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WCCJ SPECIAL STUDY COMMITTEE ON CRIMINAL JUSTICE STANDARDS AND GOALS

-- PUBLIC HEARING REPORT --

JULY, 1976

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(Photo courtesy of the La Crosse Tribune)

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EXPLANATORY NOTE

The following report is a summary of testimony heard during a statewide series of public hearings conducted by the Special Study Committee on Criminal Justice Standards and Goals. Ten hearings were held between March and May, one in each of the WCCJ planning regions. Approximately 425 people, representing a broad spectrum of criminal justice professionals, local officials, citizen groups and private individuals, attended the hearings.

The hearings represented the first of five stages in the Standards and Goals Committee's work of investigating problems and issues in the state's criminal justice system and making recommendations for its improvement. The second stage, which is currently underway, includes the discussion of issues and the drafting of recommendations. During the third stage, WCCJ Regional Planning Councils and State Agencies will review the draft recommendations and submit comments and suggested modifications. The entire Standards and Goals Committee will then meet in December to review the report and suggested changes and adopt its final report. This report will then be submitted to the Wisconsin Council on Criminal Justice for approval and incorporation into the 1977 Criminal Justice Improvement Plan.

The first section of the report summarizes the major topics raised during the hearings as they relate to the four Standards and Goals Subcommittees (Law Enforcement, Courts, Corrections and Critical Issues). The second section is a compilation of regional needs and priorities which were presented to the Committee by WCCJ Regional Planning Directors either in the form of statements at the hearings or as part of Regional Profiles submitted to the project office.

It is hoped this information will provide a general overview of local issues related to the criminal justice system in Wisconsin, and will be useful background material when considering recommended standards later this year.

LAW ENFORCEMENT

The topic which received the most attention in the law enforcement area was police officer training. Many people expressed the feeling that the present 240 hour minimum training requirement should be increased. Several police administrators spoke in favor of increasing the training requirements, but added that police training places a heavy financial burden on law enforcement agencies, requiring them to pay the salaries of both the officer in school and the one taking his place on patrol. It was suggested the state seek ways of offsetting some of the costs involved by either setting up more localized training facilities (thus reducing room, board and travel costs) or by subsidizing police salaries during training.

Training for chiefs of police, sheriffs and police management personnel was also discussed. Some people felt that minimum qualification standards should be set for these positions as well as for line officers.

Also mentioned was the need to establish minimum performance requirements for all recruits undergoing training. It was stated that performance requirements and the adoption of statewide salary standards would help to improve the quality of law enforcement. Periodic evaluation and examination of officers was also suggested.

Another area of concern, particularly for small agencies, was the difficulty they have in obtaining sophisticated equipment. Effective law enforcement, it was said, depends on the use of modern equipment and techniques which are often expensive. The committee was asked to seek ways of making these tools available to agencies who are unable to purchase them.

Comments were also heard concerning the role of the police. One speaker stated that the public perceives the police role as "doing whatever needs to be done." He said a clearer definition of the police function is needed. Others felt that the discretionary powers exercised by police officers in enforcing the law should be reduced, and that police agencies should give a low priority to certain types of crime (such as traffic offenses and possession of marijuana) to free resources to deal with more serious crimes.

Other issues included the recommendation that police recruitment be handled on a statewide basis from a central location, and the suggestion that feasibility studies for the consolidation of police services on a regional basis be undertaken.

COURTS

Sentencing practices and procedures was the issue drawing the most attention in the courts area. It was pointed out that there

is a wide disparity in sentencing patterns among judges in Wisconsin. Criminals in different jurisdictions in the state may, for the same felony offense receive a sentence of probation, a jail term with Huber privileges, or incarceration in a state institution.

Many felt that this difference in sentences showed a weakness in the system and favored the adoption of mandatory sentence guidelines. Others said they would like to see the practice of institutionalizing offenders used less often and increase the use of probation sentences and community based facilities. Still others said that the present system of indeterminate sentencing afforded the greatest flexibility, allowing the judge to take into account the individual circumstances of each case. They argued that mandatory sentence requirements would make the justice system too "mechanical."

The issue of plea bargaining was brought up several times. Attitudes on this topic were also divided. People testified that the practice should be abolished because it tends to erode police morale and effectiveness. Some felt it should be eliminated because if charges are properly made against an offender, there is no need to plea bargain. On the other side, it was felt that practice should be preserved because it provides needed flexibility, further "humanizes" the justice system, and helps relieve case loads.

In the area of court administration, recommendations were made supporting the creation of a single level trial court and an intermediate appellate court, increased court support staff, rules for removal of judges for cause, and a case flow management system to assure speedy, efficient justice.

Several people spoke about the need for full-time district attorneys for counties or combinations of counties. They said that part-time district attorneys have an inherent conflict of interest with their private practices. Increased training for district attorneys and judges was supported.

Defense services was also an area of concern with some saying that public defender offices should be established in every county and others saying that such a system would be too costly for rural areas. They favored instead counties contracting for defense services on a case-by-case basis or a statewide system of legal defense.

CORRECTIONS

Of primary concern at several hearings was the issue of jail facilities and services. Jail facilities in several counties were said to be inadequate and overcrowded. High construction costs were cited as the major factor in holding back improvements

in physical jail facilities. It was suggested that the committee should examine ways for the state to assume some of the construction costs.

Several speakers testified as to the lack of services available to jail inmates. Increased educational opportunities, counselling services and employment were seen as constructive programs which should be made available to all inmates in jails. It was also stated that many times these types of services already exist in communities, but need to be coordinated and made available to jail populations. Speakers also testified that there is a need for better training for jail staffs.

Efforts at rehabilitation programs in jails were seen as largely unproductive due to the relatively short time people spend there.

Programs and services for women inmates were emphasized as a special problem area. Because of small female jail populations, programs are often not developed to serve women's needs.

Issues in the area of community corrections received widespread concern. The feeling was expressed that local communities should take more responsibility in seeing that offenders become integrated into the fabric of society. One way is to expand efforts in community involvement, such as Volunteers in Probation programs, it was said. The increased use of halfway houses was suggested as another method for reintegration. The committee was also urged to draft legislation which would remove employment barriers to offenders after the successful completion of a sentence.

A general topic area concerning the philosophy of corrections was discussed during the hearings. Two divergent opinions were identified. One is the attitude that offenders should be punished harshly for their crimes, that incarceration serves as a deterrent to criminal behavior, and that crime can be reduced through use of this model. The other prevalent philosophy expressed is that the punitive model should be de-emphasized. The view expressed was that offenders, while they have a debt to pay for their crime, must be provided with opportunities to learn new skills and attitudes so they can lead useful and productive lives without having to resort to crime for their livelihood or satisfaction.

CRITICAL ISSUES

Two topics facing the Critical Issues Subcommittee received substantial attention: alcohol and drug abuse programs and laws governing sexual conduct.

A considerable amount of testimony, particularly in rural areas, was heard which supported the continuation of WCCJ funding

for alcohol and drug programs. Speakers said that 51.42 Boards often are not able to handle all the referrals made to them. A great proportion of the referrals for alcohol and drug problems originate from the criminal justice system, and there is a need to develop a cooperative and coordinated effort to deal with the problem which includes the components of the criminal justice system. It was also stated that some law enforcement agencies are experiencing difficulty in dealing with the public inebriate law. They said a great deal of law enforcement time is spent in transporting inebriates to detoxification centers and that 51.42 Boards are sometimes reluctant to reimburse them for the expense involved.

Concerning sexual conduct laws, the committee heard several speakers oppose the suggested repeal of present Wisconsin statutes. The participants upheld the right of government to regulate morality and stated that the Bible should serve as a guide for conduct and morals. An organized effort to resist any change in these statutes appears to be underway. Twenty-six copies of the following message have been received as of July 1.

Dear Council Members:

I have been informed of the decision made Thursday, May 27th, in Madison, by the Critical Issues Subcommittee of the Special Committee on Criminal Justice Standards and Goals to repeal most all statutes which have held a moral standard in our state for years. To repeal these and to let our moral standards drop would have some long range effects that would be drastic for our state.

As a citizen of Wisconsin, I register my solemn objection to this action by the Subcommittee, and I ask that you as a Council seriously consider the voice of the citizens of this great state in this matter.

Thank you for reading this appeal.

Other topics include:

Gun Control - Several people addressed this topic on all sides of the issue. Some speakers opposed any restrictions on gun ownership. Some felt limited registration requirements and a ban on certain types of firearms would ease the problem. Others expressed the attitude that there should be a total ban on handgun ownership.

Victim Services - All speakers who addressed this topic favored the concept of providing services and compensation for the victims of crimes.

Information Systems - The need for a central information system containing data on probationers, parolees, and individuals with outstanding charges was expressed. It was felt this type of system would be useful for law enforcement agencies and district attorneys.

GENERAL COMMENTS

Public Education/Information

Several participants urged that more public education and information efforts should be developed to make individuals more knowledgeable on the operation of the criminal justice system. It was felt that a great deal of confusion exists among the public concerning the problems of insuring justice in society. This confusion leads to a public attitude which sees the justice system as not living up to its responsibilities. Public information and education programs were seen as a way to correct this problem.

