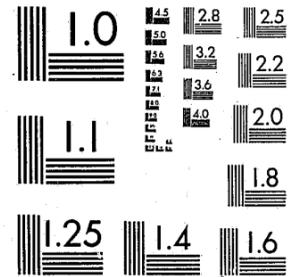


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CRIMINAL JUSTICE  
STANDARDS AND GOALS  
FOR MICHIGAN:  
A CASE STUDY



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Law Enforcement Assistance Administration  
U. S. Department of Justice  
Office of National Priority Programs  
April 1975

CRIMINAL JUSTICE  
STANDARDS AND GOALS  
FOR MICHIGAN:  
A CASE STUDY

By: DWIGHT K. HUNTER  
MARY R. TANTIMONACO

of

STANFORD RESEARCH INSTITUTE

NCJRS

MAR 15 1977

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April 1975

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I INTRODUCTION

The Standards and Goals Program of the State of Michigan has been selected as the subject of one of several case studies of this effort by the Law Enforcement Assistance Administration. The criteria for such selection was that a state had begun their standards and goals process earlier than most other states and thus had some experience to share, and that a state was representative of a group of states with similar characteristics. Accordingly, the States of Michigan, Oregon, Florida, Utah, and Texas were selected. Michigan was one of the first states to begin the process of developing standards and goals. Unlike many of the states, the State Planning Agency (SPA) and the Supervisory Board, the Michigan Law Enforcement Commission on Criminal Justice began their development process by availing themselves a small Part C grant and relying on contributed services of the participants. A final version of a Standards and Goals document has been developed and approved by the Commission.

The material in this case study is based upon a series of interviews in Michigan with persons who were among the principal actors in the development process, as well as some who were involved secondarily in reviewing the original work. Some of the interviewees are still heavily involved in the on-going process, while others, active in the early stages, have since taken other assignments or employment. Additionally, the study team has examined many documents which contain information which impacts upon the development of standards and goals. These documents come from a number of sources associated with the development process and the Criminal Justice systems of the state and have contributed

background information which provides the context for the study of the Standards and Goals Process.

The study team is appreciative of the cooperation which was manifested by everyone in the State of Michigan who was contacted in the course of this study. Without exception, they gave their time and candid comments without reservation to the interviewers.

This document is not an evaluation of Michigan, the SPA, the people, or the processes they used. No criteria or "ideal" process has been set up for comparative purposes. Instead, a careful, factual description is provided of each step of the Standards and Goals Program, after which the opinions and attitudes of the participants and nonparticipants as to their evaluation of its appropriateness is provided. The final selection may be the most valuable portion of the document, since it provides a summary of lessons learned and suggestions for other states.

## II BACKGROUND INFORMATION

Before describing the standards and goals activities undertaken in the State of Michigan, we believe it useful to provide a brief description of the state, its people, its crime rates, and the comprehensive planning processes of its state planning agency, the Office of Criminal Justice Programs (OCJP). Such a description may help the reader to understand why certain actions were chosen in preference to other alternatives and criminal justice planners from other states may be able to compare demographic and other characteristics of Michigan with their own states to determine if some of the same procedures used may be applicable.

### A. Population

Nationally, as shown in the U.S. Bureau of the Census estimates for 1973, Michigan had the seventh largest state population--9,044,000 people. Under the Bureau of Census definitions of Standard Metropolitan Statistical Areas (SMSAs), Michigan has ten such areas, in which are concentrated approximately 79 percent of the state's people. Table 1 shows the 1973 population estimates for each of the SMSAs.

The concentration of people living in incorporated cities is shown in Table 2 for the top 20 cities, by 1973 population figures. Figure 1 shows the concentration of population in and around the Detroit area.

### B. Reported Crime Rates in Michigan

Michigan has, for the past ten years, experienced crime rates greater than those of the United States in general. As shown in Figure 2, the rate of indexed crime in Michigan has increased consistently over the

Table 1

MICHIGAN POPULATION, BY SMSA: 1973

SMSA	Population
1. Detroit	4,471,000
2. Grand Rapids	546,000
3. Flint	519,000
4. Lansing	435,000
5. Kalamazoo	262,000
6. Ann Arbor	240,000
7. Saginaw	225,000
8. Muskegon	178,000
9. Jackson	144,000
10. Bay City	119,000
Total	7,139,000

Table 2

MICHIGAN CITIES RANKED BY SIZE: 1973

City	Population*
1. Detroit	1,386,817
2. Grand Rapids	190,696
3. Flint	181,684
4. Warren	175,927
5. Lansing	129,186
6. Livonia	114,922
7. Ann Arbor	104,927
8. Dearborn	100,767
9. Westland	94,137
10. Saginaw	86,222
11. St. Clair Shores	85,940
12. Sterling Heights	83,675
13. Royal Oak	81,476
14. Taylor	80,508
15. Dearborn Heights	79,492
16. Pontiac	79,161
17. Kalamazoo	78,152
18. Southfield	74,259
19. Roseville	58,837
20. Wyoming	57,003

\* Estimates received from the Office of Intergovernmental Relations (Office of Revenue Sharing), Lansing, Michigan.

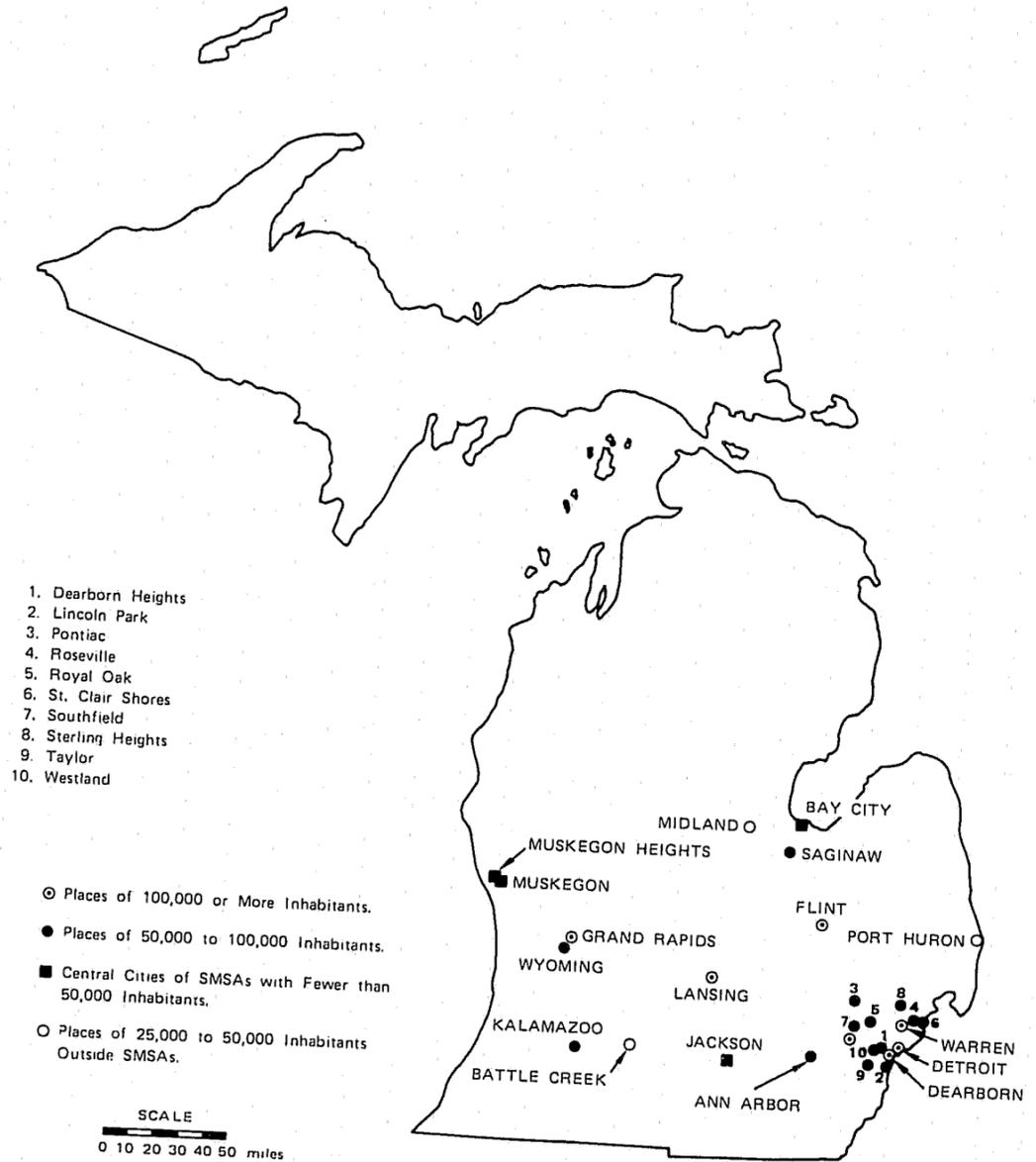
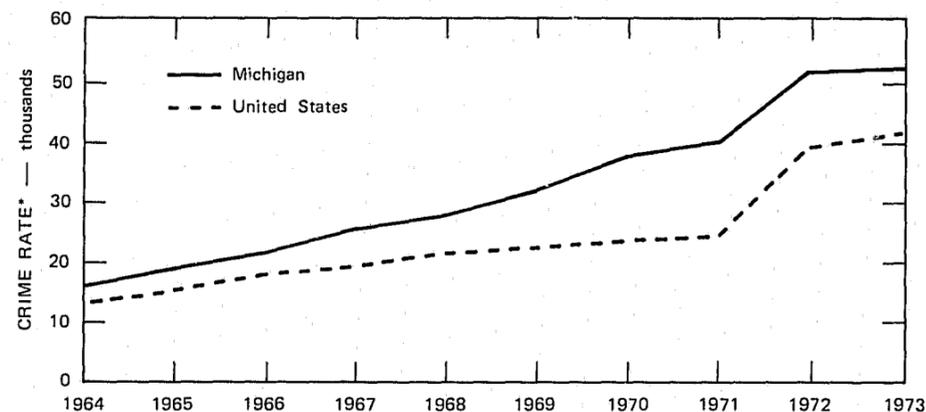


FIGURE 1 CONCENTRATION OF DETROIT AREA POPULATION



\*Reported crimes per 100,000 population.  
SOURCE: Crime in the United States, FBI, Washington, D.C.

FIGURE 2 CRIME RATES, MICHIGAN VERSUS UNITED STATES: 1964-1973

period, with a particularly sharp increase in 1972. In the year that followed, the rate of increase in both Michigan and the United States leveled off.

Nationally, according to the Uniform Crime Reports of the Federal Bureau of Investigation, Michigan's rate of total index crimes per 100,000 population ranked sixth behind Arizona, Nevada, California, Florida, and Colorado, in that order, as shown in Table 3.

In the regional groupings as used by the FBI, Michigan leads the other 11 states in the "North Central Region," as shown in Table 4.

Following the pattern seen in many other states, Michigan's ten SMSAs account for 87 percent of the state's reported crime in 1973.

A brief summary of crime rates in the ten most heavily populated cities is shown in Table 5.

