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FINAL REPORT

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CITIZEN COMMUNITY MOBILIZATION PROJECT

An AFL-CIO Department of Community Services program to involve the labor movement in citizen criminal justice action programs developed in co-operation with the National Council on Crime and Delinquency.

Funded by the Law Enforcement Assistance Administration

Submitted by: AFL-CIO Labor Participation Department  
National Council on Crime and Delinquency

NCJRS

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A POSITIONS

DIRECTORS COMMENTS

The Volunteers who have participated in this project are to be highly commended for their interest and untiring efforts to improve the Criminal and/or Juvenile Justice System.

The Community Service Representatives of the local AFL-CIO Central Labor Councils have clearly demonstrated their leadership in program planning and community organizing during this demonstration project. Without their valuable assistance the accomplishments that this program achieved would not have been possible.

The officers and delegates of all involved Central Labor Councils also demonstrated concern for their members, their neighbors, their communities and for their country in the manner which they rallied behind this effort. Unaffiliated unions such as the United Automobile Workers of America, etc. also gave their full support.

The volunteer hours, efforts and dollars that this grant generated on the local level was proof that Americans are concerned about the welfare of their nation, and particularly about the crisis that the rising crime rate has created. It should be noted that not only did Unions and union members become involved but many other citizens and citizen organizations also participated. ✓

The Law Enforcement Assistance Administration of the U.S. Department of Justice is also in line for accolades in this successful venture. Their valuable guidance, technical assistance and their vast resources were always extended graciously, courteously and in a meaningful manner.

The proof of the pudding of course lies in the projects ability to accomplish the stated goals, this final report points out that not only were the local committee's able to meet their goals but in several cities they surpassed them. ✓

The National Council on Crime and Delinquency and the Department of Community Services of the AFL-CIO can not be praised enough. Not only their staff, but their volunteer boards and/or committees were fully informed at all times and were supportive and became involved in the work of the project. Their wise counsel, input and participation was an integral part of our successes.

This project is now completed but what it proved must not be forgotten. There are many opinions on the question of citizens ability to ameliorate local problem areas in criminal justice systems but this project proved that when citizens are made aware of the problems, given sensible alternatives, and backed up by competent technical consultants and staff they can, and will, actively assist Law Enforcement Agencies, Judicial Authorities, etc. improve their ability to deliver services to the consumers of the Criminal Justice System. The future of our system of justice balances on this test of efficiency. If it fails to achieve this goal then our crime rate will continue to rise and our Country will be in jeopardy.

Submitted by:

B.G."Pete"Culver, Director  
AFL-CIO Labor Participation Department  
National Council on Crime and Delinquency

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THE COMMUNITY AND CITIZEN MOBILIZATION PROJECT

FINAL REPORT

The Community Citizen Mobilization Project, initiated in October, 1973, has completed the thirty-six month effort designed to involve the resources of organized labor, business, private sector community organizations and other segments of the lay public in citizen-initiated crime prevention and control efforts in selected local communities through Labor Citizen Action Committees. ✓

The goals of the project were (1) to provide technical assistance and expertise to each Action Committee; and (2) to enhance the Action Committees' capabilities in implementing their programmatic goals and sustaining them in the communities. ✓

To understand the success of the project, it is important to compare the actual projects which were developed as a result of the Community Citizen Mobilization Project with the stated action goals of the committees as they were written twelve months prior to the end of the project.

STATED GOALS OCTOBER, 1975 - Cleveland, Ohio

The Citizen Action Committee in Cleveland, has undertaken the goal of establishing a Training and Remotivation Center for ex-offenders. These citizens not only recognize the correlation between the inability to earn a living wage and recidivism, but also are building a mechanism to train the ex-offenders to work as automobile or motorcycle mechanics, carpet cleaners, wholesale food purchasers, etc. More importantly, the Action Committee plans to include a job placement service to aid the ex-offender in finding and maintaining a job to enhance his chances of refraining from future criminal activity.

ACTUAL GOALS ACHIEVED OCTOBER, 1976 - Cleveland, Ohio

The Leo Perlis Center, the name given the Training and Remotivation Center, operational since November of 1975, had its Grand Opening on April 3, 1976. Northeastern Ohio Labor's long term commitment to deal with the causes of crime by remotivating and linking troubled people with meaningful career opportunities and well paying jobs became a reality. The brochure "Toward a Safer America" contains additional information about the center. (Appendix E)

The Cleveland Labor Agency also received a grant to study the affects of early childhood experience and early childhood education on patterns of crime and delinquency. As possible causes are identified, the Action Committee will work to educate and promote changes which can reduce crime and delinquency in the future.

The Perlis Center also launched Project Awareness in cooperation with the Cleveland Foundation, the Gund Foundation, and the Junior League of Cleveland. The project operates a Criminal Justice Public Information Center, a volunteer bureau, and a series of special projects directed toward achieving greater public awareness of the problems associated with crime and delinquency and the remedies available to reduce or eliminate these problems.

The Leo Perlis Center has already served over 900 persons. ✓

STATED GOALS OCTOBER, 1975 - Portland, Oregon

The Citizen Action Committee in Portland has identified as a number one priority the need to start a volunteer program to assist ex-offenders to find a productive role in the community. They maintain that ex-offenders returning

to the community would be less inclined to recidivate if they had someone to turn to at the point of crisis. This Action Committee is striving to set up a mechanism whereby fifty (50) volunteers will work on an intensified one-to-one basis with the ex-offenders to do more than supervise, such as counselling, helping the ex-offender find employment, (if necessary) identify and secure needed social services, or to assist in whatever problems the ex-offender may have.

#### ACTUAL GOALS ACHIEVED OCTOBER, 1976 - Portland, Oregon

The Action Committee in Portland experienced a welcome surprise in late 1975. As word of the labor committee's efforts to set up a volunteer program reached all segments of the criminal justice system in Oregon, the Governor's Manpower Office approached the Labor Agency Action Committee concerning the development of a project to reduce the number of individuals being incarcerated throughout the state. As a result, Labor's Community Service Agency, Inc. is currently operating a First Offender Project. The statewide program assists misdemeanants and non-dangerous felony offenders find job training, apprenticeship programs, state or federal job training, or a job opening. Those who accept the training or placement and meet the terms of the agreement, which may include victim restitution, have the charges against them dismissed.

The project staff work directly with the Prosecuting Attorney, the clients lawyer and the client developing the terms of the agreement.

The Action Committee was approached by the Metropolitan Youth Commission, a city-county youth advocacy agency, and was asked to help expand the number of foster homes throughout the Portland area. The committee, combining efforts with the Youth Commission and the Children's Services Division of Oregon, worked out a program to promote new foster homes among union members; the program is called Project Bridge. Two staff have developed the education and training



program for prospective foster parents. The staff served as support agents for the parents, assisting them and the children as they deal with the state and social service agencies.

A unique aspect of Project Bridge seeks single parents, as well as married couples, to serve as foster parents.

The volunteers set up a visiting, recreational, and beauty shop program at the Womens County Jail facility. At least twice a month the volunteers visit the jail. The committee hopes to develop a program to secure the release of females awaiting trial to a community treatment program.

During the Committee's activities over the past three (3) years, the members became aware of the issue of the status offender in the juvenile justice system. After hearing both sides of the issue, the committee sought and succeeded in obtaining a resolution through the Oregon State AFL-CIO Convention urging that status offenders be removed from the jurisdiction of the juvenile court. (Appendix A contains additional information on Portland activities.)

STATED GOALS OCTOBER, 1975 - Cedar Rapids, Iowa

The Cedar Rapids Action Committee has plans underway to organize a volunteer Probation Officer Center. It is envisioned that at least fifty (50) citizens from the community will be recruited and trained to become volunteer probation officers.

ACTUAL GOALS OCTOBER, 1976 - Cedar Rapids, Iowa

Cedar Rapids has not moved on plans to develop a volunteer probation center. Major confrontation has taken place between the Police Department, the City Council and the new Safety Commissioner, delaying citizen input.

The Action Committee did sponsor the four-part film series "And Justice For All" shown on WMT-TV. At the conclusion of the series a questionnaire was mailed to 30,000 homes through the cooperation of the water district (attached to their water bill). Over 5,000 were returned. The results were tabulated by the NCCD Research Center in Davis, California. A copy of the results is attached (Appendix B).

The Action Committee plans to implement a Community Crime Prevention Program, then expand its activities to system change endeavors.

STATED GOALS OCTOBER, 1975 - San Francisco, California

The San Francisco Action Committee is establishing a halfway house for troubled youth.

ACTUAL GOALS OCTOBER, 1976 - San Francisco, California

The San Francisco Action Committee efforts have centered around the activities of the labor representative and the San Francisco Central Labor Council Executive Board. Working with the city juvenile justice officials and supporting their activities, emergency shelter homes have been established and additional facilities are being encouraged. Organized labor now has a representative on the Juvenile Justice Commission, an advisory agency of the juvenile court.

STATED GOALS OCTOBER, 1975 - New Orleans, Louisiana

The chairman of the New Orleans Action Committee, who also serves as International Vice President of the Barber's Union and Vice President of the Greater New Orleans Central Labor Council, AFL-CIO, has steered the Action Committee in the direction of establishing a "Union Youth Sponsorship Program."

ACTUAL GOALS OCTOBER, 1976 - New Orleans, Louisiana

A Youth Sponsorship Program is operating in New Orleans today, but under the control of Loyola University. The University had joined the original education program as a co-sponsor and supported the establishment of the youth sponsorship program. This program, is serving the youth of Greater New Orleans and came about because of the Community Citizens Mobilization Project education course.

A similar Youth Sponsorship Program was developed and established by the labor movement in Fort Worth, Texas. Appendix C, the Fort Worth report following this report and the project brochure, Appendix E, contain additional information explaining the program.

STATED GOALS OCTOBER, 1975 - San Diego, California

The San Diego Action Committee has elected officers and is launching a public education campaign to build public support for the non-institutional community based treatment centers.

ACTUAL GOALS OCTOBER, 1976 - San Diego, California

The AFL-CIO Community Service Representative in San Diego, supported by the Central Labor Council Secretary-Treasurer, the Executive Board of the AFL-CIO Labor Council and the Action Committee, formed a working coalition with several community groups concerned about criminal justice. The labor representative spoke before the city and county supervisors, urging them not to support plans for a large new juvenile institution. He requested that they support small, community-based homes located throughout the city and county. That plan was adopted and is being implemented currently.

The San Diego Committee wanted more information about their system of criminal justice. They decided to conduct a survey of the adult superior courts. The survey was not designed to be an indepth scientific study of the courts. It is a collection of data and observations by volunteers of the action committee, many of whom have never been in a court room, a jail, or the police station prior to their involvement with the project. A copy of the survey is attached. (Appendix C)

The San Diego Action Committee will form goals as a result of the survey. Plans are made for co-sponsorship with other citizens groups to develop a victim-witness assistance program.

STATED GOALS OCTOBER, 1975 - Fort Worth, Texas

The Fort Worth Action Committee will concentrate on two goals: (1) organizing a Youth Sponsorship Program, and (2) upgrading the Probation Department in Tarrant County.

ACTUAL GOALS OCTOBER, 1976 - Fort Worth, Texas

The Fort Worth Action Committee set up, obtained funding for, and started a Labor Youth Sponsorship Program. Financed with contributions from Labor and Texas Youth Council funds, the program receives youngsters through juvenile court referrals, school guidance counselor referrals, and walk-ins at the store front agency.

The youth receive counselling, a job referral, a recreational opportunity, and even more important, the exposure to a labor family who will show interest in the youth and give them the mature guidance so many of these young people have not had access to in the past. (See Appendix D and E.)

STATED GOALS OCTOBER, 1975 - Duluth, Minnesota

The Duluth Action Committee is a broad-based citizen group. The activities of the committee will stem from two fundamental goals: (1) to recruit skilled craftsmen to train and place ex-offenders in gainful employment; and (2) to set up a Youth Service Bureau.

ACTUAL GOALS OCTOBER, 1976 - Duluth, Minnesota

The Action Committee has undertaken several projects to improve the criminal justice system in Duluth.

A Neighborhood Watch Program was instituted by the labor movement which distributed 10,000 kits to area residents. Union representatives and local police distributed the kits at plant sites, during union meetings, at the union offices or at the residences.

The committee developed a community correction program which trains offenders and ex-offenders for a variety of jobs. The program, called the Arrowhead Community Corrections Program, has full time staff placing the ex-offenders and offenders in apprenticeship programs, on-the-job training programs in industry and training others to operate office equipment which they do in lieu of paying fines.

The committee has also established a Victim-Witness Program working closely with the county attorney's office.

SPIN-OFF PROGRAMS

As word of the Community Citizen Mobilization Project spread, additional cities have requested the opportunity to participate in its activities. Some spin-off examples follow:

Dallas, Texas conducted an educational program and the labor movement is presently setting up a group foster care home.

Atlanta, Georgia, through the sponsorship of the American Postal Workers Union, AFL-CIO, is operating a program that allows probationers to perform repairs on the homes of low income and elderly families in lieu of paying fines. The work is done with the knowledge of the building trades whose members normally perform those jobs. It is work that would not be done if the families had to pay for it.

Pittsburgh and the Quad City Area (Illinois-Iowa) are two (2) additional cities where the labor movement has developed an on-going action committee to deal with local issues learned about through the education program.

Both areas are dealing with juvenile issues. Neither city has proceeded to the stage of implementing programs, but both are developing specific projects for the future.

#### SUMMARY

The final year of the project was highlighted by the start-up of the several projects mentioned above, plus the acceptance by the criminal justice system of the interest, commitment and dedication of the citizen members of the Action Committees in the different cities. New coalitions in the communities have formed as a result of shared concern over juvenile and criminal justice problems. Labor has always accepted its responsibility to deal with social and community problems when given the knowledge and opportunity. The AFL-CIO Department of Community Services, through its Labor Participation Department of the National Council on Crime and Delinquency, NCCD, and LEAA have provided

a flow of information, the technical assistance, and educational programs that developed the expertise within the labor leadership and rank and file members to establish a strong citizen support group in the selected cities calling for and advocating a more efficient and humane criminal justice system. The efforts should be expanded and improved to form a knowledgeable and active labor-citizen Action Committee in every possible city and town throughout the nation.

APPENDIX

- Appendix A - Portland, Oregon
- Appendix B - Cedar Rapids, Iowa Survey
- Appendix C - San Diego, California Survey
- Appendix D - Fort Worth Labor Youth Sponsorship  
Program
- Appendix E - Project Brochure



APPENDIX A



# Labor's Community Service Agency, Inc.

FIRST OFFENDER PROGRAM 223-2193  
411 PORTLAND LABOR CENTER • 201 S.W. ARTHUR STREET • PORTLAND, OREGON 97201 • PHONE 227-2750

Executive Director: E. H. DEL RICKS

FORM  
S 950

August 20, 1976

Labor's Community Service Agency, Inc.'s First Offender Career Placement and Diversion Program is financed by a grant from the Governor's Manpower Discretionary Fund. The program involves union members throughout the state working as volunteers. This program is designed to provide a diversionary system for first offenders with minor offenses by pre-trial intervention.

Attached is a breakdown of the distribution of duties within the program, its objectives, goals, how it works, the important phases of the program and general information on the funding.

The key to this program is the District Attorneys who know the offenders and the charges and who do the pre-screening of clients before referring them to the program.

The staff has travelled extensively throughout the state to 24 counties and presented the program to 16 Central Labor Councils who are now involved. There are 28 volunteers working with us in this project. The staff has personally met with 21 District Attorneys and have been assured of their cooperation and support.