Coordination

A more coordinated approach should be taken when considering criminal justice issues. It was pointed out that changes in policies and practices in one area affect all other parts of the system.

Rural/Urban Differences

Speakers said that any recommended standards should take into account the differences between urban and rural counties in the state.

Enforcement Priorities

It was suggested that the committee recommend priorities for the enforcement of laws. Some said increased efforts should be placed on white collar and juvenile crime.

Research

Another view expressed was the need for more research into the causes of crime. Evaluation efforts, it was said, should also be increased to determine which programs are the most effective in alleviating problems in the criminal justice system.

Juveniles

The problem of juvenile crime was addressed by several speakers during the hearings.

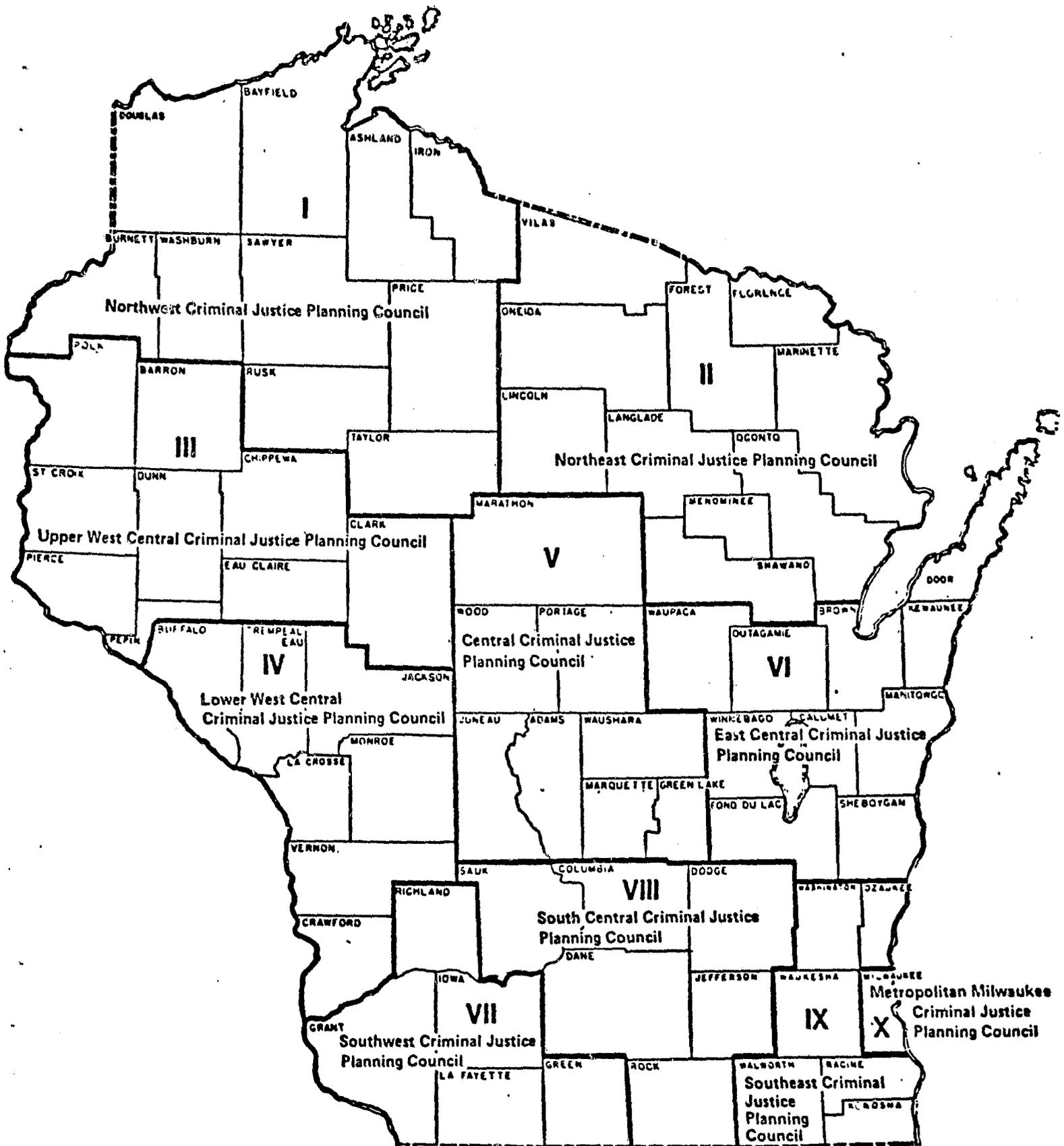
REGIONAL NEEDS AND PRIORITIES

AS PRESENTED BY

WCCJ REGIONAL PLANNING DIRECTORS

WISCONSIN COUNCIL ON CRIMINAL JUSTICE

REGIONAL PLANNING COUNCILS



NORTHWEST REGION

The following areas of concern, as identified by the office of the Northwest regional Criminal Justice Planning Council, are being submitted in order to maximize the efforts of the entire Adult Standards & Goals process.

Therefore, the specific criminal justice needs, by functional criminal justice category are as follows:

Law Enforcement

- In-service and specialized training programs are needed in the Northwest Region emphasizing: The laws of arrest (juveniles; individuals under the influence of drugs and/or alcohol; search and seizure; interrogation; and detention). Additional training is desperately needed in appropriate law enforcement record keeping procedures.

- Technical and support systems (micro-filming) are desperately needed. The present document storage system is completely outdated and needs replacement to insure efficient law enforcement abilities.

- A forensic science laboratory is needed not only in the Northwest Region, but in northern Wisconsin as well.

- Comprehensive police-community relations programs are needed. Efficient law enforcement can only be achieved with the help of a trusting and cooperative populace.

- Crime prevention programs should be instituted throughout the region. Particularly in rural areas where cottages and summer homes are vulnerable to burglary, theft, and vandalism.) The prevention of crime should be of equal importance to police and communities as is the suppression of crime.

- The alarming rate of juvenile delinquency in itself reveals a need for police youth programs. Young people need to be informed about their rights and responsibilities in their respective communities. The obstacle that separates law enforcement officials and youth can only be dealt with through education, trust and cooperation.

- As indicated above, a considerable transient population infiltrates the Northwest Region, and with the documented lack of law enforcement personnel, additional support is needed in the area of para-professional support services, on a Regional as well as individual law enforcement jurisdictional basis. (With the termination of the project at Northland College, additional resources will be needed in Region I, particularly for the summer months.)

Particular attention must be given to the fact that special law enforcement investigative capabilities are non-existent in the Northwest Region, thereby necessitating the need to develop professional/efficient investigative manpower to small, rural law enforcement agencies.

- A metro-regional narcotics unit must be developed to increase apprehension and curtail the drug traffic to, and through the Northwest Region, thereby providing effective court action to either jail the drug trafficker or channel the dependent individual into an appropriate treatment program. (The only such unit in the Region is a two-man team in the Superior Police Department.)

Courts

- The procedures, management, and efficiency of the court support staff should be upgraded by facilitating modern data systems: i.e., micro filming. Such systems may be used by court staff in conjunction with sheriffs' departments thus improving the data storage problems of both.

- Para-professionals acting as court workers are needed in the Northwest Region. Ashland, Bayfield, Douglas and Sawyer Counties are in critical need of court workers to divert youth from the criminal justice system.

- A regional or state-wide public defender system is necessary to insure fair and capable defense services. At present, attorneys are generally more concerned about their private practice than the defense of indigent clients.

- Court reorganization proposals should be thoroughly evaluated prior to implementation. Although reorganization may increase efficiency in more populated areas, it may decrease efficiency in the Northwest Region.

- District attorneys should be made full-time, and be supplied with more staff. The increasing workload and complexity of cases requires the undivided attention of the district attorney. Para-professionals are needed to assume non-lawyer tasks for both defense attorneys and prosecutors.

- Counseling programming for first offenders.

Corrections

- More effective educational tools are needed immediately to educate county boards and other responsible parties involved in

the development and construction of county jails. There is a definite tendency for courts not to sentence individuals to existing county jails. However, if the jail statistics of previous years are being used to determine the feasibility, size, location, etc., of a new jail facility, are such statistics accurate in making such determinations?

- A study of the Superior-Douglas County area should be initiated to investigate the possibility of developing a community corrections project (i.e., half-way house, alternative programming).

- Probation and parole volunteer programs should be developed, whereby community crime rate and recidivism rates may be decreased. Appropriate training should be provided by the Division of Corrections, whereby complementary and supplementary services can be provided to Probation and Parole officers.

- With the anticipated jail construction emphasis, county jail staff should be provided jail training on how to handle youth, alcohol/drug dependent individuals, etc. (Such training could complement any jail rehabilitation projects that are anticipated to be developed.)

- Additional county jail rehabilitation programming should be instituted in the Northwest Region.

