained to; they come with good intentions. But, by and large, they are well intentioned.

They are confronted with a totally different kind of culture. I am not trying to cop out for them, I am just stating a fact: that when you are thrown into a different culture, your behavior is different. And they criticize them for that. Especially when the inmate comes and is subjected to a different kind of culture, he is criticized. When he is criticized, he is also punished.

We cannot effectively bring innovative programs to the institution, where those involved in implementing the program, don't understand it. This is what has happened.

There is a lack of awareness among the people as to what these programs are all about. Take the position of the guard. He says, "I am working here for \$560 a month; I obey the laws of the land, as I promised. The programs in training and education in this institution, which I do not take part in, are relative to retraining, such as: welding, electronics, auto repair, and on and on and on, which I cannot take part in. I have been good and they have been bad. After they leave this institution, they can go out into the world and make three times the money that I am making."

We talked about the career life as concept. We prefer to think of them as career management systems, where a guard can move up, and the reward system will change, where he does not stay in his career as a security man in corrections. But he can move into the clinical aspect of that institution and move back into security if he so chooses. We believe that there should be a lateral distribution of information going up and coming down. We must make massive innovations and we

must make them now. There is a poem that goes: "They are not long for the weeping and the laughter, the love desire and hate. And I think they have no powers after we have passed the gate. They are not long for the days of wine and roses..." Ladies and gentlemen, our days of wine and roses are over. We can no longer think about the good old days where we kept a man for a specified period of time and then turned him loose. Our society has become a great deal more sophisticated than that now.

We are talking about training inmates to make a re-entry into our society where we have not trained ourselves to deal with these inmates in a productive way.

We have to take a realistic look at why inmates---and particularly the black inmates---have not returned. Not because they are ready to enter the free society. I have talked with numbers of these men who have said: "Because those younger black cats are going to get me ripped off." It simply meant that they were unable or that the knowledge was not available to them.

Consequently, they are so fearful of these other young men that they will not go back to the institutions. It doesn't mean they are going to commit crimes; it means if they go back to the institution, it will create a new kind of problem for the police officer on the street. We are talking about the old burglar, not the new stick-up men, that we are creating in our institutions - a new kind of Frankenstein that will come out and perpetrate his crime.

I say "welcome" to anybody who has anything that we can use in law enforcement and in the courts to help our system to be the best in the world. Thank you.

The Criminal Justice Universe

Carl W. Hamm

Criminal justice is a dynamic system of values, mores, priorities and a constant shifting of major social responsibilities. As we develop expertise to meet social and legal problems, we may lean toward an easy way out by equating expertise with total responsibility. Our priorities may get mixed up. An example of this was cited in a national news release which pointed out that a Washington, D.C., newspaper has an offer of \$5,000 to anyone who can contribute to the solution of a series of murders in that area--and \$9,000 to anybody who can solve the newspaper's cashword puzzle.

Some 50 years ago an Eskimo Shaman responded to a question by Knud Rasmussen about the fears of a people living north of the Arctic Circle. "We fear the cold and the things we do not understand. But most of all we fear the heedless ones among ourselves..." This could well be a statement of our American society today --"But most of all we fear the heedless ones among ourselves."

The Challenge of Crime in A Free Society underscored the necessity of comprehensive criminal justice planning at local, state and national levels. Criminal justice planning is not limited to police, courts and corrections but includes a continuum of state, county and municipal services that must compliment each other rather than compete.

It is imperative that each of us recognizes the need for a concerted effort that not only provides for the deterrence, prevention and detection of crime but through integrated goals, culminates in coordinated, quality community services that will aim toward meeting the expectations of each neighborhood--each citizen--based upon something approaching total cooperation.

The model developed here, hopefully, will provide a visual impact on the potential results of a systems approach to criminal justice social justice planning and action.

The board has 12 incandescent lamps arranged in a circle--each lamp represents a segment of the overall criminal justice system. The client--deviant, misdemeanant, criminal--the "heedless one" is represented by the center object.

Incandescent lamps were chosen because of their wide use in illumination. The incandescent lamp operates at about 25 percent efficiency--most of the electricity is dissipated, not as light but as heat. You've proved this yourself in removing light bulbs from their sockets. However, incandescent lighting requires a small installation investment and operates directly from a simple wired socket.

Watch the effective light impact on the center "client."

1. Police and police action
2. Courts
3. Corrections
4. Legal services
5. Schools
6. Social Services
7. Medical services
8. Local and corporate business
9. Metropolitan area planning
10. Community planning
11. Neighborhood participatory involvement
12. Individual citizen concern.

Usually identified as the complete criminal justice system.

As we light each of these lamps, we eliminate more and more of the darkened areas and the shadow effect. Each is a 25 watt bulb--the total is 300 watts. I can assure you that when all of these bulbs are illuminated, there is a terrific amount of heat being generated.

This is analagous to the heat that might be generated if each of the named agencies were to surround the problem of the "heedless ones." The heat is generated because the goals of these agencies may not be coordinated and, like the bulbs, are not the most effective means for the illumination of the problem.

If we were to replace each incandescent bulb with a fluorescent tube, we could spread more light with far less wattage. However, we would have to discard the simple fixture of the socket and bulb and invest in starters, transformers, new fixtures and new fluorescent tubes. We would be increasing the lighting efficiency rating from 25 percent to about 80 percent. This efficiency increase is brought about by generating more light with less wattage and eliminating the production of HEAT.

The heat generated by the board is illustrative of the heat sometimes produced by goal conflicts, poor communications, lack of inter-agency and citizen participation, and poor distribution of responsibility.

Perhaps this is not your situation--it is a model of a system somewhere that is not working.

The fluorescent model embodies an ideal in the utilization of manpower in the region, community and the criminal justice system.

Pre-conference Questionnaire Responses

Responses

A questionnaire was mailed to those indicating that they would be in attendance at the Omaha Conference on the Criminal Justice Universe. The question sought to elicit responses from the prospective attendees concerning their assessment of manpower development needs within their own component and within the other two components, of the three components making up the criminal justice system-- police, courts and corrections.

Of the 150 questionnaires mailed, 110 responses had been received as of February 3, 1972. The following information constitutes a digesting of the responses, wherein those responses of like nature and content were combined into one response for ease of presentation and evaluation.

Attached to this report is a copy of the questionnaire. The responses are so numbered as to correspond to the number of the respective question.

The responses were divided into appropriate groupings reflecting the concerns of the police respondents, where such responses would indicate a difference in frame of reference.

Not all the concerns will be considered in depth during the conference, in that some of the responses deal with problems or concerns not specifically related to manpower development or constitute items wherein manpower development would provide only minimal impact, if any. The primary theme of the conference is manpower development; any concerns not specifically related to this central theme will not be discussed during the conference program time.

Question number one:

"In referring to the enclosure which provides you with a summary of the conference goals and objectives, what (which) do you feel are the most important of these goals and objectives?"

Twenty-two (22) respondents stated that they felt goal number one was the most important;

Fifty-six (56) stated that they felt goal number two was the most important;

Forty-four (44) stated that they felt goal number three was the most important;

Nineteen (19) stated that they felt goal number four was the most important;

Thirty-six (36) stated that they felt goal number five was the most important;

Forty-three (43) stated that they felt goal number six was the most important.

(In some instances, respondents indicated more than one item on the list was (were) the most important.)

Question number two:

"Is there something else which you would have preferred to see considered as a topic?"

1. Clear definition of the responsibilities of Manpower Development Assistance Division in relation to the total LEAA program, the LEAA Regions, and the SPA's.
2. Specific examples of successful LEAA regional efforts.
3. Justification of LEAA's funding of socially-oriented programs.
4. Information on proposed training academies, law enforcement training center, etc.
5. Explanation of LEAA grant guidelines.
6. Establishment of general seminars, to include the entire criminal justice system.
7. LEEP - Law Enforcement Education Program
8. The role of the university in manpower development.
9. Analyze functional needs and the future roles of the criminal justice components; unify and analyze these needs to eliminate waste and duplication within the system; provide methods of assigning responsibilities and uniting as a team to provide needed services in criminal justice.
10. Programs to promote greater public awareness of the problems of the criminal justice system.
11. How to most effectively identify manpower needs; most effective and efficient means, including past and present resources, for multi-disciplined effort to attain manpower development.
12. Specific examples used in meeting stated conference objectives.
13. The quality of the present education system and a means for standardization of recruitment, training and education, including pre-service, in-service and auxiliary help and staff education programs.
14. Regionalized advanced training to supplement in-state training programs.
15. Present procedures versus crime rates.
16. The State/Federal distinction in law enforcement.

Question number three:

"What do you see as the main problems and obstacles to progress in your own component?"

POLICE

1. Lack of interagency flow of information and regionalization.
2. Lack of legislative support, in some states, for minimum selection and training standards.
3. Upgrade pay level, fringe benefits, including pensions, to attract desired personnel.
4. Inadequate public relations and lack of communication by both police and community.
5. Insufficient follow-up on funding (request and proposals.)
6. Lack of communications with courts and administrators, the District Attorneys, defense and prosecuting attorneys.
7. Lack of efforts to upgrade recruitment, personnel evaluation techniques, personnel generally, education and training standards, including management skills, role development, public relations, etc.
8. Need to develop programs to meet changing sociological demands.
9. Too much political influence and orientation.
10. Lack of cooperation within individual department, and between different departments.

Question number three:

"What do you see as the main problems and obstacle to progress in your own component?"

COURTS

1. Lack of sufficient number of able administrators, of leadership, and specialization.
2. Need to develop resources in cooperating agencies and communications with them, such as, attorneys, legal aid services, and other such persons and organizations.
3. Need to relieve case backlog and overloads.
4. Eliminate out-dated criminal codes and statutes.
5. No follow-up information provided on convictions; lack of specialized rehabilitation programs; no resources to develop them and no knowledge of them generally.
6. Need to unite public in support of judicial services and facilities.
7. Lack of adequate funding.
8. Need for standardization of court procedures.
9. Lack of sufficient manpower utilization, and lack of training.
10. Lack of understanding about available LEAA programs.
11. Lack of sufficient alternatives to sentencing.

Question number three:

"What do you see as the main problems and obstacles to progress in your own component?"

CORRECTIONS

1. Need to improve community relations; presently too much interference by media results in agitation of public and inmates; too much of such interference; too many outside forces are deadlocking the institutional progress.
2. Lack of adequate funding.
3. Need to upgrade personnel; need for manpower development programs and training programs; need for management programs and recruitment standards.
4. Need for revision of penal code.
5. Need for upgrading rehabilitation and confinement programs; community rehabilitation programs as alternatives to incarceration, and initiation of specialized programs.
6. Need for improvement of methods of probation and parole.
7. Present system is too resistant to change, such as, rigid merit systems, lack of coordination among sub-components, role conflicts, and operational ambiguity.
8. Insufficient data to effect a good systems analysis approach.
9. Need to coordinate institutional concepts and field services.
10. Lack of goal defining.
11. Disregard for the criminal justice system and lack of any meaningful communication with the other system components.

Question number four:

"What do you see as the main problems and obstacles to progress in the other two components within the criminal justice system?"

POLICE

1. Need for greater public support and understanding, establish community oriented training programs, positive community related programs.
2. Upgrade standards for training, recruitment, evaluation and education; more funds are needed for better salaries; need better fringe benefits and specialized training programs.
3. Lack of communication between police and the courts regarding arrest procedures, follow-up, sentencing, bail, etc.
4. Too much political influence within police departments.
5. Not innovative enough in programming.
6. Lack of communication at high levels of department; too rigid promotional methods.
7. Many times police are not available during individual arrest cases in the courts.

Question number four:

"What do you see as the main problems and obstacles to progress in the other two components within the criminal justice system?"

COURTS

1. Procedural reform; alternate avenues other than confinement, for sentencing in certain areas---juvenile delinquency, drug and alcohol abuse, emotionally disturbed cases, etc. Relief of backlog by clearer case definition and specialized courts. Pre-sentencing investigations needed.
2. Upgrading training of judges and court administrators regarding on-going rehabilitative programs, methods of follow-up, etc.
3. Increase number of administrators and judges.
4. Improvement of bail procedures.
5. Too much competition, rather than cooperation, between the courts and the police.

Question number four:

"What do you see as the main problems and obstacles to progress in the other two components within the criminal justice system?"

CORRECTIONS

1. Rigid structure, resistance to change.
2. Need to upgrade personnel, training and recruitment, salaries and benefits; promotional system too rigid; need better education for personnel; too much competitiveness within the system.
3. Inadequate funding blocks avenues to new approaches, to improvement of physical facilities and personnel.
4. Lack of community communications; corrections must be obligated to both the public and the prisoner; establishment of community rehabilitative programs and those of probation and parole.
5. Less emphasis should be placed on imprisonment, new ideas and techniques need to be developed as to rehabilitative probation and parole.
6. Lack of communications between courts and corrections.
7. Corrections and police have vested interests which cause personal jealousies and competition rather than coordination of efforts toward common goals.

Question number four:

"What do you see as the main problems and obstacles to progress in the other two components with the criminal justice system?"

ALL COMPONENTS

1. Too much emphasis placed on political influence.
2. Lack of communications, understanding, and common effort to reach common goals; too much emphasis is placed on one's individual component rather than considering it as part of the entire criminal justice system.
3. Lack of exchange of common information; lack of standardized records and reporting systems.
4. Lack of middle management training and effective and efficient utilization of manpower and manpower development resources.
5. Lack of public relations programs which block, consequently, good community relations, as well as public and legislative understanding; the result is public indifference and apathy.
6. Lack of communication between Washington and the Regions; lack of understanding of LEAA funding requirements.

Question number five:

"What do you hope to accomplish at this conference?"

1. Establish high level contacts for present and future exchange of ideas and information; hope of implementation of conference goals and ideas generated.
2. Establish public awareness programs where criminal justice systems interact directly with the community.
3. Gain insights into LEAA funding, programming, goals, objectives, and projects of manpower development; define its role in all areas of criminal justice including the roles of the regional offices and interacting agencies; cooperation with LEAA in reaching its defined goals.
4. Gather information on problems facing the entire criminal justice system, regional organization, manpower development, training, etc.; goals and objectives; priorities; to solicit cooperation of all three components in reaching real viable solutions; to develop necessary research, training and education programs.
5. Discuss and perhaps establish statewide procedural councils composed of representatives of all three criminal justice components; institute statewide in-service programs and appraise the adequacy of on-going programs.
6. Reach a better understanding of national objectives toward criminal justice and create a national effort at reaching the stated objective and for problem solving.
7. Regional approach to problem solving.
8. Strengthen and enlarge the areas where courts, police and corrections already work closely together.