During the recent AFL-CIO Convention held in Portland, Oregon, the staff manned a booth and briefed delegates on the program. Classes have been conducted and volunteers instructed on the mechanics and procedures of the program in the 24 counties presently covered. A complete set of forms used in assisting the clients is also enclosed; i.e., client application form, agreement of conditions form and follow-up form.

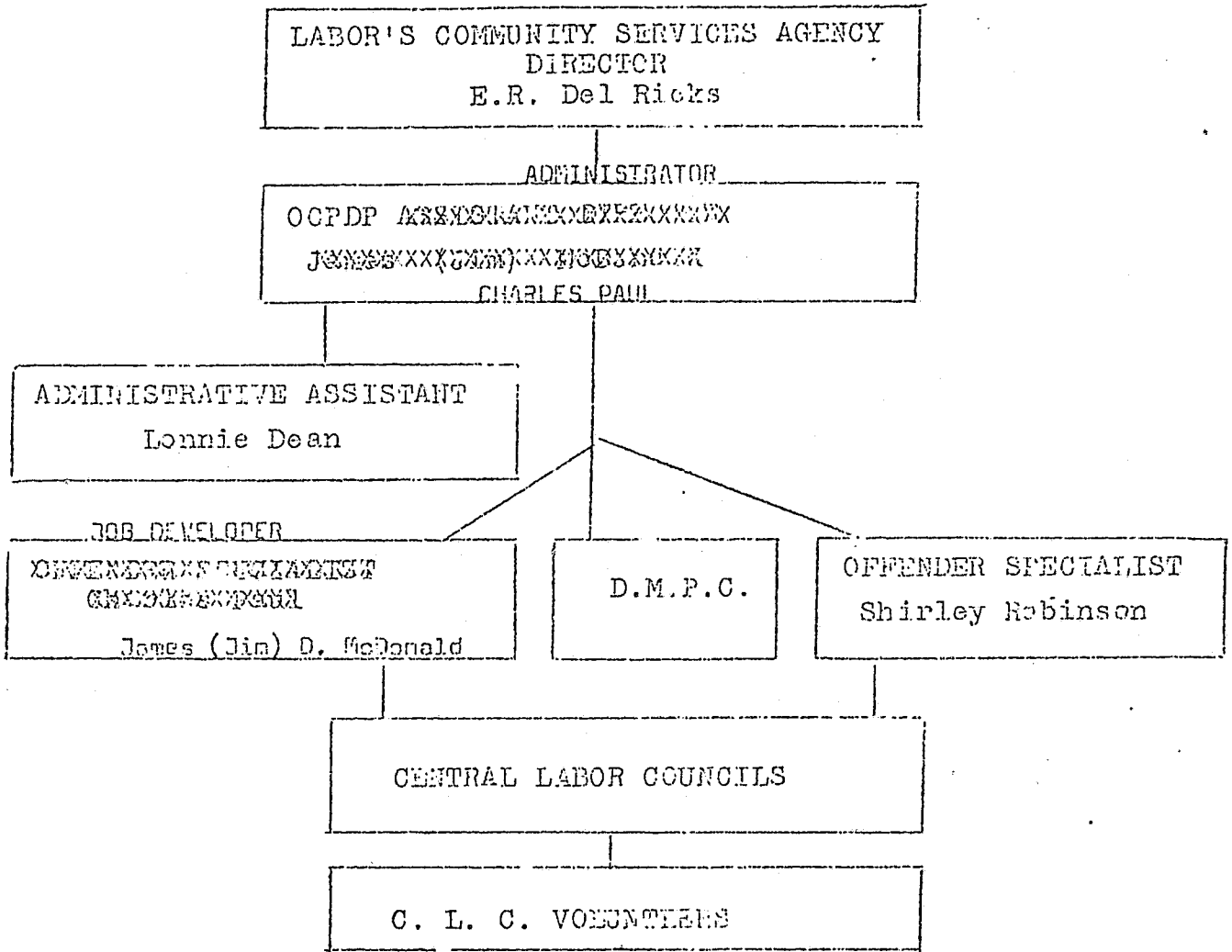
To date 46 clients have been processed who have a variety of charges against them as first offenders. The attached report indicates their progress as of Aug. 15, 1976, since entering O.C.P.D.P. Along with this is attached a statistical breakdown of the clients as to age, sex, education, background, etc.

Job development is an important phase of O.C.P.D.P. We have placed clients in positions comparable to their skills and job market demands. An effort to place female offenders in non-traditional jobs is underway and we anticipate success. Those clients who desire additional employment skills are referred to suitable training programs in their respective areas. Clients who have not graduated from high school may obtain a high school certificate of equivalency by taking the General Educational Development (GED) test.

LABOR'S COMMUNITY SERVICES

(AFL-CIO)

OFFENDER CAREER PLACEMENT AND DIVERSION PROGRAM (OCPDP)



PROJECT PROPOSAL:

O.C.P.D.P. is a pilot program funded through a grant from the Governor's Manpower Discretionary Fund.

O.C.P.D.P. is placed under the direction of Labor's Community Services which works in conjunction with the AFL-CIO, Human Resources Development Institute (HRDI), the Oregon AFL-CIO and the judicial system.

The Program includes a budget of \$107,555.00 Federal Comprehensive Employment and Training Act Funds, (CETA), Title I.

WHAT IS O.C.P.D.P.?

A diversionary program designed by LABOR to assist First Offenders into a decent paying JOB or place them into an apprenticeship program in the labor force.

### WHAT IS THE PROBLEM?

- A. Rehabilitating offenders and reducing recidivism have concluded the key element: IN THE PROCESS IS A JOB.
- B. Without a source of income and employment and personal accomplishment, they easily relate back to past habits and crimes.
- C. Correctional institutes are overpopulated and court dockets are backlogged.
- D. The number of violent crimes is increasing every day.
- E. Our tax dollars are supporting more and bigger institutions every year and the cost is paid by hard earned dollars from our pockets!!

### WHY IS THE PROGRAM NEEDED?

A diversionary system must be developed to assist first offenders and minor offenders through the judicial system. With the staff working closely with representatives of organized labor, business and industry, especially union employers and those not having collective bargaining agreements with unions, we are able to offer job opportunities to these individuals. The program is needed to divert these individuals from criminal activities and place the offender back into the mainstream of our society.

### OBJECTIVES:

To divert young men and women who are arrested, charged and presented for arraignment in District Court.

Develop a diversion system that places the offender back into a position of being a reliable taxpayer instead of a liability.

### GOAL:

Each counselor shall be responsible for assisting five (5) clients per month.

With the assistance of the Assistant Director, we should reach a goal of 130 clients in the first year.

### HOW DOES IT WORK?

1. The District Attorney's Office will pre-screen cases, (misdemeanor/minor offenses) and notify our office.
2. We have up to 7 days to accept or decline a case.
3. Upon acceptance the client signs application and is placed on the program.

4. Client signs contract and agrees to certain conditions, restitution if necessary and required.
5. Our counselor works on job development and training.
6. Follow-up. With employers, client and District Attorney.

C.G.P.D.P. SIX PHASES:

1. Diversion System
2. Job Development
3. Job Placement
4. Follow-up
5. Female Offenders in non-traditional employment
6. Placement of First Offenders in positions comparable to their skills and job market demands.

HOW CAN YOU HELP?

As a union member YOU can volunteer your services through the Central Labor Councils involved. Assist the offender specialist to institute groundwork for a diversion system.

HOW CAN YOU HELP AS A CONCERNED CITIZEN?

1. You can get the word out.
2. You can speak up!
3. You can get involved.
4. You can tell others about this program.

APPENDIX B

## CEDAR RAPIDS SURVEY

October 1976

This summarizes the 16 question survey of Cedar Rapids, Iowa respondents which completed questionnaires were sent to the NCCD Research Center in July 1976. The document has two main thrusts. The first is a question-by-question results report and the second is a mailing labels listing of respondents who included their names/addresses in their responses.

### Individual Question Responses

Question 1 Are you afraid to go out alone on some streets at night?

	#	%
No answer	299	5.5
Yes (only)	4,095	75.4
No (only)	1,004	18.5
Other/combination	31	.6
Total	5,429	100.0

One can easily assume from these responses that a substantial number of Cedar Rapids respondents (75.4%) feel there are street locations where an individual is unsafe after dark.

Question 2 Do you know your neighbors?

	#	%
No answer	57	1.0
Yes (only)	4,815	88.7
No (only)	435	8.0
Other/combination	122	2.2
Total	5,429	99.9*

This question's responses indicate Cedar Rapids information givers are acquainted with their neighbors.

Question 3 Do you and your neighbors help protect each other's property?

	#	%
No answer	140	2.6
Yes (only)	4,611	84.9
No (only)	611	11.3
Other/combination	67	1.2
Total	5,429	100.0

An overwhelming proportion of respondents assert cooperation with neighbors in protection of property.

Question 4 Do you expect to be arrested if you do something illegal?

	#	%
No answer	100	1.8
Yes (only)	5,153	94.9
No (only)	152	2.8
Other/combination	24	.4
Total	5,429	99.9

All but a trivial percentage responded that they contemplate arrest pursuant to illegal behavior.

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\*Total percent sometimes diverges slightly from 100.0 due to rounding to nearest tenth place.



Question 5 Do you respect law enforcement officers?

	#	%
No answer	78	1.4
Yes (only)	5,020	92.5
No (only)	200	3.7
Other/combination	131	2.4
Total	5,429	100.0

Well over 90% of this reporting population express respect for law officers.

Question 6 Do you respect your local judges?

	#	%
No answer	451	8.3
Yes (only)	3,004	55.3
No (only)	1,611	29.7
Other/combination	363	6.7
Total	5,429	100.0

A far smaller group mouth respect for judges than for police. In fact, barely over half the group express unqualified respect. A full 30% say they do not revere their local judiciary. This probably is an understatement since 6 times as many "No answer" elections were made on this as on Question 5.

Question 7 Do you believe court sentences are:

	#	%
No answer	251	4.6
Too lenient	4,387	80.8
About right	477	8.8
Too harsh	164	3.0
Other/combination	150	2.8
Total	5,429	100.0

This group is largely persuaded (80.8%) that the

bench is treating cases too lightly. A bare 3% say sentences are too harsh.

Question 8 Do you believe that too many people "get off" because of technicalities?

	#	%
No answer	85	1.6
Yes (only)	5,114	94.2
No (only)	210	3.9
Other/combination	20	.4
Total	5,429	100.1

This population reflects little patience with legal technicalities; 94.2% say they are overabundant.

Question 9 Do you think penal type institutions prepare people for "community" life?

	#	%
No answer	675	12.4
Yes (only)	722	13.3
No (only)	3,863	71.2
Other/combination	169	3.1
Total	5,429	100.0

There is also little expression of faith in the reintegration performance of penal institutions. Only 13.3% of this group say the job is being accomplished.

Question 10 What do you believe is the best deterrent to crime?

	#	%
No answer	158	2.9
Jail	622	11.5
Victim compensation	381	7.0
Work on community projects	349	6.4
Combination	2,791	51.5
Other	1,118	20.6
Total	5,419	99.9

There is little blind faith in a single correctional approach in these questionnaires. Combined approaches are preferred by half the group and another 21% suggest their own remedies.

Question 11 How many policemen are on duty at night in our city?

	#	%
No answer	1,654	30.5
5	89	1.6
10	371	6.8
20	1,452	26.7
40	1,509	27.8
70	297	5.5
Other/combination	57	1.0
Total	5,429	99.9

The most obvious characteristic of this set of responses is that a substantial number of respondents do not know the answer to the question (about 1/3, at least). The other thing to be noted is that the answers tend toward the middle of the response array presented. This may reflect selection of choices on and around the correct answer or may tell that a large number of replies were guesses.

Question 12 What type of criminals should be locked up?

	#	%
No answer	202	3.7
Vandals	16	.3
People who steal	18	.3
Violent criminals	1,910	35.2
Vandals/people who steal	14	.3
Vandals/violent criminals	169	3.1
People who steal/violent criminals	461	8.5
Anyone who commits a crime*	2,606	48.0
Other	33	.6
Total	5,429	100.0

These respondents incline toward heavy use of incarceration (48% say anyone who commits a crime should be locked up). The emphasis among specific offenses is, expectedly, on violent crime. One can combine the "Violent criminals" and "Anyone who commits a crime" categories and see that at least 83% of our Cedar Rapids informants feel focus on violence is appropriate.

Question 13 Are jails and prisons effective as deterrents to crime?

	#	%
No answer	528	9.7
Yes (only)	2,001	36.9
No (only)	2,650	48.8
Other/combination	248	4.6
Total	5,427	100.0

\*Includes all inclusive combinations above

These Cedar Rapids citizens are divided on the deterrence question. Almost half express disbelief but a substantial minority--36.9%--cling to the hope.

Question 14 How would you feel about ex-offenders serving as probation or parole officers?

	#	%
No answer	335	6.2
For it	1,248	23.0
Indifferent	1,768	32.6
Against it	1,994	36.7
Other/combination	84	1.5
Total	5,429	100.0

This proposition receives unqualified support from only 23% of those surveyed. 36.7% are against ex-offender probation/parole officers and 1/3 of the group are indifferent.

Question 15 Are you concerned enough about crime to help in some way?

	#	%
No answer	875	16.1
Yes (only)	3,951	72.8
No (only)	549	10.1
Other/combination	54	1.0
Total	5,429	100.0

Almost 3/4 of these respondents say crime concerns them enough to do something about it. Only 10% say "No."

Question 16 Would you attend a discussion  
on how to help?

	#	%
No answer	1,185	21.8
Yes (only)	2,776	51.1
No (only)	1,376	25.3
Other/combination	92	1.7
Total	5,429	99.9

As is not unusual when one moves from general "apple pie support" queries to attempts to overcome inertia of rest there is audience attrition. Barely half of the respondents (compared to almost 3/4 expressing interest) say they will attend a discussion to help with the crime issue. Note, too, that this question has the highest proportion lacking responses of any in the set.

#### Interrelational Responses

In moving from recitation of rejoinders to each question to analysis of how answers intercorrelate we have elected to delete "No answer" and replies outside those listed ("Other/combination"). Chi-square is the significance test used; only questions on which interrelationships are statistically significant are detailed. Phi is the correlation instrument employed.

#### Question 1

There is a statistically significant relationship between questions 1 and 2. Those who say they are afraid to venture out at night tend slightly more toward saying

they know their neighbors than would be expected on the basis of chance. However, this relationship is not meaningfully large.

Contingency Table  
Questions 1 and 2

Question 1	Question 2		Total
	Yes	No	
Yes	3,658	318	3,976
No	878	99	977
Total	4,536	417	4,953

$\chi^2 = 4.64$      $df = 1$      $P = <.05$   
 $\Phi = .031$

The responses on questions 1 and 3 are significantly interrelated. Those who say they are afraid to go out after dark more frequently say they cooperate with their neighbors on property protection.

Contingency Table  
Questions 1 and 3

Question 1	Question 3		Total
	Yes	No	
Yes	3,531	435	3,966
No	811	152	963
Total	4,342	587	4,929

$\chi^2 = 17.13$      $df = 1$      $P = <.001$   
 $\Phi = .059$

Those who reply that they fear nighttime outings tend more often to report expecting arrest for crime than do others.

Contingency Table  
Questions 1 and 4

Question 1	Question 4		Total
	Yes	No	
Yes	3,937	90	4,027
No	924	54	978
Total	4,861	144	5,005

$\chi^2 = 30.42$      $df = 1$      $P = <.001$   
Phi = .078

Curiously, fear of night ventures also tends to accompany respect for law enforcement officers.