SOUTHWEST REGION

Crime Prevention is so broad a concept that it can virtually encompass every activity of the criminal justice system. For the purpose of this plan, however, it will be narrowly defined as actions taken by the community as a whole to deter and prevent acts of crime. More specifically, the focus is on gaining the cooperation and support of the general citizenry through educational programs in which the problems of crime and its reduction are discussed on innovative concepts designed to assist the community in reducing offenses. The public must be told that the suppression of criminal activity cannot be won without their active involvement. The public must realize that if they do not become actively involved in the prevention of the spread of crime problems, by their indifference they are part of the crime problem. The public must be told that they are part of the criminal justice system.

An unsympathetic, antagonistic or indifferent public encourages or abets crime by failing to report offenses or suspected criminal activity, through unwillingness to volunteer as witnesses, and by reluctance to actively become involved in crime prevention.

Our police agencies realize that the traditional crime fight, in which the battle is fought by the police alone, is a losing proposition. It is only through active citizen involvement in crime prevention that law enforcement agencies are able to provide adequate crime and delinquency control, and adequate protection for each citizen.

Only one of our local police agencies has a police community relations officer; Platteville. The remaining twenty-seven (27) agencies that provide at least one-man, full-time enforcement, go under the assumption that every police officer is a police community relations officer.

Maintaining good relations is a vital duty in every area of our community today. Business and industry have realized that it is not a duty which takes care of itself regardless of how agreeable to the public the business or industry may be. Utility companies, for example, devote considerable thought to their public relations; the only disagreeable thing these companies do concerning their patrons is to mail them a bill each month. How different this is from what we must do in law enforcement. In our job, we maintain a more or less constant restraint on people. We frequently have the job of requiring them to do things which they do not especially want to do. Neither of these tasks is discharged by us without the public's willingness to cooperate.

The policeman's dependence upon the public is so complete that it seems inconceivable that we did not attempt this type of program years ago. We depend upon the public for the first cry of warning, for the complaint, for identification of the culprit, for the security of evidence, and the witnesses necessary for prosecution. We depend upon them for necessary equipment. We depend upon them for the adequate salaries, benefits and pensions without which, incidently, we also depend upon the public to furnish.

Since he walked the beat some twenty-five years ago when he was judged as an individual, the policeman has been motorized, mechanized, and dehumanized. Science and technology have been a boon to his capabilities, but his removal from personal contact with the citizen has plagued him to the point that rational approaches to the need for enlisting citizen support to prevent crime have been about as effective as a bandage on a boil.

Crime in Wisconsin and Southwest Wisconsin has continued to rise at a rate that would seem to indicate past efforts and methods have not been adequate. During 1974, 6,412 crimes of violence were reported to the police in Wisconsin, 50 of these were committed within our area.

The Crime Information Bureau reports an estimated 2,128 property offenses during 1974 in our region.

The criminal justice system depends on citizen participation. Surveys show that the actual amount of crime in the United States today is several times that reported to the police. This indifference and apathy displayed by the public is directly related to poor police community relations. Reasons most frequently given for not reporting crime(s) are (1) Police could not do anything anyway, (2) The offense was a private matter or that the victim did not want to harm the offender, and (3) Fear of reprisal. This breakdown in vital communications and cooperation between the police and the citizen must be eliminated.

The best trained and equipped police force will fare poorly in the battle against crime if the citizens it serves do not take basic precautionary measures to protect themselves and reduce criminal opportunity. Community relations and crime prevention go hand in hand. Every police department should perform a useful service by actively informing its citizens of its crime prevention knowledge. Police departments must win public approval!

Courts, Prosecution and Criminal Defense

Within the region the court system consists of five county judges and two circuit court judges. The prosecution system consists

of three part-time district attorneys -- Green, Iowa and Richland. Grant county employs one full-time district attorney and one full-time assistant district attorney. Lafayette County, effective January 1975, made their district attorney full-time.

The criminal defense system is generally operated on a rotation basis in those cases where the court appoints defense counsel. The judges use their discretion in appointments due to the fact that some members of the bar prefer not to handle criminal cases.

This raises the problem of inadequate training of those attorneys who agree to handle court appointed criminal cases. The criminal trial lawyer often times does not have the number of cases to adequately keep him/her attuned to all the constantly changing criminal laws and precedents.

The Southwest Criminal Justice Council's Judicial Subcommittee has recommended that LEAA funds be expended to start a program designed to provide training for criminal defense lawyers.

Pre-Trial Diversion

Many new misdemeanants come to the attention of the five county courts weekly. These are first offenders who are usually not sufficient gravity to incur a sentence beyond probation, a small fine, or a short jail term.

Paralleling the experience of the nation as a whole, many of our first offenders who come into contact with the criminal justice system of our region become repeaters.

Uniform standards haven't been developed to ensure equal treatment for similarly situated first offenders, both adult and juvenile.

The causes for recidivism are many, yet it is reasonable to assume that a partial cause can be attributed to the fact the normal processes of dispensing justice are just too burdened and structured to provide the follow-up necessary to discourage the first offenders from breaking the law again.

The caseloads within our region are not of the extent that is found in the urban areas of our state. However, if a diversion program were implemented it would allow the courts more time to effectively deal with the repeat offender and the felony cases.

If the criminal justice system hopes to reduce the rate of recidivism then every effort must be made to represent the justice system to the first offender as a compassionate process less concerned with social retribution and more concerned with the rehabilitation of the first offender.

In some counties, caseload figures far exceed optimum levels, and the prosecutor is hampered by a total lack of professional or supportive staff. County governments, which bear the primary responsibility for funding the prosecutor's offices, are reluctant to commit funds to expand the prosecutor's staff, or to try new approaches to the prosecution function.

The shortage of professional and supportive staff leads to numerous undesirable consequences, including excessive plea bargaining, inadequate preparation of cases, long delays between issuance of a charge and trial, inability to develop alternatives to the formal criminal disposition of cases, and in some counties, an inability to prosecute certain types of crime.

In our counties, the problems of high crime rates and organized crime are not present. Instead, our jurisdictions suffer from the consequences of an outmoded system which permits district attorneys to engage in private practice while serving as prosecutor. Caseloads are often so small as to make it difficult or impossible to alter the present structure. In addition, rural prosecutors lack investigative resources, modern record systems and adequate non-professional staff.

Such problems result from an outmoded system of delivering and financing prosecutorial services. The study of the prosecution function presently in its design stages should provide information on which recommendations for system-wide improvement can be based. In particular counties, problems are complicated by severely limited financial resources and the rise in certain types of crime such as consumer fraud and cattle theft.

Since the prosecutor is the key member of the criminal justice system, controlling, at least indirectly, both intake and disposition of the system is possible unless the prosecution function is also improved. Attempts to divert offenders from the system or to develop workable alternatives to incarceration, can never be successful while the prosecutor is unable to devote sufficient time to an individual case so as to produce an individualized decision as to the proper disposition of the offender. Both the quality of justice and the safety of the public suffer when a prosecutor enters a courtroom unprepared, or poorly prepared, to try the case because there was no time to do so. Growing recognition of the key role of the prosecutor is evidenced by the high priority placed on aid to the prosecutor.

During the months of April and May the Southwest Council is holding individual county-wide public hearings. At the conclusion of these five public hearings, the Council feels, it will be better able to state the regional and local needs and problem areas.

Copies of a summary of testimony from these county public hearings can be obtained from the Standards and Goals Project office.

SOUTHEAST REGION

The following paper constitutes the collection of recommendations of the Southeast Regional Planning Council abstracted from prior regional criminal justice improvement plans (1973-1976) and the tentative 1977 through 1981 planning process.

I. LAW ENFORCEMENT

As noted in the introduction, the following recommendations of the Southeast Council regarding potential Standards and Goals by the State for Law Enforcement are cited below. These recommendations are a distillate of present and future directions and objectives for law enforcement in Southeast Wisconsin, as well as the State of Wisconsin in general.

A. Administration of Law Enforcement Improvement in Organizational Management

1. Improve response time of field services through administrative policy.
2. Each full-time law enforcement agency in Wisconsin and the Southeast Region should develop a policy and procedures manual for their department by 1978. Such manual(s) should be prepared after a thorough review of each respective agency's managerial and operational practices. As recommended by the National Advisory Commission on Criminal Justice Standards and Goals Standard 2.1, each police agency in establishing their policy and procedures manual should base such a document on the development of realistic and workable goals and objectives and that the development of such goals and objectives should be formulated based upon participative management, i.e., involving the entire police force as a team for structuring such policies and procedures. Therein, such manual(s) should be published and distributed internally within the rank and file. Likewise, such documents should bear under the scrutiny of review and revision as such needs arise in that if a goal or objective does not have sufficient priority to merit continuation, it should be modified or abandoned.

The time has come that law enforcement can no longer operate on the day-to-day creation of new policies and procedures generated on a problem/case-to-case basis. There has been a reoccurring issue that police administrators need to "get in touch" with their community, their community's needs and expectations, and the rank and file of their particular agency.

3. With or without bearing upon the forementioned establishment of policies and procedures, each law enforcement agency in Wisconsin and the Southeast Region should evaluate their individual

crime problem. Therefore, by 1978, each department shall have analyzed their jurisdiction's particular crime problem and developed a priority ranking of those crimes which would call for a higher enforcement mandate. Thus, selective law enforcement based upon policies or management by objectives (MBO) should be a major consideration.