Question number six:
"To what extent are you willing to assist in the accomplishment of Conference goals?"

Responses to this question varied greatly. They ranged from "no response," to "total commitment of resources and personnel to those manpower development goals and priorities identified at the Conference."

Question number seven:

"What do you feel is the most lacking criminal justice today?"

1. State executive and legislative support.
2. Public awareness and support of the problems, goals and objectives of the criminal justice system.
3. Lack of innovative thinking and resistance to change.
4. Lack of communications, understanding, cooperation and coordination among all components; personal interests which many times override unified efforts.
5. Lack of effective training, leadership, education, including a greater variety of college courses, development and modernization of middle management, administrative and specialized courses and programs.
6. Lack of adequate funding, materials and equipment, failure to effectively utilize that which is now available.
7. Lack of effective programs of research and development, evaluation, standardized procedures, methodologies and information dissemination.
8. Definition of the scope of state, local, regional and national agencies and their respective responsibilities.
9. Lack of leadership at a national level.
10. Lack of adequate staff, effective means of recruitment, career opportunities, sufficient salary incentives and fringe benefits.
11. Clearer definition of roles is needed.
12. Lack of specialists in manpower development, more are needed for administrative training; lack of commitment and priority for manpower development programs.
13. Need to improve existing ways, and effect new ways of dealing with convicted individuals; improve rehabilitation and probation and parole.

Question number eight:
"Have you any other observations?"

1. Great need for concerted effort for better cooperation, coordination and communications with and within the LEAA Regions.
2. Too much competition among the components and political influence for LEAA funding; are there ratios placed on distribution? Guidelines, methods of funding and the "Act" are too complex and should be simplified; public awareness of LEAA funding with a clearer distinction and understanding of proposed projects needed.
3. The size of LEAA staff at the state level should be controlled according to needs.
4. Federal officials and representatives should be included in state problem solving bodies and information and recommendations gathered at these meetings should be forwarded to the respective governor and possible congressional members.
5. Regarding conference: define agenda; small workshops groups accomplish more discussion but must be kept objective; all avenues for follow up should be utilized but rather than future conferences, LEAA staff could be utilized to carry out recommendations and ideas while informing attendees of the development and progress.
6. Greater emphasis should be placed upon the roles of the universities in training, management specialized fields, etc.
7. Ideas and attitudes are too outdated, resistance to change is everywhere apparent.
8. Define problems, objectives and goals of the system and of the individual components; the methods to solve said problems and reach goals; coordinate solutions with methods and techniques.
9. Guidelines must be standardized for recruitment and placement of administrators to allow for a national exchange of manpower; effect state and regional management and administrative training centers with non-credit courses.
10. Interdisciplinary, state-wide and regional approach to manpower development programs.
11. Too much money is being spent on sophisticated equipment and programs when basic needs haven't been met; greater emphasis must be placed on primary prevention programs.
12. Define the role of the criminal justice system in today's complex society.

If we accept the premise that police, courts and corrections can effectively interface with the other agencies as well as with communities, neighborhoods and individual citizens, then we should be looking at cost factors of the system as a whole. Do dollar investments made at the police level have a benefit carry-over to the courts? Or to corrections?

It has been accepted that the police budget is a 90 percent investment in salaries. I don't know of similar studies in courts and corrections - but if my observations are correct - these criminal justice segments reflect an approximate 90 percent wage cost as well. If our major - 90 percent - investment is buying peoples' services, then we should be supplementing this investment with dynamic programs of MANPOWER DEVELOPMENT.

The concept of a criminal justice system as a single entity is threatened by further fragmentation as the rapid technological changes in education, training, systems, EDP, forensic sciences, social research and the legal framework tend to create parochial experts - very necessary to the complex whole - but dangerous if we reduce communications throughout the system and opt for subgoals too far removed from a common goal that relates to our mutually shared client.

Within the so-called "system" we are often guilty of scapegoating of stereotyping the other components without an "in-house" check of our own capabilities or shortcomings. There are a number of deficiencies that many criminal justice systems have in common - to name a few:

THE LACK OF A METHODOLOGY TO EVALUATE OPERATIONS AND EXPERIMENTAL CHANGES IN OPERATIONS
THE LACK OF A CLEAR DIVIDING LINE BETWEEN CRIMINAL AND NON-CRIMINAL MATTERS
A MERIT SYSTEM OF EMPLOYMENT DESIGNED TO DISCIPLINE THE SERVICE RATHER THAN TO SERVE THE DISCIPLINE
THE LACK OF A STANDARD RECORDS SYSTEM THAT WILL SPAN THE CRIMINAL JUSTICE SYSTEM
THE DEARTH OF PERFORMANCE CRITERIA FOR POLICE, COURTS AND CORRECTIONS
INADEQUATE TECHNOLOGICAL TRANSFER OF INNOVATIVE IDEAS AND EXPERIMENTS THAT MIGHT STRENGTHEN THE TIES WITHIN CRIMINAL JUSTICE
LITTLE HAS BEEN DONE TO COORDINATE THE ORGANIZATIONAL BEHAVIOR OF THE AGENCIES ASSIGNED THE TASKS OF REDUCING CRIMES, ADJUDICATING OFFENDERS, OR SHARING THE CORRECTIONAL RESPONSIBILITIES

WHAT IS THE COST OF CRIME?

A 1970 study of crime by U.S. News and World Report suggests that the cost of crime amounts to five percent of the GNP, or about \$50 Billion per year. Of this amount, the single largest component is the dollar input of gambling activities of organized crime (\$15 billion).

Combined costs of homicide and assaults (in loss of earnings and medical costs), drunken driving (in wage loss, medical costs and property damage) and tax fraud are estimated at \$4.2 billion. The cost of all illegal goods and services of organized crime is estimated at \$19.7 billion. Crimes against property and business (other than organized crime) including losses to merchandisers and manufacturers from internal thefts, kickbacks, unreported business thefts, robbery and thefts (including auto theft), embezzlement, fraud, forgery, vandalism, arson and shoplifting cost \$13.1 billion.

FEDERAL STATE AND LOCAL GOVERNMENT spent \$8.6 billion during 1970 on the Criminal Justice System -- just over one-fifth of the cost of criminal activity and about 66 percent of the U.S. GNP. Britain, in 1970 spent 83 percent of its GNP for its Criminal Justice System.

Private crime fighting costs of security services during 1970 amounted to \$5.5 billion, a figure which does not include the cost of private insurance. Insurance against theft, burglary, auto theft -- and the new Federal program subsidizing crime insurance in high risk neighborhoods will further increase these costs. NOTE - THE FULL FINANCIAL AND CULTURAL COSTS OF CORRUPTION OF PUBLIC OFFICIALS IS STILL ANOTHER COST FACTOR TO BE ADDED.

It would appear the the calculable costs of crime are tied to the GNP, however, the relationship of Criminal Justice expenditures to combat crime at the Federal, state and local levels has shown a widening gap during the period from 1960 through 1970 despite dollar increases.

YOUTH - A FACTOR IN CRIMINAL JUSTICE ECONOMICS

Statistics recently released by the U.S. Census Bureau indicate a drop of 1.6 years in the median age since 1960. While this shows that we are getting younger --- that factor may cause a more rapid aging process for you and me. During the past eleven years, the youth segment of our population has leaped by 53 percent. The youth census includes all those 25 years and under. The age group of 14 to 17 increased 45 percent to 16.2 million in 1971. While the age group of 18 to 21 increased from 1960 to reach 14.8 million by 1971. Couple these statistics with the records which indicate that the active deviant and the criminal are between the ages of 13 and 25, and you can see that MANPOWER DEVELOPMENT within the Criminal Justice System MUST HAVE TOP PRIORITY as a change agent.

This will be accomplished through your Regional Administrator and his Manpower Development Assistance Specialist. Our task in Washington will be that of providing technological transfer, designing program models, and conducting a continuous search for innovative methods and means of unifying training, education, experience and new concepts to involve the total community in the Criminal Justice effort.

I have been exchanging audio tapes with Chief Inspector Fenn in Britain since my visit there in 1968-1969. In a tape that I received last week, Inspector Fenn advised that the crime increase in converted dollar costs in Britain had doubled for each reported crime during the

period of 1963 to 1970, while the cost of each detected or cleared crime had tripled. This revelation was upsetting to the Home Office and they are now in the process of performing more economic studies of crimes and the costs involved.

The increase in crime and the total costs related to criminal activity are rising in every industrialized nation. It will be compounded as the trend to urban populations concentrations continues. It has been stated by Dr. Richard Larson, Crime and Public Safety Task Force, Massachusetts Institute of Technology, that:

...Changes in the number of inner city inhabitants, sex, race, education, income level, together with age composition and urbanization, account for 50 percent to 75 percent of the increase in the reported crime rate. This may be part of the reason why persons with a high crime potential are most often arrested (whether innocent or not) for criminal offenses. Such events can encourage mistrust and resentment of the criminal justice system and such persons and lead to hostile and previously unplanned criminal behavior. Differing perceptions of the Criminal Justice System can significantly affect an individual's motivations to perform criminal acts; those for whom legitimate means are easily available tend to regard the Criminal Justice System as helpful, reflecting views of family and friends. Among individuals where legitimate careers are difficult to attain and social institutions - including the Criminal Justice System - are felt to be rude, oppressive, and unhelpful. Attitudes toward the Criminal Justice System and associated agencies are understandably negative.

Other trends in American society are felt to contribute to increasing crime rates. Higher levels of affluence provide both the opportunity and the motive for stealing (Stealing is the fastest growing crime in our new product-conscious population); there are more goods available and they are less protected. The increasingly skewed distribution of income and material goods has brought frustration and resentment among groups unable to achieve rising expectations legitimately. More generally, rapidly changing demands of technological, social and economic growth are felt to have resulted in disorientation, and weakening of social institutions, especially law enforcement with its often perceived inequities.

Evaluation research is probably the greatest challenge that we have to face in maximizing the use of human potential. If it is well designed and aptly applied - and moreover - if we condition ourselves to accept the changes that validated research demands - we will be on the way to solving problems of establishing interdisciplinary and community cooperation in the development and use of Criminal Justice Manpower and enlist the involvement of the individual citizen as well.

Goals-Setting

Martin R. Gardner

In view of the request on the part of so many attendees to be afforded more of an opportunity to participate in workshop sessions, those of you making that request will be pleased to know that this presentation addressing goal-setting is not going to be a lengthy, in-depth discussion of the techniques of goal-setting; such a presentation would be neither necessary nor valuable--nor a good use of our conference time. It should suffice to provide you with a brief idea regarding how we would like to see the goal-setting sessions take place.

Our only purpose in this presentation is to make a definite distinction between positive assertions, future-oriented wishes, and definite plans for taking definite steps in definite programs.

To be effective, goal-setting must involve the determination of where one is and where one wants to go. Thereafter, the methodology used to reach these goals is vital to the successful reaching of them.

We might draw a parallel between goal-setting in our situation, and goal-setting in taking a ship from one point to another. It would be one thing to discuss a desired destination for a sailing trip. It would be quite another thing to go to the lengths of plotting out the exact route; making navigational determinations necessary in such a venture; attempting to anticipate difficulties; designing alternative courses, if needed; setting deadlines for segments and for the entirety of the trip; addressing responsibilities and establishing accountability; and having some method for determination of the exact position of the ship at any point in time during the trip. Without these facets, these essentials, the chances of reaching a given destination would be diminished considerably.

In the same sense, you will not only have the responsibility of determining manpower development needs, during this conference; you will have the additional responsibility of providing some suggestions as to pathways which might lead to methods of meeting the identified needs. After your return to your respective regions, you will have yet the additional burden of "fleshing out" the rough plans which we hope you will design here.

Let me emphasize that, in the rather short span of time during which this conference will be in session, we cannot expect you to achieve much more than an identification of needs and some tentative alternative approaches to meeting identified needs. The crucial point comes upon your return to your jurisdiction. It is then that this effort must be continued at the regional, state and local levels, if it is to have any lasting impact.

In your workshops, then, we would ask that you address those needs which have been identified in the componential workshops, the basic needs in manpower development. We would ask that you prioritize these needs and

then that you develop, as a regionally-representative group, the direction, or directions, you want to take in meeting these needs. For example, if you see that a particular type of training is greatly needed in your region, you will be expected to make determinations as to how you might meet these needs, where you will secure instruction and instructors, how you will get the needed facilities, the software, the funding. Additionally, you will be asked to determine how such a training need might be met through a shared program to include representation from all three criminal justice components.

Might I mention, parenthetically, your Regional Manpower Development Specialists will be in an excellent position to assist you in the two respects: first, they will be aware of some of the multi-componential needs within the Regions and might be able to offer suggestions as to how these needs might be met simultaneously; secondly, they will have some awareness of funding and programming resources to facilitate the ultimate design and implementation of the programs you feel necessary. In these two roles alone, they should prove invaluable to you. Best of luck in this very crucial involvement.

Guidelines and a Model for Evaluation

Robert M. Carter

The process of evaluation is no stranger to the administrator. Whether concerned with strategic, mid-range, or short-term activities, the administrator is constantly making evaluation. Evaluation is the key to sound decision-making, and it is decision-making which is of primary importance among all administrative activities.

Although most administrators are concerned with and anxious to use evaluation as a tool in the management of their agencies, there has been some considerable confusion about the nature of evaluation. The President's Crime Commission accurately noted that university-trained research personnel employed by justice agencies frequently approached organizational problems from an academic frame of reference or were almost completely unacquainted with operational problems of the agencies. They used a mysterious language of "contingency coefficients" and "multiple linear regressions" and their techniques and methodologies for evaluation were equally alien to administrators. Conversely, the administrators were generally neither well versed in a social science approach to evaluation nor able to envision the creation of an ongoing research and evaluation program within their agencies. It is not surprising that from this background emerged some considerable confusion and suspicion about the nature and process of evaluation. And yet, the process of evaluation is, as noted, especially complex--particularly when it is dissected and analyzed through its major component parts or elements. There are four identifiable parts in the spectrum of evaluation: objectives, programs, standards, and methodologies. These will be examined separately and then joined together into a simple model for evaluation.