Contingency Table  
Questions 1 and 5

Question 1	Question 5		Total
	Yes	No	
Yes	3,825	131	3,956
No	901	60	961
Total	4,726	191	4,917

$\chi^2 = 17.80$      $df = 1$      $P = <.001$   
Phi = .060

Though there is no relationship between Question 1 and Question 6 replies, those who say they are afraid to go alone on certain streets nocturnally are prone to see court sentences as too lenient. Respondents saying the sentences are harsh do not differ on fear of night outings and those reporting court dispositions as appropriate are less fearful of night travel than their colleagues who say courts are too lenient.



Contingency Table  
Questions 1 and 7

Question 1	Question 7			Total
	Too Lenient	About Right	Too Harsh	
Yes	3,195	306	117	3,819
No	748	142	35	925
Total	4,143	448	152	4,753

$\chi^2 = 49.17$      $df = 2$      $P = <.001$   
 $\Phi = .102$

The relationship between fear of technicalities and fear of night outings is substantial. Consistent with preceding observations people tend to answer "Yes" on both questions; those who say they are not afraid to go out at night tend more to say technicalities are not problematic.

Contingency Table  
Questions 1 and 8

Question 1	Yes	No	Total
Yes	3,921	133	4,034
No	899	88	987
Total	4,820	201	5,021

$\chi^2 = 77.15$      $df = 1$      $P = <.001$   
 $\Phi = .124$

Curiously, those who report fear of night crime are less likely to single out violent criminals as especially deserving of incarceration but this is probably explained by noting they are much more likely to think all who commit crimes should be locked up. These two categories account for virtually all the substantial variance from

chance in the interrelationship of Question 1 and Question 12 replies.

Contingency Table  
Questions 1 and 12

Question 1	Question 12			Question 12			Anyone	Total
	Vandals	Thieves	Violents	Vandals/ Thieves	Vandals/ Violents	Thieves/ Violents		
Yes	11	11	1,383	11	125	329	2,078	3,948
No	2	6	434	2	33	103	371	951
Total	13	17	1,817	13	158	432	2,449	4,899

$$\chi^2 = 60.34 \quad df = 6 \quad P = <.001$$

$$\text{Phi} = .111$$

Those fearing night emergence tend more to resist the idea of ex-offender probation or parole officers whereas indifference is equally characteristic of both types of Question 1 respondents.

Contingency Table  
Questions 1 and 14

Question 1	Question 14			Total
	For It	Indifferent	Against It	
Yes	885	1,328	1,565	3,778
No	306	339	304	949
Total	1,191	1,667	1,869	4,727

$$\chi^2 = 40.40 \quad df = 2 \quad P = <.001$$

$$\text{Phi} = .092$$

Those expressing fear of going out at night are more likely than their counterparts to state willingness to help with the crime problem in some way--though Question 1 responses do not relate to Question 16 replies.

Contingency Table  
Questions 1 and 15

Question 1	Question 15		Total
	Yes	No	
Yes	2,977	383	3,360
No	758	141	899
Total	3,735	524	4,259

$\chi^2 = 12.07$      $df = 1$      $P = <.001$   
Phi = .053

Question 2\*

Knowing one's neighbors almost always accompanies cooperation in property protection. Of course, since one's cooperation with unknown persons would be limited, perforce, there is a definitional element in this analysis which detracts from its strident results.

Contingency Table  
Questions 2 and 3

Question 2	Question 3		Total
	Yes	No	
Yes	4,400	311	4,711
No	127	265	392
Total	4,527	576	5,103

$\chi^2 = 1344.80$      $df = 1$      $P = <.001$   
Phi = .513

Those who know their neighbors more frequently report expecting arrest if involved in crime than those who are unacquainted on the block.

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\*Note that the relationship to Question 1 is reported in that section. In each succeeding section only significant, previously unrecounted relationships appear.

Contingency Table  
Questions 2 and 4

Question 2	Question 4		Total
	Yes	No	
Yes	4,607	120	4,727
No	399	26	425
Total	5,006	146	5,152

$\chi^2 = 18.14$      $df = 1$      $P = <.001$   
Phi = .059

Those who know their neighbors appear more respectful of law enforcement officers, as well.

Contingency Table  
Questions 2 and 5

Question 2	Question 5		Total
	Yes	No	
Yes	4,506	151	4,657
No	375	41	416
Total	4,881	192	5,073

$\chi^2 = 45.87$      $df = 1$      $P = <.001$   
Phi = .095

Knowing one's neighbors and feeling courts are too lenient go together to some greater degree than in the case of not knowing one's neighbors. Those who do not know their surrounding occupants are a little more inclined to think sentences are about right or harsh.

Contingency Table  
Questions 2 and 7

Question 2	Question 7			Total
	Too Lenient	About Right	Too Harsh	
Yes	3,933	417	139	4,489
No	328	50	20	398
Total	4,261	467	159	4,887

$\chi^2 = 9.41$      $df = 2$      $P = <.01$   
Phi = .044

Knowing one's neighbors is slightly related to seeing legal technicalities as loopholes.

Contingency Table  
Questions 2 and 8

Question 2	Question 8		Total
	Yes	No	
Yes	4,571	174	4,745
No	391	34	425
Total	4,962	208	5,170

$\chi^2 = 18.97$      $df = 1$      $P = <.001$   
Phi = .061

Whereas, among those who know their neighbors there is nearly an even split on prisons and jails as deterrents, those who report not knowing their neighbors split 3 to 1 against their deterrent effects.

Contingency Table  
Questions 2 and 13

Question 2	Question 13		Total
	Yes	No	
Yes	1,852	2,293	4,145
No	110	280	390
Total	1,962	2,573	4,535

$\chi^2 = 39.42$      $df = 1$      $P = <.001$   
Phi = .093

Those who do not confess acquaintances among their close dwellers more often say they are in favor of ex-offender probation or parole officers.

Contingency Table  
Questions 2 and 14

Question 2	Question 14			Total
	For It	Indifferent	Against It	
Yes	1,090	1,582	1,782	4,454
No	127	128	154	409
Total	1,217	1,710	1,936	4,863

$\chi^2 = 8.90$      $df = 2$      $P = <.025$   
 $\Phi = .043$

Those reporting knowledge of neighbors are more heavily concentrated among the persons saying they are concerned enough about crime to help.

Contingency Table  
Questions 2 and 15

Question 2	Question 15		Total
	Yes	No	
Yes	3,524	477	4,001
No	316	61	377
Total	3,840	538	4,378

$\chi^2 = 5.80$      $df = 1$      $P = <.025$   
 $\Phi = .036$

Similarly, those knowing their neighbors more often assert willingness to attend a help discussion.

Contingency Table  
Questions 2 and 16

Question 2	Question 16		Total
	Yes	No	
Yes	2,491	1,198	3,689
No	214	142	356
Total	2,705	1,340	4,045

$\chi^2 = 8.05$      $df = 1$      $P = <.005$   
 $\Phi = .045$

## Question 3

Persons who say they and their neighbors cooperate in property protection tend slightly more to tell of arrest expectation on offending.

Contingency Table  
Questions 3 and 4

Question 3	Question 4		Total
	Yes	No	
Yes	4,410	118	4,528
No	569	30	599
Total	4,979	148	5,127

$\chi^2 = 10.89$      $df = 1$      $P = <.001$   
Phi = .046

Those working in concert to protect contiguous holdings express respect for law officers more frequently than their counterparts.

Contingency Table  
Questions 3 and 5

Question 3	Question 5		Total
	Yes	No	
Yes	4,322	137	4,459
No	530	59	589
Total	4,852	196	5,048

$\chi^2 = 67.23$      $df = 1$      $P = <.001$   
Phi = .115

There is a tendency for cooperative property protection and skepticism about legal technicalities to coexist.

Contingency Table  
Questions 3 and 8

Question 3	Question 8		Total
	Yes	No	
Yes	4,374	170	4,544
No	559	36	595
Total	4,933	206	5,139

$\chi^2 = 7.29$      $df = 1$      $P = <.01$   
Phi = .038

Those who report not assisting in neighborhood protection are more likely to deny the effectiveness of jails and prisons as deterrents.

Contingency Table  
Questions 3 and 13

Question 3	Question 13		Total
	Yes	No	
Yes	1,752	2,215	3,967
No	203	335	538
Total	1,955	2,550	4,505

$\chi^2 = 7.98$      $df = 1$      $P = <.005$   
Phi = .042

Those using mutual property surveillance tend more toward expressing general willingness to help with the crime problem, as one might presume.

Contingency Table  
Questions 3 and 15

Question 3	Question 15		Total
	Yes	No	
Yes	3,392	445	3,837
No	426	91	517
Total	3,818	536	4,354

$\chi^2 = 15.21$      $df = 1$      $P = <.001$   
Phi = .059



The same is true, though the positive tendency is less, for stated openness to a discussion of how to help.

Contingency Table  
Questions 3 and 16

Question 3	Question 16		Total
	Yes	No	
Yes	2,372	1,155	3,527
No	298	192	490
Total	2,670	1,347	4,017

$\chi^2 = 8.00$  df = 1 P = <.005  
Phi = .045

#### Question 4

Persons who report expecting to be arrested if engaged in delicts are more prone to express respect for law enforcement officers than their colleagues who do not contemplate custody for crime. 97% of those in the arrest-expectant group also say they respect peace officers, compared to 75% of those not arrest-expectant.

Contingency Table  
Questions 4 and 5

Question 4	Question 5		Total
	Yes	No	
Yes	4,832	156	4,988
No	110	36	146
Total	4,942	192	5,134

$\chi^2 = 182.65$  df = 1 P = <.001  
Phi = .189

Arrest expectation and respect for judges tend to accompany one another. Recall that protests of respect for judges are not greatly in evidence in this population.

However, 66% (opposed to 51%) of those who say arrest will follow crime also tell of respect for their local magistrates.

Contingency Table  
Questions 4 and 6

Question 4	Question 6		Total
	Yes	No	
Yes	2,899	1,510	4,409
No	69	66	135
Total	2,968	1,576	4,544

$\chi^2 = 12.39$      $df = 1$      $P = <.001$   
Phi = .052

Expression of crime-leading-to-arrest beliefs and court sentences being too light tend to go together. However, the sample of negative respondents to Question 4 is too small to be dependable.

Contingency Table  
Questions 4 and 7

Question 4	Question 7			Total
	Too Lenient	About Right	Too Harsh	
Yes	4,195	459	146	4,800
No	112	12	12	136
Total	4,307	471	158	4,936

$\chi^2 = 14.27$      $df = 2$      $P = <.001$   
Phi = .054

The same observations apply to expressed beliefs about inappropriate applications of legal technicalities.

Contingency Table  
Questions 4 and 8

Question 4	Question 8		Total
	Yes	No	
Yes	4,896	180	5,076
No	126	23	149
Total	5,022	203	5,225

$\chi^2 = 54.80$      $df = 1$      $P = <.001$   
Phi = .102

In the context of respondents' skepticism about institutions' deterrent effects, those who do not expect arrest for illegal activity are prone to see the deterrence issue more negatively than those who do.

Contingency Table  
Questions 4 and 13

Question 4	Question 13		Total
	Yes	No	
Yes	1,922	2,499	4,421
No	44	99	143
Total	1,966	2,598	4,564

$\chi^2 = 9.12$      $df = 1$      $P = <.005$   
Phi = .045

Question 5

There is a decided tendency for persons who express no respect for peace officers to also hold little respect for judges; the tendency is (less strongly) in the opposite direction for those telling of respect for police.

Contingency Table  
Questions 5 and 6

Question 5	Question 6		Total
	Yes	No	
Yes	2,927	1,415	4,342
No	36	156	192
Total	2,963	1,571	4,534

$\chi^2 = 192.28$      $df = 1$      $P = <.01$   
Phi = .206

Those expressing respect for law enforcement officers tend to believe more frequently that sentences are too lenient. These findings, again, are mitigated by small cell sizes.

Contingency Table  
Questions 5 and 7

Question 5	Question 7			Total
	Too Lenient	About Right	Too Harsh	
Yes	4,109	444	139	4,692
No	141	18	18	177
Total	4,250	462	157	4,869

$\chi^2 = 28.79$      $df = 2$      $P = <.001$   
Phi = .077

Expression of respect for peace officers tends more to accompany negative statements (that is, claims that there are too many of them) about legal technicalities than would be expected on a chance basis.

Contingency Table  
Questions 5 and 8

Question 5	Question 8		Total
	Yes	No	
Yes	4,771	174	4,945
No	166	28	194
Total	4,937	202	5,139

$\chi^2 = 58.89$      $df = 1$      $P = <.001$   
Phi = .107

Those declaring lack of respect for police more frequently (and almost unanimously) doubt the efficacy of penal institutions as preparation for community life.

Contingency Table  
Questions 5 and 9

Question 5	Question 9		Total
	Yes	No	
Yes	701	3,532	4,233
No	10	174	184
Total	711	3,706	4,417

$\chi^2 = 16.16$      $df = 1$      $P = <.001$   
Phi = .060

Those expressing police respect estimate police night duty concentrations in the mid-range (20 or 40) more frequently than their negative counterparts. Those with skeptical views tend to see either extreme as an accurate estimate, with proportionally more emphasis on 5 and 10.

Contingency Table  
Questions 5 and 11

Question 5	Question 11					Total
	5	10	20	40	70	
Yes	73	339	1,354	1,415	267	3,448
No	11	22	43	46	21	143
Total	84	361	1,397	1,461	288	3,591

$\chi^2 = 36.35$      $df = 4$      $P = <.001$   
Phi = .101

Those disavowing officer respect tend more strongly than others to emphasize the appropriateness of incarcerating the violent and show less leaning toward locking up all crime perpetrators. Cell size is an acute analysis problem, again.

Contingency Table  
Questions 5 and 12

Question 5	Question 12						Total
	Vandals	Thieves	Violents	Vandals/ Thieves	Vandals/ Violents	Thieves/ Violents	
Yes	15	17	1,736	12	152	434	2,457
No	1	1	90	2	8	15	74
Total	16	18	1,826	14	160	449	2,531

$\chi^2 = 17.15$      $df = 6$      $P = <.01$   
Phi = .058

They also more preponderantly doubt jail/prison deterrence.

Contingency Table  
Questions 5 and 13

Question 5	Question 13		Total
	Yes	No	
Yes	1,904	2,406	4,310
No	53	131	184
Total	1,957	2,537	4,494

$\chi^2 = 16.96$      $df = 1$      $P = <.001$   
Phi = .061

While those lacking officer respect picture ex-offender probation or parole officers as unacceptable (41.7%) or acceptable (31.6%), those mouthing deference are largely unaccepting of (40.0%) or indifferent (35.6%) to the proposition.

Contingency Table  
Questions 5 and 14

Question 5	Question 14			Total
	For It	Indifferent	Against It	
Yes	1,133	1,655	1,856	4,644
No	59	50	78	187
Total	1,192	1,705	1,934	4,831

$\chi^2 = 7.90$      $df = 2$      $P = <.025$   
Phi = .040

It is appropriate to repeat the caution that cell size is a frequent problem in the foregoing analyses of Question 5.

#### Question 6

Not surprisingly, confessed respect for judges and opinions about sentence propriety are related. Respondents who answer respectfully are less prone to say sentences are too lenient and more prone to describe them as about right. (15% of those expressing respect and 2% of those disclaiming it say sentences are appropriate.)

Contingency Table  
Questions 6 and 7

Question 6	Question 7			Total
	Too Lenient	About Right	Too Harsh	
Yes	2,262	409	102	2,773
No	1,493	31	36	1,560
Total	3,755	440	138	4,333

$\chi^2 = 189.03$      $df = 2$      $P = <.001$   
 $\Phi = .209$

Respect for the judiciary and suspicion of legal technicalities are related, as well. Those answering "No" to the respect query incline less toward disapproving technical releases, though it is still the case that most respondents think legalities stand in the way of justice (96% of the sample).