Table 3

INDEX CRIME RATE, BY STATE: 1973  
(Per 100,000 Population)

State	Index Crime Rate
1. Arizona	6,704
2. Nevada	6,632
3. California	6,305
4. Florida	5,960
5. Colorado	5,496
6. Michigan	5,489

Table 4

NORTH CENTRAL REGION INDEX  
CRIME RATE: 1973  
(Per 100,000 Population)

State	Index Crime Rate
1. Michigan	5,489
2. Illinois	4,325
3. Missouri	4,141
4. Minnesota	3,536
5. Indiana	3,534
6. Kansas	3,514
7. Ohio	3,496
8. Wisconsin	3,177
9. Iowa	2,832
10. Nebraska	2,811
11. South Dakota	2,176
12. North Dakota	2,078

Table 5

MICHIGAN CRIME RATES, BY CITY: 1973

City	Population	Crime Index	Rates per 100,000
1. Detroit	1,386,817	101,525	7,320
2. Grand Rapids	190,696	6,910	3,624
3. Flint	181,684	12,484	6,871
4. Warren	175,927	6,328	3,597
5. Lansing	129,186	6,703	5,189
6. Livonia	114,922	3,204	2,788
7. Ann Arbor	104,927	6,993	6,665
8. Dearborn	100,767	3,034	3,011
9. Westland	94,137	3,419	3,632
10. Saginaw	86,222	4,558	5,286

C. An Overview of the Criminal Justice System of Michigan

The following brief summary of criminal justice service arrangements in Michigan gives an indication of the numbers of agencies in the justice system in Michigan and their location in the structure of state and local government.

1. Police

Police services within the state are provided for the most part by the Michigan State Police and 503 city police and sheriffs' departments. Of this total, about 420 are departments of cities, townships, and villages. The remainder are sheriffs' departments operative in each of Michigan's 83 counties. The number of sworn personnel for the state

\* Source: 1975 Michigan Comprehensive Law Enforcement and Criminal Justice Plan, Office of Criminal Justice Programs.

is 17,000 persons. Of that total, state police account for 2,000; sheriffs' offices account for 3,200; and cities, townships, and villages employ 11,800. The police department of Detroit alone has approximately 5,500 sworn personnel.

2. Courts

An outline of the court structure for the state is shown below. Because it is an overview rather than a comprehensive study, some courts of limited jurisdiction that hear cases or have duties only marginally related to criminal processes have been omitted.

Municipal Courts      The 28 municipal courts of Michigan hear civil cases in which the contested amount is below a certain level and criminal cases in which the alleged crime occurred within the city limits. They are financed by the cities in which they are located.

District Courts      The 85 district courts in the state have jurisdiction in civil cases up to \$10,000 and criminal cases of certain misdemeanors and felonies. Most of the courts serve a single county. Judicial salaries are paid by the state and are sometimes augmented by the county.

Probate Courts      The state constitution requires that there be a probate court in each county. The juvenile court is a division of each probate court. The salaries of the judges are paid on a 50/50 ratio between state and county in all courts, except one.

Circuit Courts      The courts of the 46 judicial circuits in the state are courts of general jurisdiction, with original jurisdiction over felony offenses or others that have a maximum penalty of more than a year in state prison. The judges' salaries are paid by the state and augmented by the counties.

Court of Appeals

The Court of Appeals reviews criminal cases appealed from the lower courts. This court is an intermediate appellate court, reviewing cases that previous to 1965 went directly to the Supreme Court.

Supreme Court

The Supreme Court is the highest appellate court of the state. In addition to its appellate activities, the court exercises some supervision over all other courts of the state and promulgates rules and guidelines for practice and procedures in the courts.

Michigan Attorney General

The attorney general prosecutes in cases where the interests of the state are at stake. He also prosecutes at the request of county prosecuting attorneys and has some supervisory authority over county attorneys by statute.

County Prosecutors

Approximately 350 attorneys serve as prosecutors or assistant prosecutors in the counties of the state. Their salaries are established and paid by the board of commissioners of each of the counties.

Public Defense

There is no statewide or county-provided defender system in the state. Instead, the state uses an appointed counsel system, the costs of which are borne by the counties and the City of Detroit. On a flat-fee schedule or hourly rate, trial judges appoint attorneys for the defense of indigents. Private organizations provide counsel for a fee in Detroit, and in Kent and Washtenaw counties.

3. Corrections

Parole and Probation

The Department of Corrections of the state provides probation services by assignment in every circuit court in the state, except one. County personnel also work with state

personnel in the provision of these services. The county generally pays office and secretarial expenses.

Adult Institutions

The Department of Corrections also operates a network of five maximum- and 11 minimum-security facilities.

County Jails and Community Based Programs

In Michigan, jails are a county responsibility; there are 76 of them in the state, as well as 103 lockups. The district and municipal courts provide adult misdemeanor services of probationary supervision. A great variety of halfway houses and community-based corrections programs are operative, especially in urban centers.

Juvenile Justice

The juvenile courts of the state are a division of the probate courts of each county and follow the procedures outlined by the Michigan Supreme Court. Located within the state are a number of training schools, rehabilitation camps, halfway homes, youth-care facilities, and other programs that are a resource to the courts.

D. Criminal Justice Planning in the State

1. The Office of Criminal Justice Programs

The OCJP was created by Governor William G. Milliken to direct Michigan's efforts in criminal justice planning under the Omnibus Crime Control and Safe Streets Act of 1968. The Office has three major sections--Administration, Planning, and Grant Administration--and budgets for approximately 50 employees. The breakdown of positions within the three sections is as follows:

- Administration--Administrator, Deputy Administrator, Executive Secretary, Public Information Officer, Office Manager, and Receptionist.

- Planning--Director of Planning, Deputy Director of Planning, Adult Corrections Specialist, Crime Prevention Specialist, two Juvenile Delinquency Specialists, two Police Specialists, Information Systems Specialist, two Administrative Analysts, and four Secretaries.
- Grant Administration--Director of Grant Administration, Deputy Director of Grant Management, Deputy Director of Fiscal Management, Assistant Deputy Director of Fiscal Management, Director of Information Systems, Grant Manager-Communication, Grant Manager-Adult Corrections, two Grant Managers-Police Services, two Grant Managers-Juvenile Problems, six Grant Fund Auditors, Administrative Analyst, Grant Control Supervisor, and seven Secretaries.

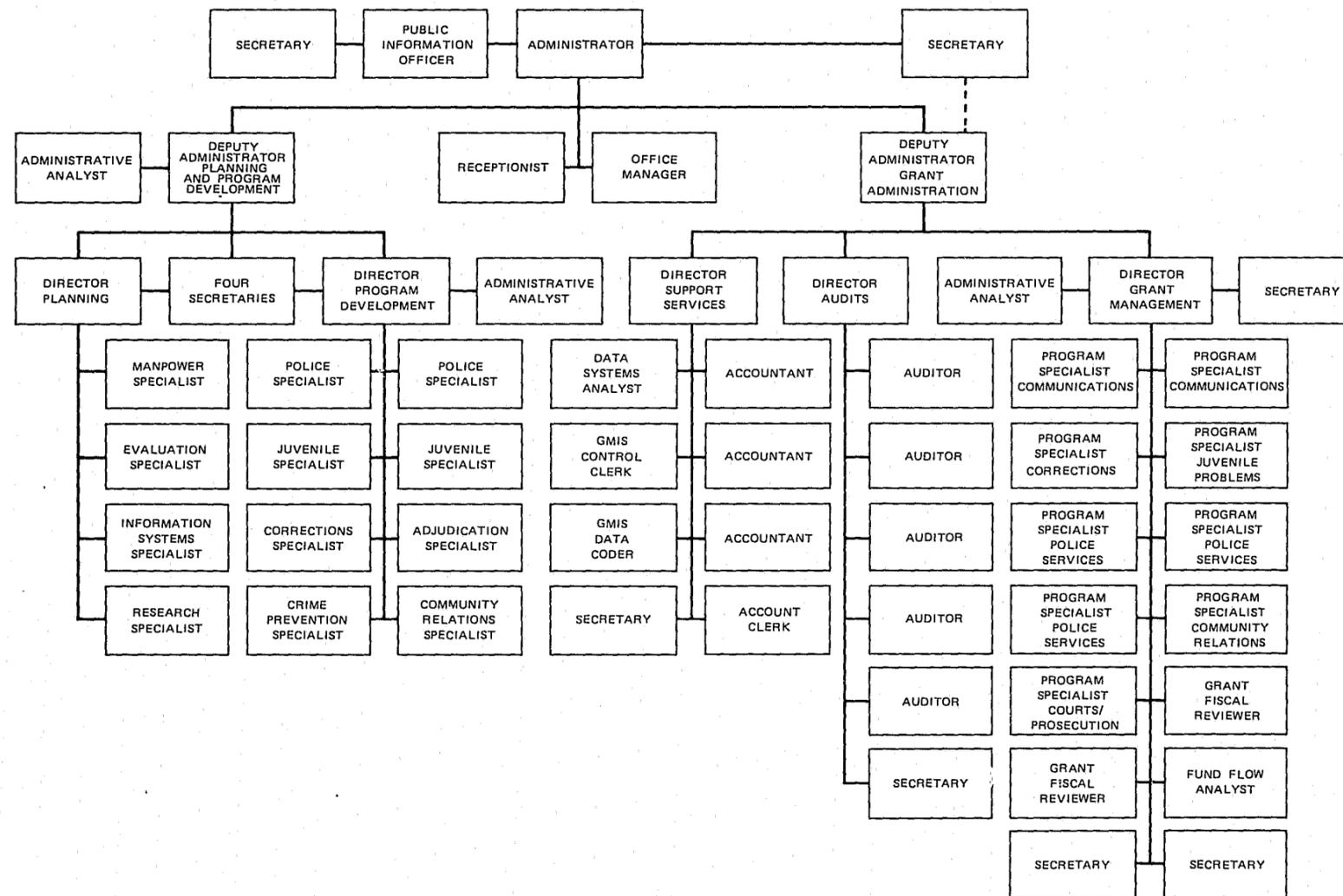
Figure 3 shows the relationship among the various personnel and divisions.

The OCJP performs the same functions as the SPAs in most other states in that they develop plans, process grants, and monitor and evaluate projects after they are operative. The OCJP does perform one extremely important function that is unique to this state: It approves or denies all applications without consultation with or ratification by the supervisory board. The Administrative Review Committee, composed of the Administrator of the OCJP, the Director of Planning, and the Director of Grant Administration, decides what projects will be funded. The supervisory board is not engaged in the approval process unless a grant applicant appeals to them in a case where the Administrative Review Committee has denied an application.

Two statements from Executive Order 1973-8, dated June 11, 1973, are significant in this regard:

The Commission [Michigan Commission on Criminal Justice] shall serve in an advisory capacity to the Office of Criminal Justice Programs.

The Administrator of the Office of Criminal Justice Programs is hereby authorized to approve and reject



13

FIGURE 3 ORGANIZATION STRUCTURE OF OCJP

applications for funds available through the Federal Omnibus Crime Control and Safe Streets Act of 1968, as amended, in behalf of the Governor and in a manner consistent with the state's comprehensive plan and state laws and regulations. All other powers, duties, functions, and responsibilities set forth for the Office of Criminal Justice Programs in Executive Order 1970-12 shall be retained as described therein.

## 2. The Michigan Commission on Criminal Justice

The former supervisory board of the state, the Michigan Commission on Law Enforcement and Criminal Justice, was abolished in May 1973 with the issuance of Executive Order 1973-7. Executive Order 1973-8 created the 75-member Michigan Commission on Criminal Justice to replace the 25-member commission and outlined its responsibilities, which are:

- To recommend goals and standards for Michigan's criminal justice system and to relate these recommendations to a timetable for implementation.
- To review the comprehensive law enforcement and criminal justice plans prepared each year by the OCJP and to submit its recommendations regarding such plans to the Governor through its chairman before submittal to the federal government.
- To make recommendations through its chairman to the Governor regarding the decisions of the Administrator of the OCJP pertaining to applications submitted for funding pursuant to the state's comprehensive plan.
- To undertake such other duties as may be assigned by the Governor.

The primary activity of this body since its inception has been the development of the standards and goals for the state. Much more detail on its membership and operations is found later in this report.

## 3. Regional and Local Planning Units

Michigan has 14 regional planning units (RPUs) and three local planning units (LPUs). The latter were created when the 1970 amendments to the Omnibus Crime Control and Safe Streets Act of 1968 called for the pass-through of planning funds to certain units of local government. The three LPUs are located in the Detroit area and are contiguous with each of the three counties surrounding the City of Detroit. See Figure 4 for the boundaries of the RPUs and the LPUs.