Evaluation of a program (or process) must begin--not with the program--but with a clear and explicit identification of the objectives toward which it is geared. At bottom, the administrator must be able to outline his goals or purposes, not only in general terms, but also as precise clear objectives..."Objective number one is...", "Objective number two is...", and so on. Further, it must be recognized that the objectives may be of two levels: a "need to achieve" or primary objective and a "nice to achieve" or secondary objective. There may be one or more of each type objective and accordingly a priority or special emphasis may be placed upon accomplishment of one objective rather than another. For the purposes of model construction, the objectives may be represented as a target.

In the target illustration, there are two equally important primary objectives represented by the two pieces of the bullseye. There are also two secondary objectives, not of equal importance, assigned to the 5 and 1 rings.

Emphasis is placed upon the fact that the administrator should be aware of the objectives and, where appropriate, their priorities without recourse to "outside" consultants or experts.

The second component of the evaluation process is the explicit identification of the program (or process) to include its component parts. As was the case with objectives, the administrator should be aware of most of the elements which comprise a particular program. It is insufficient to identify the program in broad terms; specifics are required. As an example, the administrator who tells us that he has a "delinquency prevention" or "group counseling" program has in fact told us very, very little. To understand his program would require some considerable detail about such basics as who is involved and why, and how did they get involved and when, the degree or extent of involvement, the nature of the program and so on. For model construction purposes, a neat symmetrical representation of "program" is inappropriate, for all of the components of a program cannot be identified; there are pieces which are elusive or hidden and there are some, the existence of which are unsuspected. Accordingly, our model presentation for program is somewhat "amoeba-like" with most, but not all, components identified. The unknown elements are identified by "x."

When objective and program are fused together into a model, the thrust of evaluation becomes evident. Programs are evaluated against-- or in terms of--objectives.

Evaluation can neither exist in a vacuum nor be solely an examination of programs and objectives. There is a requirement for development of a type or types of measures to determine how well programs and objectives mesh. Thus, the third element in the process of evaluation is the development of one or more measures or standards or criteria for evaluation. These measures may be few or many, simple or complex; but, as was the case for objectives and programs, they must be precise, explicit, and identifiable by the administrator. Since these standards serve as a measuring device to determine the fit of program to objective, our model utilizes a simulated ruler.

The ruler for this model is six units long, with the units here representing cost, time, personnel, ease of operations, politics, and effort required. The ruler may be longer or shorter with finer or coarser units, or with different and varying units of measure.

At this point, three of the four elements of evaluation have been identified: objectives, programs and standards, and it has been pointed out that the administrator should have fairly complete knowledge of the specific components of each of these three elements without recourse to "expertise" from outside his agency. The fourth element of concern is methodology. Methodology provides the techniques for evaluation and focuses on four questions--who, when, where, and how? These questions may take the following form: "Who will do the evaluation--the agency itself or consultants from the outside?"; "When will it be done--at the beginning of the program, during the life of the program, or at program termination?"; "Where will the evaluation be done--within the agency, in a research division, on a campus?"; and, "How will the evaluation be done--by computer, by subjective techniques, or by tic marks drawn on a yellow tablet?" Although it is possible that the administrator will not know the answers

to these and related methodology questions, he should be aware of the questions. They are recurring regardless of the nature of the evaluation task. The completed model for the evaluation process:

The model presented has focused on the evaluation of a single program against one or more objectives by a set of standards utilizing a specific methodology. This model does not assume the existence of alternatives--that is a Program "A" and a Program "B", or "C". But if alternatives exist, and this is the common experience, there must be a determination as to the most appropriate program of the alternatives available in terms of the agency and its operations.

In comparing two or more programs, it is absolutely essential to recognize that an accurate evaluation is impossible if we use different standards or methodologies or change objectives. Simply put, Programs "A" and "B" cannot be evaluated, one against the other, if objectives are changed or if different sets of standards or methodologies are used. One simple evaluation guideline exists for comparison of programs. Of the four variables, objectives, programs, standards, and methodologies, only programs may be varied; all else must remain constant. In short, programs cannot be compared if we use different targets, different rules for measurement, or different questions or methodology. The model for this kind of evaluation:

Note that only program varies.

When alternative programs are evaluated against identical objectives, using common standards and the same methodology, a determination as to which program is the better of the alternatives is made by the use of two criteria. The first is "best fit"; the second is a standard by standard analysis of the alternatives. "Best fit" is simply the determination of how well each program achieves the stated objectives. Here are two programs superimposed upon a common target objective.

Program "A" covers or achieves less than one-half of the target objective; Program "B" encompasses all of the primary objectives and part of the secondary objectives. Clearly "B" is the "Best fit" of program and objective.

In the event two different programs have a similar "best fit", a comparison of the programs is made by analysis of each of the standards on a priority basis.

Using a ruler similar to that presented earlier, the two different programs would be examined by establishing first a priority of standards, e.g., first priority is cost, second is operational ease, third is effort, and so on, and then determining how the programs compare one with the other. Thus, we ask...how do these programs compare as to cost?, how do they compare in the ease of implementation into current operations?, and how do they compare as to effort required? If cost is the essential standard and "A" is three times that of "B", then "B" is the obvious choice. If both cost the same, but "A" may be made operational with less difficulty than "B", and all other standards are more or less equal, "A" is the appropriate choice. If cost and

operational ease are similar for both programs, we proceed to the next standard--and the one after that--until one alternative is a clear choice over the other. In the illustration, Program "A" has a clear advantage over "B".

In summary, evaluation has been examined as a process and in terms of a simple model which indicates that there are four major and essential components. It has been suggested that a plan for evaluation starts with objectives and flows through programs, standards, and methodologies. As a practical matter, these components may be combined in the development of a plan of evaluation, but it must be emphasized that they are independent of one another and at some point must be isolated and examined separately.

Minority Recruitment

Clarence M. Coster

Thank you for inviting me to be with you at your conference and to talk to you this noon. I am going to speak on the subject of minority recruitment.

None of you need reminding that this subject is important to every aspect of law enforcement and criminal justice, but I would like to add a few observations of my own.

Few people having anything to do with policing, adjudicating, or correcting are unaware of the fact that poor minority group practices make their already severe problems much worse.

Let me say it in plain language. What is needed are more members of minority groups in the ranks of police officers, court officials, and correctional officers.

It's just that simple.

But if it is easy to state the problem, it is not so easy to solve it, although some first steps are certainly obvious.

A number of state police departments have clearly not done enough to recruit blacks, even though the presence of black officers has proven to be especially helpful in controlling volatile situations, such as those found at demonstrations or large-scale disturbances.

A recent newspaper account of a survey of eight state police departments showed only 27 blacks among more than 5,000 state patrolmen and troopers. Two of the eight states had no black state policemen at all. The other six states each had from two to nine black state policemen.

By and large, minority groups in this country suffer and are a primary crime target. They want better policing and are usually more than willing to support law enforcement improvement programs, provided only that these programs are color-blind.

Law enforcement and criminal justice agencies would do well to remember that they have strong allies among minority groups. However, the mistakes of history cannot be undone in a single year or even in a single decade.

Police department commanders, judges, public safety directors, corrections commissioners, and all the experts in the land cannot remake an entire society overnight. The integration of blacks, Mexican-Americans, Puerto Ricans, and others into positions of responsibility and leadership is a process as intricate as any we face in criminal justice. To be sure, this complexity must not be allowed to exist as an excuse for not having a worthwhile minority recruitment plan and making it work. Responsible work in this area must progress as rapidly as possible.

The Law Enforcement Assistance Administration has an important assignment in this regard. Its responsibility is to help all criminal justice agencies involved in LEAA--and that means virtually every state and local agency in the country--comply with civil rights statutes and regulations. This includes an obligation to respond to those law enforcement and criminal justice agencies that ask for assistance in minority group recruitment programs. The law prohibits racial discrimination in LEAA fund use, and the statutes are to be observed both in the letter and in the spirit.

Occasionally it is asked why LEAA is so concerned about civil rights statute compliance when police departments face so many other problems today. You may have heard this argument--or one like it--yourselves.

Well, the answer is that minority group problems are one of the fundamental aspects of law enforcement, and once they are straightened out many other difficulties will be eliminated. Last year LEAA established an Office of Civil Rights Compliance as a separate unit responsible for monitoring performance among LEAA's grantees and subgrantees. Its regulations call for complaints about alleged discrimination to be resolved according to state law if the state in question has appropriate remedies similar to the Federal procedures. If state regulations are lacking or are inadequate, the Federal law is invoked.

This shared Federal-state responsibility is consistent with the Omnibus Crime Control and Safe Streets Act's block-grant approach. That is to say, each state is given every opportunity to demonstrate its good faith and ability to implement an effective civil rights program itself.

To insure that LEAA's standards are observed throughout the program a civil rights compliance system has been developed requiring grantees and subgrantees to file reports every two years showing racial employment data and other civil rights facts and statistics. Last year LEAA distributed 40,000 posters to the State Planning Agencies advising the public of the anti-discrimination regulations and directing the State Planning Agencies and their subordinate organizations to display them in conspicuous places.

The equal employment opportunity regulations cover all practices involving screening, recruiting, selecting, appointing, promoting, demoting, and assigning personnel in agencies participating in LEAA programs. They also include employment advertising, classification, layoff, termination, upgrading, transfer, leave policy, pay rates, fringe benefits, and the use of facilities. That, as they say, just about covers the waterfront.

The regulations are there, and they are just about as airtight as man can make them. Moreover, I think all of us are aware of the necessity to enforce these regulations vigorously. If we don't, the courts will, and the courts--especially the Federal courts--are not showing much patience with the laggards. The agencies required to report civil rights statute compliance include all state police departments and other statewide law enforcement agencies; all police departments

in municipalities receiving LEAA funds; and all county sheriffs' departments, county police forces, and similar citywide and countywide public law enforcement agencies.

A similar civil rights compliance reporting procedure for the other LEAA programs is currently under development. It will cover courts, correctional institutions, and other grant programs. LEAA's audit staff will periodically inspect LEAA's grantees and subgrantees to assure compliance with the civil rights internal review and inspection procedures.

What I have just reviewed with you outlines what LEAA requires of those participating in its programs.

Now I would like to mention what LEAA is doing to help these agencies comply with the requirements.

One of the principal LEAA efforts is its technical assistance grant to the Marquette University Law School to establish the Center for Criminal Justice Agency Organization and Minority Employment Opportunities. It is part of an overall LEAA objective to extend technical assistance to law enforcement agencies experiencing minority personnel problems.

The Center will provide consultants to agencies under court orders to reform personnel practices relating to minorities. The technical assistance will also be provided, on request, to other law enforcement agencies which wish to voluntarily improve their hiring and other personnel practices. Although the project is only a few months old, a dozen technical assistance teams have already been sent out to agencies requesting them. More will follow.

The Center is composed of a board of uniquely qualified individuals to guide the Center's mission and extend consultative services to the law enforcement community. The center is headed by Charles W. Mentkowski, Associate Dean of Marquette University Law School and Chairman of the Milwaukee Fire and Police Commission.

The clearest picture of the Center's long-range objectives can be gained from the Center itself, which states them as:

1. Greatly increased recruitment of minority citizens into the ranks of police agencies throughout the nation; and
2. Improved career development opportunities for minority personnel entering, and within, the ranks of police agencies throughout the nation.

To achieve these goals the center has established the following immediate objectives:

1. To determine with accuracy the extent of employment of minority personnel by police agencies in the United States.
2. To study the various minority recruitment campaigns undertaken by major police departments to learn their reason for success or for failure.
3. To study the extent of discrimination in the ranks as a factor hindering the recruitment and retention of minorities.
4. To discover how the image of the policeman can be improved in

5. minority communities.
6. To study police employment standards and employment testing procedures to learn how such processes affect the recruitment of minorities for law enforcement careers.
7. To provide technical assistance to the Department of Justice, LEAA, and all other law enforcement agencies that seek improved techniques for attracting and retaining minorities in law enforcement.
8. To utilize the results of the studies and the field experience to prepare reports and manuals.

The Marquette Center will bring together the best thinking available in the American criminal justice community to work on minority group problems. Thus, the Center will become a national repository for learning and practice relating to minority groups and their relationships to the employment opportunities in all criminal justice agencies.

All in all, the Marquette program and LEAA's other civil rights efforts are certain to have a substantial beneficial effect upon minority employment in law enforcement and criminal justice. Every fair-minded person can only welcome this development.

As the President has said, "We can fulfill the American dream only when each person has a fair chance to fulfill his own dreams."

Uniting the Criminal Justice System Through Regionalization

Carl W. Hamm

On March 29, 1971, the Task Force appointed by Jerris Leonard began its work in the reorganization of the Law Enforcement Assistance Administration. During the following six weeks the Task Force was thoroughly briefed by the Administrator, Associate Administrators, and the staff of LEAA. Members of the Task Force also made visits to a selected number of Regional Offices and state planning agencies. They reviewed appropriate parts of the Omnibus Crime Control and Safe Streets Act of 1968 and its amendments, as well as LEAA Directives, manuals, reports and explanatory documents. The Task Force called for and received recommendations from individual staff members of LEAA and analyzed the stated goals and objectives, as expressed by LEAA officials. An in-depth probe of congressional intent and projected LEAA planning provided further information and understanding of current operations and resulted in new priorities based on the changes in the Act legislated in 1970 and instituted in 1971.