Contingency Table  
Questions 6 and 8

Question 6	Question 8		Total
	Yes	No	
Yes	2,783	159	2,942
No	1,564	37	1,601
Total	4,347	196	4,543

$\chi^2 = 24.03$      $df = 1$      $P = <.001$   
 $\Phi = .073$

Attitudes toward the bench also relate to opinions about deterrence. Positive expressions accompany general sentence combination preferences most often; 22% of those with negative opinions opt for jail as the best deterrent.



Contingency Table  
Questions 6 and 10

Question 6	Question 10				Total
	Jail	Victim Compensation	Work	Combination	
Yes	298	204	193	1,707	2,402
No	254	128	108	673	1,163
Total	552	332	301	2,380	3,565

$\chi^2 = 72.25$      $df = 3$      $P = <.001$   
Phi = .142

Estimates about police night duty concentration form patterns related to views of the bench. Those seeing judges negatively tend to fix likely police concentrations at lower levels. In both response sets, however, the choices are largely in the center of the score array provided for election.

Contingency Table  
Questions 6 and 11

Question 6	Question 11					Total
	5	10	20	40	70	
Yes	40	189	820	880	186	2,115
No	39	136	443	455	75	1,148
Total	79	325	1,263	1,335	261	3,263

$\chi^2 = 18.77$      $df = 4$      $P = <.001$   
Phi = .076

Opinions about who should be incarcerated differ among the "Yea's" and "Nay's." Those with positive views of the bench are more likely to single out violent criminals and less likely to feel all offenders deserve custody.

Contingency Table  
Questions 6 and 12

Question 6	Question 12						Total
	Vandals	Thieves	Violents	Vandals/ Thieves	Vandals/ Violents	Thieves/ Violents	
Yes	9	12	1,193	10	94	231	1,333
No	5	3	446	4	43	156	910
Total	14	15	1,639	14	137	387	2,243

$$\chi^2 = 81.29 \quad df = 6 \quad P = <.001$$

$$\text{Phi} = .135$$

The majority of those who feel positively toward judges picture jails/prisons as ineffective; their colleagues split evenly on the issue.

Contingency Table  
Questions 6 and 13

Question 6	Question 13		Total
	Yes	No	
Yes	1,032	1,555	2,587
No	744	724	1,468
Total	1,776	2,279	4,055

$$\chi^2 = 44.29 \quad df = 1 \quad P = <.001$$

$$\text{Phi} = .105$$

While persons saying they see the judiciary favorably tend toward approval of (or at least indifference toward) (combined "For It" and "Indifferent" equal 66%), ex-offender probation/parole officers, those negatively inclined toward the bench are 50% against the option.

Contingency Table  
Questions 6 and 14

Question 6	Question 14			Total
	For It	Indifferent	Against It	
Yes	777	1,061	944	2,782
No	302	460	762	1,524
Total	1,079	1,521	1,706	4,306

$$\chi^2 = 107.66 \quad df = 2 \quad P = <.001$$

$$\text{Phi} = .158$$

There is a greater tendency for those with negative attitudes toward judges to be disposed to help with crime problems than for their cohorts.

Contingency Table  
Questions 6 and 15

Question 6	Question 15		Total
	Yes	No	
Yes	2,153	341	2,494
No	1,242	144	1,386
Total	3,395	485	3,880

$\chi^2 = 8.78$      $df = 1$      $P = <.005$   
Phi = .048

This proclivity carries through (with increased strength) to expressions of willingness to attend a discussion on the topic.

Contingency Table  
Questions 6 and 16

Question 6	Question 16		Total
	Yes	No	
Yes	1,442	846	2,288
No	931	376	1,307
Total	2,373	1,222	3,595

$\chi^2 = 24.97$      $df = 1$      $P = <.001$   
Phi = .083

#### Question 7

Almost all persons (99%) who say court sentences are too lenient also tell that too many defendants elude justice through technicalities. The great majority of those saying sentences are about right (78%) and too harsh (85%) also feel this way; the tendency is overwhelming in the first category, though.

Contingency Table  
Questions 7 and 8

Question 7	Question 8		Total
	Yes	No	
Too Lenient	4,317	46	4,363
About Right	358	103	461
Too Harsh	135	24	159
Total	4,810	173	4,983

$$\chi^2 = 630.04 \quad df = 2 \quad P = <.001$$

$$\text{Phi} = .356$$

Those seeing sentences as appropriate tend most often to elect a combination as choice treatment. (Remember that all categories choose this option preponderantly.) Jail is the next most popular choice among those who think leniency reigns; work is the second choice among persons seeing sentences as about right or overharsh.

Contingency Table  
Questions 7 and 10

Question 7	Question 10			Total	
	Jail	Compensation	Work Combination		
Too Lenient	569	316	259	2,184	3,328
About Right	29	35	44	302	410
Too Harsh	14	12	19	75	120
Total	612	363	322	2,561	3,858

$$\chi^2 = 40.85 \quad df = 6 \quad P = <.001$$

$$\text{Phi} = .103$$

There is a slight relationship between sentence evaluation and police concentration estimates. It is too small to deserve added comment, though.

Again, those who see sentences as about right see violent offenders as the most appropriate candidates for the lock-up. Those saying sentences are overharsh opt

most often--but proportionally less frequently--for this group as well, whereas those with the view that sentences are too soft preponderantly want all offenders taken out of circulation.

Contingency Table  
Questions 7 and 12

Question 7	Question 12						Anyone	Total
	Vandals	Thieves	Violents	Vandals/ Thieves	Vandals/ Violents	Thieves/ Violents		
Too Lenient	12	16	1,337	11	137	391	2,335	4,239
About Right	3	0	286	1	12	30	124	456
Too Harsh	1	1	71	1	6	15	60	155
Total	16	17	1,694	13	155	436	2,519	4,850

$$\chi^2 = 196.23 \quad df = 12 \quad P = <.001$$

$$\text{Phi} = .201$$

Unsurprisingly, those who report prevailing sentences are too harsh concomitantly are most disposed to the opinion that jails/prisons are ineffective as deterrents.

Contingency Table  
Questions 7 and 13

Question 7	Question 13		Total
	Yes	No	
Too Lenient	1,716	2,079	3,795
About Right	261	261	422
Too Harsh	48	89	137
Total	1,925	2,429	4,354

$$\chi^2 = 12.52 \quad df = 2 \quad P = <.001$$

$$\text{Phi} = .054$$

Respondents alleging sentences are about right are most favorably disposed (39%) toward ex-offender probation/parole officers, followed by those feeling over-harshness holds sway.

Contingency Table  
Questions 7 and 14

Question 7	For It	Question 14		Total
		Indifferent	Against It	
Too Lenient	887	1,415	1,775	4,077
About Right	180	177	102	459
Too Harsh	53	62	34	149
Total	1,120	1,654	1,911	4,685

$$\chi^2 = 122.97 \quad df = 4 \quad P = <.001$$

$$\text{Phi} = .162$$

Survey respondents describing sentences as fair are least likely to express sufficient concern about crime to help in some way.

Contingency Table  
Questions 7 and 15

Question 7	Yes	Question 15		Total
		No		
Too Lenient	3,233	425		3,658
About Right	336	81		417
Too Harsh	114	14		128
Total	3,683	520		4,203

$$\chi^2 = 21.29 \quad df = 2 \quad P = <.001$$

$$\text{Phi} = .071$$

Those who tell that sentences are too harsh are most disposed to discuss the problem, followed by those of the opinion that leniency overabounds.

Contingency Table  
Questions 7 and 16

Question 7	Yes	Question 16		Total
		No		
Too Lenient	2,266	1,085		3,351
About Right	221	166		387
Too Harsh	88	37		125
Total	2,575	1,288		3,863

$$\chi^2 = 18.08 \quad df = 2 \quad P = <.001$$

$$\text{Phi} = .068$$

## Question 8

Expressions of belief that legal technicalities are not overused accompany statements that violent criminals are the type that should be jailed most of the time.

Contingency Table  
Questions 8 and 12

Question 8	Question 12			Question 12			Anyone	Total
	Vandals	Thieves	Violents	Thieves	Violents	Violents		
Yes	15	16	1,728	14	158	448	2,538	4,917
No	1	1	143	0	7	7	39	198
Total	16	17	1,871	14	165	455	2,577	5,115

$$\chi^2 = 117.74 \quad df = 6 \quad P = <.001$$

$$\text{Phi} = .152$$

Persons who do not believe technicalities are a stumbling block also say more often that there is no deterrence to be derived from imposition of custody.

Contingency Table  
Questions 8 and 13

Question 8	Question 13		Total
	Yes	No	
Yes	1,917	2,481	4,398
No	60	132	192
Total	1,977	2,613	4,590

$$\chi^2 = 11.42 \quad df = 1 \quad P = <.001$$

$$\text{Phi} = .050$$

Those saying technicalities do not release too many people tend twice as often as those who tell that they do to favor employing probation or parole officers with criminal records.

Contingency Table  
Questions 8 and 14

Question 8	Question 14			Total
	For It	Indifferent	Against It	
Yes	1,120	1,678	1,936	4,734
No	101	63	38	202
Total	1,221	1,741	1,974	4,936

$\chi^2 = 78.96$      $df = 2$      $P = <.001$   
 $\Phi = .126$

Respondents who profess faith in legal process more often express willingness to "help in some way."

Contingency Table  
Questions 8 and 15

Question 8	Question 15		Total
	Yes	No	
Yes	3,748	500	4,248
No	149	37	186
Total	3,897	537	4,434

$\chi^2 = 11.04$      $df = 1$      $P = <.001$   
 $\Phi = .050$

#### Question 9

Respondents declaring that penal institutions do not prepare clients for community life predominantly (68%) opt for combination dispositions as deterrents; this is so for their more optimistic counterparts, too, to a lesser extent (62%). The next most popular option with both is jail.

Contingency Table  
Questions 9 and 10

Question 9	Question 10				Total
	Jail	Compensation	Work	Combination	
Yes	135	35	42	347	559
No	392	299	271	2,065	3,027
Total	527	334	313	2,412	3,586

$\chi^2 = 50.67$      $df = 3$      $P = <.001$   
 $\Phi = .119$



Persons saying institutions are good preparatory environments most often follow through with the opinion that all who commit crimes should enter them.

Contingency Table  
Questions 9 and 12

Question 9	Question 12						Total
	Vardals	Thieves	Violents	Thieves	Violents	Violents	
Yes	1	4	184	2	29	62	423
No	15	10	1,512	10	114	338	1,728
Total	16	14	1,696	12	143	400	2,151

$$\chi^2 = 60.04 \quad df = 6 \quad P = <.001$$

$$\text{Phi} = .116$$

Those reporting seeing penal custody as community preparation also usually see institutions as deterrents.

Contingency Table  
Questions 9 and 13

Question 9	Question 13		Total
	Yes	No	
Yes	452	189	641
No	1,222	2,260	3,482
Total	1,674	2,449	4,123

$$\chi^2 = 281.61 \quad df = 1 \quad P = <.001$$

$$\text{Phi} = .261$$

Respondents expressing allegiance to custody as a prelude to community life more often are indifferent or averse to ex-offender probation/parole officers than their fellows.

Contingency Table  
Questions 9 and 14

Question 9	Question 14			Total
	For It	Indifferent	Against It	
Yes	147	258	292	691
No	997	1,240	1,379	3,616
Total	1,138	1,498	1,671	4,307

$$\chi^2 = 15.36 \quad df = 2 \quad P = <.001$$

$$\text{Phi} = .060$$

## Question 10

Consistently, those who believe jail is the best deterrent to crime most consistently (73% of the time) think all offenders should see their inside. Their predeliction is almost twice as large as that of any group of their colleagues.

Contingency Table  
Questions 10 and 12

Question 10	Question 12			Vandals/ Thieves	Vandals/ Violents	Thieves/ Violents	Anyone	Total
	Vandals	Thieves	Violents					
Jail	1	3	110	0	11	40	447	612
Compensation	0	3	160	0	23	25	161	372
Work	3	1	158	1	16	29	130	338
Combination	6	7	1,107	8	81	262	1,212	2,683
Total	10	14	1,535	9	131	356	1,950	4,005

$$\chi^2 = 208.78 \quad df = 18 \quad P = <.001$$

$$\text{Phi} = .228$$

Survey participants electing jail as the best deterrent usually say prisons/jails are effective in that capacity. The majority of other respondents make the opposite valuation. The definitional element present here makes these findings unremarkable.

Contingency Table  
Questions 10 and 13

Question 10	Question 13		Total
	Yes	No	
Jail	374	190	564
Compensation	122	217	339
Work	109	210	319
Combination	886	1,505	2,391
Total	1,491	2,122	3,613

$$\chi^2 = 173.98 \quad df = 3 \quad P = <.001$$

$$\text{Phi} = .219$$

Those viewing jail as the best deterrent are most often antagonistic--59% of the time--to the notion of probation/parole officer ex-offenders. Those selecting work or combination sanctions are likeliest to be indifferent to the proposition--38% and 39%, respectively.

Contingency Table  
Questions 10 and 14

Question 10	Question 14			Total
	For It	Indifferent	Against It	
Jail	70	170	346	586
Compensation	101	118	146	365
Work	73	125	131	329
Combination	754	1,025	830	2,609
Total	998	1,438	1,453	3,889

$$\chi^2 = 168.24 \quad df = 6 \quad P = <.001$$

$$\text{Phi} = .208$$

Respondents seeing jail as the best deterrent least often express enough concern with crime to help.

Contingency Table  
Questions 10 and 15

Question 10	Question 15		Total
	Yes	No	
Jail	441	98	529
Compensation	287	47	334
Work	355	32	287
Combination	2,065	277	2,342
Total	3,048	444	3,492

$$\chi^2 = 10.17 \quad df = 3 \quad P = <.02$$

$$\text{Phi} = .054$$

#### Question 11

People estimating the lowest number (5) of policemen on night patrol in their city are least frequently indifferent to ex-offenders as probation/parole officers

and most often opposed to this arrangement.

Contingency Table  
Questions 11 and 14

Question 11	Question 14			Total
	For It	Indifferent	Against It	
5	14	25	48	87
10	102	120	130	352
20	364	503	514	1,381
40	433	503	502	1,438
70	75	99	110	284
Total	988	1,250	1,304	3,542

$\chi^2 = 19.91$      $df = 8$      $P = <.02$   
 $\Phi = .075$

#### Question 12

In analysing the relation between expressed opinions on what types of offenders should be locked up we have encountered small cell sizes repeatedly. The situation is no different when relating it to jail/prison deterrence feelings. Persons electing vandals, thieves, and combined vandals/thieves as appropriate for incarceration are too small in number to legitimate analysis. More persons who single out violent criminals for custody doubt the effectiveness of jails/prisons for deterrence than in other categories, reflecting a possible reason for their narrow preferred application of the sanction.

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Contingency Table  
Questions 12 and 13

Question 12	Question 13		Total
	Yes	No	
Vandals	4	12	16
Thieves	4	9	13
Violents	514	1,172	1,686
Vandals/Thieves	5	7	12
Vandals/Violents	59	79	138
Thieves/Violents	193	216	409
Anyone	1,176	1,067	2,243
Total	1,955	2,562	4,517

$\chi^2 = 194.49$      $df = 6$      $P = <.001$   
 $\Phi = .208$

Respondents stating that violent criminals should be imprisoned are supportive of the employment of ex-offender probation/parole officers (323) more frequently than any other category. Discounting the "Vandals and People Who Steal" group because it is too small, surveyed persons who elect anyone who commits a crime for custody are least often in favor of such.

