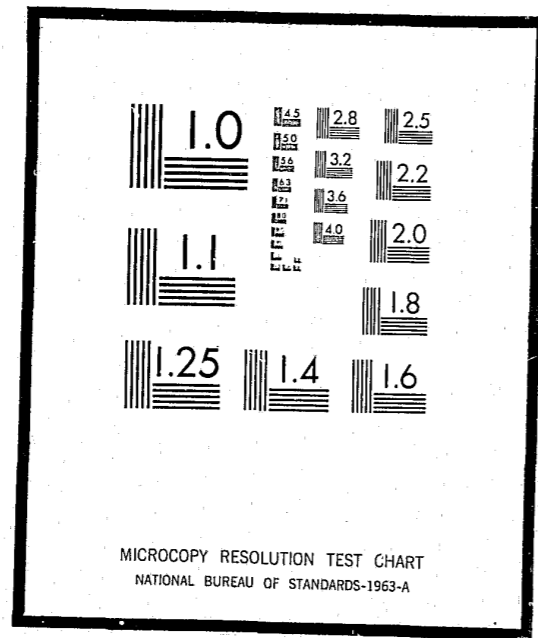


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CRIMINAL JUSTICE MONOGRAPH

Progress Report of the National Advisory Commission on Criminal Justice Standards and Goals, May, 1972

This monograph consists of papers on related topics presented at the Fourth National Symposium on Law Enforcement Science and Technology, May 1-3, 1972 conducted by:

THE INSTITUTE OF CRIMINAL JUSTICE
AND CRIMINOLOGY
UNIVERSITY OF MARYLAND

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June 1973

U. S. DEPARTMENT OF JUSTICE
Law Enforcement Assistance Administration
National Institute of Law Enforcement and Criminal Justice

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FOREWORD

This publication is one of a series of nine monographs extracted from the Proceedings of the Fourth National Symposium on Law Enforcement Science and Technology.

The principal Symposium theme of "Crime Prevention and Deterrence" was chosen by the National Institute as a reflection of LEAA's overall action goal - the reduction of crime and delinquency. Whereas previous Symposia examined methods of improving the operations of individual components of the criminal justice system, the Fourth Symposium was purposefully designed to look beyond these system components and focus on the goal of crime reduction.

A major conference subtheme was "The Management of Change: Putting Criminal Justice Innovations to Work." The Institute's overall mission is in the area of applied rather than basic research, with special attention being given to research that can be translated into operational terms within a relatively short period of time. We have therefore been interested in exploring the obstacles to the adoption of new technology by criminal justice agencies. Many of the Symposium papers identify these obstacles - attitudinal, organizational, and political - and discuss how they are being overcome in specific agency settings.

The titles of the nine Symposium monographs are: Deterrence of Crime in and Around Residences; Research on the Control of Street Crime; Reducing Court Delay; Prevention of Violence in Correctional Institutions; Re-integration of the Offender into the Community; New Approaches to Diversion and Treatment of Juvenile Offenders; The Change Process in Criminal Justice; Innovation in Law Enforcement, and Progress Report of the National Advisory Commission on Criminal Justice Standards and Goals.

This monograph contains a six month progress report from the National Advisory Commission on Criminal Justice Standards and Goals; which was established by LEAA in October 1971 to develop national goals, performance standards, and priorities for reducing crime and delinquency. The final report of the Commission has been published as the Working Papers of the National Conference on Criminal Justice.

Martin B. Danziger
Assistant Administrator
National Institute of Law Enforcement
and Criminal Justice

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INTRODUCTION

The Fourth National Symposium on Law Enforcement Science and Technology was held in Washington, D.C. on May 1-3, 1972. Like the three previous Symposia, it was sponsored by the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration. The Fourth Symposium was conducted by the Institute of Criminal Justice and Criminology of the University of Maryland.

These Symposia are one of the means by which the National Institute strives to achieve the objective of strengthening criminal justice in this country through research and development. The Symposia bring into direct contact the research and development community with the operational personnel of the law enforcement systems. The most recent accomplishments of "science and technology" in the area of criminal justice are presented to operational agencies - law enforcement, courts, and corrections - in a series of workshops and plenary sessions. The give and take of the workshops, followed by informal discussions between the more formal gatherings, provide the scholar and researcher with the all important response and criticism of the practitioner, while the latter has the opportunity to hear the analyst and the planner present the newest suggestions, trends and prospects for the future. In the case of the Fourth Symposium, these opportunities were amply utilized by over 900 participants from across the country.