During each planning cycle, the OCJP fixes a target allocation of Parts C and E funds for each RPU and LPU; such allocation is based on the population and crime incidence formula. The units are encouraged to develop a comprehensive plan and to develop projects that are responsive to the plan, which, when funded, would meet or exceed their target allocation. Units are also requested to array their projects in order of priority to indicate their importance to the planning agency.

## 4. The Annual Plan Development Process

The annual plan development process is presented here to provide a contextual background for the standards and goals program. It indicates the ongoing planning activities and cycles of the OCJP, the RPUs, the LPUs, and the applicant agencies, both private and public. The schematic shown as Figure 5 is an approximation of the steps in the planning cycle and the time frames for each.

As part of the approval process, program specialists analyze each application for its merits and adherence to program requirements. Fiscal analysts review for conformance with federal and state fiscal requirements and make their recommendations to the Administrative Review Committee. A conference is held with representatives of each applicant agency to discuss the merits and shortcomings of the applications. The

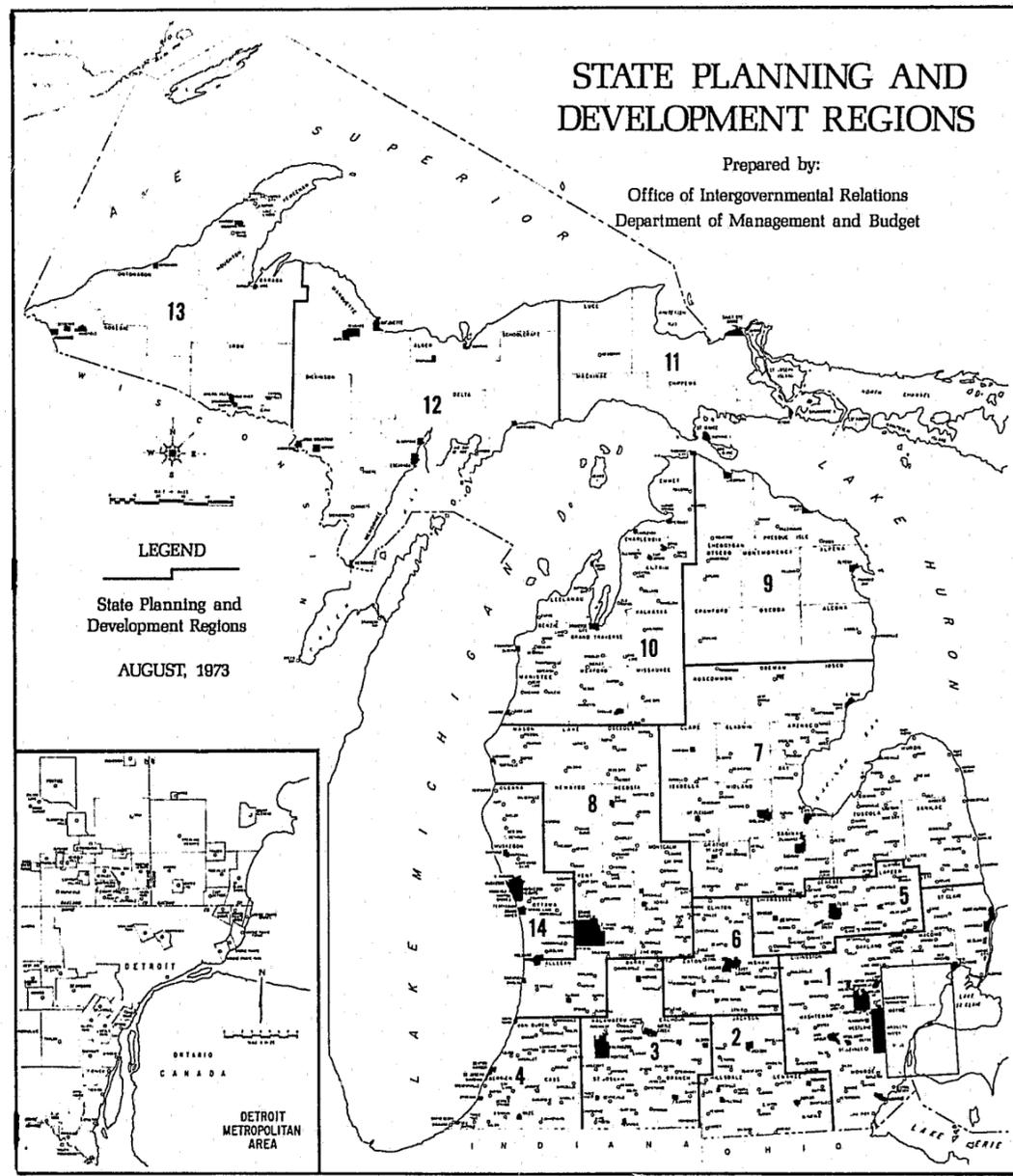


FIGURE 4 BOUNDARIES OF THE RPUs AND LPUs

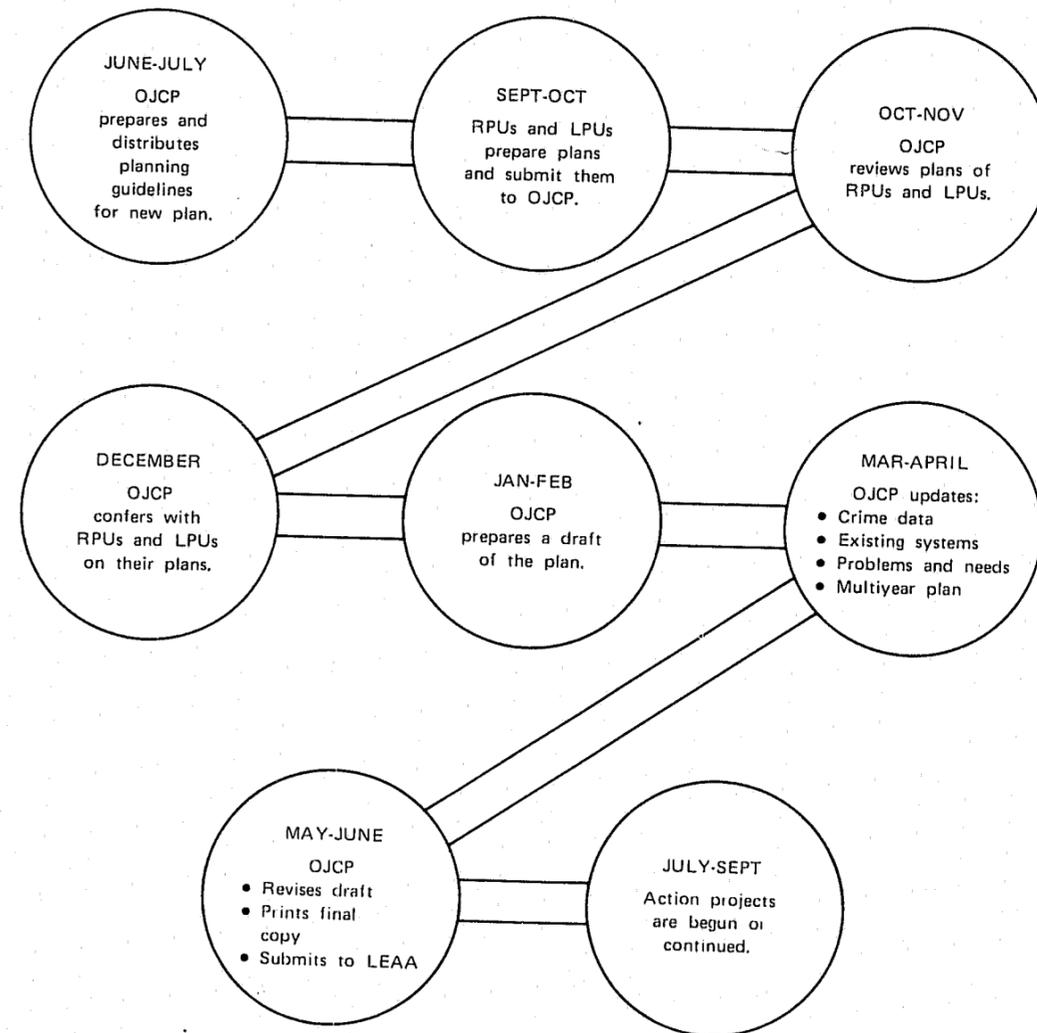


FIGURE 5 APPROXIMATE TIME FRAMES FOR DEVELOPMENT OF THE ANNUAL PLAN

Administrative Review Committee (composed of the Administrator, the Director of Planning, and the Director of Grant Administration for the OCJP) is empowered to approve or deny applications; decisions are usually final, unless an appeal is made by an unsuccessful applicant. In that case, the appeal is considered by the Michigan Commission on Criminal Justice.

### III A CHRONOLOGY OF EVENTS IN MICHIGAN'S STANDARDS AND GOALS PROCESS

The following are the significant events in the history of standards and goals development in the State of Michigan. They show, in summary, the method of approach used and the time frames in which each activity was accomplished. More information regarding each activity will be found in later sections of this report.

- |                |  |
|----------------|--|
| January 1973   | Members of Michigan's OCJP, headed by Chairman James H. Brickley, attended the Conference on Criminal Justice held in Washington, D.C. They were convinced that standards and goals developed for Michigan would greatly improve criminal justice planning and allocation of block funds in the state.   |
| March 30, 1973 | An application for Part C action funds was approved for \$165,000. The project was to be for 15 months, and no additional year's funding was anticipated.  |
| June 11, 1973  | Governor Milliken abolished the Commission on Criminal Justice and Law Enforcement, established by Executive Order 1970-12, and created the Michigan Commission on Criminal Justice by Executive Order 1973-8.   |
| July 16, 1973  | Governor Milliken announced creation of the 75-member advisory body (Michigan Commission on Criminal Justice) with the following stipulations: <ul style="list-style-type: none"><li>• The Commission to be chaired by Lieutenant Governor Brickley.</li><li>• The members to represent every planning region and nearly every major county and city in the state.</li><li>• The Commission to be divided into five task forces: Crime Prevention, Investigation and</li></ul> |

Apprehension, Adjudication, Rehabilitation, and Criminal Justice Management.

- Through full examination of issues, the Commission to provide all branches of government and state agencies with a generally accepted policy on crime control, for the continuing purpose of reducing crime and ensuring justice.

September 7, 1973 The Commission's first meeting was held in Lansing, after which each task force met from one to three times a month to develop standards and goals for their area of concern--such standards and goals to be submitted later to the full Commission.

May 10, 1974 (Special Meeting) The Commission met in Ann Arbor and approved Michigan's 1975 comprehensive plan for submission to the Law Enforcement Assistance Administration (LEAA). The plan contained a timetable calling for presentation of its goals and standards to Governor Milliken on September 30, 1974.

September 10, 1974 Public announcement was made of public hearings set for September 18, 1974. Numerous copies of the draft standards and goals or an executive summary were mailed to criminal justice agencies, regions, and interest groups.

September 18, 1974 First public hearings on the draft standards and goals were held simultaneously in Detroit, Delta College, Marquette, Pontiac, Lansing, Ann Arbor, Mt. Clemens, and Grand Rapids.

September 30, 1974 The Commission, meeting to discuss the results of the September 18 public hearings and to approve the standards and goals, decided to delay approval of the draft document because of concerns raised by the criminal justice agencies regarding the lack of time given to review the document.

October 30, 1974 A second public hearing was held in Lansing. In the morning, individual task forces heard the testimony of criminal justice professionals. In the afternoon, the full Commission heard from those who wished to discuss specific goals and standards and the process used for their development.

December 16, 1974

The draft document containing amendments based on the results of the hearings was officially adopted by the Commission.

January 31, 1975

The initial Part C block grant period, as extended, expired.