Contingency Table  
Questions 12 and 14

Question 12	Question 14			Total
	For It	Indifferent	Against It	
Vandals	4	9	1	14
Thieves	4	7	7	18
Violents	569	677	524	1,770
Vandals/Thieves	2	8	4	14
Vandals/Violents	45	44	39	128
Thieves/Violents	111	166	164	441
Anyone	472	804	5,178	6,454
Total	1,207	1,715	1,917	4,839

$\chi^2 = 180.35$      $df = 12$      $P = <.001$   
 $\Phi = .193$

## Question 13

Survey answers who say jails/prisons are deterrents tend to oppose ex-offender probation/parole officers more than their colleagues. 48% are against such employment and only 18% are for it, compared to 31% for it among those who do not subscribe to deterrence notions.

Contingency Table  
Questions 13 and 14

Question 13	Question 14			Total
	For It	Against It	Indifferent	
Yes	350	649	908	1,907
No	768	887	825	2,480
Total	1,118	1,536	1,733	4,387

$$\chi^2 = 124.42 \quad df = 2 \quad P = <.001$$

$$\text{Phi} = .168$$

## Question 14

Those for ex-offender officer employment are more likely to agree to attend a discussion group (though not more likely to express willingness to help--Question 15).

Contingency Table  
Questions 14 and 16

Question 14	Question 16		Total
	Yes	No	
For it	718	309	1,027
Indifferent	862	507	1,369
Against It	1,023	494	1,517
Total	2,603	1,310	3,913

$$\chi^2 = 13.64 \quad df = 2 \quad P = .005$$

$$\text{Phi} = .059$$

## Question 15

As one would expect, "Yes" answers on Question 15 frequently accompany affirmatives on Question 16; those who say they want to help the crime problem are more likely than others to assert willingness to attend a help-oriented discussion. About 26% of the population did not respond to one or both of these questions, though.

Contingency Table  
Questions 15 and 16

Question 15	Question 16		Total
	Yes	No	
Yes	2,706	780	3,486
No	20	500	520
Total	2,726	1,280	4,006

$$\chi^2 = 1132.84 \quad df = 1 \quad P = <.001$$

$$\text{Phi} = .532$$

## Mailing Addresses

Rather than simply provide a list of respondents and their addresses, we are generating a set of mailing labels which can be used to save typing addresses. These will be in the mail shortly, under separate cover.

APPENDIX C



AN ASSESSMENT

OF

THE SUPERIOR COURT OF SAN DIEGO COUNTY, CALIFORNIA

September, 1976

Labor's Community Services Committee

and

Labor's Action Committee on Criminal Justice  
San Diego-Imperial Counties Labor Council, AFL-CIO  
2232 El Cajon Boulevard  
San Diego, California 92104

# SAN DIEGO-IMPERIAL COUNTIES LABOR COUNCIL

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Leslie C. Parker  
*President*

AN ASSESSMENT OF  
THE  
SUPERIOR COURT OF SAN DIEGO COUNTY  
SAN DIEGO COUNTY, CALIFORNIA

R. R. RICHARDSON  
*Secretary-Treasurer*

TO: Honorable Eli H. Levenson  
Presiding Judge  
Superior Court of San Diego County

The Labor Action Committee of the San Diego-Imperial Counties Labor Council, AFL-CIO is pleased to submit a report of findings and recommendations based on an assessment of the Superior Court of San Diego County.

The Labor Action Committee wishes to thank those San Diego County officials, administrators, agency personnel and community representatives who gave generously of their time and assistance to make the assessment possible, and it is especially appreciative of the open and full cooperation of the Superior Court Judges.

It is hoped that the assessment will be of assistance to the Superior Court in providing quality justice to the people of San Diego County.

R. R. Richardson  
Secretary-Treasurer  
San Diego-Imperial Counties  
Labor Council, AFL-CIO

September, 1976  
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ADDENDA:

List of Labor Action Committee Members

Copy of Questionnaire

## INTRODUCTION

In the winter of 1974 the San Diego-Imperial Counties Labor Council, AFL-CIO, through Executive Board action, approved a recommendation of its Community Services Committee to participate in a nationwide project of the National AFL-CIO Department of Community Services and the National Council on Crime and Delinquency (NCCD). The project was designed to provide information about criminal justice programs and to involve labor leaders, rank and file union members and other citizens in activities aimed at improving their local criminal justice system.

The Nationwide project resulted from a similar program conducted in Indiana in 1970 by the National AFL-CIO Department of Community Services. As a result of the interest and involvement of union members in Indiana, the National AFL-CIO Department of Community Services, in a joint venture with the National Council on Crime and Delinquency, obtained a grant from the Law Enforcement Assistance Administration to expand the program nationwide. NCCD was recognized as the nation's only citizen-led organization addressing the entire criminal justice system.

Following the action of the San Diego-Imperial Counties Labor Council, AFL-CIO, San Diego became one of several target cities in the nation to participate in the nationwide project. Robert L. Moeller, Director, Labor's Community Services Committee, San Diego-Imperial Counties Labor Council, AFL-CIO, was designated local Project Director. An eight-week criminal justice education program was designed for labor leaders, rank and file union members and the general public. The program

addressed the different segments of the criminal justice system in order to acquaint those participating with a general overview of how the criminal justice system functioned and its problems. NCCD staff and representatives of local criminal justice agencies participated in the program. NCCD gave a national perspective to the program and stressed the involvement of citizens as a means of implementing constructive changes.

After completion of the education program, participants formed a Labor Action Committee on Criminal Justice and considered ways in which the Committee could work to improve the criminal justice system in San Diego. Because of its key role in the criminal justice system, it was decided to take a closer look at the San Diego County Superior Court, both for educational purposes of the Committee and to determine in what ways, if any, the operations of the Court could be strengthened.

An assessment of the San Diego Superior Court was designed, with the focus on the operations of the felony departments. Along with the results, the Committee planned to make recommendations related to its findings for release to the entire community.

#### SCOPE AND PROCESS

This assessment is not based on an indepth and scientific study of the Superior Court of San Diego County. Rather, it is a look at the Superior Court based on data collected and observations made by a Labor Action Committee, composed of union members and other citizens interested in the workings of the criminal justice system.

The Committee chose to look at the Superior Court because of the key role it plays in the administration of justice, and not because of any pre-conceived idea of failure on the part of the Court. The Committee wanted to obtain a better understanding of the functions of the Court, as well as an understanding of its problems and needs.

The Committee developed a questionnaire and scheduled interviews to obtain information on the responsibilities of judges and other court personnel and on the problems encountered in meeting their responsibilities. Questions were asked regarding decision making, overcrowding of court calendars, and communications and cooperation between departments. Opinions were solicited also on adequacy of social and governmental services available to the Court, sentencing options, detention and incarceration, plea bargaining, pre-trial diversion programs, legal training and the use of volunteers.

Most of the Superior Court Judges sitting in felony departments at the time of the assessment were interviewed, plus a number of judges handling civil cases. In addition to interviewing judges and court personnel, interviews were conducted with representatives of law enforcement, probation, prosecution, defense, community agencies, jurors and victims to obtain their viewpoints on court operations.

FINDINGS

JUDGES:

Problems in Meeting Responsibilities:

In meeting their responsibilities, judges indicated that time, limited resources and alternatives, and unwieldy procedures as their greatest problems. It was felt that all the judges are hard-working and dedicated persons who enjoy their work but are frustrated in their efforts to provide quality justice to the persons appearing before them.

The time factor was related to the tremendous amount of research needed to keep abreast of constantly changing laws, rules and procedures, and to review cases scheduled to appear before them.

The judges were equally concerned about the lack of resources and the quantity and quality of alternatives available in disposing of cases. Some available alternatives were not used because the quality of service provided was questioned. Higher court decisions, both at the state and federal level, often were seen as unnecessarily complicating rather than simplifying the operation of the Court.

The judges expressed a need for well-trained legal assistants to help in researching court decisions and rules and procedures. The judges felt this would enhance their operations, and provide more time for review of pending cases.

The judges did not feel the administrative paper work required was a problem because of the excellent support service provided by Court clerks.



All judges interviewed indicated that communications and cooperation between the departments needed improvement and cited a need for more frequent meetings of the judges with attendance required.

Overcrowded calendars were not seen as a problem in the felony courts, but it was felt that more civil courts need to be added, as long delays occur in the settlement of civil cases.

Related Issues:

The judges felt that social and governmental services to enhance rehabilitation were not as good as they should be. Although citing good experiences with staff of state and local programs, the judges felt that most programs were handicapped by inadequate resources. A typical comment was "the number of violations of probation and parole is a good sign that the programs are not adequate." Others questioned how probation and parole could hope to be successful with their high caseloads.

All judges interviewed were in favor of more community programs as alternatives to incarceration. They indicated that community programs should be well planned, adequately financed and evaluated annually.

The county jail was viewed as totally inadequate with comments ranging from "it's a snakepit" to "it's just not good." Some said that they did not use the jail for borderline cases because of its condition and overcrowding. Others said that too many offenders were locked up and the jail should be used only for the violent offender. The value of jail for rehabilitative

purposes was questioned and some felt the use of incarceration should be re-examined.

The judges were unanimous in their opinion that plea bargaining was necessary because of the volume of cases coming before the Court. One judge said that plea bargaining will always be used, but doing so points out that our system of justice doesn't work perfectly. A few felt plea bargaining is good even if there isn't a high volume of work, while others felt it is good only if both parties benefit. Although in favor of plea bargaining, the judges did not feel sentence bargaining was appropriate.

Academic legal training was seen as inadequate in preparing attorneys for immediate trial work. Intensive intern programs were recommended as a means of sharpening the skills of young attorneys.

The judges agreed that volunteers should be concerned about criminal justice programs and could make significant contributions if adequately trained and given assignments within their capabilities. Concern was expressed about volunteers as court watchers because of their lack of knowledge about court policies, procedures and rules. Some judges felt court watchers were not objective and create problems rather than provide a service.

NON-JUDICIAL VIEWS:

Law enforcement officers, probation officers, prosecutors, private attorneys and community representatives all felt the court calendars were overcrowded. The general feeling was that a lot of time is wasted and that court procedures need to be streamlined so

cases can move faster to enable the courts to be more responsive to the needs of the people. If more judges are necessary, they should be provided.

Law enforcement officers and prosecutors felt that the courts have an adequate number of sentencing options. Generally, probation officers, private attorneys and community representatives felt the Court does not use community alternatives as much as it should, especially for non-violent offenders. It was agreed that community alternatives need greater development, both in number and quality.

Non-judicial personnel agreed with the judges that the county jail was overcrowded and ineffective in rehabilitating offenders. Some indicated that overcrowding could be corrected by using the jail only for violent offenders and utilizing non-institutional community alternatives for non-violent offenders.

Although some non-judicial personnel felt plea bargaining did not work in favor of the offender, it was seen as a necessity.

Persons from all parts of the system expressed a need for more training in the law, as well as in court policies, procedures and rules. Some indicated that judges, police and attorneys also need more training in the social sciences.

#### RECOMMENDATIONS

The Labor Action Committee respectfully makes the following recommendations based on its findings and observations:

1. A thorough analysis be made of the court calendar, especially as it relates to civil cases, to determine if more judges are needed and, if so, how many.

Part of the analysis should explore the assistance needed by judges in researching policies, court decisions and rules and procedures.

2. Frequent and regular meetings of judges should be conducted and scheduled so that all judges can attend except in cases of extreme emergency.

The Court should seek to conduct regular meetings between representatives of the Court and other parts of the criminal justice system regarding common issues and concerns.

3. The Court should develop a mechanism for a regular interchange between the judiciary and members of the community regarding court issues and concerns.
4. The Court, in conjunction with the Bar Association and area Law Schools, should explore the development of intensive intern programs for law students.
5. The Court should encourage and participate in the development of programs utilizing volunteers which relate to the courts, as well as other parts of the criminal justice system. Programs utilizing well-trained volunteers can be an effective resource for the courts.
6. Previous studies should be updated by an independent service of the detention needs and facilities of San Diego County.

The feasibility of diversion and other community alternative programs should be examined as part of the updated study.

7. All diversion and community alternative programs should be well planned, adequately financed, and evaluated annually by a qualified independent source.
8. Because of the possible dangers to the rights of defendants, court administration and society's needs for protection, the use of plea bargaining should be examined to see if it is necessary to make the criminal justice system work in San Diego County.

All of the above recommendations do not pertain directly to the Superior Court. On those that do not, the leadership of the Court will be very effective in helping to see that the recommendations are followed.

SUMMARY AND CONCLUSIONS

The purpose of the assessment of the Superior Court by the Labor Action Committee was two-fold: (1) to pinpoint areas in the functioning of the Court which need strengthening and to identify present strengths; and (2) to inform members of the Committee and union members in the area covered by the San Diego-Imperial Counties Labor Council, AFL-CIO about the structure and operations of the Court and the problems it faces in carrying out its responsibilities.

The Committee, without question, has learned a great deal about the purpose and function of the Superior Court. The Committee has developed a strong sense of appreciation for the dedication and hard work of the Superior Court judges and for the obstacles and legislative requirements they face in meeting their responsibilities. At the same time, the Committee feels that certain improvements need to be made to make the task of the courts more effective. The above recommendations are made in this spirit, and it is the hope of the Committee that the recommendations will be received in the spirit given and acted upon promptly.

\* \* \* \* \*

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APPENDIX D

## LABOR-YOUTH SPONSORSHIP PROGRAM ASSESSMENT

August 30, 1976

### INTRODUCTION

The Labor-Youth Sponsorship Program, conceived as an innovative model for tapping and developing resources to troubled youth brought to the attention of the courts, was first implemented March 1, 1976, as grant moneys from the Texas Youth Council (through its Community Assistance Program) were made available by gubernatorial action. This long-awaited action allowed TYC the means to fulfill its mandate to assist communities in implementing needed programs that might help divert youth away from delinquency and the state-level correctional system by providing for them in the local community. For the Youth Council the administration of assistance or subsidies to communities was then a wholly new enterprise. Nor had the sponsoring labor community in Fort Worth, indeed across the state of Texas, ever before engaged in such an ambitious project, to intervene in the juvenile justice system and administer services to especially troubled and neglected youth.

This is an assessment of the Labor-Youth Sponsorship Program, conducted five months after its inception. Because of the program's novelty (both in design and in functional relationship with the more institutionally-oriented Texas Youth Council) it will be important to appreciate its achievement over these few months in light of the context in which it has been operating. The original program outline (in the Community Assistance grant proposal, October, 1975) slated an evaluation of the project's progress after one year's operation and before a renewed funding cycle. This schedule was displaced by delays in gubernatorial approval for TYC's Community Assistance Program. It was nonetheless felt that assessment of the program's progress toward achieving stated objectives and of the quality of the project management, by a relatively objective party, could play a constructive part in improving and strengthening the program as a whole for the coming year.

This assessment, then, was designed along lines developed by the National Council on Crime and Delinquency's National Center for Youth Development; not to compile objective data leading to scientific conclusions about the program's effectiveness, but rather to provide information about the program's operation and a set of recommendations calculated to bring greater focus and strength to the program's efforts to serve youth. The assessment process included an on-site visit of 2 1/2 days; interviews with all program staff, two Board members, four probation officers, several volunteers, clients and the Tarrant County Juvenile Judge; and a review of literature, records and data pertaining to program activities.

Interviews, conducted by the writer in company with Mr. Danny Starnes, Director of the Southern Service Center for the National Council on Crime and Delinquency, were loosely structured. Issues addressed included:



1. History and experience of the program to date;
2. Program objectives, priorities, and impact on the juvenile justice system;
3. Organization and management of staff and resources;
4. Policy-making processes governing the program;
5. Relationships between program staff and clientele;
6. Utilization of and relationship with other agencies and resources in the community; and
7. Involvement and commitment of organized labor.