4. The law enforcement training issue has surfaced an urban need which calls for the training of middle-managers/supervisors in the managerial and organizational skills.

5. The management by objectives approach should be developed for all full-time law enforcement agencies by 1978 with full implementation by 1979.

6. Efficient Resource Utilization (Goal Number 1, Department policies and procedures section).

a. Each law enforcement agency should establish a skills inventory of all departmental staff by 1978. Each department should inventory their personnel as to particular skills that individual officers and non-sworn personnel would possess, i.e., if a police call arises wherein the parties making the call do not speak English, officers disbursed to the call would have bilingual abilities and such abilities would be readily retrievable from the skills inventory.

b. Selective Target Deployment of Field Services. In keeping with Goal A3, field services, i.e., patrol officers, should be deployed in a manner in keeping with select target needs, crime priorities, and incidence of peak periods for better and more efficient utilization of law enforcement manpower. This would also hold true with regards to specialized areas, i.e., detectives and other personnel engaged in crime fighting.

B. Improvement of Law Enforcement Productivity

1. Crime Prevention Mandate

a. By 1980, all law enforcement officers in Wisconsin should have received specialized training which will give them the ability to identify and take action on those situational crime opportunities which arise in their community. Thus an all-out effort should be made to have police specialists in the area of crime prevention educated and working on the reduction or limitation of crime opportunities; therein their expertise and field services would serve to educate the citizens in their community.

b. By 1978, all full-time law enforcement departments with a complement of thirty (30) or more sworn personnel should

establish a crime prevention unit for their agency. Such a unit should work closely with that agency's planning unit (Goal B3) and that said crime prevention unit be staffed on a ration of one (1) crime prevention specialist per thirty (30) sworn officers. Therefore, the crime prevention unit working jointly with the planning agency should appraise some of the higher volume community crime targets and make recommendations as to select areas for prevention activities.

Law enforcement agencies in Wisconsin and the Southeast Region need to emphasize crime prevention activities. There exists a need for law enforcement officers and their respective agencies to take a more active role in motivating their citizens to aid in the alleviation and elimination of crime.

2. Crime Analysis Mandate

- a. By 1980, all full-time police departments should have established a crime analysis unit for their respective departments for the purpose of (1) developing a crime information system; (2) analysis of such data; (3) pattern crime recognition; and (4) department dissemination of information on crime activities within their jurisdiction.

Information provided by such crime analysis units will afford the respective departments an increased capability in the war against crime. Likewise, such information is invaluable to law enforcement administrators for the purpose of improving resource allocation and manpower for deployment to potential crime targets (NACCJS&G Goal 4.1 - 4.8).

3. By 1978, all full-time law enforcement agencies with thirty (30) or more sworn personnel should establish a departmental planning unit for their agency. Such a unit would work closely with that agency's administrative and operational organization. The planning unit should be staffed on a ratio of one (1) police planner per fifty (50) sworn officers. In full-time agencies with less than thirty (30) sworn personnel, one (1) officer or civilian should be assigned to the task of planning on the basis of not less than one (1) day per work week.

- a. The newly created planning unit should work toward Goal B1 and B2 which would establish an emphasis in crime prevention and crime analysis. Thus, organizational planning and service planning relevant to crime information and analysis as well as crime prevention strategies should be administered through the planning unit.

Police administrators are decision makers at their own management level. Consequently, they require first-hand information leading to rational decision making. Such information should

consistently be of high quality and quantity, and therein the entire organization should work toward this end. Thus, senior management, inclusive of the chief administrator, should not be the individuals solely responsible for planning and implementation of the department's organizational operations. It is not unusual to find the chief administrator conceptualizing police planning only in terms of "budget planning." This can no longer be accepted if, in fact, law enforcement is to achieve an increase in its supposed work product, that being, crime reduction and the apprehension of criminals.

4. Implementation of Experimental Policing Strategies. (NACCJS&G Standard 6.1 and 6.2)

By 1985, all full-time departments with a full-time complement of fifty (50) sworn personnel or better should be engaging in some forms of experimental policing strategies, as listed below:

- a. Team policing (NACCJS&G Goal 6.1 and 6.2).
- b. Police patrol emphasis to insure that all organizational elements within the agency provide maximum assistance and cooperation to the "front line staff," patrol officers (NACCJS&G Goal 8.1 - 8.3).
- c. Paraprofessional programs to replace sworn personnel with civilian employees to take over those routine tasks which do not require sworn personnel, i.e., civilian dispatchers, record-keepers, etc.
- d. Multiple work shifts with the organization to create variable staffing patterns which will accommodate the deployment of personnel to meet, identify, or project peak periods in work load (NACCJS&G Standard 8.3).
- e. In-house attorney programs.
- f. Increased use of advanced technological support equipment. By 1981, all full-time law enforcement departments with a complement of ninety (90) or more sworn personnel should experiment with innovative law enforcement equipment made available through technology and science. This would include data processing of records systems inclusive of standardization of police reporting forms, computerized dispatch, manual and/or computerized micromation systems in records handling and information management, and visual police vehicle location systems (transponders).

5. Ancillary Strategies for Organizational Improvement.

By 1980, a law enforcement management capability should be established and made available to all law enforcement in Wisconsin. Therein, police studies and technological assistance should be provided to Wisconsin law enforcement on a regional basis; using regionally based technological assistance teams. as such, each team would coordinate and sponsor in-service training seminars and workshops in management technique, planning information and records handling, etc.

6. Increased training in law enforcement function and technique. This would include, but not be limited to, institutionalizing specialized courses in evidence technician, organized crime, intelligence, defensive driving techniques, and water-body policing techniques (to include specialized training to those departments situated on or near large bodies of water).

a. By 1978, Wisconsin law enforcement should begin planning for increased use of their mutual assistance agreements for the purposes of sharing sworn personnel to accommodate the freeing up of individual officers to attend training programs.

Small law enforcement agencies, typically those departments with less than fifteen (15) officers, have difficulty in freeing up an officer's schedule to allow him to attend specialized training classes.

b. By 1980, the plan referenced under B6a should be fully implemented.

7. Recruitment of Minorities and Women.

Law enforcement agencies should adopt strategies for seeking out employment applications from minorities and women residents within their respective communities. One possible strategy for achieving this subgoal would be the creation of a minority recruitment program housed within the police department or the unit of local government having authority over that department. However, this is not to be construed as a required need for preference or quota hiring.

8. Testing Police Applicants/Candidates.

Law enforcement agencies throughout Wisconsin have been confronted with the question of the validity of their testing or written examination of recruits on the basis of potential discrimination. Interestingly enough, most law enforcement agencies do utilize a written examination prepared by the State of Wisconsin. Therefore, the various questions opted by the individual department which are made available by the State should be scrutinized by test validation techniques and be found acceptable by the courts.

a. By 1978, the State of Wisconsin should have developed and published a written examination(s) which can bear up under validation techniques and court scrutiny.

II. PROSECUTORIAL

The needs of prosecutors in the Southeast Region as well as in the State of Wisconsin are similar. The following recommendations address these needs and the direction they should take.

It has been stated in Standard 5.4 of the Prosecutorial Section of the National Advisory Commission on Criminal Justice Standards and Goals that "For the purpose of case management, prosecutors shall be provided with the data and statistics to support charge determination and case handling. This capability shall include, as appropriate, the following:

1. A means of weighing cases according to prosecution priority, policy, and the probability of success;
2. Time periods between major steps in adjudication;
3. Daily calendar workloads and dispositions;
4. Age of cases in pretrial or awaiting trial (by type of trial) to determine in part whether the right to a speedy trial is enforced;
5. Case schedule index listing policy witnesses, expert witnesses, defense counsel, assigned prosecutor, and type of hearing;
6. Record of continuances by case, number, and party requesting;
7. Selection criteria for witnesses at court hearings; and
8. Criteria for rating adequacy of investigation and legality of procedure by each police unit."

A. Improvement of Prosecution Productivity.

1. Management Training for Prosecutors.

a. By 1979, a prosecutorial management capability should be established and made available to all district attorneys at the administrative levels of their respective agencies. Therein, management consultant assistants should be provided to prosecutors throughout Wisconsin for the purpose of improving the management skills of district attorneys.

The improvement of management skills of district attorneys is necessary in order to better utilize the resources available to them by means of the assistant district attorneys.

2. Development of Case Management Systems.

a. By 1980, all district attorney offices which serve a county population of 125,000 or more should have developed and implemented an automated case management information system. Such systems should operate jointly with the respective county branch court and circuit court for that jurisdiction.

Either manual or computerized systems should be implemented in order to trace cases and keep them current. A computer for regions with a high prosecution case load could be implemented for the selection of cases in order of priority set by type of case and length of time case has been in house to reduce continuances.

3. Trial Court Preparation for Prosecutors.

a. By 1981, law schools operating within Wisconsin shall have implemented into their curriculum a course aimed at training lawyers in contemporary case presentation techniques and strategies.

The law schools do not give preparation for presentation of cases in courts. This leaves prosecutors inadequate for courtroom presentation. Training in this area would alleviate these inadequacies in the district attorney's office.