February 1, 1975 (Approximate)

The new discretionary grant for \$147,144 of Parts C and E funds from the Office of National Priority Programs was awarded.

April 7, 1975

Public hearings to discuss possible standards and goals on gun control, victimless crimes, and capital punishment will be held.

May 7, 1975 (Estimated)

The 75-member Michigan Commission on Criminal Justice will be replaced by a commission of 25 or more members. In addition, a Council of State Criminal Justice Agencies and a Commission on Juvenile Justice and Delinquency Prevention will be formed to study methods for implementation of selected standards and goals.

IV ORGANIZATIONAL STRUCTURE FOR STANDARDS AND GOALS

A. The Michigan Commission on Criminal Justice

The Michigan Commission on Criminal Justice was created on June 11, 1973, by an executive order of Governor Milliken and was composed of 75 members from state and local criminal justice agencies, the state legislature, and the public. Members from all regions of the state and most of the major cities and counties were included. Lieutenant Governor James H. Brickley was appointed chairman. As stated in Executive Order 1973-8, one of the four major responsibilities of the Commission was to be the development of the standards and goals for the state. The appointments were made by the Governor in July 1973, and the first meeting was held in Lansing in September 1973. Originally, the 75 members were each assigned to one of five task forces for the consideration of standards and goals. An ad hoc task force on juvenile justice, added later, was composed of Commission members who were also on other task forces. Later it was decided that the area of juvenile justice should be treated as fully as were the other areas, and the task force became a regular task force.

In addition to the task forces and the full Commission, an Executive Committee was formed to act as a policy board and arbiter when any single task force or several task forces were having difficulty resolving issues on procedure or substance (see Figure 6). They acted in coordinative roles and developed procedural and strategic policy as the process developed. The membership of the Executive Committee was composed of the Commission Chairman and Vice Chairman, the Chairman and Vice Chairman of each task force, and the Project Director, as shown in the listing following Figure 6.

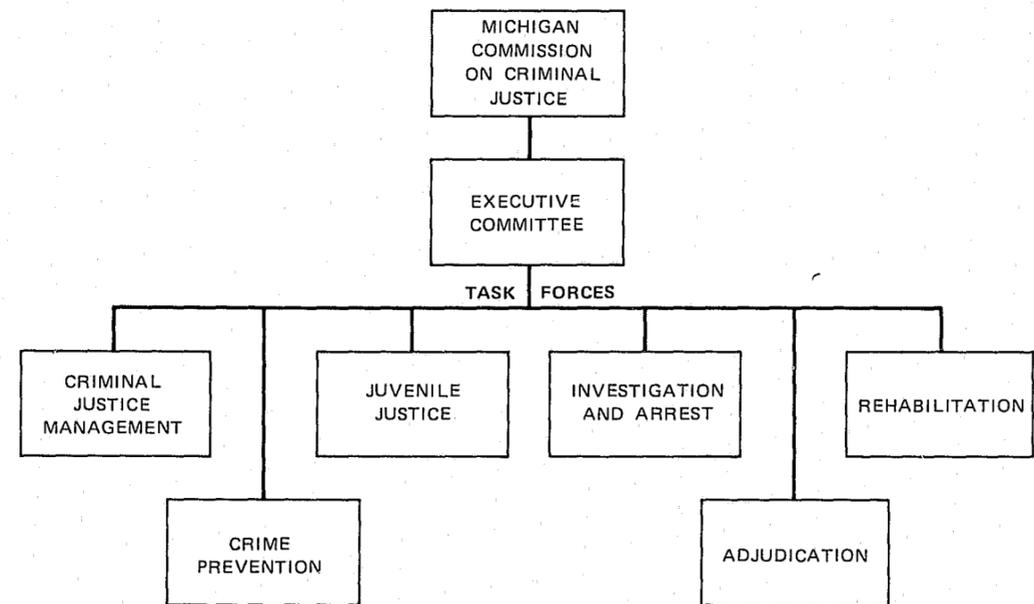


FIGURE 6 ORGANIZATIONAL STRUCTURE FOR STANDARDS AND GOALS

EXECUTIVE COMMITTEE

- Lt. Governor James H. Brickley . . . . . Commission Chairman
- Thomas M. Kavanagh . . . . . Commission Vice Chairman
- Col. John R. Plants . . . . . Chairman (Management Task Force)
- Gen. Floyd W. Radike . . . . . Vice Chairman (Management Task Force)
- Harold R. Johnson . . . . . Chairman (Crime Prevention)
- C. Patrick Babcock . . . . . Vice Chairman (Crime Prevention)
- Eugene Moore . . . . . Chairman (Juvenile Justice)
- Milton Robinson . . . . . Vice Chairman (Juvenile Justice)
- Ernest C. Browne, Jr. . . . . Chairman (Rehabilitation)
- Perry Johnson . . . . . Vice Chairman (Rehabilitation)
- Robert Richardson . . . . . Chairman (Adjudication)
- B. James George, Jr. . . . . Vice Chairman (Adjudication)
- Dr. Victor Strecher . . . . . Chairman (Investigation and Arrest)
- Philip G. Tannian . . . . . Vice Chairman (Investigation and Arrest)
- Richard K. Nelson . . . . . Project Director (OCJP)

The members of the six task forces, with members' titles or positions, are shown below.

CRIMINAL JUSTICE MANAGEMENT TASK FORCE

Col. John R. Plants, Chairman . . . Director, Michigan Dept. of State Police  
Carl R. Anderson . . . . . Township Supervisor  
Lorraine Beebe . . . . . Director, Michigan Consumer's Council  
William L. Cahalan . . . . . Prosecuting Attorney, Wayne County  
James S. Farnsworth . . . . . State Representative  
Roman S. Gribbs . . . . . Attorney at Law  
Gen. Floyd W. Radike . . . . . Director of Security, Dept. of Military Affairs  
James Gunderson . . . . . Director of Fiscal Management, City of Grand Rapids  
Harry R. Hall . . . . . President, Michigan State Chamber of Commerce  
Jerome T. Hart . . . . . State Senator  
Charles H. Mitchner . . . . . Executive Director, Lansing Urban League  
J. Irvin Nichols . . . . . Director, Office of Substance Abuse Services  
Rollin F. Tobin . . . . . Chief, Birmingham Police Dept.  
Leslie Van Beveren . . . . . Executive Secretary, MLEOTC

CRIME PREVENTION TASK FORCE

Harold Johnson, Chairman . . . . Professor, University of Michigan  
Maurice D. Foltz . . . . . Chief, Sterling Heights Police Dept.  
John H. Gourlay . . . . . Secretary-Treasurer, Detroit AFL-CIO  
John C. Hramiec . . . . . County Commissioner, Macomb County  
Gordon H. Kriekard . . . . . Attorney at Law  
Fenton A. Ludtke . . . . . Citizen  
Earl Nelson . . . . . State Representative  
Dr. John W. Porter . . . . . Superintendent, Dept. of Education  
Carl Pursell . . . . . State Senator  
C. Patrick Babcock . . . . . Director, Office of Services to Aging  
Harold Resteiner . . . . . Probate Judge  
Milton Robinson . . . . . Chairman, Youth Parole and Review Board  
Mrs. Audrey Seay . . . . . Councilwoman, Trenton City Council  
Mrs. Ilene Tomber . . . . . Past President, State League of Women Voters  
Juanita Walker . . . . . Dept. of Social Services

INVESTIGATION AND ARREST TASK FORCE

Dr. Victor Strecher, Chairman . . . Professor, Michigan State University  
James Blair . . . . . Director, Civil Rights Commission  
Philip Conley . . . . . Mayor, City of Jackson  
Fredrick E. Davids . . . . . Director, Public Safety, University of Michigan  
William F. Delhey . . . . . Prosecuting Attorney, Washtenaw County  
Lawrence Doss . . . . . President, New Detroit, Inc.  
Edgar Geerlings . . . . . State Representative  
Philip G. Tannian . . . . . Detroit Police Commissioner  
Charles Groesbeck . . . . . Chief Inspector, Warren Police Dept.  
Patrick H. McCollough . . . . . State Senator  
Kenneth L. Preadmore . . . . . Sheriff, Ingham County  
James W. Rutherford . . . . . Chief, Flint Police Dept.  
Jean Washington . . . . . Mayor's Committee for Human Resources Development, Detroit  
Paul H. Wendler . . . . . Citizen

ADJUDICATION TASK FORCE

Robert Richardson, Chairman . . . State Senator  
Robert Fryer . . . . . Director, Michigan Municipal League  
Donald Harcek . . . . . Chief, Midland Police Dept.  
R. Stuart Hoffius . . . . . Judge, Circuit Court  
Frank J. Kelley . . . . . Michigan Attorney General  
Leonard McConnell . . . . . Chairman, Michigan Parole Board  
Jean McKee . . . . . Attorney at Law  
James Miller . . . . . Prosecuting Attorney, Kent County  
B. James George . . . . . Professor, Wayne State University Law School  
Mrs. Betty Parsons . . . . . Citizen  
Dean Shipman . . . . . District Court Judge  
Theral Smith . . . . . Chief, Battle Creek Police Dept.  
Myzell Sowell . . . . . Chief Defender, Legal Aid and Defender Association  
Edward J. Steward . . . . . Mayor, City of Muskegon  
Joseph Young . . . . . State Representative

REHABILITATION TASK FORCE

Ernest Browne, Jr., Chairman . . . City Councilman, Detroit  
Donald Bishop . . . . . State Senator  
Leo Cardinal . . . . . Chief, Bay City Police Dept.  
Mrs. Florence Crane . . . . . Corrections Commissioner  
William Hampton . . . . . Circuit Court Judge  
Ervin Haskill . . . . . Chairman, County Commission, Lapeer County

REHABILITATION TASK FORCE (Continued)

Perry Johnson . . . . . Director, Michigan Dept. of Corrections  
David Holmes, Jr. . . . . State Representative  
Charles Joseph . . . . . Mayor, Benton Harbor  
Robert Little . . . . . Administrator, Michigan Dept. of Social  
Services  
William Lucas . . . . . Sheriff, Wayne County  
A. Barry McGuire . . . . . Director, Michigan Association of Counties  
Eugene Moore . . . . . Judge of the Probate Court  
Rosemary Sarri . . . . . School of Social Work, University of  
Michigan  
Mrs. June Shaw . . . . . Citizen

JUVENILE JUSTICE TASK FORCE

Eugene Moore, Chairman . . . . . Probate Court Judge  
Lorraine Beebe . . . . . Director, Michigan Consumers' Council  
Charles Groesbeck . . . . . Chief Inspector, Warren Police Dept.  
Milton Robinson . . . . . Chairman, Youth Parole and Review Board  
Robert Little . . . . . Administrator, Michigan Dept. of Social  
Services  
Myzell Sowell . . . . . Chief Defender, Legal Aid and Defender  
Association

After the Commission adopted the standards and goals on December 16, 1974, the task forces were disbanded, and the Commission members were then assigned to one of three new task forces, namely, Gun Control, Victimless Crime, and Capital Punishment. During the Commission's early work, the decision was made to postpone discussion of these three subjects until after the other standards and goals were adopted. The Commission felt that the three issues were so controversial in nature that they could have monopolized the time of the members to the detriment of the other important issues. Public hearings on these three issues are scheduled for April 7, 1975, after which current plans are to disband the Commission and to replace it with a smaller body of 25 or more members.

B. Issues Raised on Organizational Structure

The following issues were identified by persons involved in the standards and goals program, who were interviewed by the case study team:

1. Multidiscipline Membership

Interviews and discussions with persons who were in the task forces as members and staff, and with nonmember observers, raised a series of issues. According to one task force chairman, one issue was the problem of two competing objectives in task force appointments. The first objective was to balance each task force with persons from throughout the criminal justice system so that a task force concerned with adjudication, for example, would include judiciary, prosecution, and defense personnel, but also police corrections personnel and the public. The advantage of this approach was to provide a setting for a diversity of viewpoints and input of persons with some stake in the matter. The competing objective was that the persons on the task force be knowledgeable and experienced in the subject matter being discussed. The task force chairman felt that too much time was wasted bringing persons from other disciplines up to speed on the subject, before the task force could concentrate on developing goals and standards for that area. While both objectives were considered necessary, they sometimes results in anxiety and frustration.