Each of these areas are covered by this report. Recommendations on programmatic and administrative issues are incorporated for the benefit of program staff and the policy-making body.

#### 1. HISTORY AND DESCRIPTION OF PROGRAM

The Labor-Youth Sponsorship Program is a consequence of a series of community workshops in criminal and juvenile justice sponsored throughout 1975 by the Tarrant County Central Labor Council in conjunction with the NCCD Labor Participation Project. A wide range of citizens were attracted to these informational issue- and action-oriented sessions. Participants' interest in the area of de-institutionalization and juvenile corrections was acute, and out of concern for local provisions in this area emerged the concept of encouraging union locals to sponsor and/or foster a youth in trouble. The Labor-Youth Sponsorship Program (LYSP) took shape with the encouragement and counsel of staff for the Texas Youth Council and with strong support from the Tarrant County Juvenile Department. Application for fiscal support was made first in October, 1975. Since March 1 (and the executive release of designated moneys), approximately 80% of the program's realized operating costs have been sustained by the contract with TYC. In-kind and ancillary support have come from consultation and training by NCCD/Labor Participation as well as Community Services of Tarrant County.

The program's goal is stated as follows: "To provide the services needed to divert youths from more contact with the juvenile justice system." The client group consists of all juveniles in Tarrant County, "...more specifically, those among them who are delinquent, in need of services, and pre-delinquent."

With such goals in mind, the program has been conceived and designed to minimize administrative and operating costs. A small staff of three (a Program Coordinator and Secretary are funded through the TYC contract, and an Administrative Assistant is hired through the CETA program) concentrates on resource development in such areas as (1) recreation, (2) employment and educational opportunities,

(3) family and individual counseling, (4) shelter and foster care, and (5) health care. LYSP received client referrals for services chiefly from the Juvenile Probation Department, with a limited "business" from the Department of Public Welfare (for CHINS type clients), and frequent walk-ins or self-referrals. When appropriate, program staff perform a brokerage function, consisting of short-term counselling and direction to other community agencies for specific service needs (family counselling, alcohol or drug counseling, sex or pregnancy counselling and so forth). Client needs are identified cooperatively with the referral source (again, this is most often a member of the juvenile probation department) in the screening-intake process. Where needs cannot appropriately be met by other agencies, the program attempts to create suitable resources from within the participating labor unions of the AFL-CIO/UAW, also drawing upon the community at large. For example, job opportunities have been developed within union locals or by union members at business sites, for which funding was then sought through a city summer employment program.

In these first months of operation, activities and attention have focused on: (1) procedural and administrative organization of the agency; (2) developing community acceptance and awareness of the program's goals and services; (3) soliciting the active participation of selected union locals; and (4) providing services to youth.

To date, a majority of these direct services to youth have been arranged by program staff, particularly the Project Coordinator. In the future, however, some of this responsibility will be shifted to designated representatives of participating local unions. These "local coordinators" are being trained in areas of delinquency, the local juvenile justice system, local needs of youth, and the objectives and procedures of the LSYP. Their responsibilities include developing and sustaining the interest of the membership in youth problems, and maintaining a tally of resources the local is able and willing to provide. In most cases, they are already affiliated or at least familiar with existing community services committees or activities in the locals. Thus, when the Project Coordinator becomes aware of specific client needs he may canvass the resources of each "sponsoring" union until client needs are matched.

Local coordinators are asked to encourage direct involvement of union members with youth in a wide range of relationships. The membership might directly become involved with shelter and foster care, recreational and Big Brother/Sister type activities, might provide needed transportation, clothing, or other commodities. In addition the membership might be solicited to help purchase or have donated needed commodities and services for particular youth. Thus the LYSP design promises to be a flexible and rich one, fulfilling a larger objective, namely that of mobilizing a broad section of the community to care for those needs of youth that might otherwise be ignored.

Thus far, 25 such volunteer local coordinators have been identified, signalling the active support of about 30 union locals. Approximately 12 of these have already contributed the membership's time, money, and resources to clients in response to requests by the Project Coordinator, Mr. Allen Johns.

## Program Achievements

In terms of the sheer numbers of youth who have been served by the program so far, its achievement is impressive, and speaks well of the program's acceptance by professionals and public alike. Probation staff seem familiar with program objectives and capabilities, and the program has been well advertised in the community at large. At this time the program records over 100 client referrals. Perhaps 80% of these come from the Tarrant County Juvenile Probation Department. Categorized below are services documented by staff.

1. Jobs - 25 youth were successfully placed in summer jobs developed by project staff; the results of 67 other referrals to potential job opportunities were not documented, but probably led in at least some cases to employment.
2. Service Brokerage - Approximately 150 clients received short-term counseling, information and referral to other resources and agencies in the community, a small proportion of them in company with parents.
3. Health Care - A charitable arrangement has been made with one group of doctors and another group of dentists for their services, and 7 youth have benefited from this.
4. Commodities - Clothing was purchased for 5 clients, and donated and distributed to 48 others.
5. Transportation - 76 clients have been transported to medical appointments, job interviews and recreational activities.
6. Leisure-time Activities - Some 280 youth have benefited by group activities (sports, picnics, fishing, tours) and 10 more afforded leisure activities by local members on an individual basis. One youngster will be taking an extended vacation with a sponsoring family at the expense of their local. Arrangements were made for 4 others to attend summer camp.
7. Education and Job Training - 8 youth, after vocational counseling, have been referred to an apprenticeship program to determine eligibility; some placements are anticipated.
8. Foster Home Development - While the development of foster homes from union membership has emerged as a program priority for the Fort Worth community, little has yet been possible in this area. Development calls first for a thorough education of the locals as to the needs for foster care, the special needs of youth who might benefit, expectations and responsibilities of foster families, and the like. Through this, potential foster parents are identified, then screened. The most effective means for developing a good foster home is by exposure to experienced parents, so that a serious foster home program tends to grow by increments. LYSP staff have identified two families committed to fostering troubled youth and seen them through the education and screening process in cooperation with the Juvenile Probation

Department's Program Volunteer Training Coordinators. Temporary shelter care has been afforded 8 youth. Groundwork in this program area is just being laid.

A consensus exists among all interviewed that the LYSP has so far measured up to original expectations. Generally, some disappointment was voiced over the failure to create more foster placements. All, however, seemed sympathetic with, and made allowances for, the time limitations and administrative complexities encountered with launching a new program. The program is seen by juvenile authorities as having tremendous potential. Union leaders with whom we spoke were likewise satisfied with the achievement of staff, and confident of a productive future.

## 2. PROGRAM OBJECTIVES, PRIORITIES AND IMPACT ON THE JUVENILE JUSTICE SYSTEM

The articulated goal of LYSP is:

"to divert adjudicated and pre-adjudicated youths from the formal criminal justice system through the advocacy, direct services, and intensive attention of a small community--the union local."  
(From the Community Assistance grant application.)

The rationale behind diversion is that such experiences as adjudication, delinquency labeling and institutionalization serve to damage youth without in fact redressing the various causes of delinquency. Practically speaking, diversion has a double objective: to divert a youth's attention and activities into constructive channels and thereby prevent his/her further delinquency; and then to divert him/her from the "system" of formal, legal sanctions and authorities into a (presumably) more constructive "world" of social sanctions and authority.

Three means for achieving such ends are enumerated: "advocacy, direct services, and intensive attention (on the part) of a small community--the union local." In these first months programmatic priorities have fallen to the provision of direct services for several reasons. First, staff have felt a desire to assure the community of the program's intention to actively benefit and intervene with troubled youth. Second, neither staff nor participating members have yet had sufficient exposure to perform in an advocacy capacity.

The program's original concept by which participating unions sponsor individual youth for a determined period of time has been set aside, at least for the time being, as administratively impracticable and problematic. It is the writer's feeling that such a true sponsorship program would require the input, support and monitoring of a larger staff having professional background in casework-type services. As the program is now structured, local unions instead undertake to canvass their membership on a regular basis for their interests in participating with youth, and respond to specific needs identified by program staff. The Project Coordinator has so far recruited assistance from different unions for each identified need, affording the broadest and fairest participation.

Among direct service needs some striking priorities have emerged over these few months. When asked what kinds of service gaps in the community LYSP should be filling, individuals interviewed most often cited foster care and job development. Extended one-on-one or Big Brother/Sister contact with youth was also mentioned.

Everyone interviewed agreed that the program's objectives are important to the community as a whole, and to the work of the Juvenile Court in particular. Generally, the program is seen as an adjunct to the Probation Department, supplying those needs probation officers have no means of filling themselves. For instance, it has been decided that foster families recruited from labor memberships will be certified by a representative of the Probation Department for the use of those youth coming before the court. Likewise if a probationer needs a job the program will be contacted to help him locate one.

Throughout the summer a major commitment of staff time has gone to the organization of constructive youth activities for clients of the Probation Department and the program. This energy has been a useful investment, commending the program not only to youth, but also to probation staff and helping to forge a strong, cooperative relationship between the two. In addition, almost all recreational activities have been labor-sponsored, that is, have involved youth with labor families, and so far have served to engage and sharpen the latter's concern for the objectives of the program. Good publicity for the program's goals and objectives has likewise been generated.

However, on the whole, staff should begin to devote less time to recreational activities and more to other program priorities such as foster home and job development. The Project Coordinator, in particular, should begin to delegate responsibility for special youth activities. Other staff, or a labor volunteer, trained to become familiar with union structures, could be charged with major responsibility in this area. A certain amount of vagueness surrounding the setting of realistic and specific objectives within program categories could be tied down by a working committee of the Board. The Board, as the policy-making body for the program, should work more closely with the Project Coordinator to determine long-range objectives and suggest methods for achieving them.

A few more words are probably in order outlining the juvenile justice system in Tarrant County. The Juvenile Probation Department falls within a larger division of Juvenile Services which also embraces a fairly new and impressive detention center (capacity 36) and an emergency shelter for status offenders, dependent and neglected children (this is jointly administered by the Department of Public Welfare and the juvenile department). The Director of Juvenile Services, who coordinates the work of these entities, doubles as Chief Probation Officer. His basic philosophy for probation was described as "conventional." Probation services are organized into Intake, Status Offenders, Field Services, and Intensive Probation Sections with support services from the Program Volunteer Training Coordinators.

The full-time Juvenile Judge for Tarrant County, Judge Scott Moore, feels that citizen involvement in this area of juvenile affairs has been too limited. Aside from labor's rather recent interest in the area, he saw some strong Junior League activity and occasional involvement from the League of Women Voters and National Council of Jewish Women. The Probation Department is also helped by a Big Brother and a camping program. Some new residential treatment programs have become available in the Fort Worth area within the past year, although the county must compete with state agencies for bed slots. The Department of Public Welfare and the Probation Department reportedly have not established a relationship of mutual cooperation; in fact, a certain amount of competition arising over the development of much-needed foster homes was apparently precipitated by LYSP's plans in these areas.

As for the programs impact on the Tarrant County juvenile justice system, it is generally agreed that it is too early to judge. Probation staff tend to see the program as assuming a supportive role to their department, and the Project Coordinator affirms this role. Judge Moore views the program as helping the Juvenile Department bridge a long-standing gap with the rest of the community. More importantly, he looks forward to its exposing and educating a very large sector of the community to the needs of troubled youth and the problems of the court/justice system on a broader scale. Judge Moore feels LYSP could work with clients from the serious offender on down; however, he would most like to see it used to divert less consistent offenders from further contact with the court. He has encouraged the Project Coordinator to work with the youth before they are brought before his court. In addition, he has also referred at least one case to LYSP as an alternative to TYC commitment and indicated a willingness to use the program for this, should it prove able to deter the consistent offender. Judge Moore has a strong commitment to exhausting all community options and resources before resorting to sentencing to TYC.

### 3. ORGANIZATION AND MANAGEMENT OF STAFF AND RESOURCES

In interviews, all staff agreed that a major limitation of the program is that of staff time. Since it does not seem feasible to add another paid staff position at this time, the focus must be on more economical use of the staff time now available.

The Project Coordinator, his Administrative Assistant and Secretary share client work as a team, each carrying additional responsibility in some area. The present Secretary keeps the books and handles most correspondence, in addition to dealing with clients. The Administrative Assistant assumes other clerical duties and has chief responsibility for keeping client records. Both answer directly to the Project Coordinator. During the summer, two youths employed by the program with city funds have helped with office work. Their working time could have been utilized more efficiently.

The Project Coordinator's areas of exclusive concern are, naturally, overall project management in executing program policy established by the Board of Directors, but also recruitment of labor participation. The latter alone is far more than one person's job, and recommendations will be made later in this

report concerning possible assistance in this. The Coordinator maintains a good rapport with staff, meeting with them informally but with regularity to discuss problems. Staff had no complaints about his management style, although there were indications that he could afford to do more in defining and expanding staff roles.

Our general feeling about staff management was that it could afford to be formalized somewhat through the use of regular weekly staff meetings with a structured but flexible agenda. These meetings should be used to review client casework and see that appropriate follow-up is being done, to assess the week's progress and/or problems, and to review/revise short-range and long-range program objectives. The next week's activities should be planned. Once a month these sessions could be used to update cumulative client data. Likewise training might be included as part of the agenda.

Generally, areas where the staff could use training include program management and organization, and the juvenile justice system in its larger contexts. Thus we would recommend that staff spend some time observing and eventually monitoring court proceedings, and that they arrange with juvenile police to become familiar with their work. Tracking of cases from time of arrest might be instructive. If possible, staff should consider cooperating with the Juvenile Department to develop a library of resource materials--periodicals, texts, training manuals--for their mutual use.

Other resources which might receive attention of staff include local universities (public relations work, volunteers, design of long-range evaluation) and youth themselves (clients and youth from among labor locals). It is suggested that the Board of Directors assist staff in developing plans to better know and utilize community resources.

#### 4. POLICY-MAKING PROCESSES GOVERNING THE PROGRAM

Sponsoring parties for the LYSP were slow in recruiting a full Board of Directors for the corporation and the resulting vacuum, even if temporary, clearly placed an unnecessary burden on the Project Coordinator. As an administrator new to this type of endeavor and attempting to implement a fairly complex program design, he deserved the guidance and support of experienced members of the community designated to "oversee and manage the affairs of the corporation." Should this project be duplicated elsewhere in the future, it is hoped that this omission will be avoided by formalizing a corporation structure in the planning stages, to facilitate the administrative implementation of the project. This Board should be empowered to establish policy as well as oversee the management of the corporation. The present Board of Directors for the LYSP should note that their responsibility to set policy and see that it is carried out is nowhere spelled out in their Codes of By-Laws; an amendment making this explicit should be adopted.

Despite a late start it is felt that the LYSP has recruited a Board that promises to be active in promoting the program and that represents the community well. Six members are nominated from the AFL-CIO; five from the United Auto Workers; two from the Juvenile Department; two are youth; and three represent the community at large. One of these latter represents the Fort Worth Independent School District, and a Tarrant County Crime Commission requested representation on the Board (an endorsement signifying the project's recognized importance to the community as a whole). Tarrant County Legal Aid has proffered their assistance to the Board in legal matters.

The Board meets monthly at the program offices; attendance is regular. All program staff are invited to attend and participate. The Executive Committee meets as needed between Board sessions to carry on business.

To date the Board has not organized any other standing or working committees around such areas as public relations, job development, staff and volunteer training. It is our feeling that the use of the Board in such fashion could be highly productive by relieving the Project Coordinator of sole responsibility in some of these areas. The most pressing need for assistance from the Board seems to have concerned accounting and fiscal procedures, and it is hoped that stronger support will be provided in the future. The Project Coordinator and officers of the Board might utilize some of the readily available published materials on the most effective management of a Board of Directors.