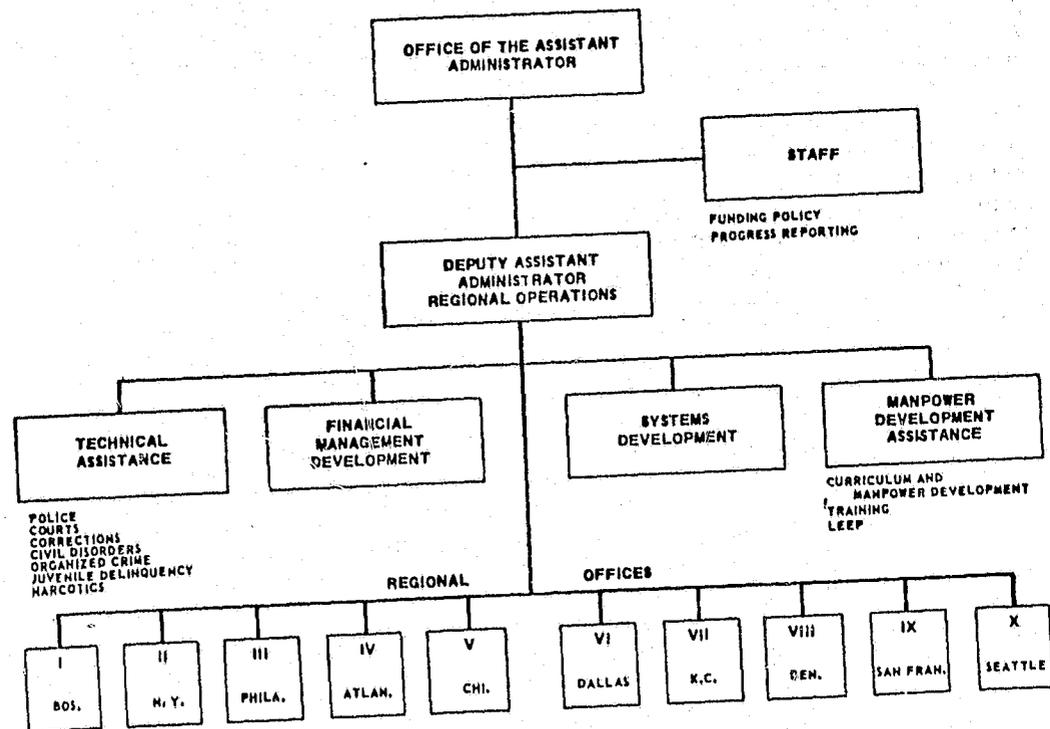
It was clear to the Task Force members from their investigations and research that the goals of LEAA, as mandated by the intent and the written law, were to assist state and local governments in reducing the incidence of crime, and to increase the effectiveness, fairness, efficacy, and coordination of law enforcement and criminal justice systems at all levels of government. Specifically, the Task Force's initial overriding recommendation was to encourage state and local governments to adopt comprehensive plans of law enforcement which would include all of the components of the criminal and social justice system; to make grants and provide technical assistance and guidance in strengthening total systems; as well as to encourage and conduct research directed toward the development of improved methods for the prevention and reduction of crime and the detection and apprehension of criminals.

Implicit in the legislation is that LEAA cannot itself deal directly with crime, but rather that LEAA has the mandate to provide leadership, direction, and assistance in combatting crime. The Act specifies that crime is a local problem which must be dealt with by state and local governments if it is to be effectively controlled.

The missions of the Task Force was to determine the kinds of programs and the organizational structure needed by LEAA to most effectively carry out its responsibilities. The primary goals that were built into the present reorganized structure demanded new cooperating units consisting of:

Office of Administration
 Operations Support
 National Institute of Law Enforcement
 and Criminal Justice
 Office of Criminal Justice Assistance

While you should know the inter-relationships of each of these units, it is of special concern that you should know the particular segment of LEAA with which you are apt to have the most frequent contact. This is the Office of Criminal Justice Assistance.



This unit of LEAA replaces the Office of Law Enforcement Programs (OLEA) and steps out of the realm of approving and monitoring grants from the central location of Washington to perform a new role. OCJA is a resource locator, program development assistant, and research aid through the regional office at state and local levels. It is also a catalyst for metropolitan and state planning, and a vehicle for objective evaluation and analysis. OCJA encourages state and local introspection of police, courts and corrections and the interface of these components with other agencies which impinge upon criminal and social justice.

OCJA has delegated greater authority to the ten LEAA Regional Administrators in order to improve the delivery system, increase LEAA's total effectiveness in the field, balance the workload to avoid cyclic crises, and improve manpower utilization. The autonomy vested in the regions will strengthen lines of authority and permit the creation of "impact programs." Each regional office has a qualified staff to furnish consultant services. The new structure is readily adaptable to program changes. The "field location" of authority will assist in consolidating allied functions within criminal

justice and permit an interface with other federal, state and local programs that in any way relate to the deterrence and prevention of street crimes and the development of manpower in this broad field.

Through a closely working relationship with SPA's and localized planning groups, a long-range plan can be projected with continuous planning and evaluation. Every effort is being made to improve viability, productivity, technological transfer, impact of research, and information dissemination.

The essential thread running through the concept of the decentralization of LEAA is the continuity of marked expansion of both accountability and responsibility as the best means of improving the quality of requested and needed services. The Washington Office of LEAA is providing the leadership, policy-making, support and coordination functions. The major responsibility for the state and localized planning and the execution and evaluation of the plans rests with the Regional Office.

Implicit within this operational structure is that LEAA must develop stronger relationships with state and local decision makers, and with executives and legislative leaders if the LEAA mission is to be accomplished.

The "Impact Concept" deserves an explanation. This is the gearing of a plethora of operations and reorganizations to achieve a maximum impact on the specific and immediate problem of "stranger-to-stranger" crime. First, the needs must be recognized--not by "alleged experts" from the outside--but, by the administrators and managers within the local or metropolitan criminal justice system and by the community itself. It is only through the identification of the problems at the local level, through a total awareness, that meaningful goals can be set. Having established these parameters, there must be intensive planning, setting of objectives or sub-goals, priorities, and a constant realistic evaluation. We must not only be able to "impact our efforts, but also to measure our results.

In the past, there has been a tendency to spread our resources too thin. Minor gains are difficult to measure and usually short-lived. Major impact programs are contagious and tend to permeate large portions of a planning area.

The comprehensive state and inter-state planning tends to coalesce and perpetuate the successes when there is an inter-disciplinary approach using every possible program, agency and variety of community involvement in reaching a common goal. The state plans must include every conceivable service and resource as an integral part of a single system. You are here as representatives of state planning and criminal justice training agencies. Your input is imperative to the success of any state plan or local program.

A new element has been added to the FY 71 and FY 72 potential for the Regional Administrator and for the state and local agencies. I am referring to Section 407 of the 1970 amended Act which sets forth a new "line item" of Manpower Development within the criminal justice

system. The language of the section reflects the congressional intent by suggesting "...national and regional programs, workshops and seminars to instruct state and local law enforcement (total criminal justice personnel) in improved methods of crime prevention and reduction, and enforcement of criminal law..." The Congressional hearing that preceded the inclusion of this new section recognized the need to balance the thrust of the LEEP academic opportunities with programs that will prepare the present criminal justice management not only to maximize the utilization of the LEEP participant but also to explore means of amalgamating experience, education and empathy. Through this blending of observed needs, a whole new concept of community involvement is now developing.

We have now developed the guidelines for Manpower Development Assistance and you will have an opportunity to meet and work with your MDA Specialist--the man with an expertise in manpower development and utilization. Please note that Section 407 does not limit itself to the development of police manpower but seeks to unify all criminal justice training. In every component of criminal justice, we share the same "client." We must, therefore, begin to share the same values, goals and objectives--in courts, corrections and police work.

The conference title--The Universe of Criminal Justice: A Conference and A Workshop--is neither hyperbole nor over-statement. We must think of our objectives and goals as they relate to "our universe" rather than to separate our thinking into the parochial goals of police, courts and corrections. We must accept the fact that the "client," misdemeanant or criminal must pass through "our system" or universe. We must also recognize that this Universe of Criminal Justice reaches far beyond our particular fields. It involves a totality of community agencies and it must enlist the concern and the direct cooperative efforts of all agencies, communities and neighborhoods.

The Pilot and Impact City Concept

M. Thomas Clark

Today, I will address two LEAA programs with which I think you should be familiar. Both of these programs have great implications for manpower development; additionally, both of the programs embrace all of the components of the criminal justice system. The two programs which I will be talking about are the recently announced Impact program, and the Pilot Cities program. It is important to keep in mind that both of these programs are the responsibility of the LEAA Regional Administrators, with LEAA-Washington providing the necessary supportive assistance for these programs.

I would first like to talk about the Impact program. The Impact program was conceived by the Federal government, which will provide funds to carry it out, as well as expert assistance to plan, develop, and disseminate information with regard to it. At the same time, the cities and states will be full partners assisting in the planning, providing some of the funds, as well as supplying the bulk of the labor for the program. Before discussing the details I would like to mention another aspect of the nationwide crime control effort so that the Impact program can be seen in its proper perspective. When the 70's began, a massive new effort was underway to reduce crime nationally. It began an era of both meaningful accomplishment as well as reasonable hopes. That crime would be reduced, was the overall goal. That fear of crime would be lessened, was the hope. The quiet and quality of life for all citizens would thereby be enhanced. There already have been successes in these directions.

We are progressing on these efforts in such a way that we are confident that crime will have receded as a major domestic concern before the decade of the 70's ends. Those who trust our system know that the basic responsibilities for crime control rest with the states and local governments. They also know that the federal government must provide leadership and large-scale financial support. The main vehicle for this support is LEAA, now with a budget of three quarters of a billion dollars, or ten times what it was three years ago. In every state, and in virtually every locality, new crime control programs have long been a reality. They are steadily growing and flourishing. Over the past few months, national conferences of great significance were held for police chiefs to find better ways to reduce crime; for judges, on how to streamline the courts; for corrections leaders, on how to rehabilitate the offenders; now this conference addressing manpower development, attended by justice planners, trainers, and practitioners. LEAA is a major action agency for these efforts. As we are probably all well aware, LEAA has encountered some criticisms in the past. But we feel that there has also been remarkable accomplishment. But it is even more important to note that the agency, as many of you are aware, has been reorganized and streamlined during the past year. We have speeded the flow of funds; we have developed more effective programs; we have created a sense of urgency in areas where priorities were to some degree misdirected.

And finally, we have fostered the program that I am here to talk to you about; and that is the Impact program.

One of the criteria used for the selection of the Impact cities, was a high crime rate. Geographical distribution of the population was considered. Only cities with a population of between 250,000 and one million persons were eligible to be selected; Impact funding now available is considered not great enough to produce a significant reduction of crime problems in the cities over one million. However, all of the other cities receive substantial LEAA funds, from the block grants, especially those in the "over one million" category. Since there are 49 cities with populations of between 250,000 and one million, some had to face the disappointment of not being chosen. But the selections were made on the best available information that we had. Over the next few years we expect most of the remaining 49 cities to be involved with comparable programs. We also expect most of the remaining 49 cities and some of the smaller ones to launch similar programs---once the know-how is available---and to launch them either with their own resources or with funding from LEAA. Our goal in this particular program is to make inroads on the worst crimes, that is, crimes of violence. Insofar as the Impact programs are concerned, the eight cities selected for the initial phase of the program are: Newark, New Jersey; Baltimore, Maryland; Atlanta, Georgia; Cleveland, Ohio; Dallas, Texas; Denver, Colorado; St. Louis, Missouri; and Portland, Oregon. During the next 24 months, there will be allocated up to a total of \$160,000,000, and average of approximately 20 million dollars per city, special Impact funds to improve all criminal justice efforts.

The details of the Impact program will vary somewhat from city to city. But some of the basic aspects of the program will involve the following: an across-the-board attack on the street crimes and burglaries; the crimes that are most prevalent and most feared. The Impact program will involve every aspect of the criminal justice system in each city, and the community at large as well. Its goal is to make a high impact against burglaries and a variety of street crimes, such as: robbery, muggings, assaults, and rape. We hope to reduce street crimes and burglaries by five percent in two years and hopefully as much as twenty percent in five years, in each of the cities that are involved. There will be a public education program to inform citizens on how they can better protect themselves and their property. This education effort will also involve research, and application of present techniques, for more effective systems in such areas as lock boxes and alarms. We are well aware that any successful program to combat crime must include larger efforts in education, employment and improvement in the areas that breed crime. A program of cooperation in Washington as well as the Regional Office level, has already begun with the Department of Labor, Department of Housing and Urban Development, and the Department of Health, Education and Welfare. Staffs from these departments have indicated that they will provide enthusiastic support and are already working with our Regional staffs to develop their appropriate roles as they relate to the programs in the Impact cities. Because we are increasingly aware of the connection between drug addiction and

crime, this program is also receiving cooperation from the Special Action Office for Drug Abuse Prevention. Also included will be enhanced anti-crime controls by the police and this might include such areas as more policemen, better equipment and improved tactics and training. Police training would not only emphasize prevention, but increased apprehension of offenders as well. New equipment might well include communications systems to get the police to the crime scene faster. The Impact efforts will also involve special programs for prosecution of street crime and burglary offenders. And this means more effective and larger staffs, so the prosecutors and courts can more effectively and efficiently handle these particular offenses. At the same time, great emphasis will be placed on rehabilitating offenders. In each city, special projects will begin, for the rehabilitation of street crime and burglary offenders, to take every step necessary in attempting to prevent them from returning to a life of crime. In each of the eight Impact cities, the program will have three major components which will include a planning component, an action program component, and an evaluation component. To carry out these particular tasks, the selected cities will establish a crime and analysis team. This team will represent all of the components of the criminal justice system in that particular area. Recognizing that in many instances it is not the city that has the responsibility as it relates to courts or to corrections, we fully expect that there definitely will be involvement on the part of whatever county organization in that particular city might have responsibility in the courts area, and the state units which have responsibility for corrections; they will be involved in the program in each Impact city. It is this unit, the Crime Analysis Team, which will be responsible for planning the program development and the evaluation.

The evaluation, of course, will be an effort that will begin at the very beginning and will run through the entire program. It will be related specifically to the city that is involved. In addition to the evaluation effort in each individual city, the responsibility of the Crime Analysis Team will be the development of a national evaluation, which will be handled by the LEAA research arm, the National Institute of Law Enforcement and Criminal Justice. This will be an effort to tie together the commonalities of all eight cities as they relate to a national evaluation.

Let me give you a better idea of the funding support that I mentioned earlier, the \$160,000,000 which are discretionary grant monies over two calendar years, or three fiscal years. The reason we say "three fiscal years," is that we are counting the current year that we are in --- the fiscal year 1972 --- and the funds remaining that we have this present year. There will be a combination of Part C money; those of you who are familiar with the Safe Streets Act know that this is action money that is related to all areas of the criminal justice system; in addition, there will be a certain percentage of Part E money, "Part E money" being that money which is specifically earmarked for areas related to corrections, or possibly to court-division type projects. These funds will be made available, as I indicated earlier, over the three fiscal years, with approximately

\$40,000,000 earmarked for this present fiscal year. That \$40,000,000 is broken out as follows: approximately \$10,000,000 is being made available by a National Institute of Law Enforcement and Criminal Justice. Those funds are primarily for the support of the Crime Analysis Teams which I referred to earlier, the groups responsible for the planning, development, and evaluation aspects of the program. Of the remaining \$30,000,000, approximately \$20,000,000 will be Part E money and \$10,000,000 will be Part C money. Those funds will be for programs that are responsive to whatever Crime Analysis Teams identify as program directions between now and the 30th of June, which, as you know, is the end of the fiscal year that we are currently in. In terms of the apportionment of funds for fiscal year 1973 and fiscal year 1974 specifics, as yet, have not been determined. Again, in regard to the Impact program, I would like to emphasize that this program, like many of the other LEAA efforts, is a program which will be administered by the LEAA Regional Administrator who has cognizance of that particular Impact city that would be located within his region. His assistance will be continuously available to the region.