Some task force members and their constituents, or their peers from their profession, indicated their dissatisfaction with the assignment of Commission members among the task forces. In some instances, police chiefs who are admired and respected by their fellow chiefs were placed on other task forces than law enforcement. Their peers felt that they could provide valuable input to those other task forces, but their expertise was not available to the law enforcement task force.

2. Administrators Versus Line Professionals

Another issue raised regarding membership was that the criminal justice professionals on the Commission were all administrators of state and local criminal justice agencies, rather than operational personnel from lower managerial strata within the departments. The competing objectives here were the desire to include two groups in the developmental process: (1) decision makers who can make commitments for their agencies and (2) working professionals who are on the street, in the courtroom, or carrying caseloads. At the heart of the second objective is the possibility that agency administrators may not have engaged in the practice of their professions for a number of years and may be out of touch with emerging and changing conditions and methods.

3. Selection of Task Force Leaders

Several regional planning unit officials and local agency professionals were disturbed over the selection of the chairmen and vice chairmen of the task forces. They felt that these positions, being dominated by state agency administrators or persons who receive their salaries in whole or part from the state, were used to manipulate the substance of the standards and goals to the disadvantage of local governments. Frequently cited were the management standards (V.1.1.2.2 through 2.6), which outline methods for consolidating police departments, and the rehabilitation standard (V.2.1.1), which calls for consolidation of all corrections programs and facilities into a statewide corrections system. The feeling was manifest that while consolidation may be desirable, it should be accomplished by regional and local entities, and that if representatives of local agencies had chaired the task forces, the standards would read much differently.

V STAFFING THE STANDARDS AND GOALS PROGRAM

The original grant application, which outlined a method of approach for the standards and goals project, budgeted for one full-time staff position--an Office Manager, who was to be assisted by temporary secretarial personnel. Additional project staff were to be contributed by state and local criminal justice agencies as the matching portion of the grant. The application listed 15 professionals who were to contribute 40 percent of their time, for a full-time equivalency of six persons.

As the program developed, many staff, including those of the OCJP, contributed their time to researching literature, writing position papers, preparing meeting materials, and attending task force meetings. A list of the staff who did so and their parent agencies follows.

COMMUNITY CRIME PREVENTION TASK FORCE

- Sergeant Frank Heckaman . . . . Michigan State Police
- Thomas Johnson . . . . . OCJP, Crime Prevention Specialist
- Ralph Monsma . . . . . OCJP, Delinquency Prevention Specialist
- Lawrence Murphy . . . . . OCJP, Grants Administration
- John Marshall . . . . . Criminal Justice Institute
- Arthur Stine . . . . . Civil Rights Commission

JUVENILE JUSTICE TASK FORCE

- Edward Pieksma . . . . . OCJP, Juvenile Delinquency Specialist
- Vicki Rector . . . . . State Office of Youth Services

INVESTIGATION AND ARREST TASK FORCE

- Noel Bufe . . . . . Office of Highway Safety Planning
- Susan Oaks . . . . . Office of Highway Safety Planning
- R. James Evans . . . . . OCJP, Grant Manager, Communications
- William Owen . . . . . OCJP, Police Specialist
- Chester Sylvester . . . . . OCJP, Police Specialist
- Nancy Houthoofd . . . . . Burton Police Department

ADJUDICATION TASK FORCE

George Crockett, III . . . . . Legal Aid and Defender Association  
William Jenness, III . . . . . Dept. of Licensing and Regulation  
Donald Johnston . . . . . Prosecuting Attorney's Office  
(Grand Rapids)  
George Mason . . . . . Assistant Attorney General

REHABILITATION TASK FORCE

John Amberger . . . . . Director, Southeast Michigan COG  
Arthur Berry, Jr. . . . . Ionia Reformatory, Social Worker  
William Kime . . . . . Department of Corrections  
William Eardley . . . . . OCJP, Corrections Specialist

MANAGEMENT TASK FORCE

Glen Bachelder . . . . . OCJP, Director of Planning  
Bruce Wiley . . . . . OCJP, Systems Planner  
Dennis Gatlin . . . . . Office of the Court Administrator  
John Christian . . . . . Michigan State Police  
Raymond Cook . . . . . Michigan State Police  
Robert Earhart . . . . . Michigan State Police  
John Longstreth . . . . . Michigan State Police  
Gordon Hobbs . . . . . Oakland County Board of Auditors  
William Nash . . . . . Chief, DeWitt Township Police Dept.

The following staff were responsible to the Michigan Commission on Criminal Justice for developing agendas, mailing materials, recording minutes of public hearings, and other general staff work. This staff was housed separately from the OCJP.

Michael A. Foster . . . . . Project Office Manager  
Georgia Rademacher . . . . . Commission Secretary  
Sheila Murphy . . . . . Commission Secretary  
Susan Nicholas . . . . . Commission Secretary  
Martin Marmor . . . . . Intern  
Richard J. deSpelder . . . . . Intern  
David F. DuMouchel . . . . . Intern  
Laura K. Haddad . . . . . Intern  
Patricia A. Siemen . . . . . Intern

In addition to those OCJP staff who assisted specific task forces, the following persons helped to provide direction and overall assistance to the Commission:

Don P. LeDuc . . . . . OCJP, Administrator  
Richard K. Nelson . . . . . OCJP, Deputy Administrator  
Glen L. Bachelder . . . . . OCJP, Director of Planning  
Gail Light . . . . . OCJP, Public Information Specialist  
Gary Hogan . . . . . OCJP, Project Fiscal Officer  
Laura K. Haddad . . . . . OCJP, Assistant Editor  
Patricia A. Siemen . . . . . OCJP, Assistant Editor  
Lillian Pohl . . . . . OCJP, Office Manager  
Jane Ostrowski . . . . . OCJP, Secretary  
Becky Christ . . . . . OCJP, Secretary  
Kathy Pline . . . . . OCJP, Secretary  
Joyce VanDerWoude . . . . . OCJP, Secretary

The OCJP and the Commission had thought when the program began that the task force members would play a much more active role in performing their own research and original development of standards and goals. This did not happen, as the task force members were unable to do much more than react to staff work because of their own commitments.

Staffing became a problem because the project depended so heavily on contributed staff. For the most part, contributed meant that the loaned staff volunteered their time while attending to their full-time assignments with the lending agency. Control of the project in terms of uniform quality of staff work and ability to meet short-term deadlines were difficult because of the numbers of persons participating and their limited time. Persons who could devote only a small amount of their time were unable to explore the available literature and research results on specific issues to the depth desired by the OCJP staff and by some of the task force members.

VI FINANCING THE STANDARDS AND GOALS PROGRAM

The project officially began on April 1, 1973, with the approval of a Part C grant from the state's LEAA block funds. The budget was \$163,000 of federal funds, matched by in-kind services, which was to finance the project for 15 months and was to expire on June 30, 1974. The appointments to the Commission and task forces were scheduled for completion by March 23, 1973. They were not accomplished, however, until July 16, 1973, and the Commission did not meet until September 7 of that year. This slip in the schedule made it necessary to extend the grant project until January 31, 1975. The actual expenditures for the first project, covering 22 months, are as follows:

<u>Category</u>	<u>Expenditures</u>
Personnel (including fringes) for office manager, two stenographers, and five contractual interns	\$ 52,000
Contractual services (including a crime survey)	45,000
Travel (including meeting costs)	10,000
Operating expenses for office rental, printing and reproduction, office supplies, and telephone	53,000
Equipment	<u>3,000</u>
Total	\$163,000

Recently, a second grant, this time a discretionary grant from the Office of National Priority Programs, to the standards and goals division was approved. This grant is for \$147,114 and is made up of \$85,737 from Part C funds and \$61,377 from Part E monies. The budget for this grant follows.

<u>Discretionary Grant</u>	<u>Part C</u>	<u>Part E</u>	<u>Total</u>
Personnel	\$56,873	\$49,896	\$106,769
Contractual services	14,000	12,000	26,000
Travel	5,751	5,651	11,402
Operating expenses	13,640	0	13,640
Equipment	5,000	650	5,650
Federal share, 90%	\$85,737	\$61,377	\$147,114
State cash match, 10%	<u>9,527</u>	<u>6,820</u>	<u>16,347</u>
Total	\$95,264	\$68,197	\$163,461

## VII FORMULATION OF GOALS AND STANDARDS

The six task forces (originally five) began meeting in September 1973. Monthly meetings were the rule for most of the task forces, although during the 22-month process, meetings were sometimes held two and three times a month. The task forces selected issue areas in which they felt standards and goals might be developed. The staff would then have the responsibility of researching those issues or developing possible standards and goals.

The synopsis<sup>\*</sup> versions of the National Advisory Commission on Criminal Justice Standards and Goals (NAC) standards and goals were provided to the task force members, who were asked to identify those subject areas in which they felt standards and goals should be developed for Michigan. The "global" or sensational issues--such as gun control, capital punishment, and victimless crimes--were extracted for consideration at a later date.

The original plan of the OCJP staff had been to take each selected issue and perform a literature search thorough enough to place before the task forces a summary of opinions and research results germane to the subject. The staff had also envisioned much more research and investigation and developmental work by the Commission members than actually occurred. When individual Commissioners complained of receiving too much reading material, staff turned to a mode of summarizing much of the material so that Commission members could react to the material placed before them, rather than doing their own research and analysis.

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\* These synopses are taken from A National Strategy to Reduce Crime, NACCJSG, pp. 153-168.

### A. Selected Format

The format adopted by the Michigan Commission on Criminal Justice for their final draft is as follows:

- Chapter
- Introduction
- Goal
- Commentary
- Subject Area
- Subgoals
- Subgoal Commentary
- Standards
- Implementation Strategy.

Figure 7 has been excerpted from the draft standards and goals document entitled Draft Criminal Justice Goals and Standards for the State of Michigan, dated September 1974. The figure is a portion of the section on "Rehabilitation" and is presented here to provide the reader with a flavor of the complete document and to illustrate the format used by Michigan.

Each major section of the document is headed by an introduction on the general problems in the nation and the State of Michigan relative to the subject of that section. As can be seen from the pro forma format above, as well as the data in Table 6, the number of areas covered and the hierarchy of subjects covered are numerous. An analysis of Figure 7 gives an idea of the tremendous amount of work performed by the staff and Commission members in the preparation of massive amounts of material on a diverse number of subjects. An indication of the amount of work performed by the Commission and its staff is provided by the information contained in Table 6 below: A comparison with the standards and

V. CHAPTER 1: LEGAL FRAMEWORK AND INDIVIDUAL RIGHTS

GOAL:

To develop guidelines and policies which will ensure that the reasonable rights of offenders are protected.

COMMENTARY:

Most people agree that the principal justification for the existence of a corrections system is to protect the public and to help the offender become an independent and responsible citizen. Modern correctional theories demonstrate the need to humanely treat offenders in constructive rehabilitation programs. It is paradoxical that such practices and attitudes are stressed as the most important factors of successful offender rehabilitation, yet attention is seldom paid to the preservation and protection of offender's rights. The offender is granted all rights and benefits of the law up until the point he/she enters the prison system. After conviction, however, most legal benefits and privileges are denied.