##### 5. RELATIONSHIPS BETWEEN PROGRAM STAFF AND CLIENTELE

LYSP staff have established themselves as able professionals, and seem to be as effective in their relationships with clients as in those with other agencies' staff. Being managed as a team, all three staff interview and counsel clients, making appropriate referrals and following up when possible. The majority of this client contact is made via telephone, although thorough intake interviews are always conducted in person.

Much staff-client contact falls to the Project Coordinator, who takes special pleasure in this personal contact and therefore makes a conscious effort to interact with the youth as much as possible. At least once a week he attends the Probation Department-sponsored "R & R" (recreational) sessions. He makes an effort to keep abreast of youth coming to the attention of the Probation Department. Numerous youth have made a practice of dropping by the storefront with some regularity for informal counseling, or just to "rap", a measure of staff success in this area.

All told, program staff have a good feel for their clients and seem to respond to them on a human basis with ease and insight. (Some reticence on the part of the staff person assigned from FCI is indicated generally, and should this person carry on his present responsibilities we would recommend that the Project Coordinator work with this staff person toward making greater use of his personal experiences for the benefit of others.)



## 6. RELATIONSHIPS WITH OTHER AGENCIES AND RESOURCES IN THE COMMUNITY

Staff seem to have done an excellent job in this important area. Although we were unable to interview staff from programs other than probation, contacts with the Probation Department and a handful of other social serving agencies are reported to be cooperative and satisfying.

The relationship most crucial to the success of the program is of course that with the Juvenile Department. The Juvenile Judge reports a very cordial and responsive accord. He commended the Project Coordinator for his practice of paying a weekly courtesy call and seeking suggestions on clients, activities, or ways to improve the program's usefulness. He saw program management as appropriate, drew attention to support from the press and the local Crime Commission, and emphasized the significance of the program's achievement in gaining the cooperation of the entire Probation Department (an earlier youth service bureau apparently folded because of their inability to communicate with probation leadership). The Chief Probation Officer and the Director of Field Services are both active Board members of the LYSP.

Most of the coordination between LYSP and probation is handled by the Program Volunteer Training Coordinator and his assistant. They both report that some probation officers tend to utilize the program more than others, that useage tends to depend upon the individuals's casework style, and that some probation officers contact the Project Coordinator directly on behalf of clients.

The question should be asked here whether it is appropriate to understand the LYSP simply as an extension or an auxilliary to the Probation Department. The program has potential to be much more, although it certainly would be possible to spend 100% of its time in such a support capacity. If an advocacy role is desirable, a certain amount of independence from the Department will be necessary. Staff should concentrate less on youth activities for probationers and more on long-range resources--jobs and foster homes. The Project Coordinator should be clear about the LYSP's objectives to divert youth from the system and should become more aggressive in determining client intake to insure that the program's obligation to its funding source is met.

LYSP has cooperated with at least two other agencies in developing jobs for youth--the Summer Youth Program (city-sponsored) and the Human Resources Development Institute (labor-sponsored). These joint efforts mark the staff's ability to work with others and reveal community-wide recognition of the program's vitality.

Referrals are frequently made to such other agencies as: Planned Parenthood, Parenting Guidance, Mobile Dental Unit, Tarrant County Commission on Alcoholism. The agency's ties to United Way (through the Community Services Representative) likewise prove useful and staff sometimes rely on the United Way's Information and Referral Services.

Relationships with the schools have yet to be established, since the program became operative late enough in the spring for there to be less need of a bond with schools than elsewhere. Much more effort must be made in this area soon.

The LYSP enjoys a flourishing relationship with the press, who have given not only editorial support to the program but have backed this up with coverage of important program activities.

On the whole, then, local resources have been imaginatively tapped and appropriately handled. It is felt that staff would do well to become more particularly familiar with the operation (and potentials) of agencies to which they consistently make referrals. More special joint projects might be considered: for example, group rap sessions for clients, labor people, and counselors from Parenting Guidance; career workshops; joint staff training; foster parent training; therapeutic wilderness camping trips; and so forth.

#### INVOLVEMENT AND COMMITMENT OF ORGANIZED LABOR

Leadership of the Tarrant County AFL-CIO and United Auto Workers have strongly backed the LYSP from its very inception. Much of the coordination of this effort has undoubtedly been undertaken by the Community Services Representative, Mr. Ruben Graham, who was initially responsible for coordination of the Education to Action seminars, out of which this effort grew. Mr. Graham has continued to work with the program staff in an advisory capacity, lending them considerable experience in the areas of community services and organized labor, and daily support in their program's operations.

Labor leadership is well represented on the Board of Directors: membership includes a UAW international representative, the regional director for the AFL-CIO, presidents of the Tarrant County Central Labor Council and CAP Council, and the elected or salaried officers of various other powerful locals. In all, those unions which have endorsed the program in concept represent roughly 100,000 individuals in the Tarrant County area. More meaningfully, the interest of 26 unions in working for youth in trouble has progressed far enough to designate volunteer coordinators as liaisons between project staff and the union membership; they will oversee any program activity that their locals may undertake. An orientation session for these participating coordinators and union representatives held on July 22 attracted over 60 people, even though most of those attending had to miss work to do so. Response to the orientation was enthusiastic. Several union publications have given coverage to the program as a whole and to specific activities sponsored by locals.

Recruitment of active union local participation has necessarily proceeded slowly. The locals must be approached at one of their monthly meetings, and a brief presentation made of the program and how locals can help. This has been done exclusively by the Project Coordinator, often in the company of the Community Services Representative and/or a representative of the Probation Department.

After this presentation, the Project Coordinator follows up by contacting officers of the local; often he returns to the next union meeting in order to answer questions. He spends considerable overtime attending meetings.

Meeting times for many of the locals coincide; because of this, and because meetings are held no more than once a month, it is only possible to cover well a few locals at a time. It is agreed that this year's political campaigns have served in some measure to deflect attention. Some frustration on the part of the Project Coordinator was apparent over the moderate returns realized as yet from the immoderate amount of his invested time and energy. As the administration of the program becomes more routine, and as more coordinators are trained to assume a greater share of the direct service work he should begin to realize more rewards. It is nonetheless suggested that he arrange either for another staff person or for a member(s) of the Board to help assume this role of contacting locals and engaging their ongoing help in the future. Without such aid it is conceivable that the momentum already gained among unions could be wasted.

## CONCLUSION

It is too soon to make any sweeping claims for the LYSP program. However, staff and sponsors are to be commended for their shaping of the program design and for the spirit in which they have committed their time, energy and intelligence to this experiment. They have created and sustained an atmosphere of enthusiastic support among labor leaders and members, and also among the community as a whole. The Project Coordinator has done a particularly fine job sustaining flexible and responsive working relationships with staff and other agencies. He and his staff have provided needed services and constructive opportunities for a large number of youth, and have laid out a foundation whereupon such services and opportunities may in the future be provided by a corps of volunteers.

In the body of this report, recommendations have been made in the areas of program planning, staff management, the use of community resources, and the responsibilities of the governing body. For the use of staff and board alike, a summary of these recommendations is included below. The resources of NCCD, TYC, and local probation staff alike are available to assist in carrying out changes and implementing new procedures.

### Summary of Recommendations

#### Leadership of Board of Directors:

\*The governing body of LYSP should realize its responsibility to set and define policies for the program, and to articulate objectives for all program activities, and then to see that the program staff execute and fulfill these objectives and policies.

- 1) By-laws should be revised to specify this responsibility of the Board.
- 2) The Executive Committee, or more probably, another committee appointed by the Executive, should meet on a continuing basis with staff to : 1) assist them in determining priorities among program activities, 2) review progress towards program objectives, and 3) advise them on usage of other community resources to help meet these objectives.

\*In recognition of the limitations upon staff time, the Board of Directors should also consider the formation of other working committees who might assist staff in such areas as Public Relations, Education and Training programs (for staff, labor, and the community as a whole), Job Development for youth, and/or Foster Care.

#### Training:

\*The Board of Directors should likewise assume responsibility for training of the Project Coordinator who is in turn responsible for staff training. Areas in which training would be useful to the P. C. include program and staff management techniques, effective use of community resources, as well as issues surrounding juvenile justice.

- 1) It is suggested that arrangements be made in consultation with the staff of NCCD for the P. C. to attend a specialized juvenile justice training workshop in the near future, in order to confer with the staff of other, similar programs, and to refine skills in the areas mentioned above.

\*Arrangements should be made with the juvenile probation department for LYSP staff to be involved in all their staff training. The P. C. might also work with probation staff to set up special training sessions in methods of working with clients, or in specific community services that would include probation staff and labor volunteers working on an individual basis with youth.

\*Both the Project Coordinator and staff would spend time regularly monitoring activities of the juvenile court, in order to understand its procedures, authority, and needs.

\*Staff should also familiarize themselves with the operations of the police department's juvenile bureau in order to better understand their needs. This might be done by accompanying juvenile officers in their duties.

\*If moneys can be located for the purpose, LYSP might consider creating a small resource library, again, in conjunction with the probation department. This might include periodicals, standard texts, training manuals and the like, for the use of professionals, youth and the community at large. NCCD could assist in selecting and obtaining these materials.

#### Foster Care:

\*Program staff, and especially the Project Coordinator should be exposed to the workings of other foster care programs, as they seek to refine their own. In the future it is suggested that LYSP develop further its program for training and providing ongoing support to labor foster families. A range of resources probably already exists in Tarrant County in the form of foster home associations (both formal and informal), child guidance clinics, and parenting programs. In addition, consultation should be arranged with TYC's Waco State Home Foster Program and other child placing agencies in the metroplex area (Lena Pope Home and Hope Cottage come to mind). Written materials for potential and existing foster families should be secured and used. The LYSP might also consider establishing bi-monthly meetings with foster families, or might provide planned recreational activities for foster parents.

#### TYC:

\*A meeting between the Program Coordinator and the local TYC resource person overseeing the program would be useful at this time to define the capacity in which the latter can provide support and technical assistance. In addition, the recommendations made by the TYC review team should be given full consideration and acted upon.

#### Labor Participation:

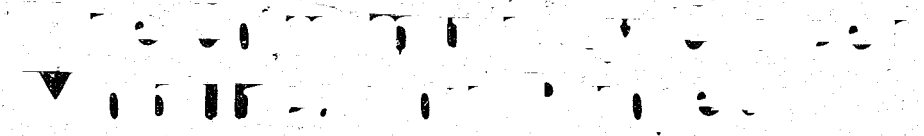
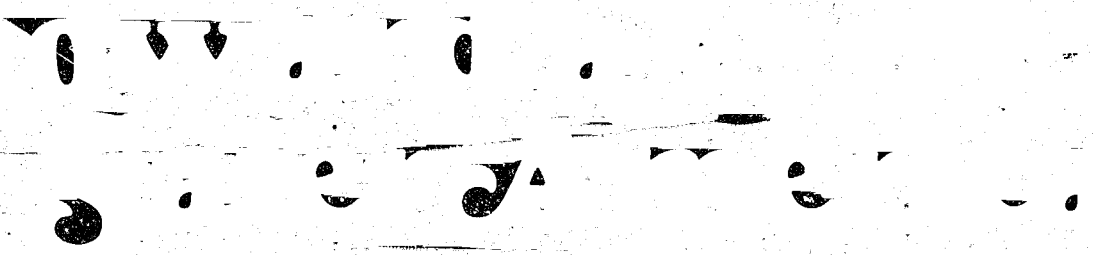
\*The Program Coordinator should oversee the development of a comprehensive listing of service providers in a form that can be easily reproduced and distributed to local coordinators. This should be used in coordination with any resource listings from the union locals when client needs are recognized. In doing this, it may be useful for the Program Coordinator and staff to familiarize themselves more thoroughly with the range of services available in Fort Worth. The United Way staff acting now as clearinghouse might be of assistance here.

APPENDIX E

**CONTINUED**

**1 OF 2**







## **In the beginning...**

With the suddenness of revelation, members of the President's Commission on Law Enforcement and Administration of Justice came to a conclusion in 1967: if the war on crime was to be won, the effort would require the massive involvement of citizens. Criminal justice personnel — police, prosecutors, judges, and correctional staff — were essential. But they could not do it alone! Every crime commission since then and, indeed, every group that has studied the problem have concurred — the citizen must be involved.

Because the labor movement — and particularly the AFL-CIO — represents one of the country's largest organized groups of citizens, and because the NCCD has been working with citizens since 1961, it was almost inevitable that the two organizations should get together. And so they did, beginning in 1971. Their goal was to develop a long-term program to improve the criminal and juvenile justice systems, and ultimately to reduce, in so far as possible, the incidence of crime and delinquency.

The program began modestly in a number of cities (Kansas City, Missouri; Terre-Haute, Indiana; and Akron, Ohio) with an education program designed to expose both union members and union leaders to the problems of the criminal justice system as well as the opportunities to help solve them. It was carried out with the help of the Community Service Department of the AFL-CIO under the direction of Leo Perlis.

The effort succeeded admirably in raising the consciousness of union people as to the need for both volunteer service

and reform of the system. And immediately various locals began, with the guidance of technical specialists from NCCD, to campaign for needed improvements — a community treatment program instead of a new prison, a youth service bureau instead of a new training school, and improved delinquency prevention services instead of more drastic punishment for youth.

Two years later the AFL-CIO/NCCD partnership embarked on a more ambitious effort — the Community Citizen Mobilization Project. This was a program funded by the Law Enforcement Assistance Administration and designed to provide direct technical assistance to central labor councils. It was an effort to get them involved in the actual development and operation of criminal and juvenile justice projects which would have an impact in the community. The program would not specify what each labor council would do; it would lay out the possibilities and councils would decide on their own program. This approach succeeded beyond the expectations of its planners. This brochure highlights some of the projects now operated by unions — projects which were developed as a direct result of the Community Citizen Mobilization effort or which received critical assistance from it.

It is a tribute to the working men and women and their union organizations, to the AFL-CIO community service representatives who organized the projects, and to the persistence and skill of the NCCD personnel who provided the technical assistance.



Photo: The Film-Makers

## **Community Citizen Mobilization:**

### **PARTICIPANTS**

The project depended on the willingness of state and local labor groups, central labor councils, and individual local unions to involve themselves in the criminal justice field. Especially important in this regard was the interest of the AFL-CIO community service representative or the director of a labor agency in each city. He was the link between the AFL-CIO/NCCD Labor Participation Department and the individual local. Both labor and the local social agencies were willing and eager to play important roles in the program.

### **PROCESS**

In federally designated "Impact" cities, the AFL-CIO/NCCD Labor Participation Department began first to educate labor leadership. It brought together professionals: police, judges, probation and parole officials, and correctional personnel. With their help, it conducted training sessions and conferences. What soon became clearly visible to labor were the weaknesses of the system: overcrowded jails, training schools which locked up runaways and truants and incorrigibles, burgeoning prison populations, ex-offenders who were unskilled and unable to find work. Against the background of rising crime and delinquency, such problems achieved a special urgency. Action committees were soon developed—some consisting of labor people only, and others containing representatives from the community. In some cases labor members joined an already functioning community group.