For those of you who are familiar with the Pilot Cities program, I am sure that you will note a similarity between the Impact program and the Pilot Cities program. The Pilot Cities program began about two years ago and, in the initial stages, it was administered by the National Institute of Law Enforcement and Criminal Justice. The cities that are currently involved in the Pilot Cities program are the following: San Jose, California; Dayton, Ohio; Charlotte, North Carolina; Albuquerque, New Mexico; Des Moines, Iowa; Norfolk, Virginia; Omaha, Nebraska; and Rochester, New York. The Pilot Cities program provides the grantee agency with \$350,000 for a three month period, to support what we refer to as a Pilot Cities Team. This team is made up of personnel from police, courts and corrections, as well as an individual from systems. In addition to the funding support for the team, each city is provided \$500,000 in discretionary grant monies, for each fiscal year, to support whatever programs the Pilot Cities Team might develop in the city-county area within which they are involved.

Typically, all of the teams are affiliated either with universities or non-profit organizations. The Pilot Cities program is also a regional program. That is, like the Impact program, it is the responsibility of the Regional Administrator. This is a fairly recent development. I say "recent," because it has been in the last three months that the program was decentralized with responsibility transferred from the National Institute of Law Enforcement and Criminal Justice to the Regional Administrator within whose region the Pilot City is located.

Because these programs do have implications for manpower development and because they do embrace all components for the Criminal Justice System, we are vitally interested in their future development. Each of the programs includes a significant evaluation component, both on an individual program basis and, in the case of the Impact program, on a national basis. We all look forward to the results

which both the Pilot Cities program and the Impact program will be providing in the near future. Thank you very much.

Manpower Development Task Force in Standards and Goals

Lee P. Brown

I want to familiarize you with the existence and the works of the Education, Training and Manpower Development Task Force of the National Commission on Criminal Justice Standards, and Goals. The previous speakers have already identified and adequately described many of the current problems that relate to the state of art of the criminal justice system, I prefer to call it "non-system" for reasons that are very obvious. So I won't go over that with you. I'd rather proceed in a different manner.

Many of the gross inequities that exist in the area of Manpower Development have already been pointed out; so, therefore, I could easily end my presentation tonight, by simply stating that our Task Force will address ourselves to setting up standards to solve the problems and by giving standards and goals to alleviate the problems that we have previously discussed.

But if I did, it would be a very short talk, and I would probably shortchange, not only you, but Mr. Hamm and Mr. Gardner, by throwing off-schedule this unscheduled, structured conference.

Probably the best way of explaining the Education, Training, and Manpower Advisory Task Force is to first of all explain the parent body - The National Criminal Advisory Commission on Criminal Justice Standards and Goals. And in doing so, let me assure you that in our task force, we are very cognizant of the fact that lectures and our prepared speeches are not the best educational devices. But I have a particular problem of being very opinionated when it comes to talking about Manpower Development for the Criminal Justice System and recognizing this particular idiosyncrasy, and my capacity to be like the dean to deal on 50-minute schedules, I won't deviate from this, but rather I am going to deliver to you a prepared paper.

The National Advisory Board on Criminal Justice, Standards, and Goals, was formulated by Attorney General John Mitchell and Jerris Leonard, the Administrator of the Law Enforcement Assistance Administration. On October 20, 1971, in announcing the establishment of the Commission, Jerris Leonard stated that its purpose was to establish, for the first time, national goals, performance standards, and priorities for the reduction of crime in America. Governor Russell Peterson of Delaware was appointed Chairman of the Commission. There were 12 task forces established, under the direction of the Commission, and I was appointed to be Chairman of the Task Force on Education, Training and Manpower and Development. As originally envisioned, LEAA would have provided approximately 1.5 million dollars for the work of the Commission. Each of the 12 task forces, would receive a grant for \$100 to \$200 thousand dollars for the preparation of a report of goals and standards in their area of expertise.

The first meeting was held in Washington in November, and at that

time, the deadline of September 15, 1972, was set for the submission of the final report of the work of this commission. The question of the primary goal of the Commission was one of the first items of consideration at this initial meeting. Governor Peterson recommended that the Commission adopt as its goal the reduction of crime by fifty percent in ten years. After extensive discussion of the feasibility of this goal, it was recommended that the commission staff and the task forces take this proposed goal under study and report back to the Commission on February 18, 1972, at the Commission's meeting which will be held in Phoenix, Arizona. If this was accepted, subgoals could be stated in forms of reduction of specific types of crime. The commissioners and the task force chairmen were asked to recommend people to serve on the task forces. These names were submitted to LEAA and taken under consideration and a number of highly qualified people were recommended. Final selections have been made, they have been presented to the Commission, they were presented at the Williamsburg meeting in November and the final announcements have been made. The initial meetings of these task forces were held in Washington last week.

Finally, one item which has caused concern and was the subject of much discussion at the Washington meeting, was the amount of overlap and duplication which was inherent in the structure of the original task forces. The question raised by the commissioners led LEAA support staff to review the organizational structure of the task forces, and at the second meeting of the Commission in Williamsburg, a new organizational structure was proposed. Much of the work in developing the new structure was done under the direction of Tom Madden, who had been appointed as the Executive Director of the Commission. Under the new structure, there are four operational task forces: the police, courts, corrections, and community crime prevention, each of which will receive grants and assemble staffs in order to prepare a report for the Commission. It is anticipated that these operational task forces, as they are called, will meet periodically to develop and review the work of the staff. The advisory task force, on the other hand, will have no full-time staff, but will meet two or three times to review the working of the operational task forces in making comments and recommendations to the operational task forces and, if necessary, to the Commission. The Commission will have the final responsibility for overseeing all the work of all the task forces. The new organizational structure was designed to eliminate duplication that was inherent in the original structure. It was dictated, in part, by the availability of resources and the September 15 deadline for final report.

That brings you up to date as to the background of the Commission. I want to now take a few minutes and talk about the work of the Education, Training, and Manpower Development Advisory Task Force. At the Williamsburg Commission, the meeting adopted the following purpose statement: "The purpose of the Commission is to develop national goals, standards, and priorities for the reduction of crime in America and for upgrading and improving the law enforcement, courts, and correctional agencies at all levels of government; to function individually and collectively and to interact with and utilize all available resources in the most efficient manner." The reduction of

crime will be measured by the number of crimes, the cost of crime, and the fear of crime. That is the purpose of the commission. Now it is obvious that this becomes pretty all-encompassing and indicates the parameters within which we are attempting to work. And it was determined that the Commission would set the goals, the task forces would set the appropriate standards. And by "standards," we mean "performance standards." Levels of performance on productivity, if obtained, should assist in reaching the goal of reducing crime. Focusing specifically on education, training and development task force, I think that I could speak for all the members of my task force by echoing the point that was made by Carl Hamm in his presentation at lunch yesterday. If we are to take seriously the whole concept of improving an inadequate system for improving criminal justice; if we are seriously dedicated to eliminating the growth in inequities that exist in this process, we must place primary emphasis on the education, training and manpower development of the people who operate the system for administration of justice in America, particularly, police, courts, and corrections.

At this point, I am not able to give you a definitive list of recommendations that we will be making to the four operational task forces. At our initial planning session, however, there were a number of essential items that were discussed, that are all applicable to all aspects of the criminal justice system. But rather than attempting to outline the entire content of our meeting, let me just focus on the concerns that are applicable to the total process that we concerned with here. First and foremost, it must be recognized that justice may be a constraint on the reduction of crime. For example, let's assume that the Commission comes up with a standard that sets a clearance rate for indictments for reporting crimes at a seventy percent level. It must be clearly recognized that constitutional rights related to search, seizure, etc., could increase the possibility of obtaining that goal. In other words, in developing standards, we must not be obsessed with goals to such a point that we infringe on the constitutional rights of the individual. Secondly, we feel very strongly, in our task force, that each state should be required to make statewide adjustments of the criminal justice manpower needs in respect to the state. In doing so, primary recognition should be given to long range educational programs, not just to short range training programs...furthermore, there is a strong feeling that LEAA should require each state plan to contain a manpower development component. A certain percent of state funds---be it ten percent or what---should be earmarked specifically for that purpose. And that money be given the state, contingent upon the state plan containing a well worked out program for minority recruitment. And this minority recruitment should have for its goal that the components of the criminal justice system will have minority representation in proportion to the minority representation in the community. And in the case of institutions, minority representation should be equal to the percentage of minority persons in the institutions.

Our task force members have strong feelings that criminal justice education and training should be done on the systems approach. It must be used to bring the components of the criminal justice process

together into a true system.

Additionally, we cannot just concern ourselves with the number of hours devoted to training. We must also look at the content and the process of training. We must approach criminal justice, training and education in what has been described as "future oriented"--- that means that doing more of what we are now doing is not sufficient. We must begin to produce change agents which can bring about organizational changes. This statement applies to each component of the process: police, courts, and corrections. And to do this, greater use must be made of our education institutions. Another concern of our task force is that the people who work in the criminal justice system must continually develop their skills, their knowledge, and expertise. There are a number of ways that we have discussed by which this may be brought about...this continual educational process. One might be through mandatory certification, another could be through what is call self-destructive degrees...a term that was coined at one of our meetings. This means, basically, that after a period of time, if one has not upgraded himself, then his certification would be withdrawn.

Let me assure you that we have covered many more items, some which are more important than the ones that I have just mentioned to you tonight.

I have been briefly discussing just some of the things that we are concerned with. I am not going to attempt to cover all of the items. My intent is just to explain what we are all about, give you some feeling of what we are doing, let you know that the information coming out of your efforts at this particular conference will be given careful consideration in terms of what we do for the Commission. In closing -- I am reminded of a story that was told by the late Joseph Loman. About the individual who had as his lifetime goal, to hunt "the king of the beasts." For years, he saved his money, and was finally able to afford the trip to Africa and go on a safari. He had one problem, however. He feared what might happen if when he did face the lion, if something would happen that his gun would jam. Well he finally made the trip, his dream came true, and there he was in Africa on his lion-hunting trip and his dream also came true in that he was confronted with the lion. And just as he had fearfully imagined, something terrible happened; his gun jammed. His knees began to tremble, his hands shook. He did the only thing he could under those circumstances. He dropped to his knees, he lifted his voice in prayer, and asked the Almighty God above to deliver him from this terrible fate. He sat there for a while and all was quiet. So he thought maybe someone was listening... that his prayers were being answered. He opened one eye and there, strangely enough, the lion was also in a position of prayer. So the hunter jumped up, threw his hands up and shouted, "Hallelujah, Hallelujah! He is also praying to Almighty God above". Obviously, we should talk this thing over." The lion responded, as they sometimes do, "Yes, I am praying. I am saying grace. What are you doing?"

I suspect and I fear that unless we can bring about monumental changes within the existing system for the administration of criminal justice,

those of us who are involved may find ourselves in the position of our friend, the lion hunter, that is, asking for deliverance rather than saying grace. Thank you.

The FBI Management Program

Joseph Casper

I was born on a farm northeast of where we are today, near Red Wing, Minnesota. When I was born, my uncle, at the christening, said, "if they put him up on top of the Indian mound and he cried he could be heard all over the county." Fortunately, the good Lord has continued that good strong voice. It has helped me in my career and training. It is a pleasure to be with you at this conference. I appreciate the opportunity to talk to you about our FBI Managerial Training Program being provided to local law enforcement. Historically, we have been involved in managerial training since 1935. The International Association of Chiefs of Police, in meeting with law enforcement administrators, decided that there was a need for this type of training, to be conducted through the FBI National Academy. We have, as I said, been in this business since the founding of the National Academy in 1935.

The National Academy students are carefully selected from professional ranks. They are career members of their agency who have promise and potential in the area of training and executive development. This 12-week course is designed to qualify these people to go back and better administer their departments or participate in the administration of their departments.

As I said from the very outset, one of the four parts of the curriculum has been management training. We are proud of these graduates (we have had over 6,000 of them). They have risen in rank throughout the United States until we have about 28 percent who are in the executive/top level/chief-type position in their respective agencies. So, based upon 36 years of experience, we believe that managerial skills to police must be taught in part by those who are familiar with them. Experienced managers, in other words, who are themselves involved in the system. And with this knowledge and with this experience, in 1967 we embarked upon an expanded management training program for police, over and above what we had been doing in the National Academy. Initially, we selected eight special agent/supervisors who had had years of experience in law enforcement work, experience in management programs, who by education were lawyers, accountants, CPA's, business administrative background, educators and behavioral scientists. And then we put them through an intensive course of training. Of course, we were not satisfied with that course of training - we sent them to business, industry and educational institutes and programs to further their background and knowledge and to increase it. This is an on going program for the instructor staff.

We have granted sabbatical leave to members of the staff throughout the years since 1967. Currently we have two that are on sabbatical leave seeking additional knowledge in universities or working toward additional advanced degrees. The program, as designed, was to fill a need, we felt, for management training in local law enforcement throughout the United States. The curriculum developed included lectures and seminars and such topics as principles of management,

human relations, administrative communications, planning, organization principles, evaluation of personnel, supervisory and executive development, inspections, control, administrative devices and controls, decision-making and problem solving. To give you an idea of the extent and scope of this training, I might say that since 1967 to December 1971 we have had 513 of these programs across the nation. We have had 19,437 students in attendance.

How does a police agency or state police program obtain this training? The FBI in each of its field offices has a specially-trained agent whom we call the police training coordinator. He is given special training by us in curriculum development, in determining needs to sit down with the police planners, the police executives, the State Training Directors, the heads of regional or state academies, and work out with them and assist them in their training needs. What happens, in reality, is that these officials contact this police training coordinator and at a mutually agreeable time we arrange for the training.

Based upon this effort by the FBI, departments throughout the United States realize the pressing need for professional management training. I think most are now convinced that in-department training and general exposure to management practices are no longer sufficient to develop effective police managers. For these reasons, the FBI further expanded its management training for local police to develop what we call Executive Development Seminar Program in 1970. These seminars, I might say, are an extension of the basic seminar but they include an in-depth review of the various leadership styles, management philosophies, motivation methods and techniques. The curriculum also includes a workshop designed as a practical case involving such management functions as organization, planning, staffing and coordination.