This section of the Report deals primarily with the statutory framework of corrections and the need for adequate preservation of offender rights. Offenders under the jurisdiction of the correctional system must be protected by law from harmful or dubious practices. As corrections makes the transition to community-based treatment, it is essential to remove as many legal obstacles as possible. Successful offender reintegration will be frustrated if offender rights are violated. If the community continues to discriminate on the basis of prior criminality, the concept of successful offender rehabilitation will remain rhetoric rather than become an accomplished goal. (N.A.C., 1973d: 21)

"Affirmative and organized efforts must be made by community leaders, correctional officials, legislators and judges to influence public opinion." (N.A.C., 1973d: 21) Community support and legislation will be necessary to secure for the offender an appropriate and just role in society. Discriminatory practices and inconsistent philosophies only reinforce the offender's negative self-concept and exacerbate the offender's social outcast status. It will require serious efforts from the community and correctional agencies to provide the positive environment necessary to offender reintegration. Providing a sound legal framework of corrections and preserving as many rights as possible is the basis of such an effort.

1. THE STATUTORY FRAMEWORK OF CORRECTIONS

SUBGOAL

To immediately insure that the powers of government are allocated or modified, where necessary, to provide reasonable protection for those under the jurisdiction of the correctional system, while allowing flexibility and effectiveness in the administration of the system.

SUBGOAL COMMENTARY:

An effective correctional system requires a sound legal foundation, comprehensive planning, and program development. While law provides the statutory framework for sound administration, it cannot insure it--for legislation can create but not implement or administer.

Michigan has a legal structure which allows for a relatively coordinated and effective correctional system. Prisons, parole, and parole board functions are unified in a single department. The repressive measures embodied in the laws of many states are largely absent from Michigan statutes. Correctional agencies wishing to authorize innovative programs rarely find barriers built into the law and it is seldom that an offender wishing to demonstrate a reformed life finds statutory barriers. Many statutory provisions recommended for other states' correctional systems are not needed in Michigan. A legal structure for appropriate use and promulgation of administrative regulations already exists.

Where further reform or progress is needed, however, it can generally take place without disturbing present legislation. Lack of funds is the major stumbling block in the implementation of a desired change. In these somewhat turbulent political times, and in the aftermath of violent episodes such as Attica and Huntsville, a reintroduction of the body of correctional law to the legislative forum for wholesale amendments and repairs might result in a diminution rather than an enhancement of the progressive statutes presently in effect. For this reason, the changes recommended in the standards which follow are not wholesale. The principal needs for change with respect to corrections in existing Michigan law, particularly in the sensitive areas of sentencing and the criminal code, are covered in the chapters which deal selectively with that subject matter.

It is recognized that the full implementation of legislative change is a slow and haphazard process, because of inadequate funds. This is particularly true at the local level with the limited tax base and the varied needs and competing priorities. Where the implementation of new legislation or the adoption of standards recommended in this Report places a new fiscal burden on local jurisdictions, it is recommended that state appropriations be provided to assist in implementation.

STANDARDS:

- V.1.1.1. By 1976, the Department of Corrections should review its administrative policies and procedures to identify all those which properly belong in the Administrative Code. This review should be cognizant of areas not currently covered by formal procedures which may need to be added to the Code, as well as the translation of existing procedures into the Code.
- a. These procedures should be more detailed and specific than provisions provided by statute. They must be consistent with the recommendations in the Michigan standards concerning the rights of offenders.

FIGURE 7 AN EXAMPLE OF MICHIGAN STANDARDS AND GOALS (Continued)

FIGURE 7 AN EXAMPLE OF MICHIGAN STANDARDS AND GOALS

STANDARDS (Continued)

- b. The administrative rules identified by the study suggested above must be published, given a public hearing, and filed and adopted according to existing procedures under the State's Administrative Code.
- V.1.1.2. Michigan should enact or clarify legislation so as to require a pre-sentence investigation and written report in: (1) all cases where the offender is a minor; (2) all felonies; and (3) all misdemeanors leading to terms of incarceration.
- V.1.1.3 By 1975, Michigan should amend its statutory authorization for Prison Industries Programs so that there is no prohibition of: (1) the sale of prison industries products on the open market; (2) paying full market wages; and (3) providing working conditions comparable to outside employment.
- V.1.1.4 By 1975, legislation should be introduced to authorize a procedure for an ex-offender with a single criminal conviction to have his conviction expunged from the record. This legislation would require at least five years after service of sentence without evidence of criminal behavior before expungement. Serious violent offenses would not qualify for expungement.

IMPLEMENTATION STRATEGY:

The standards in this Report should be analyzed and compared with present correctional legislation and departmental administrative code, with the intent of modifying or changing the legal framework where it does not support the standards. Where legislative change or administrative code revision places a new fiscal burden on local jurisdictions, it is recommended that State appropriations be provided to assist in implementation.

FIGURE 7 AN EXAMPLE OF MICHIGAN STANDARDS AND GOALS (Concluded)

Table 6

NUMBER OF AREAS COVERED

Major Category	Section Introduction	Goals	Goal Commentaries	Subgoals	Subgoal Commentaries	Standards	Implementation Strategies
Crime prevention	1	2	2	12	12	69	12
Juvenile justice	1	3	3	13	13	92	13
Investigation and arrest	1	6	6	31	31	130	31
Adjudication	1	2	2	10	10	128	10
Rehabilitation	1	3	3	15	15	108	15
Management	<u>1</u>	<u>3</u>	<u>3</u>	<u>10</u>	<u>10</u>	<u>42</u>	<u>10</u>
Total	6	19	19	91	91	569	91

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recommendations of the National Advisory Commission on Criminal Justice Standards and Goals (NACCJSG) shows some of the following differences:

- The Michigan goals and standards are interrelated that is, for each major issue area goals and subgoals are developed. Standards are then developed which are meant to be the means by which the goals and subgoals can be achieved. The NACCJSG volumes contained only 5 goals and they were crime specific rather than for the criminal justice system operations.
- The Michigan version contains 569 standards compared with 422 standards and 97 recommendations from the NACCJSG. Such comparison is not meant to imply that more standards are better, but to show that Michigan Commission built upon the foundation set by the NACCJSG and went further in detailing additional standards for the state.
- The Michigan standards and goals document contains brief statements outlining strategies by which some of the standards and goals can be implemented. Such strategies often involve other sectors of government than those traditionally thought of as part of the criminal justice system.

The goals and subgoals were outlined by staff early in the process. The task forces were asked to refine the goals and subgoals and to develop specific standards for each of the subgoals, as well as strategies for implementation. The introductions and commentaries were developed by staff or interns.

B. Problems Encountered in the Formulation Process

1. Maintaining the Schedule

Participants and staff alike detailed some basic problems that they encountered in the formulation process. Like many programs calling for the appointment, commitment, and orientation of large numbers of persons, the project was initiated several months late. Once under way, there was a certain amount of floundering and searching for direction by task force members who felt a need for clearer understanding of their charge, not only in the depth and breadth of their assignments, but also

for the procedures they were to use. The Executive Committee was asked to establish clearer guidelines to assist the task forces. Uncertainty was more pronounced in those task forces where the subject matter was broad and could easily infringe on related social issues.

A difference of opinion existed among the OCJP staff as to the reason for the above difficulties. One staff member suggested that the entire effort was suffering from lack of a game plan or strategy that spelled out the procedures and expectations of the program. Another said that the strategy was contained in the grant application, which detailed the objectives, target dates, and processes to be used, but that nobody followed them. A third indicated that the primary cause was lack of strong staff leadership and direction, and that when leadership was provided--by the assignment of the Deputy Administrator of the OCJP as the Project Leader--the Commission and task forces got on track and moved to completion.

2. The Scope of the Effort

Other problems identified were the large scope of the development effort, the overwhelming amounts of staff work required, and the time needed by the task force members to digest and discuss the prepared materials. Most staff work was provided on a voluntary basis, by staff borrowed from the OCJP, the State Police,\* the Corrections Department, various police departments, and a host of other agencies. (See Section V on staffing patterns.) In most cases these people were taking on standards and goals assignments in addition to the duties imposed on them by the agencies that employed them. Inasmuch as most task force members

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\* The Department of State Police and the Department of Corrections each contributed the full time of one employee for several months, exclusive of other duties.

also had full-time responsibilities as administrators of their agencies, the workload devolved upon the voluntary staff, augmented by students who were retained by the OCJP.

Several persons interviewed said that the scope of the project was too broad, that the time schedule was unrealistic, and that the Commission should never have attempted to do so much in such a short time. A task force chairman suggested that more time should have been given to development, with the opportunity to sit on the product for a year or more, allowing for citizen and agency review, and allowing Commission members to rethink their positions on the issues. After that time, they could have reconvened to modify their work and take final adoptive action.

### 3. The Model Standards and Goals

Persons interviewed disagreed on the helpfulness of the model standards and goals of the National Advisory Commission on Criminal Justice Standards and Goals. Several felt that the NACCJSG covered too many subjects and that some staff and Commission members were too much committed to following the format of those documents, as shown by the following statement:

We found the NACCJSG standards and goals too disconnected. We wanted to isolate the key issues and then lay out some standards which declared desirable levels of outputs of desirable levels of quality for each of those issues, but staff had a preoccupation with the NACCJSG categories and format. When we asked them to find us some information on certain issues, they would always search through the NACCJSG volumes only and gather all materials therein which related to the subject issues.

Other persons felt that the NACCJSG standards and goals were invaluable in providing expert opinion on a wide variety of subjects, and they provided a comprehensive list of remedies that the state could choose to accept, reject, or modify.

### 4. Validation of the Standards and Goals

Of concern to some of the critics of the Michigan standards and goals process was their allegation that insufficient research or literature search on the issues was done. As an illustration, one regional planner said:

Take the Criminal Justice Management standards which call for consolidation of police departments in different categories in the state. Several in-depth studies exist that show that "bigger is not better," and that above certain department sizes, efficiency in police operations diminishes. I wish the Commission would have at least looked at those types of data before they took their positions. Without supportive data, the standards are only someone's opinions.

### 5. Development of Priorities

The establishment of priorities as required by the Crime Control Act of 1973 has not yet been part of the Michigan process. Discussions with OCJP staff revealed that although they do not plan immediately to set priorities, the implementation committees will select on standards and goals that they feel should be implemented first and will develop implementation strategies for them. Thus, priorities will arise out of the implementation process.

## VIII CITIZEN AND AGENCY REVIEW OF THE STANDARDS AND GOALS

On September 18, 1974, eight public hearings were held throughout the state--in Detroit, Delta College, Marquette, Pontiac, Lansing, Ann Arbor, Mount Clemens, and Grand Rapids. These hearings were intended to acquaint criminal justice professionals, interest group representatives, and the general public with the proposed standards and goals, and to solicit their opinions. A second hearing was held on October 30, 1974, in Lansing. It was a one-day hearing in which each task force met in separate rooms in the building, hearing testimony mostly from criminal justice agency personnel. In the afternoon, the entire Commission convened and heard further testimony on the substance of the proposed standards and goals.

### A. Preparations for the Hearings

The Public Information Officer of the OCJP sent invitations to some 1,800 individuals or agency heads, inviting them to the public hearings. Draft copies of the standards and goals document, or an executive summary thereof, were sent to many of those invited.

Newspaper articles were prepared and sent to 56 Michigan daily newspapers, many of which printed the announcements. Approximately five of the papers carried their own articles or features. A flyer was sent to be included in all state newsletters emanating from state agencies. Some radio and television spot announcements were used, and several persons appeared on radio talk shows to discuss the standards and goals.

Approximately one week before the hearing, 1,800 copies of the draft standards and goals document were mailed. The OCJP wanted to mail these

earlier, but under the circumstances, they had difficulty getting the documents assembled and printed before that time.

Each Commissioner and the Governor were sent prepared press releases to use in announcing the public hearings and in requesting public response, if they desired to use them.

Each regional and local planning unit director was invited to a planning meeting to finalize details on the hearings being held in his area. Each was asked to contact certain persons and agency personnel in his region or county and to take care of arrangements for the hearing site and facilities.