4. Reduce the Lack of Adequate Prosecution Manpower.

a. By 1980, the State of Wisconsin shall have established a mechanism or network whereby assistant district attorneys would be made available for rotational assignment to any jurisdiction within the state wherein manpower deficiencies become imminent in the prosecution of criminal cases.

Every district attorney's office finds at times the need for additional prosecutors; this may happen only sporadically. A state drawing pool of assistant district attorneys for state-wide usage would work towards the alleviation of this deficiency. Such a mechanism might best be couched within the Attorney General's office.

b. By 1980, all district attorneys' offices within the State of Wisconsin shall have increased their manpower resources relevant to a criminal case workload ratio of 100 cases to one (1) assistant district attorney based on the average day-to-day amount of outstanding cases.

5. Implementation of Experimental Prosecution Strategies.

a. By 1980, all district attorneys' offices throughout the State shall have devised and implemented a screening mechanism wherein criminal cases, especially of a violent nature/stranger to stranger types, are reviewed against a locally established criteria for special prosecutorial handling. Thus, such cases would be brought to trial as soon as possible within a ninety (90) day period. Likewise, agreements shall be made between the prosecutor and the court judge to successfully carry out this mandate.

b. The establishment of paralegal aid programs which provide staff to assist the district attorney's office in the routine background preparation of cases prior to and during the trial stages.

c. The establishment of a skills inventory wherein each respective district attorney's office shall effectively assess that agency's total manpower resources (i.e., assistant prosecutors, investigators, secretaries, etc.) in order to ascertain the special skills and abilities possessed by individuals on the staff. Such an inventory could be used to efficiently utilize these resources when the need arises.

d. The establishment of an operational unit or trial teams wherein trial prosecutors within the district attorney's office are assigned to special teams. Cases arising in the district attorney's office would be assigned to such teams.

f. The establishment of victim/witness advocacy programs wherein special attention and assistance will be given to victims and witnesses of crime, thus, humanizing the interchange between the district attorney's office and such individuals. Consequently, it is felt that victims and witnesses would be in a better emotional state to assist the prosecutors in providing information which will increase the chances of conviction.

III. COURTS

Courts are being looked at more and more with a critical eye. Courts statewide needs are building as their case loads increase. Court management has been addressed by the National Advisory Commission on Criminal Justice Standards and Goals (Standard 5.3), which discusses some of the improvements needed:

"For effective court administration, criminal courts must have the capability to determine monthly case flow and judicial personnel workload patterns. This capability requires the following statistical data for both in misdemeanors and felonies:

1. Filing and dispositions--number of cases filed and the number of defendants disposed of by offense categories;

2. Monthly backlog--cases in pretrial or preliminary hearing stage; cases scheduled for trial (by type of trial) or preliminary hearing; and cases scheduled for sentencing, with delay since previous step in adjudication;
3. Status of cases on pretrial, settlement, or trial calendars--number and percent of cases sent to judges; continued (listed by reason and source), settled, placed off-calendar; nolle prosequi, bench warrants; terminated by trial (according to type of trial);
4. Time periods between major steps in adjudication, including length of trial proceedings by type of trial;
5. Judges' weighted workload--number of cases disposed of by type of disposition and number of cases heard per judge by type of proceeding or calendar;
6. Prosecutor/defense counsel workload--number of cases disposed of by type of disposition and type of proceeding or calendar according to prosecutor, appointed defense counsel, or private defense counsel representation;
7. Jury utilization--number of individuals called, placed on panels, excused, and seated on criminal or civil juries;
8. Number of defendants admitted to bail, released on their own recognizance, or retained in custody, listed by most serious offense charged;
9. Number of witnesses called at hearings on serious felonies, other felonies, and misdemeanors; and
10. Courtroom utilization record."

The Southeast Council has set the following goals and objectives as needs to be addressed in the Region.

A. Improvement of Court Management.

1. Improvement of Technology and Support.

The following are needed to improve the flow of cases within courts:

- a. Management studies for increased efficiency in case flow management.
- b. Micromation systems for reduction of record bulk.
- c. Regional computerization of case management.

B. Increased Coordination with Prosecution.

Agreement between judges and prosecutors as to prioritizing cases should be implemented in order to reduce tedious continuances granted on criminal cases.

C. Improvement of Judicial Skills.

Through the development of a state-based judicial training institute, judges would have available to them in-state training to improve their skills; this would be similar to the National Judicial College in Reno, Nevada.

IV. CORRECTIONS AND REHABILITATION SERVICES

The Southeast Council has determined that the focus of this classification should be confined to three (3) areas. These areas: Detention, Probation, Community Services and Personnel comprise the programs and actions that were considered to be the most significant in determining the goals and standards that would be applicable to the Southeast Region. Thus, under each category are the Council's recommendations concerning goal priorities and implementation.

The county jails offer short-term detention areas of persons awaiting trial and for incarceration of those sentenced to jail, for terms less than one (1) year. Therefore, we aim our objectives in the following manner.

A. Develop by 1978 a system plan with timetables and schemes for implementing a range of alternatives.

1. Provide incentives for short-term rehabilitation such as recreation, library, semi-training in a craft or worthwhile self-stimulating hobby, i.e., participant must be retained for punishment but if his/her attitude can be kept at a level high enough to maintain a respect for society through a self-satisfaction, recidivism can be reduced.

B. Increase the usage of offender restitution, wherein, under an installment program, the offending party could pay his/her fine little by little.

C. Increase the use of recognizance, especially where the party involved is shown to have personal ties with the community and his/her crime does not jepordize the community. This has been shown effective in the Vera Foundation's Manhattan Project where the default rate was 7/10 of one percent, i.e., out of 2,195 persons released on personal recognizance only fifteen (15) did not appear.

D. Implementation of a coordinated system-wide assessment referral and follow-up program in the areas of medical, emotional, psychological, educational and economic needs.

1. A prompt examination by a physician upon entrance. Most incarcerated offenders are from a lower socio-economic class which generally have a worse health status than the more affluent class of people.

E. Employee - Inmate Relations

1. All employees should receive training designed to reduce interpersonal friction and employee-offender alienation, as recommended by the National Advisory Commission on Criminal Justice Standards and Goals. Such training should include psychology, basic counseling, group dynamics, human relations, interpersonal communication and relations with minority and disadvantaged groups.

2. Recruitment of Correctional Staff - Correctional agencies should develop and implement, recruitment policies which result in a professional work force.

- a. The image of jailer and keeper must be changed in order to attract young and better educated personnel. Efforts to accomplish this should include: replacing military titles; discontinuing the use of uniforms and badges, and except where absolutely necessary, guns; abolition of military terms and regimented behavior.

3. Minority group members should be actively sought, particularly in counties where they comprise a sizable portion of the population.

4. Women should be actively sought for all positions. For both women and minorities, qualifications should not be lowered, but altered, if necessary, to their educational, physical, or social limitations. Any possible alterations would have the effect of attracting and making eligible more women and minorities.

5. Make a task analysis of each correctional position to determine those tasks, skills, and qualities needed. Testing based solely on these relevant features should be designed to assure that proper qualifications are considered for each position.

6. Retaining Correctional Staff

- a. Salaries should be competitive with other parts of the Criminal Justice System and comparable positions of the private sector.

- b. Opportunities for staff advancement within the system.

F. Community Services and Probation

1. Community involvement to a maximum in bringing about desired changes in the offender's behavior.

a. Decreased use of probation with an emphasis on using community resources as an alternative. In the Southeast Region all counties utilize probation offices as a resource. It is a recommendation of the Southeast Wisconsin Regional Planning Council that other resources of a wider scope be used more frequently. Halfway houses, shelter care centers, foster homes, and other treatment facilities are considered essential but lacking alternative resources.

b. Employment and education resources should be utilized by Wisconsin Correctional Institutions. The offenders should have the opportunity to increase individual responsibility and community contact. Huber Law privileges are a case in point. Twenty nine percent of the state's total number of offenders with Huber privileges are from the Southeast Region. The problem arises though when one looks for community resources to house people. It becomes a dangerous situation when one is granted an opportunity to work in and for a community, but then is institutionalized as a non-member of that community, when the working day is completed. Each county should assess it's needs for allocating resources in this area.

c. Each correctional institution in the Southeast Region and in Wisconsin should develop comprehensive programs within the jails. When such programs are already being implemented in an institution, a re-examination of existing programs should be considered top priority so that they meet standards that will individualize education and training. As suggested by Standard 11.4 of the National Advisory Commission on Criminal Justice Standards and Goals, these programs should be geared directly to the reintegration of the offender into the community.

2. Increased effectiveness of the operation and management of community corrections facilities - Communities in Wisconsin and in the Southeast Region should place an emphasis on increasing the management skills of present employees and volunteers. They should also look to the professionals in the business world for counsel as well as for employment.

a. By 1980, most community resource facilities used by correctional institutions should have a competent managerial staff. Therefore, an assessment of the present skills in this area of education should be undertaken by every Wisconsin Correctional Institution.

b. An overview of the community facilities should be undertaken, so that an area of concentration where management skills are needed most, can be emphasized upon.