# **How the project worked**

## **TECHNICAL HELP**

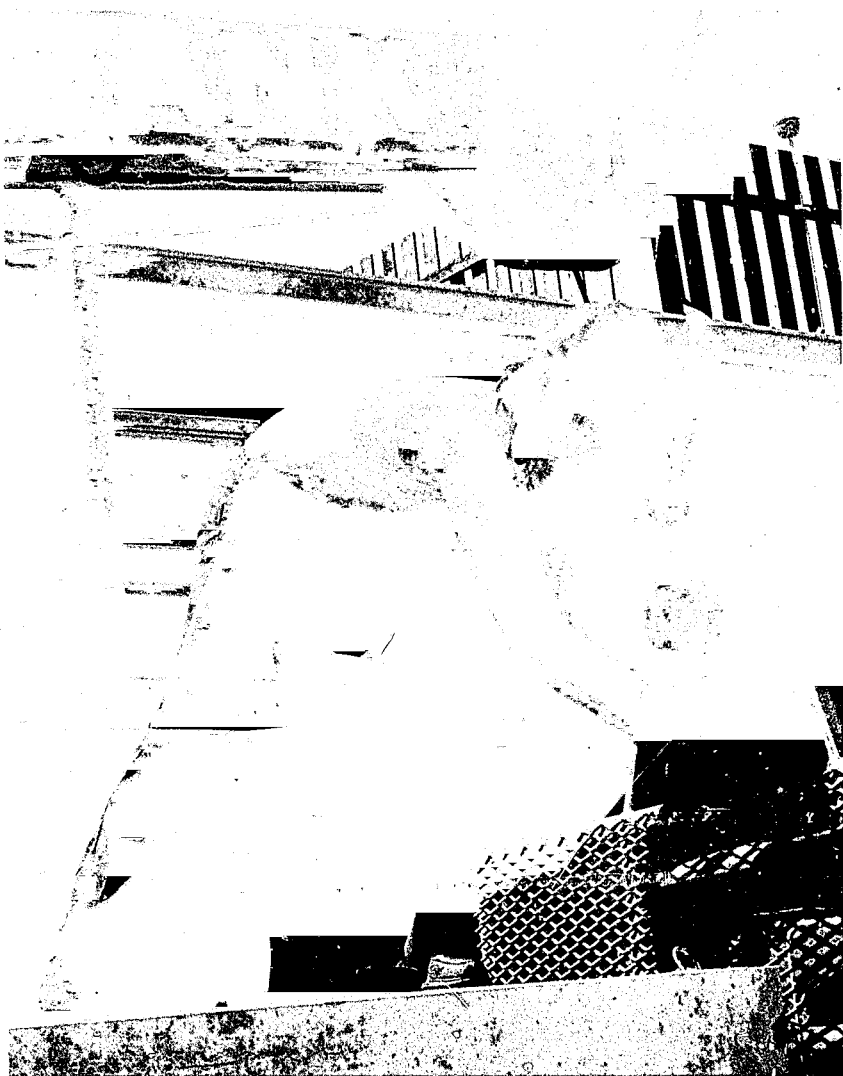
In each city, NCCD specialists with knowledge of the field came in to provide technical assistance in developing programs. They worked with the professionals in each community who had detailed knowledge of the local system and its needs. From careful analysis of each community, there arose an understanding of what was needed and, just as important, what projects lay within the capacity of the labor unions to implement. Proposals were developed, reviewed, criticized, and then brought before government agencies for funding.

## **EVALUATION**

The continuing assessment of the program revealed that individual projects were meeting real needs, that people, often juveniles, were being helped, and that local projects deserved to be continued and supported. It was also especially heartening that labor groups were willing to speak out clearly and forcefully on the need for reform. Forward-looking resolutions were passed on prison construction, status offenders, and other criminal justice issues.

## **CONCLUSION**

Organized labor has now become a full-time partner in the struggle to improve criminal and juvenile justice. It is constantly enlarging its interest in the field, involving more members in direct volunteer service, and putting its weight behind needed change. As much as any group in America, it is carrying out a major recommendation of the crime commissions: Get citizens involved!



## DES MOINES, IOWA

### **The Community Assistance Program for Ex-Offenders (CAPE)**

Experience shows that the period immediately following release from prison to be the most crucial time in an offender's career. If he can locate a job quickly he has a chance. If he cannot find gainful work the opportunity for slipping back into law-breaking is dramatically increased.

Des Moines' CAPE project, sponsored by the South Central Iowa Federation AFL-CIO and the United Way of Greater Des Moines, has been easing the transition from prison to private life. CAPE staff provide counseling, career development, and placement. Founded in 1974, it placed more than 250 parolees and 150 work-releasees in local well-paying jobs. Most of them are doing well.

The CAPE program is staffed with VISTA employees. It goes into the correctional institutions and it helps prepare the individual offenders for the time when they are to be released. It does so by training them on how to present themselves for jobs, how to be interviewed, how to develop a positive attitude toward seeking employment. It also helps locate job possibilities.

It is both a matching process and a preparation for a work career.

CAPE's program has been funded by the Iowa Department of Social Services, the National Alliance of Businessmen, and Action.



Photo: Van Dillard, Cleveland Press.

## CLEVELAND

### Helping the Ex-Offender

Recognizing the need to help men and women who have been involved in the criminal justice system, Cleveland's United Labor Agency established the Leo Perlis Remotivation Center. The Center's function is to counsel ex-offenders, to train them in marketable skills, and then to help them find good jobs. But recognizing the connection between poverty and crime, the Center also wisely assists Clevelanders whose income is below the poverty level. It seeks to forestall the tendency to break the law out of economic necessity.

Among the Center's clients are ex-offenders, probationers, parolees, furlougees, pretrial-diversion candidates, and juvenile delinquents. In addition to counseling them—vital for those who have family problems or drug or alcohol problems—it trains them for such jobs as auto mechanics, building maintenancemen, meat cutters, optical workers, shoe repairmen, office machine repairmen, and salesmen.

The Center has not yet been open a full year. But it has already served more than 900 persons, dramatic testimony to the need for its services. More Clevelanders

have been applying to the Center than could be readily served, and the Center has been seeking to expand its program to fill the obvious need.

In the short time the Perlis Center has been functioning, it has won cooperation and acceptance from the city and state governments and from industry. Indicative of its support by Cleveland's business community is the recent gift to the Center of a building by the Cleveland Trust Company. The structure, formerly a branch office of the bank, will be remodeled at a cost of more than a half a million dollars to provide comprehensive restaurant and food management training. When completed it not only will be a needed training program but may function as a restaurant open to the public.

The Perlis Center has been operating on funds provided by the Comprehensive Employment and Training Act (CETA), Social Security Act Title XX, and the Law Enforcement Assistance Administration. The Center's officials expect it to be virtually self-supporting within three to five years.



## PORTLAND

### The First Offender Project

A statewide program to assist misdemeanants and those guilty of less serious felonies has been launched by Labor's Community Services, Inc., an AFL-CIO unit in Portland, Oregon. The program, which has thus far assisted about 91 people, is designed to divert nonviolent offenders out of the criminal justice system and into productive jobs.

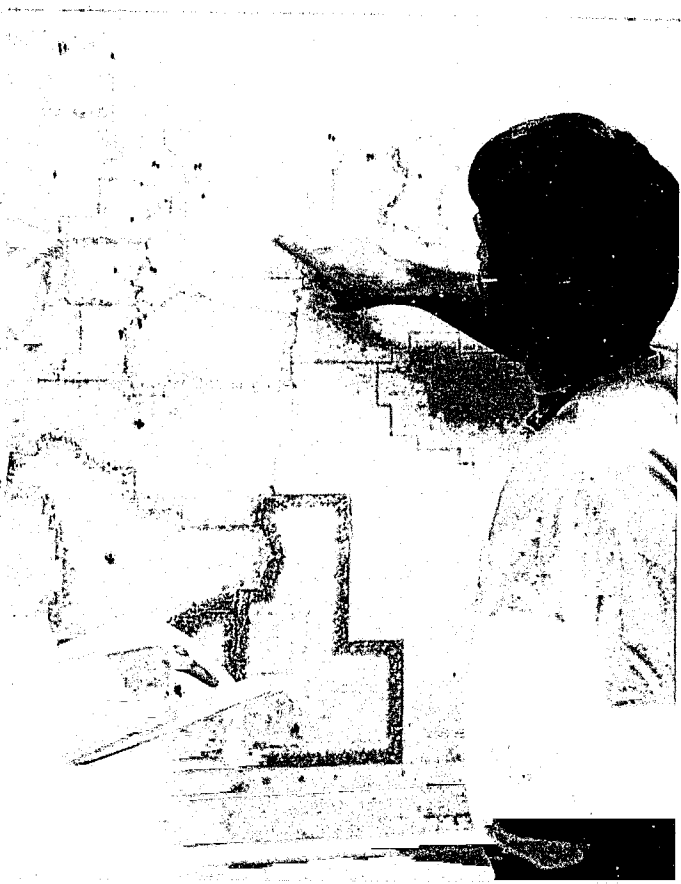
Twenty-four Oregon counties now participate in this growing program (or have agreed to do so). Relying on both volunteers from labor as well as professionals in the field, the program provides counseling for the offenders who are referred by county prosecutors. A search is then made for a job opening or entry into an apprenticeship program or a federal training program. If the offender meets the terms of his placement in the program for the time deter-

mined by the court, the charges against him are dismissed. If he fails, he is remanded to the court.

Financing for this pilot project was made available from the Discretionary Fund of the Governor of the State of Oregon.







## **Project Bridge**

Foster care is sometimes the only way a youngster can grow up in a helpful and loving environment. That's why Project Bridge, another effort of AFL-CIO Labor's Community Service Agency, is now seeking new foster homes from among its union members for children who cannot live with their own families.

Working with the Children's Services Division of Oregon and the Metropolitan Youth Commission of Portland and Multnomah County, Project Bridge is developing a willingness among union members to help hard-to-place youth. It has produced a guidance manual for the placement of children. It has recruited foster parents who are now being trained to receive the children and it has arranged for new foster homes to be certified by the state.

Project Bridge is also breaking new ground because it is seeking single persons as well as married couples to serve as foster parents.

Project Bridge will monitor the foster homes to maintain quality and will be supportive of the foster parents. It will also carry out an advocacy role for children and their foster parents.

## **Status Offender Campaign**

An Action Committee in Portland consisting of union members concerned with improving criminal justice has undertaken a campaign to assist status offenders. These are juveniles who are truants, runaways, or incorrigible children. A plea by the Committee to the Oregon State AFL-CIO to help these youngsters brought about a resolution by the state convention urging that status offenders be removed from the jurisdiction of the juvenile court.



Photo: Karl M. Beros

## FORT WORTH

### Helping Kids in Trouble: The Labor Youth Sponsorship Program

The Labor Youth Sponsorship Program is a successful juvenile aid operation that is run on a shoestring and ought to be a model for any community with kids in trouble. Financed with a grant from the Texas Youth Council, it began in May of 1976 under the sponsorship of the Tarrant County Central Labor Council, AFL-CIO, the United Automobile Workers Community Action Program, and the National Council on Crime and Delinquency.

Youngsters come to the program through juvenile court referrals or through guidance counselors in schools. Sometimes they just wander in the door of this storefront agency. Mainly they are boys and girls who are, or have been, delinquent. Many of them have problems and most of them come from families who have problems. What they have in common is the need for someone—a mature, friendly adult—to take a sincere interest in them and treat them

as though they mattered. This is precisely what the members of the Tarrant County labor unions have been doing.

The youths have a wide variety of unmet needs and the project tries to fulfill them with the help of the community. In just the few brief months of its existence, it has already accomplished much. It has obtained free medical care for 7 youths, placed 32 in jobs, found foster homes for 5, provided clothing for 48, obtained counseling for 142, and, for a lucky 5, has arranged weeklong vacations.

Thanks to the program and its compassionate director, boys and girls have gotten, perhaps for the first time, the feeling of being worthwhile and wanted. It's a terrific psychological boost for a kid who too often perceived himself as a burden to family and society. It's a good way to prevent further misbehavior. It's a good way to build good citizens.



## **Other Cities; other projects**

The following are thumbnail descriptions of efforts being carried out under union sponsorship in cities other than those mentioned. Some projects are expected to be implemented soon; others may founder for the lack of funding or for other reasons. In either case, they represent the efforts of labor people to help control crime and delinquency in the community.

### **QUAD CITY AREA (Illinois and Ohio)**

The concern of the labor group in this area has been to redirect delinquent youth. Plans are being formulated for the improvement of recreation, reducing crime in schools, and finding employment. Numerous committee meetings have been held but no project has yet developed into the funding stage.

### **DALLAS**

An eight-week education-to-action program has been completed by the AFL-CIO central labor body to make union members aware of the city's unmet needs. A proposal to fund an innovative group foster care facility has been completed and submitted. The union group has located a small apartment building, has obtained the necessary permits, and has complete neighborhood approval. Funding for the project is anticipated.

### **PITTSBURGH**

Concerned mainly with delinquency, the Pittsburgh labor group is now sponsoring workshops on juvenile justice. Their objective is to get status offenders—runaways, truants, and incorrigibles—the services they need without having to bring them before the juvenile court.

### **SAN DIEGO**

As a result of an eight-week education program an action committee has already successfully opposed the construction of a federal institution and a new large county juvenile facility. The committee worked to convince the county that small community-based juvenile homes are more effective, more humane, and less expensive than the proposed large single juvenile jail. Two small residential juvenile facilities are in operation today. The committee just completed a survey of the superior court system in the county, the recommendations of which have become action projects for the improvement of the Superior Court.

### **CEDAR RAPIDS**

An eight-week education-to-action program was useful in making union members aware of criminal justice problems. However, a criminal justice program has not yet gotten off the ground and new efforts are being made to get the program moving.

### **SAN FRANCISCO**

Labor groups in San Francisco have been working to establish emergency shelter homes for abandoned, abused, and neglected children. At the same time, they have been working for the establishment of community service centers to provide help for delinquent youth in their own neighborhoods.

### **ATLANTA**

Under the sponsorship of the American Postal Workers Union, a program is now under way to allow probationers to perform work in the community in lieu of paying fines. The work will consist of helping poor families rectify housing code violations on their homes.

**Leo Perlis**  
Director  
Community Services Department  
AFL-CIO



**Milton G. Rector**  
President  
National Council on Crime and Delinquency

The millions of men and women in organized labor have a great stake in a crime-free America. So it is with good reason that we have joined with the National Council on Crime and Delinquency in developing and operating projects to improve the criminal and juvenile justice systems.

We are convinced that labor can make a great contribution. We are already doing so as individual members, through local unions, central labor councils and state labor federations. The projects described in this brochure testify to this combined endeavor. We are convinced, too, that through these efforts organized labor can help achieve a system of justice that is fair, firm, and just.

This, of course, is not a new inspiration for the AFL-CIO. Ever since the labor movement began, we have sought and fought for economic justice for the worker. We believe that we must also seek and fight for an equitable system of criminal justice.

We are involved in this program because we believe it is not only in the best interests of the men and women in organized labor, but also in the interests of all the citizens of this great nation.

The protection of the public is no longer a task that can be accomplished by the criminal justice system alone. It now requires the active participation and cooperation of millions of Americans. It requires their mobilization into useful programs that help the system become more effective, more just, and more humane.

As it has in so many other areas, organized labor has stepped in to do its share. It is helping to reform and modernize the system. Its rank and file member are participating in volunteer programs in the police, courts, and correction. And, as evidenced by the programs described in this brochure, it is supplying the special kind of experience and service that lies uniquely within its field.

What we have described in this publication is, in our judgment, only the beginning of a program. We expect it to grow steadily. For labor has demonstrated that it can effectively work with the criminal justice system. It can train offenders, motivate them, and help them find employment. It can add its voice and its influence in reforming and strengthening the system. All this makes labor a major resource in the struggle to control crime.

This is as it should be. To the extent that every American institution participates in crime control, we will more quickly reduce the most destructive and costly social problem of our time.

# **The National Council on Crime and Delinquency**

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