By mutual agreement, we have limited the attendance at these seminars to those with the rank of captain and above, and they are held on a regional basis. In this manner, we get, we believe, a diversification of backgrounds and we have a good intercourse or exchange of experience and ideas among the men. Yet, because of the seminar's extensive scope, there is an opportunity for concentration on specific problems in all phases of law enforcement - the opportunity for the police executives of similar responsibility to exchange viewpoints and ideas on solving problems directly related to their on going challenges of the job today.

To date, these Executive Development Seminars have been very successful. I have said on numerous occasions that police management, as a profession, is in the same position today as was the medical profession when doctors decided that working in a drug store and helping other doctors was not sufficient to train to be a medical doctor. The FBI feels that the exposure of a police manager to a management environment is no longer considered sufficient training to be a police executive. This is substantiated by the tremendous and dramatic growth in management training and the resultant use of scientific management techniques. There are those who think that management training is just a fad, that a man has no fundamental understanding of what it is and is participating in it simply because it seems to be the popular thing to do. The

FBI feels it is only a matter of years before the police executive who has left this training to chance will be a thing of the past. His chance of success, therefore, will be far less than it has been in the past. We feel that the requirements of the police are more complex than ever before. We feel there is no police executive in the past who has the problems of the same magnitude or face the challenge which the police executive of today faces, and will have to face and will be challenged to meet in the future.

It is for this very reason that we have expanded the curriculum in the National Academy as it relates to management. The Omnibus Crime Control and Safe Streets Act of 1968 authorized the FBI to greatly expand our FBI National Academy program. It authorized this expansion, from 200 men a year to 2,000 men a year, a tenfold increase. This tenfold enlargement of the National Academy hinges upon the completion of our new FBI Academy at Quantico, Virginia and I am proud to announce this morning that we have hopes that Academy will open this summer and we can start this program. We have negotiated with a very fine university, the University of Virginia, for the purpose of developing a credit accreditation for the five disciplines that we will teach to the National Academy students, one of which is management science. Agreement has been reached with the University of Virginia officials that this 12-week course of the FBI will receive 15 semester hours of college credit. A total of three credit hours has been approved for the management science segment of the course. The Management Science curriculum was designed to provide the officer with a systematic body of knowledge, generally applicable to all managerial situations in law enforcement. The theories and the practices utilized in industry, business and the military are examined with relationship to a law enforcement agency. The officer develops, based upon his training and education, his readings, a personal philosophy of management which will assist him in correlating activities in his organization.

I hope you can see that we are dedicated to finding, following and sharing better methods of police management. To carry out this objective, we will continue to hold seminars. We will expand our management training program in the National Academy. I believe that the FBI, as an organization in America, has a microcosmic view of law enforcement, a view which is essential to the proper understanding of the police function and the police management problem. We feel that the police administrator must be able to grasp a situation as a whole and be able to anticipate what the next situation will be. He will not merely deal with managerial problems, but he must anticipate them.

Thank you.

The Institute Approach to Management Programming

Albert D. Hamann

Thank you for letting me be here to share some of my views with you. You have been in Omaha now for three days. How many of you know what Omaha means? It means, "going against the wind," going upstream, or up the proverbial creek. That's what it means. And now that we all know where we are, I would like to share with you some of the ideas that we have on the management training institute concept. You know, institute learning was here even before Noah and his three sons; it was how they learned how to construct an ark. Now being commissioned to build a boat to hold the chosen of the world requires a lot of learning, but the institute concept proved of value.

The past several years the University of Wisconsin has been heavily involved in management-type training. We call it by a variety of names - Institute for Command Personnel, Institute for Supervisory Personnel, Middle Management Institutes, Executive Development Institutes. As people completed these short-term institutes -- three weeks, four weeks, two weeks -- we attempted to watch their progress. Some went back to their agencies, had jobs, where they could use parts of their newly acquired information; others were not so fortunate, and by the time they found themselves in positions where they could use these newly-established skills, or information, they had forgotten them. Even though they were in administrative positions, they forgot much of the material which had been taught if they didn't use it immediately and frequently. This was especially true with new and strange material, such as the acquisition of techniques or skills on how to do specific tasks. This was forcefully brought to our attention when the graduates of the basic management institute would return to us for advanced training programs. This situation is of great concern to us, even though the demand by police executives continues to be high for this type of special education. Police management personnel like these courses even though we feel that sometimes they are being shortchanged as far as quantity and quality are concerned. Because we believed we might not be doing the job that we had hoped to do, we asked the School of Education of the University of Wisconsin to help us out, to use them as consultants. After looking at our institutes and our program scheduling, one man told us we had fallen victim to a problem which educational psychologists had resolved 15 years ago - the problem was that of mass education versus distributive education. Let me share with you what this man said.

I am not an educational psychologist, but I would like to share what he said. He told us that way back in 1898 a German psychologist became concerned with this problem of learning, or shall I say, not learning. He did some experimenting over a period of time. About 1912 a psychologist studied a training program that was developed for railway telegraphers, people learning to send and receive morse code. The employers had set aside eight weeks for the learning process to be completed. The schools were run eight hours a day for eight consecutive weeks. Does that sound familiar? It was found these men had, after a short

time, become confused, frustrated, that their progress was often reversed. Not only was learning not taking place, but also it was accompanied by an inability to retain that which had already been learned. He began to experiment. After some time he learned that by taking students for four hours a day and resting in the afternoon or doing something allied during the afternoon for five weeks -- four hours a day for five weeks -- he could teach them more than they had learned eight hours a day for eight weeks.

What really happens is that when a student is in a forced learning situation for eight hours a day, over a period of time, and interference is set up to create confusion in a student's mind, this confusion acts as a barrier to learning. Instead of gaining from the afternoon's instruction period, they were actually destroying the learning that had taken place. In this type of skill training, it was found that concentration for long periods of time causes confusion.

Have you ever found yourself in a situation where you work on a problem and continue to work on it. The longer you work on it, the more you become confused; and if you slept on it or left it alone for a while, and went back to it later on, it became much easier. This is the type of thing that happens with schools where they cram for examinations. There is this confusion caused by mass education which is education in highly concentrated doses. Unless the student is exceptionally brilliant and the instructor exceptionally outstanding and the subject matter highly motivating, only minimal learning will take place. I'll cite you a second example that illustrates another kind of learning. Watch the coach on the athletic field, the football field, etc. How do they teach their prize people to do the job that is expected of them? The coach usually works for a short while and then the particular player changes his assignment, they move on to something else and then to a third thing and eventually coming back to this player so that by the time they come back to him he is ready to accept more training. This is done to avoid creating confusion in a player's mind and setting up these barriers. This is called distributive education. Distributive is not only time but in quantity as well. We are all limited as to the amount of information that can be assimilated in a restricted period of time. This limitation is affected by the curriculum that is taught. We are told that the learning of skills requires teaching approaches that are different from those in learning to solve problems, and that book learning or memory work requires still another type of approach. The educational psychologists tell us that when teaching problem solving to those who have already had a background in the material that is being taught and who have had an understanding of the over-all operation, it is possible with very good results to rely on mass education until the instructor detects signs of fatigue in the students. When this happens, instruction should be terminated immediately.

A limit of 25 minutes should be set on the lecture or information-giving courses of teaching if it is done without instruction. Some students have assimilated information for greater periods of time than this, just as some people can run further distances than others. It is wise to consider your students as short distance runner. Skill

learning differs from problem solving. Skill learning instruction must be broken up with distributive education or training. Consequently, if you are teaching a management skill, be prepared in your schedule to function in a fashion similar to the athletic coach. "Training breaks" are essential to learning this type of skill. Skill teaching must be handled differently from problem solving teaching. An institute's curriculum must reflect this if learning is to be at a maximum. Some of the suggestions that were made by these developed educators. One: Limit your lecture to 25 minutes. Two: Follow each information-gaining session with a discussion period and then a written session requiring the students to use this newly-acquired information. Three: In institutes or training sessions where men are gathered for a period of time, make every effort to split the training day into two parts with the morning (first half or however you want to handle it) for pure lecture and discussion. Then, in the afternoon, follow with a workshop. Fourth: Avoid presentation of lecture material unless it is separated by substantial periods of rest or involvement in some other kind of unallied activity.

If you're concerned with the student getting something valuable, he must be given an opportunity to integrate his past learning. This requires periods of rest between each session. Give him an opportunity to absorb this stuff, make it meaningful. Approaches to institute training must be made with caution. The trained administrators spare no effort in determining whether the program is really furthering a man's development or whether it is really standing in his way and this is one of the great responsibilities of a training administrator.

After these sessions with the educational psychologist, it was decided that we were going to experiment with this material. A course was developed which for all practical purposes would be parallel to this three-week Management Institute for Command Supervisors that we had been working with for some time. We called it by another name - we called it Administration for Middle Management Personnel. Instead of having the students in class for six 50-minute periods Monday through Friday for three consecutive weeks, we put the program on a semester basis and met three times a week, three hourly sessions, with coffee breaks frequently. Oftentimes the discussions were so intense the scheduled break was forgotten. The student/trainee gave us everything he had in those three hours and it was very rewarding for all of us. Assignments were increased and although the cases were assigned as homework, they were completed at home as homework. The time spent in class was used to define problems and to further the discussion of the problems. This increased learning. Toward the end of the semester students were already inspired to continue. This too was very gratifying. Feedback from a couple of department heads indicated that communications between themselves and their management trainees had increased as though some miracle had occurred.

What happened that didn't happen in the mass education program? Our answer is that learning had taken place. Why more learning than in the concentrated three weeks program? We feel the student was in a less demanding situation. He had time to absorb it, to understand and to make it more meaningful by making it a part of his own work program.

The information was fed to him in a more acceptable fashion that he could cope with and that is important. We are told that even the best knowledge assimilators cannot assimilate six hours of daily instruction for three consecutive weeks. Some approach this level but training groups don't always expect to find these types in their classes; although they do get many excellent students, they are finding out that you must give them a fair chance to learn. This institute approach is a fair method of teaching, a method that has been proven by educators more than a half century ago. On this matter of mass versus distributive learning, there is no conflict. We accept that we need to look at our curriculum and ask ourselves what we are trying to do. Through distributive approaches, meaningful problem solving learning or skill learning can occur: Is it a short week of learning or long week? Are we concerned with immediate retention or delayed retention or, in other words, do we want the students to remember it six weeks from now or do we really care how long he retains it. In each state the wording is different. If all these questions were listed on one side of your ledger and then checked against what actually is happening, we will learn immediately whether our programs are furthering learning or standing in the way of learning. If the practice of the eight hour per day training session is to continue on a hit, skip, hit basis; the educational psychologists say the money being used for it is being poured down the drain. The trainers in this field are really wasting a lot of time and the administrators who are standing in the way of change are really standing in the way of a much better training method. This is kind of ridiculous when resources are so scarce. If the case of mass versus distributive education were given to a knowledgeable jury, it would only take them five minutes to decide the case. It has been estimated that 95 percent of our training dollars are going down the drain because our superior teaching technique is not understood, and consequently, not applied. Today it is time to change to a more positive philosophy and accept it as part of our organization. Thank you for allowing me to share these ideas with you.

Multi-Format Management Programming Concept

Martin R. Gardner

In the development of any training program, there are some basic steps that have to be followed. First of all is the identification of specific skill development or knowledge development needs. The second is in determining your trainee audience, in other words, the group to whom you are to apply the program. And the third equally critical consideration is the limitation of resources for funding and personnel available to develop and implement the program. We have almost habitually considered training or education to be limited to a specific lecturer-group relationship. The expense involved in training on a one-to-one relationship was too expensive to consider.

However, I would like to toss out a couple of ideas here which you may want to strongly consider when implementing management programs at the regional level.

Sometime ago, some of us began to try to determine wherein we could meet needs that seemed almost complicating each other. Many of you administrators who are responsible for the development of programs are aware that you can't always pull somebody free for a two-day session or a week-long session. You may have definite needs that have been identified in management. You may have a definite audience targeted on. You may have quite a lot of resources available, both personnel and finances for the implementation of a program; but in the actual design and implementation of the program, you become fully cognizant that you may have to take an alternative route - a lateral thinking approach.

Now, there have been experimentations with things like correspondence and extension training courses. There have been studies designed to determine the relative effectiveness of programmed instruction versus lecture, classroom instruction versus television, on and on and on we could go. There is evidence which appears to indicate that there is really not too much of a difference between the different methods of presenting material - that they're all equally effective with proper background and development. Based on this, some people and I sat down and tried to evolve some type of approach to management training that would respond to the needs of the fellows who require the training but cannot come to a central location for it. What we ultimately came up with amounted to a multi-format type presentation where the managers would be brought together for a one-day orientation, provided with programmed instruction material, sent back to their jurisdiction for certain periods of time, returned for re-orientation, for problem solving and discussion in a workshop session, given other programmed instruction materials and correspondence materials and access to other resources; this could go on and on and on. Obviously, in the course of this training approach, you have to have testing to determine wherein the needs continue to prevail, where they have been met, if they have been met. Remedial actions that might be necessitated.

For you who would consider meeting all needs, this offers a possibility to you. When you break down into regional workshops, this topic might be addressed. The Manpower Development Assistance Division in LEAA and the Regional Manpower Development Specialists will offer you assistance in the design of a program that is going to meet your specific needs.

The advent of audio recording media and methods, as well as video tape recording and other television applications, has opened up additional avenues for the conveying of training materials to the trainee, wherever he might be. Technological developments of the recent past, coupled with availability of hardware, software and program development assistance, can serve to answer some of these needs for training wherein the trainee is not available to attend what has in the past been presented in in-residence programming of long duration.

MANPOWER DEVELOPMENT NEEDS AND GOALS IN CRIMINAL JUSTICE

(as addressed at the various workshop sessions)

State Planning Agency Problems

The following notes are provided in regards to problems delineated by SPA's Manpower Development Specialists. The SPAs are well aware of many common problems. They felt that generally there was much need for training programs sponsored by LEAA in the areas of:

1. Program evaluation
2. Methodology in regards to the delivery of technical assistance
3. Grant administration.
4. Information systems
5. Data collecting systems
6. Special problem solving training programs that would be customized for each state.