### B. How the Hearings Were Conducted

Small packets of information given to persons attending the hearings contained the following:

- Welcoming letter, signed by the Lieutenant Governor, including a definitive statement of the standards and goals process, what led up to the meeting, the purpose of the meeting, what would be done with what was said at the meeting, and where the process would lead.
- Rules and procedures for the meeting (see Figure 8).
- Synopsis (most significant high points) of Michigan's proposed standards and goals.
- Questionnaire, to be filled in by members of the audience and deposited in the box upon leaving the session (see Figure 9).
- Request to speak card (one card in each packet).

The hearings were opened with a welcome and introductory remarks by the chairman and a panel of Commission members, after which the procedures were followed as outlined in the rules in Figure 8. Attendees at the hearings reported that discussions were lively as agency professionals and the public testified on the substance of the standards and goals and on the processes and procedures used.

- A. The general points for discussion in today's meeting are included in the booklet.
- B. If you wish to speak on a given topic, fill out one of the cards in your packet. Pass the card toward the aisle. It will be collected and forwarded to the panel chairman.
- C. The panel chairman will call on members of the audience to speak in the sequential order in which he received the cards. He will initially call two names. The first person will go to the microphone at the front, center of the audience, and the second will take the designated "next to speak" seat. Thereafter, each person newly called will move to the microphone via the "next to speak" seat.
- D. To allow maximum participation, the chairman will use a timer, limiting each speaker to five minutes of floor time.
- E. During the course of the meeting, you are encouraged to fill out the questionnaire in your packet. Please deposit it in the box at the registration table on your way out.

FIGURE 8 RULES AND PROCEDURES FOR THE MEETING

The Michigan Commission on Criminal Justice is interested in your reaction to the Standards and Goals which have been developed by the task forces. The verbal and written responses from today's hearings will be presented to the Commission for their consideration on September 30, 1974.

Name \_\_\_\_\_ Affiliation \_\_\_\_\_

Address \_\_\_\_\_ City \_\_\_\_\_

A. Should school records be available to criminal justice agencies?  
(Standard I.1.1.14)

Yes

No

Comments: \_\_\_\_\_

\_\_\_\_\_

B. Should each trial court have a family division? (Standard II.2.1.1)

Yes

No

Comments: \_\_\_\_\_

\_\_\_\_\_

C. Should juveniles be held in jail under any circumstances?  
(Standard II.2.2.7-b)

Yes

No

Comments: \_\_\_\_\_

\_\_\_\_\_

D. Should alleged delinquents be entitled to a jury trial?  
(Standard II.2.6.2)

Yes

No

Comments: \_\_\_\_\_

\_\_\_\_\_

FIGURE 9 PUBLIC HEARING RESPONSE QUESTIONNAIRE

C. Results of the Hearings

It was estimated that 600 persons attended the public hearings, most of them professionals within the criminal justice system. The turnout of citizens, especially those not employed in the justice system, was small. The complete proceedings of the hearings were recorded on tape, though no written transcript of them has yet been made. A summary of comments and issues raised in the hearings was made by staff and distributed to Commission members. The Commission modified the standards and goals based on some of those issues. The standards that elicited the most controversy and discussion were those related to consolidation of police agencies within the state.

OCJP staff estimated that roughly five percent of the standards were modified because of input received from the hearings.

D. Problems Encountered in the Hearing Process

The major problem of the public hearings was the inability to reach that sector of the public not employed in the criminal justice system. Despite the tremendous amount of public notice given before the hearings, few of the general public attended. The same is true with respect to criminal justice professional associations and special interest groups. The administrative staff of the Michigan State Bar Association, the State League of Women Voters, and others were either not aware of the existence of the Commission and the public hearings or had heard of them only by accident or because of their own resourcefulness, even though the OCJP and the newspapers had advertised substantially.

Another problem is the limited number of issues that can be discussed in any public hearing. The OCJP anticipated this and, knowing they could not discuss all of the standards, they attempted to highlight those that they thought might be the most controversial. These were included in the

hearing packet. Some persons and agencies took offense at this since only 17 of the 569 standards were highlighted in this manner, giving rise to some concern about the contents of the remaining 552 being slipped past them.

Closely related to the above problem was the inability of the OCJP to mail hearing materials early enough for attendees to study fully the contents of the draft. Under the circumstances, the OCJP may have had no other options, since they were attempting to adhere to their schedule, and since the draft documents were being modified and printed so close to the hearing date.

The OCJP staff expressed some frustration over the problem of drafting the document so that it was professionally acceptable to criminal justice agency personnel and yet understandable to the lay public. They lamented the difficulty of meeting both objectives.

## IX THE ADOPTION OF THE MICHIGAN STANDARDS AND GOALS

After the task forces had completed their initial drafts of standards and goals for their respective areas, the full Commission held a two-day study session at Boyne Mountain, during which some modifications were made. At the conclusion of the session, they tentatively adopted the standards and goals. Public hearings were held in eight locations on September 18, 1974. The OCJP staff recorded the hearings and wrote a summary of the major points and issues for consideration by the Commission. In their meeting of October 1, 1974, the Commission had planned to formally adopt the standards and goals document. During the meeting, however, the Commission decided not to adopt it, since many of the operational personnel of the various criminal justice agencies in the state complained about having only a few days to study the document or to comment on its contents. Therefore, the Commission scheduled a one-day hearing at Lansing on October 30, 1974, and invited agency personnel to make their comments and input known. Approximately 400 persons attended. On December 16, 1974, the full Commission convened again and adopted the final version of the document, which is now being printed for distribution sometime in March 1975.

Some individuals, organizations, and agencies were unhappy with the speed of the approval process, especially regional and local agency people, as witnessed by the following articles:

Many county supervisors and criminal-justice personnel felt they had not had time to review the bulky proposal, which runs to 600 standards and goals, and even in executive summary couldn't be compressed below 60 pages. Most county officials at the meeting agreed they had received the report or summary less than a week before the meeting.

County News (October 21, 1974)

The Michigan Commission on Criminal Justice voted last week to delay final consideration of its criminal justice goals and standards until December 16, according to Gail Light of the Office of Criminal Justice Programs.

Public response indicating a need for additional time to study the massive goals and standards document before final approval, however, prompted the Commission to extend its deadline.

Crime Control Digest (October 14, 1974)

In view of the fact that the draft of the standards was received by most criminal justice administrators less than a week prior to the public hearings on September 18, 1974, we have come to the conclusion that there is a definite intent on the part of the proponents of the standards to railroad them through to adoption before the full import can be registered on the citizens of Michigan.

The criminal justice goals and standards as proposed can, after reading and close evaluation, only be construed as a blueprint for state control of the criminal justice system and emasculation or elimination of local units of government in the critically sensitive areas of police, prosecutorial, adjudicatory, and corrections.

Michigan Counties Today (October 1974)

After the second public hearing was held and more city and county criminal justice agency people had a chance to read the standards and goals and comment upon them, some of the paranoia and concern reflected in the above articles appears to have subsided. Very few individuals appear to have studied all of the standards and goals in detail, but instead focused on one or two which appeared to be most threatening. One could infer from this that all of the rest of the goals, subgoals, and standards were acceptable. However, the real test of the acceptability of individual standards will be as state and local agencies move into the implementation phase and the viability and feasibility of each will be evaluated.

X FUTURE PLANS FOR IMPLEMENTATION OF THE STANDARDS AND GOALS

Several of the key persons who were heavily engaged in the standards and goals process during the past two years no longer occupy those positions, although they may be engaged in some capacity with the effort in the future. Lieutenant Governor Brickley, who was the chairman of the Commission and who functioned in a leadership and catalyst role throughout the process and who maintained close liaison with Governor Milliken, is now president of Eastern Michigan University in Ypsilanti. Don P. LeDuc, the former administrator of the OCJP, is now a professor at the Cooley Law School in Lansing. Richard K. Nelson, the deputy administrator and ultimately the project director of standards and goals, has recently been hired by the Michigan Department of Corrections as the director of field services. Gail R. Light, who was the public information officer, and who directed the public hearing process for the OCJP, has also joined the staff of Department of Corrections. Colonel John R. Plants of the management task force has resigned his position as the director of the Michigan Department of State Police and is now an executive with the Michigan Automobile Club. Robert Richardson, the chairman of the adjudication task force, and former state senator from Saginaw, is now employed by the Michigan State Department of Treasury.

Because of the above changes, the persons who will be directing future efforts of standards and goals have not yet been appointed; consequently, the plans for implementation are not finalized at this time. The OCJP has received a grant of \$147,114 of discretionary funds from the Office of National Priority Programs. The grant application as written calls for the enactment of several of the approved standards by establishing a triad of implementation committees as follows:

- Abolition of the existing 75-member Michigan Commission on Criminal Justice in May 1975.
- Creation of three new entities:
  - Commission on Criminal Justice--reconstituted to 25 or more members.
  - Council of State Criminal Justice Agencies--composed of the administrators of the criminal justice agencies of state government.
  - Commission on Juvenile Justice and Delinquency Prevention--consistent with the new federal act on juvenile justice.

The Commission on Criminal Justice will act as the lead commission and will assign specific areas of study or standards to the other two entities. The following is excerpted from the current grant application:

In the first quarter of 1975, the Governor in implementing one of the standards shall dismiss the present Michigan Advisory Commission since it will have completed its charge to develop goals and standards for the state's criminal justice system. By Executive Order, he shall appoint a new Commission consistent with Standard VI.1.1.1.

VI.1.1.1. The Commission on Criminal Justice should be reconstituted as an advisory body of no more than 25 members. The members should represent relevant state agencies, regional and local criminal justice agencies, concerned citizen groups, and all geographic areas of the state with appropriate representation of women and minorities. Members of the Commission should be appointed by, and serve at the pleasure of, the Governor with no specified term of service. The Commission should select an Executive Committee of no more than five (5) members with such powers as the Commission might delegate.

It should be recognized that at this time the exact size of the Commission may exceed the number proposed by the Standard. The factors that may affect a variance will include both the Governor's desire in terms of representation and the requirements as described in M4100.10. In addition he will be asked to implement Standard VI.1.1.2.

VI.1.1.2. The Governor should create a Council of State Criminal Justice Agencies as soon as the goals and standards for criminal justice are presented to him. The Council would consist of the heads of the state-level criminal justice agencies in order to provide formal coordination among them. The Council would make recommendations appropriate to the improvement of state-level organization, coordination, and effectiveness of criminal justice services with special emphasis focused on future organizational plans for the development of uniform state-wide criminal justice jurisdictions.

Although the council's major role will be policy formulation at the state level, its relationship with the Commission activities is absolutely essential. Part of its charge will be to formulate policy that will implement appropriate goals and standards. Special studies will be required to ascertain the appropriate action and its impact on other parts of the system-- local and state. It will serve as the implementer of appropriate goals and standards at the state level through policy development and direction on the part of the membership.

#### Method

The Advisory Commission, once established, will proceed on a task orientation basis through subcommittees that have a single purpose objective. When an assignment is complete, the subcommittee will be dissolved and members will be reassigned to another task or tasks. Assignments will be based on the Commissioners' particular expertise and it is unlikely that a single Commissioner will serve on successive committees with the same Commissioners as in the first instance.

The only exception will be the creation of one standing committee to deal with ongoing plan review. The executive Committee will select the special implementation proposals to pursue, prioritize them, assign committee members, and generally oversee the activities of the Commission. Staff resources will be managed by the project director. Study committees shall consist of no more than five (5) members. Each committee may double its size by the appointment of ad hoc members from the functional area to be studied. The process will call for selection of additional members by the study committee and appointment by the Commission Chairman. The appointee will serve for the duration of the study without compensation except necessary expenses. The purpose is

to assure participation in each special study of outstanding experts in the area to be studied.