3. Programs and Community-based corrections should provide the types of services needed to prevent recurrence of deviant behavior.

The emphasis should be placed on medical services. Healthful surroundings are a necessity in correctional facilities. As stated in Standard 25 of the National Advisory Commission on Criminal Justice Standards and Goals, "a residential facility that does not meet the requirements set forth in the State Health and Sanitation Laws, should be deemed a nuisance and abated." Community facilities for offenders should be in a state of condition similar to its surrounding neighborhood. Community housing for offenders should not be labeled as such by unhealthy living conditions. It is a recommendation of Southeast Planning Council that community facilities for offenders be funded for healthful surroundings.

G. Corrections at the State Level

In 1980, the Wisconsin Legislature should restructure the State's Criminal Code and arrive at a mandatory sentence for each Part I and Part II criminal offenses. Likewise, such mandatory sentences should be imposed upon convicted offenders by Wisconsin judges with no more than a two (2) year tolerance of judicial discretion on either side of the mandatory sentence established by legislation for each crime. Thus, the use of indeterminate sentencing with discretionary authorized relegated to the Department of Health and Social Service shall be abolished. By 1981, the Wisconsin Legislature should abolish the State's Parole function while maintaining the present probation role and existent field personnel.

By 1985, Wisconsin shall have established a limited network of no less than five (5) small and secure correctional facilities, based in the urban areas of the state. These facilities shall be used as secure "mini-prisons" accommodating no more than 500 inmates per facility. They would be operated by the Department of Health and Social Services, to take full advantage of the resources available within the respective community where they are located.

V. SYSTEM-WIDE CRIMINAL JUSTICE FUTURES: COMPREHENSIVE REGIONAL PLANNING

The following recommendations of the Southeast Council regarding potential Standards and Goals for system-wide criminal justice planning, at the local level, may be considered new Regional recommendations; with the exception of those Goals related to criminal justice coordination planning which were introduced in the 1975 and 1976 Southeast Regional Criminal Justice Improvement Plans. These recommendations should also be considered unique in terms of the Standards and Goals development process in Wisconsin for they address the issue of comprehensive regional/local planning directed at local systems improvement in the future. They are also offered within the preface that regional planning units (RPU) must survive the LEAA/WCCJ program in Wisconsin. As such, it is important for one to divorce the grant development and administration role from the Regional Planning Units' functional image; or, at the very least, go beyond this rudimentary role. It would appear, as a rule of reason, that

most Regional Criminal Justice Planning Units in the United States would be discontinued if the LEAA Program which provides for them were to be terminated. It is a matter of opinion, but nonetheless a logical conclusion, that Local Government or State Government would be hard pressed to pick up the costs involved in continuing a federal grant-in-aid administration mechanism or network when, in fact, the federal grant-in-aid is no longer available or in need of administering. Consequently, the subtle tangibles such as a local forum for the airing of identified problems and resolutions of same are lost in the shuffle.

Keeping this thought in mind, while assuming that Regional Planning Units are worthwhile and an invaluable component of the Local Criminal Justice Community...or at least have the potential for becoming an important service provider, then consider the need for emphasizing the role of the RPU as just that...a service provider. It is in this vein that Local Government and/or State Government will weigh the tangible benefits of the service provided and consider picking up "the tab" for continuing the services and the provider.

At the heart of this issue, one should focus attention on the Standards and Goals for "going beyond" the forementioned "rudimentary role" of the Regional Criminal Justice Planning Unit/Council and its Staff; therefore, in this light the following are suggested:

A. The Planning Process.

By 1978, all regional planning units within Wisconsin shall establish a planning schedule which incorporates the following components:

1. Define the problem which is to be addressed. Describe the nature, scope, and trends in crime problem, and the resources available to deal with it. Describe the performance at present of the criminal justice system as it attempts to cope with the people and cases which it must process. Develop several forecasts about the way the future is likely to look, based on what is known at present, and using different assumptions to obtain different forecasts. Utilizing these several kinds of data, information and forecasts, along with the opinions of experts, public officials and citizens, develop statements about the problems which face the community and the needs for action those problems generate.
2. Establish the long range and short range goals or objectives which indicate what parts of the problem and how much of the problem should be addressed in the future, dividing future time into one or two or three or five or more years so that there is an overall strategy which spells out where the community wants to be relative to addressing its problems at various points in the future.

3. Spell out in detail the priorities among actions to be taken, based on criteria such as the seriousness of the problem, the threat to the safety of the community, probability of being able to make effective changes, and the availability of federal, state, and local funds.
4. Develop forecasts of specific accomplishments or results expected in the future, and develop, in association with those, the estimates of what it will cost to obtain in these results.
5. Develop specific plans for programmatic action and within those programs, specific projects, which are aimed at addressing elements of the problem and at making progress toward the results expected and ultimately toward the goals set.
6. Plan for and implement crime specific programmatic activities, projects, and other activities aimed at addressing the specific priority problem.
7. Measure the performance and impact of the activities which have been operating, interpret the results, and utilize the results in developing future plans for improved programs and projects.

The planning process may be thought of as a rational problem-solving mechanism. It begins with an inquiry about what the problem is which needs to be addressed, moves through a series of steps to the implementation of specific actions aimed at solving some or all of the problem, involves measurement of the impact of those actions on the problem, and involves a feedback process (or loop) which involves the utilization of the learning which results from measuring performance in the development of new plans for the future.

In a more specific way, the planning process may be said to involve the above steps, taken in roughly that order, although in the real world the order of the steps and the logic of the process may not be precisely as suggested here.

B. Regional Plans.

1. By 1979, all planning at the local level must be developed for no less than a two-year period.

The two-year minimum is suggested because of the following advantages:

- a. It is likely to match the budget cycle of state and local governments based upon Wisconsin's biennial budget schedule.
- b. It established a shorter cycle wherein the regional cycle is less likely to become obsolete.

c. Its shorter cycle means that a plan of low quality can be more quickly corrected, or a plan from which major departures are being made can be retrieved and corrected more readily.

2. By 1980, regional planning time tables should be directed at no less than a three-year cycle. Such a long-range plan would be annually updated for submission to local government and implementation by the respective criminal justice community within the region.

3. By 1979, regional planning units shall have assumed the role of planning for criminal justice coordination within each of its county jurisdictions.

4. By 1980, all regional planning units shall make provisions for the following services to their respective criminal justice communities:

a. Short-term technical assistance/consultant services in the area of management related to all criminal justice component functions.

b. In areas where the planning unit serves a population of 500,000, there should be implementation of a local criminal justice information system for usage by local government and the criminal justice community within their jurisdiction.

c. Bring representatives of criminal justice and other service agencies together, and encourage them to collaborate on new programs.

d. Collect and analyze data, including review of criminal justice agency budgets.

e. Study particular problems and recommend options.

f. Help local governments decide among their priorities for all criminal justice expenditures, not just programs seeking LEAA funds.

g. Monitor new and continuing programs.

h. Evaluate various approaches and methods.

i. Serve as a clearinghouse for information bringing the latest in criminal justice thinking to the attention of local government officials.

C. Staff.

1. By 1978, all regional planning units shall be professionally staffed upon a minimum ratio of one (1) criminal justice planner per 125,000 population. Likewise, collateral staff, i.e., secretarial assistance, shall be based upon a minimum ratio of one (1) secretary per two (2) professional staff. Additionally, urban based regional planning units are encouraged to maintain professional positions for at least one (1) criminal justice planning coordinator, one (1) program evaluator, and one (1) data analyst.

2. By 1978, all regional planning units shall be required to provide resources to accommodate in-service and specialized training for their respective staff. Such training should be directed at:

- a. Management and organizational techniques.
- b. Analytic techniques.
- c. Evaluation techniques.
- d. Data processing.

LOWER WEST CENTRAL REGION

(From a speech by Harry Yates, LWC Regional Planning Director, to the Adult Standards and Goals Committee.)

Mr. Chairman:

Ladies and gentlemen of the Special Committee on Adult standards and Goals. My name is Harry A. Yates, Director of the Lower West Central Criminal Justice Planning Council and on behalf of the Council, its Chairman Mr. Vance, and myself, I most cordially welcome you this evening to La Crosse - The Number One Small City in America. I am here this evening representing the Regional Council and to relay to you some of their concerns, interests, and thoughts.

At the present time, the Regional Council is in the process of conducting a series of hearings, one in each of its component seven counties, for the purpose of continuing its representative nature and to assist the Council in setting direction for the forthcoming years. We are also using these hearings as an informative point to give those concerned a progress report on what is happening both state-wide and nationally. To date we have had four of these hearings and the most common concern that has transcended all the hearings thus far is the problem of Juvenile Delinquency, its prevention, and correction. I do not plan to dwell on this topic, since it was covered by last year's effort. However, I do want to point out that a general consensus appears to be that if we make more of our resources available to combat the rising juvenile problem, then we may be able, in the future, to spend less time and resources on the adult criminal.

I would now like to turn specifically to the area of Adult Standards and Goals and their related issues. These are not in any priority order, but each one is a concern and has its individual priority among those concerned.