There was also general agreement among the SPAs and M.D. Specialists present, that due to the regional variation of problems, each Manpower Development Specialist should have free rein, but operating within national policy guidelines, in developing training programs to meet the needs of his region, and that Washington (MDAD) would then receive inputs regarding general national needs from these ten specialists. This is not to say that Washington should not develop general parameters in which the Manpower Development funds are to be used in regards to SPA and local planning training. Although it is considered that, due to the variation in the expertise level of each state, specific program development must be done at a regional level. Any attempt to develop a national program in regards to specific types of training would in some cases undershoot the target and in some cases overshoot the target. The SPAs and Manpower Development Specialists were very insistant upon this type of delivery system. We further discussed methodologies that could be employed in developing national policy and one which all agreed upon was to bring in each of the Manpower Development Specialists and/or his RA to a meeting and together hammer out some national guidelines under which they would operate. Then, let each Manpower Development Specialist within his region develop, with his SPAs, programs which would meet their specific needs. This very possible is the only method in which the regionalization of the 407 training funds can be accomplished.

Manpower Development Problems of Police

A. RECRUITING FOR POLICE

The problems as outlined in the large meeting were:

1. Restrictive residence
2. Minority recruitment
3. Civil service barriers
4. Para-professional recruiting

At the small meeting of group #1, the following problems were also brought up:

5. Delay in time between job opening and hiring procedure to fill the position.
6. The problem of the rule of one-in-three for hiring.

The group took the following positions on some of the problem points, as well as some general premises in the recruiting area.

Broad statement on recommendation in recruiting: Based upon the premise that state-wide establishing of reasonable standards for law enforcement recruiting has brought about a rise in the caliber and quality of law enforcement, we would recommend that all states establish a legal body of standards to establish realistic, practical standards for law enforcement officers.

Broad statement: Salaries must be adequate and competitive between jurisdictions within the general area of the jurisdiction as well as in general line with the nation-wide area, taking into consideration cost of living and other pertinent financial information.

Broad statement: Regional and national level testing should be established in areas near the source of applicants.

Recommendation as to Problem #1, Restrictive Residence, is as follows. The group recommends the position that residence requirements and voting requirements be totally eliminated from all recruiting standards. Regardless of chronological age of applicants, tests should be researched and developed to determine maturity for police applicants not based exactly on chronological age.

Problem #2, Minority recruitment: This problem the group felt would best be handled through the concepts of cadet programs and/or the concept of para-professional hiring; Community Service Officer could be used to upgrade through experience and education to meet the standards which are constantly being increased for the recruiting of police.

Problem #3, Civil service barriers: It is felt that in some cases this is almost the same as what has been discussed under restrictive residence. It is recommended that the concept of lateral entry should be encouraged as an aid to recruiting.

Problem #4, Para-professional recruiting: The recommendation of the

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1 OF 2

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Problem #4, Para-professional recruiting: The recommendation of the

original Crime Report on the concept of Community Service Officer should be encouraged and re-recommended.

Problem #5, Delay in time between job opening and hiring procedure: The recommendation in this area is that testing should be continuous and competitive in the recruitment area.

Problem #6, The rule of one-in-three for hiring: It is recommended that it should be abolished as the system is not that sophisticated at this time to be totally valid.

B. CAREER DEVELOPMENT

1. High turnover of college trained
 - a. Police agent programs
 - b. Street-level career development
2. Lateral entry
 - a. Civilian experts
 - b. Specialized areas of policing support functions
3. Internal talent search
 - a. Research and development of manpower resources
 - b. Certification system based on training/education
 - c. Career counseling
 - d. Budgeting for curriculum development
4. Performance appraisal
 - a. Must be as objective as possible (FAIRNESS)
 - b. Must be a valid test.
5. Job (Career rotation)
 - a. With recruits - intern program
 - b. Skill-bank within state
6. Women Officers
 - a. Pennsylvania State Police Academy program
 - b. Patrolmen and staff recruitment (women)

C. TRAINING/EDUCATION

1. Management/Supervisory training
 - a. Academy training
 - b. Individual agency training
 - c. State minimum standards
 - d. College resources
 - e. Executive training certificates
 - f. Reciprocal agreements
 - g. Interstate collective training
2. Curriculum Development
 - a. Evaluation and demonstration projects
 - b. Project STAR
 - c. Development of curriculum specialists
 - d. Participatory curriculum development
 - e. Role and job analysis - basis for curriculum development
3. Training of Trainer
 - a. Minimum standards for instructors
 - b. Pilot programs for instructor training
4. Certification of correspondence courses
 - a. Cable television
 - b. Audio/visual use

- c. Educational television
- d. Training by mail
- 5. Interdisciplinary Training
 - a. CJS centers/cost effective
- D. SALARY/BENEFITS
 - 1. Competitive salary structure
 - 2. Progressive salary/benefits plans
- E. SELECTION STANDARDS
 - 1. More flexible selection standards regarding age, height, weight, and other physical standards
 - 2. Raise educational standards- high school, A.A., B.A., etc.

Manpower and Training Problems in Corrections

- I. Racial Tensions in the Prisons
 - A. There is not enough recognition given to the various sub-cultures in our prisons and in our society.
 - B. Need to improve communications between minority-majority staff, and staff-inmates.
 - C. Present traditional training methods designed to improve these communications are ineffective.
- II. Need Effective Minority Recruitment.
 - A. Recruitment all too often does not recognize cultural differences, nor does it attempt to meet these differences with a differential recruitment approach that relates a specific segment of the sub-culture to the various correctional occupational levels.
- III. Need to Examine the Barriers to Minority Recruitment.
 - A. Present selection criteria select out minority candidates.
 - B. Rural location of institutions.
 - C. Resistance by white personnel.
 - D. Lack of promotional opportunities.
 - E. Minority recruitment is often unplanned and lacks a systems approach.
 - F. Some reluctance of minority members to accept jobs in corrections for fear of losing credibility with their sub-culture.
 - G. Slow turnover and slow promotional possibilities versus need for rapid increase in numbers of minority personnel.
 - H. Need to expand recruitment to include women, ex-offenders, and physically handicapped.
- IV. There is a lack of policy commitment to planning and setting of objectives. This applies to training, recruitment, and employee development.
- V. There is a need to professionalize correctional work.
- VI. Training
 - A. Need to develop standardized training programs. There should be an agreed upon body of knowledge necessary to all criminal justice personnel.
 - B. We do not have any basic data upon which to base staff-development programs, or correctional objectives. We are not about what we want corrections to do.
 - C. Training is fragmented and irrelevant. It should be established on the basis of a continuum of service. How can this be accomplished?
 - D. There is a lack of objective search and assessment upon which to base the development of training programs.
 - E. Administrative support for training is often lacking.
 - F. Training often does not improve promotional opportunity, although it raises expectations in the trainee.
 - G. Need to develop mechanisms for disseminating information about training programs.

- H. How can the self-perceptions of the correctional worker and the perceptions of him by the offender be resolved and incorporated in training programs?
- VII. How can the trainee be given the opportunity to utilize his training when the system is not flexible and cannot or will not accommodate to new methods, or training induced behavior change?
- VIII. To a great extent corrections has been taken out of politics by the introduction of Civil Service and the merit system. However, these systems, by their inflexibility, are in conflict with new objectives, such as recruiting minorities and the need to introduce new staff development programs.
- IX. There is little transfer of knowledge about new methods, techniques, organizational arrangements, etc. between correctional systems. How do we improve this kind of communication?
- X. Increasingly the community is becoming interested in what corrections is doing. Political awareness both within prisons and in the community is creating problems for the administrator. How can corrections generally, and the institution in particular, use what seems to be a conflict situation to achieve rehabilitative goals? What role can training, recruitment and manpower development programs assist in alleviating this problem?
- XI. Colleges and universities are reluctant to design special programs to meet the needs of correctional personnel.
- XII. Generally, correctional systems lack the funds to establish and maintain training programs.
- XIII. Need to develop personnel performance standards.
- XIV. Corrections needs to develop relationships and mechanisms for the effective use of volunteers, community resources, and related agencies.
- XV. Corrections, like all public and private bureaucracies, functions on the basis of informal organizations and relationships that exist below the surface of the formal organization chart and official procedure. This informal structure often hinders change especially in recruiting, promotion, training, and in the establishment of new methods and procedures.

1. Lack of awareness of courts manpower related problems:
 - A. By the public
 - B. By state legislatures
 - C. By state Planning Agencies
2. Lack of information among courts
 - A. Prosecution, defense agencies and personnel concerning:
 1. Means of assistance
 2. Research and demonstration results
 3. Models which work, etc.
 4. Resources and expertise
3. Lack of an effective structure in most states to deal with courts manpower related problems:
 - A. To set goals, priorities
 - B. Define programs or to implement reforms
4. Lack of comprehensive training programs in most states for courts, prosecutors, defenders, court administrators, clerks, aids, etc.
5. Recruitment poor, especially in prosecutor office, retention expense bad.
6. Lack of career development plans, primarily due to poor management.
7. No involvement of judges due often to misconceived concepts of "Judicial Independence."
8. Lack of management resources in most courts, prosecutor and defender office; resultant misuse of judicial and prosecutorial resources; need for more courts aids, paraprofessionals; panels of legal assistants to assist appellate courts, etc.
9. Failure of courts and prosecution to coordinate effectively with other elements of the system especially in big city, high volume situations.
10. Archaic laws, rules and practices; result in waste of manpower as in the case of trials de Novo, excessive use of Grand Juries, etc.
11. Failure of courts and related agencies to properly screen cases resulting in court congestion.
12. Often no means to discipline or remove incompetent or dishonest judges or officials.
13. Lack of sufficient personnel or adequate funding levels for most courts and officials.
14. Not enough time available for inservice or other training.
15. Part time judges or officials who often have conflict of interests.
16. Lack of orientation training for new judges or prosecutors before they assume office.

While we recognize that courts related manpower problems require for solution the assistance of non-courts related skills and personnel, we have recognized throughout our deliberations that our primary threshold problem is to get the court's people themselves, especially judges, involved in an ongoing consideration of court's manpower problems. There exists in few states or large cities effective mechanisms for this involvement. The first step in addressing the court's problems identified should be to assist in the creation and strengthening of appropriate mechanisms to achieve this involvement. (We considered various structures, mechanisms and techniques which might be appropriate to different state situations).

Unless these involvement means are developed within or evolving out of courts (and prosecution), little will be accomplished.

Along with recognition of this basic threshold problem, it must be understood that courts and the lawyers who work within them differ from Police and Corrections in that:

1. We are dealing in the main with individuals (usually elected), not agencies, and;
2. There are constraints arising out of the fact that the courts are a separate branch of government under separation of powers.

It was our consensus, therefore, that manpower development activity and spending in the courts area must be primarily at the state level to build the structures for defining responsibilities, gaining involvement and planning and implementation of programs. This must be augmented by more activity and support at the national level to provide and strengthen centers for research, information exchange and supporting (but above state level) education and training particularly in national or one-of-a-kind situations like the:

National Center for State Courts
National Center for Prosecution Management
National Colleges, Academics, Institutes for Judicial,
Prosecutorial, Defense and Court Administration Training, etc.

(LEAA) Regional approaches---especially on an interdisciplinary basis--- are of limited value at this time at least until more progress has been accomplished at the state and national levels. However, we strongly advise use of Sec. 407 funds in the LEAA regions to create how-to-do-it or skills capabilities in courts - prosecution defense in the states and in the SPA's in areas such as:

1. Understanding the importance of development of management capabilities.
2. How courts correlate more effectively with legislatures.
3. Increasing public and media understanding of courts problems.
4. How to get judges involved in dealing with courts' manpower and management problems.

We also recommend that whatever impediments, real or imagined, exist with respect of use of Sec. 406 funds for pre- or in-service training of lawyers (judges, defenders, prosecutors, law clerks) or court managers of court aids, be eliminated as soon as possible and the universities, colleges, and institutes offering education for such personnel be qualified to receive LEEP funds.

Specific goals identified included:

1. Establish a structure within each state (and large city where appropriate) to consider and create courts manpower. Development plans and programs. Such structure should define responsibilities with respect to courts' manpower development.
2. Every state (and large city) should provide for the conduct of a comprehensive survey and assessment of court's manpower needs identifying among other things existing and needed numbers, grade and experience levels of personnel, job descriptions (including para judicial and para legal, courts' aids etc.) and needed community resource both within and without the criminal justice system. SPA's should provide funds when appropriate.
3. SPA's should fund the staffing of appropriate mechanisms in each state, so county prosecution and defenses can deal with and develop programs to meet their needs (see 1 above). Some such mechanisms are:
 - Judicial Councils
 - Councils of Prosecutors or Attorney General offices
 - Judicial Conferences
 - State Court Administrator
 - State Public Defender
 - Ad hoc or bar association related committees
 - Prosecutor training co-ordinators
4. Education and training (courts including selected personnel, prosecution, defense). Each state should have a comprehensive, ongoing training plan addressing needs for:
 - a. Pre-service training
 - b. Annual update
 - c. National or regional education or overview of the judicial process etc.
 - d. Specialized training:
 - (1) Management and Administration,
 - (2) Search and Seizure, etc.
 - e. Individualized study programs
 - f. Materials development - desk, books, tape cassettes, video tapes of moot courts, new developments in the law etc.

In such a plan should ideally reside the responsibility for training in one place in the state, possibly a law school or law center.

5. There is a need to develop at appropriate levels training courses for assigned defense counsel as well as for full-time public defenders.
6. LEAN and SPA's need to develop a better understanding of the manpower and training needs of courts, prosecution, defense and need to provide more information on training resources, national and state, workable state models etc.

Closing Address

Jerris Leonard

Mr. toast-master Kirshner, Father Spillane, Judge Orbomb, Attorney General Meyer, Mayor Leahy, my friend and former State Senator colleague, Senator Leudtke, President Fred Mossman of the Exchange Club, distinguished members of the criminal justice community who are here today, my associates in LEAA, the Department of Justice and friends:

I have a number of reasons for being proud and pleased to be here today. Certainly on the occasion of this 25th anniversary of the Exchange Club recognizing and promoting the law enforcement community and the criminal justice community, And it is a particular pleasure because of that quarter-century.

Before I get into my prepared remarks, I would like to take just a couple of minutes, if I may, to give some recognition to two people and the organizations they represent in this room today. Both of them are associates of mine, one in a very close sense and the other in a sense of being with the Department of Justice. I would like to give some public recognition to Carl Hamm. It may sound like a bit of nepotism if you listen to the introduction of him, as he happens to be from my home town, but I assure you that his entry into this job as Director of the Manpower Development Assistance Division of LEAA was really coincidental to our friendship, as he was with the International Association Chiefs of Police in Washington at the time. Carl is a "cop" who has worked the streets of Milwaukee, who has headed the Youth Aide Bureau of that very fine police department and has continued his education, getting his masters degree from the University of Wisconsin in Milwaukee, while he was with the police community. To him and his associate, Martin Gardner, who so well has coordinated this conference, and to our people that are here from our regional offices who have worked under the general supervision and direction of Carl, to all of you, Carl, and your associates I want to pay tribute to the very fine job that you are doing in this very difficult area. We have some thirty million dollars this year in Educational Development Funds, actually a little bit more than that, and it's a big program. It is a difficult one to manage and manage properly, and I think Carl is doing an overwhelming job.