A number of special committee assignments appear likely at this time. Committees may be formed and charged to formulate definitive implementation plans in the following areas:

1. Family Court
2. Plea Bargaining
3. Sentencing Proposal
4. Court Delay
5. Diversion Plan
6. Defender System
7. Standard Policing Plan for Michigan
8. Integrated Correctional System
9. Criminal Justice Districts
10. State Level Law Enforcement Integration

The decision, however, remains with the Executive Committee.

#### Subcommittee Procedure

The exact approach will be mandated by the nature of the problem, the end product desired, and the desire of the subcommittee. A number of devices come to mind that could be used to aid their work:

- Literature review
- Data
- Surveys
- Expert testimony
- Cost analysis
- Public opinion
- Site visits to similar programs

The final product could be in the form and style of a prescriptive package with its goal to achieve the implementation of the criminal justice goal it specifically addresses. If legislation is required, then the language could be proposed.

#### Juvenile Justice and Delinquency Prevention

In compliance with the Juvenile Justice and Delinquency Prevention Act of 1974, the Governor shall appoint a commission to carry out its mandates. In addition to that, the commission shall be charged with the development of definitive

strategies for the implementation of applicable goals and standards. They will maintain constant liaison with the Advisory Commission on Criminal Justice, and staff services will be managed by the project director for the Advisory Commission.

#### Staff

To assure absolute coordination of staff activities for the Council, Commission on Criminal Justice, and Commission on Juvenile Delinquency, all staff will be responsible to the Project Director. He will assign a key staff person to the Council and Commission on Juvenile Delinquency. Other staff will be provided by Juvenile Justice funds when provided. In addition to serving as the Executive Secretary to its assigned group, he shall also be responsible as the program planning coordinator of the respective area to which he is assigned. It is through this dual role that coordination with state planning and policy regarding incorporation of goals and standards into the state comprehensive criminal justice plan is assured.

The staff demands by the Council to conduct special studies shall be provided by either the member agency or through this project. Itinerant staff will be recruited from the local universities and contracted to serve under the supervision of the project director for the two Commissions and the Council on an as needed basis. Graduate internships will be offered to provide general short-range staff to respond to the general needs. The breakdown in summary is:

Permanent staff--Project Coordinator  
Executive Secretary--Commission on  
Juvenile Delinquency  
Executive Secretary--Council  
Office Manager  
Secretaries

Part-time/intermittent staff--Interns  
Graduate Students

Consultant services will be held to a minimum and shall be utilized only when the nature of an effort--such as state-wide surveys--are conducted. The approved procurement process will be followed.

#### XI SUGGESTIONS FOR OTHER STATES

As the researchers were obtaining the necessary data for this case study, the interviewees were asked to relate lessons they had learned in the process and to provide suggestions for other states that might be initiating processes for standards and goals development. The following suggestions may be instructive for those states, even though some of their circumstances will be different from those in Michigan.

##### A. On the Use of Commissions or Task Forces

- (1) Do not expect commission or task force members to immerse themselves in the literature or to develop original position papers on the issues unless they are relieved of some of their professional load. The persons commonly appointed to blue ribbon panels or task forces are usually administrators who have excelled in their fields or professions and are extremely busy. Consequently, there are limits to the time they can devote to activities outside of their full-time professional responsibilities, and family and social obligations.
- (2) Allow ample time--in the development of schedules and time deadlines--for appointment, commitment, and orientation of task force or commission members. The appointment process is often delayed, which throws all activities off schedule.
- (3) Ensure that all participants, especially chairpersons, know the schedules to be maintained, the substantive activities to be accomplished, and especially the procedural rules to be followed. If these are not known early in the process and reinforced throughout, frustration and confusion may follow.
- (4) Give appointees an idea of the number of meetings and the amount of time per month expected of them and obtain their commitment to devote that amount.

- (5) Engage as many interests in the process as possible. If those interests cannot be represented on the task forces or commissions, the agencies should be asked to prepare their own position statements on certain issues before a statewide product has progressed to the point of public hearings or adoption.
- (6) Reduce the aggregate demands for time of busy task force or commission members and expedite the entire process by assigning small subcommittees of two to four persons to prepare position papers or suggested standards and goals for a specific area. These can then be brought to the larger, more diverse groups for full discussion and modification.

B. On Conducting Successful Public Hearings

- (1) The issues and the standards and goals developed therefrom must be translated into lay terms. The general public is not accustomed to the language of the criminal justice system, nor are they accustomed to being invited to give their attitudes and opinions on the various subjects therein.
- (2) Material to be discussed at a public hearing should be sent out at least 45 days before the hearing. Criminal justice agencies, other elected and appointed officials, interest groups, and interested citizens must have time to review the contents and formulate responses or positions. It is unfair to these people not to provide this courtesy, and is bound to generate or magnify feelings of distrust and paranoia.
- (3) Ample publicity should be given to the standards and goals effort throughout the process, not just at the conclusion--a difficult task because standards and goals can be so broadly stated and may cover so many issues that they may not create much interest for the media. For instance, the global issues of gun control and capital punishment will naturally create more excitement than many of the hundreds of other issues likely to be discussed. Even though the OCJP had mailed over 2,200 invitations to, and notices of, the public hearings in addition to arranging some radio and television spots, many agencies and professional association representatives complained that they did not hear about the hearings

in Michigan except incidentally. Some interviewed were not even aware that the standards and goals effort had been under way.

C. On Selection of Staff

- (1) For director of the project, a state might consider a person who is skilled in community organization and is able to obtain the helpful participation of many agencies and groups.
- (2) The director must also be strong from a leadership and management standpoint. He will need to challenge constantly the commission or task force members to fulfill their assignments and to meet the target dates. He will also need ingenuity in finding methods for keeping all participants enthusiastic about their tasks, especially in the latter stages when the number of donated hours begin to accumulate.
- (3) At least one full-time staff should be assigned to any task force or group to gather the data required, to do the research, and to synthesize the material needed by the participants. Students can also be helpful for researching specific issues. The quality of their work is generally good, their interest is keen, and they are easily recruited through the colleges and universities.
- (4) To obtain persons with practical experience for the staff work, leaves of absence for skilled persons from criminal justice agencies might be obtained so that they could perform the research and staff roles required. Such persons would know the system, would be able to obtain available data, and would perhaps be even greater assets to their parent agencies after the experience. In addition, they would be likely to have the respect of commission members, thus ensuring a product of higher quality.

D. On the Scope and Size of the Effort

- (1) At the beginning of the process, policymakers should devise a method for narrowing the focus of the effort to a workable and manageable size within the given time frames.

- (2) Fewer standards might be selected for review. Many of the model standards or recommendations contain professional opinion, unsubstantiated by proven research. While they may be accurate, unless they have some tangible basis, they may not be acceptable to the agencies that would later implement them. If fewer standards are selected, greater depth of research and discussion is possible, more review and input opportunities exist, and the final product will have greater credence with criminal justice agencies.
- (3) A state may wish first to explore emotional issues (or global issues, as they are referred to in Michigan) and then come back to the more mundane issues or, as was the case in Michigan, they may wish to handle the global issues after taking positions on the less controversial ones. The number of emotional issues being considered impacts heavily on the number of areas that commission or task force members will be able to explore.
- (4) The state might focus only on the priority issues and mobilize the efforts of professionals citizens on those issues only. It is doubtful that hundreds of standards developed to a limited degree of detail in areas not important enough to attract the attention of the citizenry and professionals will be of much guidance to the operational agencies. Only a limited number of significant improvements can be implemented satisfactorily in a short time.

E. On Maintaining Adequate Channels of Communication

- (1) The ideal for facilitating communication among criminal justice agencies, interest groups, and citizens would be to engage all of them in the development process. Because this is not feasible, other methods of keeping them informed are necessary. Currently, there is too much dependence on "typical representation" as a means of communication. The concept is that if you put a police chief or a district attorney or a mayor or a citizen on a commission or task force, each will keep the persons within his own agency informed of the issues and the positions taken by the whole group. In addition, it is optimistically assumed that each representative will tell each of his peers of the activities taking place in standards and

goals development. The Michigan experience was that some of those who complained most about lack of communication were agency professionals whose supervisors were members of the Commission. Obviously methods additional to "typical representations" are needed.

- (2) Heavier reliance on public relations, mentioned earlier, is suggested. In addition, meeting notices--relatively inexpensive to distribute through the mails--should be sent in large numbers. (Minutes of meetings are usually too bulky, especially when they contain enclosures.) However, since standards and goals projects in most states are financed with grant funds that require quarterly reports, these reports, an adaption thereof, or a brief newsletter might be sent to large numbers of agencies, media, interest groups, and professional associations to keep them informed on a regular basis.

## XII SUMMARY

The work done by the Michigan Commission on Criminal Justice, its task forces and staff is significant on a national basis, as the state was one of the first to begin to develop standards and goals for their state. Just as the work accomplished by the NACCJSG was invaluable as a starting point for the states in this effort, the recently adopted standards and goals of Michigan can serve as a point of reference and a guide for state and local criminal justice agencies. The Commission members and staff undertook a tremendous amount of work and spent large amounts of their free time analyzing a broad number of issues, an effort for which they should be commended.

Ex-Lieutenant Governor James H. Brickley (now president of Eastern Michigan University), who served as the chairman of the Commission, made the following comments in summarizing what has been accomplished.

What have we gained? We were able to bring the participants of the criminal justice system together and have them spend a great deal of time wrestling with the issues. This is significant because the fragmentation in our system is our greatest problem. The team work engendered within the task forces will carry over into operations of the different components of the system.

The professionals were forced to articulate their views and make some very difficult decisions on major issues. Those decisions are now captured in writing where the citizens and interest groups can analyze them. We've never had that before.

I am concerned that we did not get much input from the citizens in the first round of hearings. Most of what is contained in the standards and goals is what the system participants wanted. However, in the second round, I think more citizen views than agency views will be evident.

If someone is looking for the revolutionary ideas or the extremely innovative changes occurring in the criminal justice

system because of the standards and goals process, I don't think they will find it. My philosophy is that improvement is an 'inching process,' and the standards and goals provide direction for that incremental process of improving the justice system and reducing crime.

## PERSONS INTERVIEWED

The persons listed below were interviewed by the case study team to determine how the Michigan standards and goals program proceeded and how it was received. The interviewees are a representative cross section of the participants and observers of the process as well as some who were not involved, but who have an interest in the criminal justice system. Each person interviewed was candid and willing to contribute their ideas. The staff of the OCJP was extremely helpful and willing to provide resource documents and their objective judgments of the success of the program. Because of such cooperation, the case study should be of greater value to other states which may wish to learn from the Michigan experience.

1. Lt. Governor James H. Brickley  
Former Chairman of the Michigan Commission on Criminal Justice
2. Richard K. Nelson  
Deputy Administrator, OCJP
3. Glen L. Bachelder  
Director of Planning, OCJP
4. Gail Light  
Public Information Officer, OCJP
5. Michael A. Foster  
Project Office Manager, OCJP
6. Gary Hogan  
Project Fiscal Officer, OCJP
7. Harold R. Johnson  
Chairman of the Crime Prevention Task Force
8. Dr. Victor Strecher  
Chairman of the Investigation and Arrest Task Force
9. Robert Richardson  
Chairman of the Adjudication Task Force
10. Col. John Plants  
Chairman of the Management Task Force
11. Denise Lewis  
State League of Women Voters
12. Ilene Tomber  
Commissioner, Past President of the League of Women Voters
13. Terry Boyle  
Wayne County Prosecutor's Office

- 14. Eugene Baldwin           Coordinator of Regional Planning Unit #5
- 15. Paul Andrews           Criminal Justice Planner, Regional Planning Unit #1
- 16. Duke Hynek             Criminal Justice Planner, Regional Planning Unit #4
- 17. Doug Sweet             Michigan State Bar Association
- 18. Tom Martin             Michigan Office of Intergovernmental Relations
- 19. William Davis          Associate Director, Michigan Municipal League

**END**