In the area of training, both in-service and specialized for law enforcement, there is a continuing cry for more on-going programs and for those programs to be within reach, both physically and financially of the more rural areas. Equality of justice begins with the quality of law enforcement and that quality can only come from continuous and available training programs. The minimum mandatory basic training program should be at least 320 hours with a possibility of 360 hours, and I am saying this is

needed now, not five years from now. This initial training period should be within the first year, but not all at once. The concern of many departments is that they cannot spare a man for any length of time. Additional training should address problems of juveniles, interrogation, family crisis intervention, alcohol and drug related problems, community relations. Just to name a few. It is not inconceivable that a goal be the development of a law enforcement academy for the purpose of providing a complete package of training programs and one that would seek out nation-wide good programs to bring to the state. I have constantly heard that there are many good training programs going on across the nation, but at present are too expensive for local governments to pick-up. Recently, the Governor signed into law a new statute concerning rape, yet many departments don't even have a final copy of the law let alone any idea of the implication it means to the cop on the beat.

Another concern is a need for more and improved community relations programs, as well as training in this area. These programs should not be the sole responsibility of law enforcement, although they should be in the forefront of these programs. If we are truly concerned with the reduction of crime in America and specifically, Wisconsin, we must recognize that no matter how well-trained a police officer may be, the first line of defense against crime is the citizen. Community relations programs must include a team approach involving all elements of the Criminal Justice System. From the police to the social worker, from Judges to the probation and parole officers. The citizen must know that they are a part of that system and that the system wants to help them.

On the questions of equipment, there is now, and as long as man's ingenuity continues to develop new and better machines and techniques, there will always be a need for equipment. Many departments, especially the more rural agencies, do not have the necessary resources to achieve the continuous modernization expected of them. There is also a need for some sort of indicator as to what police departments should have as a minimum level of equipment to be considered efficient and effective.

It has been estimated that between 40 and 60 percent of all crimes committed are based on an alcohol and/or drug related problem. Recognizing that other resources may be available to address these issues, programs directly aimed at working with the Criminal Justice System should still be continued, especially if they are innovative. Decisions to fund these programs should rest at the local, if not Regional, level where an assessment of available resources can best be evaluated.

We continue to hear about the overworked, and understaffed court system. Yet the only assistance available was the intern

program sponsored by the Supreme Court which chose not to continue the program once funding ran out. There is a definite need to provide para-professional assistance both to the courts and prosecution. Along these same lines, there is a growing need to establish a para-legal program to train and educate persons interested in working in the Criminal Justice System on the Judicial Level without having to attain a full law degree. These para-legals could be employed in areas of research, record-keeping, diversion and court management.

There is a need for a state-wide public defender program to insure a just and capable defense for indigents. In many cases, lawyers who haven't practiced criminal law and are not up-to-date on current law are appointed for the defense. At the same time district attorneys should be made full-time in all counties. Many times a part-time District Attorney is either working full-time and not being accordingly compensated, or they are working in private practice and become targets for accusations of conflict of interest.

In the area of corrections, there is a growing support for mandatory sentencing, especially for felony crimes involving a weapon and where a victim has received bodily injuries, and at the same time, there are mixed reactions to community-based treatment programs. One of the major opposing arguments is the lack of state assistance in maintaining these programs. The full burden rests upon the local level. Thus, many local governments are financially reluctant to engage in any program of community-based corrections. Not only is there a need for a financial commitment on behalf of the state, but an educational need, as well on the purpose and benefit of community-based treatment on the local level.

In the area of planning, there is a definite need for a centralized data system for statistical and research purposes with a complete and accurate reporting procedure established. At present, we have at best a haphazard, ill-defined, shotgun attempt at collecting data that not only is confusing to say the least, but at times becomes totally annoying when different agencies request similar information of the same department. At the same time, we should have the capability to complement local criminal justice agencies with a planning component to assist them in developing programs ranging from the development of a planning program, budgeting system, to the enhancing of correctional diversion programs.

Finally, I would like to conclude by stating it's time we re-evaluate the progress we've made and temper the intellectualism that has predominated the direction of the Criminal Justice System with some old fashion intelligent common sense. When just last

week the New York Board of Regents unanimously voted to require all high school students in the state to pass a ninth-grade reading and mathematics examination in order to graduate, it makes one think just how far we have come. We cannot implement the best of all possible systems when we do not have the best of all possible funding sources. I, therefore, request that in your deliberations, that you give all due consideration, not only to the feasibility of your recommendations, but also to the concern that the people have spoken, and it is their issues and desires that your recommendations represent. For surely, if the people feel they have not been represented in the system, they have an inherent American right to change that system.

EAST CENTRAL REGION

Before attempting a listing of major issues in criminal justice for the East Central Region, I must restate state-wide administrative problems presented at the beginning of the regional profile. That is State of Wisconsin responsibility for Court and Correctional administration. It is most difficult to plan for and develop programs for improvement of the administration, management records keeping and services for courts and corrections when the administrative responsibility is not local in nature. However, local courts are requesting technical assistance in studying their needs. Support services are required for management improvement in the courts. County governments are responsible for providing all support services and are not responsible for judicial functions. Efforts must be coordinated between the court administrators office and local planners in this matter.

In the area of corrections, local governments find it difficult to provide for community based programs without financial reimbursement from the State Division of Corrections.

Sentencing Alternatives

This issue appears to be of primary concern in the East Central Region in that it addresses: 1) Court support personnel and services, 2) Correctional support personnel and services and 3) County Jail administration, support personnel and services.

The regional profile data indicates that 92.7% of those persons sentenced are sentenced to the county jail. Approximately 8,719 persons were admitted to the jail annually. The county jail is, in fact, a local community based program. With this in mind, it is necessary to direct more resources at the county jail structure providing for improved jail administration, jail employee training, program support services, including residential treatment projects.

Law Enforcement Services

Law enforcement services must constantly be evaluated to meet community needs. It is not always possible to meet ideal models for administration, operational and support services; however, they must be studied and presented in developing alternative models for a community.

The degree of specialization should primarily be addressed at crime prevention and juvenile delinquency efforts. It is generally

agreed that if an impact is to be realized in the reduction of crime, law enforcement can expect the most return by utilizing expanded resources in this area.

Courts, Prosecution and Defense

Administrative, para-professional support and other support personnel are the greatest need in the courts and district attorney's offices. Improved records keeping and case management will assist improvement in this area. Local studies, technical assistance and financial support is required.

Other Criminal Justice Needs

Multi-Agency Impact Programs are needed to provide for continued planning, assessment and program development at a local level. Too often, agency effectiveness is limited to on-going priorities with no assessment. Consultant, management services and planning functions should be made available to address this need.

UPPER WEST CENTRAL REGION

Police

New methods in training are being developed and addressed not only to the needs in the metropolitan areas, but also in the rural areas in the region. Lack of previous training and obsolescence of previous training creates a need for in-service training. Numerous court decisions and advancement in new technology contribute to the ongoing need of the 40 Hour In-Service training classes that are available to all the regional law enforcement. Urbanization and economic trends produce changes in crime problems, creating needs for progressive specialized training. Other causes include: greater complexity in modern police administration and changes of personnel, including promotions and/or specialized assignment (e.g. juvenile officers, community relations officer, jail program officer, etc.).

In the Upper West Central Region, many small police departments and sheriff departments, experience fairly frequent need for assistance from the State Crime Laboratory, either for evidence analysis or for special investigatory assistance. There is no way to predict the need for crime laboratory service; it is dependent upon the nature and frequency of crime. There is, however, a need for availability of crime laboratory service and technical assistance in crime scene search, preservation of evidence, and chain of evidence in the rural areas in this region. Crime laboratories are too expensive to maintain on the local or even regional level. The four northern regions have formed a committee to explore the possibility of a mobile crime laboratory available to the northern (rural) parts of the State.

Modern equipment, such as in the areas of training, administrative, and investigation are concerns expressed by many police and administrators in the region. These concerns are based on a variety of situations and circumstances: equipment becomes obsolete, expansion of personnel requires additional equipment, increasing awareness of the need for information and records and analysis as a basis for their function in the criminal justice system.

Record systems (law enforcement, judicial) is a vital concern in this region. Record systems in many of our smaller law enforcement agencies are inadequate. The trend of crime seems to be heading for the rural and suburban areas. This constitutes a problem in maintaining adequate records with fast retrieval aspects. Record

systems in smaller police departments should correlate with county records. Information systems are essential in all phases and sizes of the criminal justice system. Some kind of continuity should be established in court records within the regions and state. The diversity of recordkeeping create problems in retrieval of regional information on a uniform basis. Security of criminal justice records is another issue of concern in the Upper West Central Region.

In this region the need for a qualified Juvenile Officer has increased from year to year. The increase in crime committed by juveniles has placed a strain on manpower in law enforcement agencies. It is very evident that one man totally involved with juveniles can be a great asset to a department in developing preventive and diversionary programs, instead of dealing with juveniles only as a means of referral to Juvenile Court. As in the State, the juvenile problem in this region is a real problem. Years past, and even today, the juvenile has been neglected not merely because they want to, but because of lack of skilled manpower dealing with the juvenile on a full-time basis.