I would like to have you, President Mossman, and your friends, and your associates in the Exchange Club, and the other guests that are here today give Carl Hamm and his associates in manpower development a nice hand for this conference.

It is somewhat ironic, I thought to myself as I sat here, that throughout the United States we in LEAA don't promote luncheons such as this and label them J. Edgar Hoover testimonial dinners or luncheons. Today in 1971 and 1972 America has become intensely interested in criminal justice education, and yet the truth of the matter is that it is the Director of the FBI who for so many years has provided leadership not only for his own training program, the training of his own people, but has also provided leadership for the training of both

the local law enforcement personnel. I think we should pause for just a moment and give some recognition to Mr. Hoover and to his leadership in manpower development training and education. We should pay special tribute today to his associate, who heads the whole development manpower program, the Assistant Director in charge of training and education, Joe Casper.

It is a special privilege to me for another reason--because I think this state and this city have provided more than their share of leadership to the criminal justice community. Your senior Senator, Roman Hruska, is one of the real leaders nationally. He is one of the principal authors of the Omnibus Crime Control Bill, and I better bow because it is the bill under which my agency operates. And my warm respects to Senator Carl Curtis, who has been a loyal and consistent supporter of our programs. On the House side, John McCollister, Congressman Thone, and Congressman Martin have been good supporters, and the five of them, I think, make up a little group second to none in Washington in their dedication to the reduction of crime and delinquency. They are out there voting and supporting our program and other programs in the reduction of crime and delinquency, and I think therefore that you should be congratulated on the job they are doing for you in Washington.

Omaha has helped us in other ways. Your good Chief of Police Dick Andersen, and Bob Kutak, one of your local barristers here--both serve as members of the National Commission on Criminal Justice Standards and Goals, which I appointed some months back, and which is going to make such a substantial contribution to pointing the way and providing the benchmarks for all of us who work in the criminal justice system. We value Chief Andersen's and Bob Kutak's contribution, and so again a tribute to Omaha and to Nebraska. Of course, Omaha is an LEAA "Pilot City", Mr. Mayor, and we hope that the program is going well and developing an integrated criminal justice system, as I am confident it will. Because of the local leadership, the leadership of you men in the criminal justice community generally, will provide us a model for the entire nation. Of course, Nebraska has one other claim to fame, that is, the fact that it has managed to establish all the way from Hawaii to the Orange Bowl a certain law-and-order on the gridiron, and I would hate to have that group chasing me as a possee.

I would like to pause for a moment to bring you the regards and regrets of Attorney General John Mitchell, with whom I spoke yesterday. He asked that he be remembered. On Monday, I met with the President, and I want you to know that he did not give me any advice to bring you for improving your football team. See, when you're number 1, even the President hesitates to give you any advice.

There are two audiences here today. First I want to mention the Omaha Exchange Club. President Mossman, it is the kind of public spirit you show by this luncheon and recognition that we would like to see flourish in every corner of the country. All of us want to see in the state and local levels of government a stronger role being played by individual citizens, supporting state and local government without the type of influence we sometimes see coming from Washington. We really don't need any influence from Washington to reduce crime and delinquency.

Help in the form of funds, yes. General guidance--possibly in the area of disseminating group information and letting people know what programs are working around the United States--yes. But we don't need "Big Brother" or "Uncle Sugar" in Washington to tell us how to solve the problems of the criminal justice system at the local level. I think if more local groups did as much for the citizens of their communities as your Exchange Club is doing here in Omaha, I think drastic reductions in crime and delinquency in the United States would come much faster. Government, after all, to those of us who like to think we have spent some time in it and we learned something from it, has to be close to the people. It's got to be responsive to the people. That is the philosophy behind the President's program for a federal-state-local partnership in local law enforcement and criminal justice. I can attest to the fact that for the 12 years I served in the Wisconsin Legislature I always had a sneaky suspicion that all wisdom and knowledge did not repose on the banks of the Potomac, and I've been there for three years now and it's no longer suspicion. It is absolutely confirmed. This is also the reason for the President's proposal on revenue sharing. It is to make funds available to the cities, counties, and states. It is the tool local government needs to meet the new responsibilities they keep gaining every day. Everyday the problem comes up at the local level of government. All the money is in Washington, and we have got to share some of that money that has been collected there with state and local units of government if we want the problems of this nation solved. At the same time every citizen, every civic group, has to do more to make government work, whether it is in the field of crime reduction or any other important area of concern.

The law enforcement assistance task is to help state and local units of government reduce crime--to help make their police departments, their courts, and their offender rehabilitation services more efficient and more effective. The key word is "effective." We want to put ourselves out of business. My associates in LEAA will tell you that every time I go to the regional office or talk to one of the divisions I tell them that the philosophical objective is to put ourselves out of business by giving the state and local units the tools to do the job themselves. The real day-in-and-day-out work of making our cities, villages, and towns more secure from crime and violence must be performed by people like yourselves--people who know what the local problems are and know how best to solve those problems. It is to you that we in LEAA look for advice and it is the kind of advice we need to solve the problems of law enforcement and criminal justice throughout the country. Each community is a part of this process. Individual local agencies devise what we hope are innovative techniques to make possible significant progress in the reduction of crime and disorder. As this information is developed, LEAA passes it on to other agencies and accompanies it with the technical assistance and with the money to put these new ideas into operation. But it is the local initiative that is the key to this process. That is the heart and the brains of this system. That is the essence of the American Government, and it is the essence of what makes this government so unique among all governments of the world. The alternative, my friends, and take these words seriously, the alternative is a national police force run from Washington by Federal bureaucrats, and I don't think any of us want a part of that. There have been all too many foreign countries throughout the history of the world

that have come to grief by following the misguided idea that a National Central Government could be an effective weapon against criminal activity. It just won't work.

Let us keep what we have and let us make it better by sharing each community's fresh techniques for encouraging better criminal justice. It's groups such as yours, the Exchange Club, that make this system of local initiative so viable. It is your support of your institutions that make total Federal rule or responsibility out of place in this democracy of ours. You and groups like yours are a credit not only to your city and to your state but also to your nation, Mr. President.

In addition to the Exchange Club Members and their guests, we have in our audience today a group of experts who have been attending this conference sponsored by LEAA. Since you arrived here last Sunday you have heard a considerable amount, I'm sure, of discussion about criminal justice as a system. Therefore, I'm going to refrain from burdening you with any lengthy description about those problems. But I would like to call your attention to the importance of what you and others like you everywhere in America are now doing for the first time. You are talking to one-another. That may sound simple, but the truth of the matter is that it hasn't really been done before. Moreover, this significant innovation promises to transform everyone's thinking about the criminal justice system and its problems. Prior to LEAA the criminal justice system as such really didn't exist. In almost every community throughout the United States it wasn't there. There were sheriffs who never talked to policemen, there were policemen who never talked to judges, there were judges who never talked to the warden, there were wardens who never talked to any other experts, and there were experts who never sat down and talked together with the public officials who lead the community. Today all that is changed. One of LEAA's most significant accomplishments is the establishment of criminal justice coordinating councils throughout the length and breadth of America. As a result, the people who make decisions about enforcement, adjudication, and rehabilitation now sit down and talk to one another. They plan ahead to solve their mutual problems. They think about and discuss how the action of one member agency affects the work another one is doing and how it affects the whole. They learn to be part of a team, in short, performing a single service for their community. Now this system includes many different kinds of people with widely varying professions. Judges, prosecutors, public defenders, probation officers, psychologists, policemen, medical examiners, wardens, and the like. One need that they all discovered is the need for more training-- training of the kind that will make them better professionals, yes, true professionals. Another of the LEAA achievements is the law enforcement education program, which makes education possible for tens of thousands of people who might not otherwise be able to afford it. As all Federal agencies, LEAA is addicted to acronyms, so we call it the LEEP program. It really is a leap in many ways to more productive careers for the men and women who are taking part. Surprising as it may sound, criminal justice education is a relatively new idea. Programs of law enforcement higher education began on a small scale, very small scale, in the Twenties, but it wasn't really until the Sixties that law enforcement and criminal justice agencies asked colleges and professional groups to cooperate in studying the needs of the system and how they are related to education. Just four years ago, the American Association of Junior Colleges printed its first brochure urging a broader approach to criminal justice education. There are more than 700,000

of our fellow Americans that work in the criminal justice institutes and parole agencies. Some 50,000 of these 700,000 persons are new every year. That is, 7 percent every year are new to the system. Most of the young professionals, in particular, need more educational opportunities and that is what LEEP is all about. It is designed to provide educational incentives by enabling students to acquire more learning and training without incurring additional financial expenses. Since it was launched three years ago, \$72 million in loans and grants have gone to nearly 230,000 students. The President has asked Congress this year for an additional \$40 million for fiscal year 1973. This would permit some 95,000 persons to participate. Almost 1,000 junior colleges and colleges and universities are in the job of training these men and women, of whom 84 percent work in the criminal justice system. The remaining 16 percent are the young people who have made a commitment to go into the criminal justice system when they finish their education. Eighty percent of those in the LEEP program are police officers, and that is heartening. The balance come from corrections and court personnel. These students enrolled part-time or full-time in a very wide variety of undergraduate and graduate courses, all aimed at increasing their professional skills. Some are experiencing college work for the first time.

I was in Detroit some weeks ago at a judicial conference and because I had to get from there to Chicago and some place else, they sent a deputy sheriff out to pick me up from the Wayne County Sheriff's Office. That fellow was 43 years old and had three kids, and when he found out who I was, I thought he was going to throw his arms around me and start hugging me. Then he told me about how he was going to the Wayne County Community College and was in his second year. The first year he was a little afraid of what his reception would be on campus, and it wasn't very good. Some of the students called him a "pig" and some other names, but as they got to know him and he got to know them things seemed to work out. I asked him "What kind of a course were you taking?" He got a big grin on his face and said, "Mr. Leonard, you won't believe this but last year I took first and second semester freshman English and I got a B both semesters." And the B proved that with the help of the LEEP program, that at 43 years of age, he could go to college and make progress. Even if he never gets a degree, the very fact that he has proved to himself that he can do that is going to make a better man out of him. Little stories like that, that you pick up are indicative of how good this program is.

I got a letter recently from the police chief of a large city, and I just want to quote a couple of the sentences: "I consider the education program one of the most important and the most successful programs launched. Education is inseparable from career development. The entire community benefits by the educational upgrading of the police officer. The law enforcement education program has had a striking effect."

What pleases me the most about that kind of a letter is the fact that it is an affirmation that LEAA is serving the local community in many ways. LEEP, of course, is only part of the answer. We need more training inside the individual law enforcement agency. There has to

be more going on inside the individual agency, in addition to the LEEP program. But we are ready to help. This administration expects that the funds that flow through LEAA are going to be put to good use. Good government stems from officials who are dedicated to efficiency and public service. I'm sure that you are aware of the President's forthright commitment to make this nation safer for its citizens, and I can assure you that he is making good on that pledge. When you leave here, however, I hope that you ask yourselves: Am I doing my part? It is not enough under your system of government to say that the problem is being taken care of or solved in Washington. Each one of us must make some kind of firm resolve to the President. The people of America who heretofore were discouraged, discouraged by rampaging crime and violence, have taken heart in the last three years, and today we have a revitalized Department of Justice. We have new assistance through the Safe Streets Act. We have new initiatives in every state and local community throughout this nation. Citizens, I believe, are gaining, re-gaining confidence. There is a restored spirit, a reawakened sense that problems can be solved. There is a confidence that crime can and will be sharply reduced. But just because things are beginning to go well, I don't think we can let other people carry the ball. I don't have to tell you anything about football here in Nebraska, but I want you to know that this is a deadly serious game to restore the rule of law and decency. We are still in the first "half." We are beginning to lead, but none of us can become complacent. More hangs on the outcome of this game than a Bowl invitation, or a national ranking. Lives depend on it, and our efforts have got to be increased. President Nixon is carrying out his pledges to bring crime under control, but all of us must not only do our own share, but we must do a little bit more. When we leave here I think we ought to remember that we have the same basic responsibility no matter what our particular job is, and that is simply that we have to work harder than we ever have before to reduce crime. Let me preface these few final words with this little story. We had a Governor in Wisconsin once who used to say that for every appointment he had to make there were 50 applicants. After he made the decision and made the appointment, he had made 49 enemies and one ingrate.

Now, Roland Leudtke and I have served in the Legislature and we have voted on bills to raise taxes and appropriate money many, many times, and sometimes it was painful. I've had constituents call me up and say: "Leonard, you vote for that tax and you will be an ex-legislator," and I've had to say: "Pal, friend, constituent, I'm sorry, but that money is going for a good program, and I'm in favor of the program. If I've got guts enough to vote for the appropriation, I'd better have guts enough to vote for the tax to pay for it." But sometimes people, particularly those of us who have our feet heavily in public service, don't recognize the obligation we have to defend the programs. The truth of the matter is that there isn't enough defense of the LEAA program coming from the local level of government, and I don't just mean the mayors and the state level of government. I don't mean just the governors. As a matter of fact the governors more than any other single group are providing the real leadership. The state legislatures are beginning to provide some

leadership, but how about the local criminal justice people? The police chiefs and all of their men, the judges, the district attorneys, the public defenders, and others who are beneficiaries of this program? It is awful lonely out there when some of the people try to destroy this program for whatever reason--some for political reasons and some of them for philosophical reasons. It's awful lonely out there but a lot of other people are going to be benefiting from this program directly, and of course all of us indirectly, if it keeps going for a long time. I think we have to have guts enough to stand up and say "sure there are some problems." There are problems with government, and there always have been and there always will be. But this is a good program. It is the cutting edge that will allow the cities and the states to reduce crime and delinquency. We need to have that said more by people who are at the working level of the criminal justice system and who are the major beneficiaries of this program. When you think about that, you should be reminded of that story about the governor and what he had to say.

I think Mr. President, the great job that your club is doing here is the second and final message I would like to leave, because in the end everyone of us knows that it is citizen support that makes good government and that is really what it is all about.

Thank you very much.

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