Concern has been expressed by three counties: (Barron, Polk, St. Croix), and two cities: (Chippewa Falls, Rice Lake) in regards to establishing a program in the area of Police-Community Relations. In the more populated areas in this region, measurable steps have been taken to improve the relationship between the police and citizens. Presently, two entities in the Upper West Central Region have started such a program: (Eau Claire and Menomonee). Without a doubt, Police-Community Relations is becoming increasingly recognized as an important part of law enforcement. Citizen support, cooperation, and acceptance is a necessary ingredient in the total program to provide services to the community.

Courts, Prosecution and Defense

The sweeping changes taking place in the criminal justice system are creating for the judiciary a need for continuing education. The majority of judges and court support personnel are in accord and indicate support for programs of judicial education. Judges cited a need for education in para-legal areas, such as: adolescent psychology and family relations. The continuation of schools and seminars is justifiably needed.

The need for continued education is unanimously expressed by the District Attorneys in the Upper West Central Region. All of the District Attorneys indicate the need for attendance by themselves or staff members at one or more programs of prosecutorial education. Prosecutorial work is a specialization within the legal profession, requiring training beyond the regular law school curriculum. In addition, statutory changes and supreme court

rulings can necessitate major changes in approach to certain kinds of cases, and the need for education in these areas (e.g., victimless crime).

Indigent defense service is increasingly high in every county. Counties in this region spent \$136,423 for indigent defense in 1974. (See data submission.) Every individual has the right to professional legal defense. Where the individual cannot afford to purchase such service the local communities should be obligated to provide it. Continued in-state and out-of-state education for defense attorneys in criminal law is a concern in this region.

The turnover rate for prosecutors is high in the Upper West Central Region in that five out of nine prosecutors were elected for the first time during the last election.

District Attorneys in this region are experiencing a variety of problems relative to heavy caseload, dual or triple responsibilities as prosecutor, corporate counsel and/or welfare counsel, and duties of an administrative nature. Consequent to population growth and to changes within the criminal justice system, the actual job has grown beyond the limits of its public definition and support. In most cases the need is for additional manpower: The summer law intern program has been used by District Attorneys offices in this region. This has helped to alleviate some of the workload. In many counties, the District Attorneys office has been administratively neglected. The position of the para-professional has been used in two counties in this region (Fau Claire, St. Croix) in helping to alleviate the non-professional workload of the District Attorney, and increasing the time available for preparation of legal action. It is expected that Chippewa and Clark Counties will initiate such a program in the near future.

Corrections

In several locations, law enforcement personnel are working out of inadequate space, architecturally inefficient, outdated, and even subcode/substandard facilities. The following counties are in definite need of improved jail facilities: Barron, Clark, Pepin and Polk. In these locations plans have been drawn up to either remodel, expand or build a new facility in the near future. Inmate programs within the jail are also a concern in this region. There is an ever increasing demand by both the public and inmates for more effective jail service and "rehabilitative programs." Because of the relatively short length of stay of the county jail population, many "rehabilitative programs" are not practical. However, specific programs of merit are needed to reduce the unproductive time of an inmate and to make him aware of available community resources.

Huber law privileges is an ongoing program in every county. However, efforts are being made to upgrade and increase participation in this area. Another area of concern is the development and operation of appropriate educational, recreational and leisure time activities for all prisoners. Eau Claire County is the only county with an ongoing effective jail program in this region.

The need for alternatives to incarceration or an improved kind of incarceration is universal, and especially apparent at the county level. Traditionally, the corrections role has been relegated to the state. Counties have lacked adequate resources to develop rehabilitative programs. However, there is a new interest in local community-based treatment, care, and rehabilitation centers. It is currently felt that adequate resources are or can be available at the local level, and/or can be available at the local level, and available partially on a volunteer basis. Alternatives to jailing are also needed because simple incarceration or detention is not appropriate to all offenders. Increased understanding of the causes of criminal behavior necessitates greater sophistication and variety in the treatment of causes. It should be noted that halfway houses are a proven effectiveness for reintegration and could also be utilized as alternatives to incarceration in the Upper West Central Region.

It is anticipated that three to five jail programs will emerge in 1977 in the following counties: Barron, Polk, Clark, St. Croix and Chippewa.

METROPOLITAN MILWAUKEE REGION

As stated earlier, the wisest decisions for repoding to circumstances in the present should be based on a knowledge of things which have occurred in the past and might occur in the future. If, however, the responsibility for making these wise decisions is based on incomplete and/or unreliable information, the success of those decisions may be negligible. If the definition and/or categorization of substantial numbers of offenses/cases are not reported in a consistent manner, how does a funding agency best decide what the problems of crime are and where they exist?

One agency in Milwaukee County, for example, continues to classify robbery as a crime against property. How, then, are knowledgeable decisions to be made about the degree and rate of "total" violent crimes and "total" property crimes? It would appear that unless uniform reporting of crime/arrest/court information is required of all agencies in the region, the reliability of decisions and the speed needed to carry them out is greatly limited.

NORTHEAST REGION

(From Regional Profile)

The Northeast Region of Wisconsin is a rural region which depends largely on the tourist business. During recreational seasons, the population of this region expands to approximately ten times the resident population of 199,000 because tourism is the major industry in this region, with paper and forest products, second, the income level is 30% lower than the State average. The regional unemployment is above the State average due to the limited number of industries, climate, seasonal lay-offs, and the sluggish economy in the region. The high unemployment rate indicates that potential crime problems can develop. This is shown by the Part I and Part II (burglaries and thefts) arrests within the region. The Northeast Region consists of approximately one-third of the total native American population of the entire State. The Native American communities of this region are experiencing problems which are results of an impoverished environment, brought about by employment factors, low incomes, alcohol and drug and associated social problems. The residents of these communities have incomes which are far below the State poverty level, and because of lack of industry, at least 50% of the work force is unemployed. Thus, because of the influx of tourists, high unemployment, and shaky economy, the Criminal Justice System in the Northeast Region has to be evaluated in terms of crime patterns and subsequent problems now being experienced by every component of the Criminal Justice System. Crime patterns, types of crime, Criminal Justice Manpower, Community resources, expenses incurred, geographical area involved, and availability of local financial resources should be considered when planning to improve the Criminal Justice System of the Northeast Region. When interviewing the Criminal Justice Agencies in this region, the following were suggested as possible solutions to some of the concerns expressed: Specialized training for law enforcement personnel, more crime prevention programs, more alternatives made available to the Courts for dispositions, more assistants for District Attorneys when preparing cases for prosecution, rehabilitative services made available to jail inmates, training for jail staff, and community education on alcohol and other drugs of abuse.

(From a speech by Grafton Ray, Northeast Regional Planning Director, to the Adult Standards and Goals Committee.)

The major concern of the Northeast Region is that the various subcommittees take into consideration the difference between rural

and metropolitan areas when setting its sub-goals and standards for the Adult Criminal Justice System. The region would also like the WCCJ to adopt in its funding program a similar direction so that programming monies will be developed for projects that deal with both Rural and Metropolitan Criminal Justice concerns under the implementation of Adult and Juvenile Criminal Justice Standards and Goals, that will be developed and have been developed.

Another concern of the Northeast Region is the underlying problem that weakens the total Criminal Justice System and that is the inability of the system to keep known criminals off the streets of both rural and metropolitan population centers.

Also, the concern of the more rural regions which are pressed financially and manpower-wise is the need for law enforcement training programs both in-service and specialized that deal specifically with problems that face rural departments. These training programs should be located in areas that would be physically close to the rural areas and not place a drain financially on the Police Agency by cutting down the manpower allocation for a prolonged period of time.

Another need of the rural region is the utilization of more locally centered crime laboratory facilities so that man hours and analysis time are kept at a minimum and are not tied up in travel and transportation to and from Madison before an active investigation program can begin. Since the primary concern of both the Criminal Justice System and the citizenry is the speed which Justice can be implemented. In the area of rural corrections a concern would be what type of assistance is planned for the local Sheriffs and to counties to meet the Federal and State mandates to create "adequate" county jail facilities and services. When the rural counties are inadequately financed due to a lack of a tax base from which to draw for financial support and also inadequate manpower resources from which to draw from for these mandated improvements.

There also is a developing feeling in the citizenry and Criminal Justice officials that there is a need for strict sentencing guidelines and perhaps mandatory sentencing for offenders who utilize a weapon in the committment of a criminal offense. Along the same line I think there is a definite ground swell of the populous against gun control legislation if it would endanger the constitutional rights of the populous to bear arms.

Finally, a thought that hopefully you will give serious consideration to is the potential development of a state-wide education thrust to make the citizen more aware of the Criminal Justice

System and how it works for them and how the citizen can become involved to help the Criminal Justice System to improve its services to them. Along with this educational thrust regarding the Criminal Justice System itself the state should become involved both financially and educationally in developing programs for community based treatment facilities while also preparing the citizenry for its involvement in the Criminal Justice System.

In closing, I would request that you give all due consideration, not only to the feasibility of our recommendations, but also to the concerns that people who have made presentations to you this evening.

END