The specific theme of the Fourth Symposium was "Crime Prevention and Deterrence." The content and the work of the Symposium must be seen against the immediate background of the activities of the National Advisory Commission on Criminal Justice Standards and Goals, which was appointed several months earlier and by the time of the Symposium was deeply involved in its mammoth task. Another major background factor was the National Conference on Corrections, held in Williamsburg shortly before. More generally, of course, the Symposium was one of many activities in the all-encompassing national effort to reduce crime embodied in the Omnibus Crime Control and Safe Streets Act of 1968, and the subsequently established Law Enforcement Assistance Administration.

A twelve-member Symposium committee made up of representatives of the Law Enforcement Assistance Administration and the Institute of Criminal Justice and Criminology of the University of Maryland was responsible for planning and arranging the Program. The program, extending over three days, was organized around three daily subthemes which were highlighted in morning plenary sessions. These

subthemes were further explored in papers and discussions grouped around more specific topics in the afternoon workshops.

The first day was one of taking stock of recent accomplishments. Richard A. McGee, President of the American Justice Institute, reviewed the progress of the last five years, and Arthur J. Bilek, Chairman of the Illinois Law Enforcement Commission, addressed himself to criminal justice as a system, the progress made toward coordination, and the ills of a non-system. The six afternoon workshops of the first day dealt with recent accomplishments in prevention and deterrence of crime around residences, violence in correctional institutions, control of street crime, court delay, community involvement in crime prevention, and the reintegration of offenders into the community.

The subtheme of the second day was formulated as "The Management of Change - Putting Innovations to Work." This is a reference to the frequently noted fact that the findings of many research projects all too often do not result in operational implementation, in spite of the funds, energy and competence invested in them. New methods that are adopted often prematurely die on the vine, with the old routines winning out and continuing on as before. The objective of the Symposium sessions was to identify the obstacles to change and to explore ways of overcoming them. Thus two papers given in the morning plenary session by Robert B. Duncan of Northwestern University and John Gardiner of the National Institute of Law Enforcement and Criminal Justice dealt, respectively, with attitudinal and political obstacles to change. The five afternoon workshops developed this theme further by discussing the change process within specific law enforcement and correctional settings. From there attention shifted to the role that public service groups play in the process of change, the pilot cities experience, and the diversion of juvenile offenders from the criminal justice system.

The third day of the Symposium was turned over to the National Advisory Commission on Criminal Justice Standards and Goals. The daily subtheme was listed as "Future Priorities." More particularly, however, this was a series of progress reports on the all important activities of the Commission, presented by the Executive Director, Thomas J. Madden, and representatives of the Commission's four Operational Task Forces on standards and goals for police, the courts, corrections, and community crime prevention.

Finally, there was a presentation on the management of change within the eight "Impact Cities" - a major program of the Law Enforcement Assistance Administration - by Gerald P. Emmer, Chairman

of LEAA's Office of Inspection and Review.

By reproducing the contributed papers of the Symposium, the Proceedings admirably reflect the current intellectual climate of the criminal justice system in this country. It should be kept in mind that the majority of these papers present the results of research and demonstration projects - many of them experimental and exploratory - which have been funded by State and/or Federal agencies and private functions. Thus these papers do not only reflect the opinions of their authors, but are also indicative of the total climate of action, thought, and quest for new solutions regarding the crime problem in this country.

No reproduction of the papers of a professional meeting can fully reflect the flavor and the total contribution of the event. The questions and remarks from the meeting floor, the discussions in the workshops, the remarks exchanged in the corridors, over meals, or in the rooms of the participants often represent the major accomplishment of such a gathering. New face-to-face contacts and awareness of things done by others - both individuals and agencies - is often the most important byproduct the participant takes home with him. This Symposium was rich in all of this. Close to one thousand persons from all over the country, representing all component elements of the criminal justice system mingled together for three days under the aegis of a major Federal effort to do something about crime and delinquency, which have risen to unprecedented prominence over the last decade. The Symposium provided the needed national forum for all those engaged in the crime prevention and control effort.

Peter P. Lejins, Director
Institute of Criminal Justice and
Criminology
University of Maryland

THE NEED FOR ESTABLISHING STANDARDS AND GOALS
TO PREVENT AND REDUCE CRIME

Thomas J. Madden, Executive Director
National Advisory Commission On
Criminal Justice Standards and Goals

The Need

This is a time of great change in criminal justice. Much of this change is in response to the substantial increase in the reported crime rates and violence of the sixties. The President's Crime Commission of 1967, The Eisenhower Commission, and The Kerner Commission all directed sweeping recommendations towards stemming the increasing crime rate.

The recommendations of these commissions resulted in the implementation of a wide variety of new and innovative criminal justice programs. Significant amounts of federal funds were provided for these efforts. Unfortunately, implementation of these programs has not been uniform.

While reported crime decreased in over 50 major cities last year, the overall crime rate is increasing; and recent Gallup and Harris polls indicated that crime is still a major concern of the people in this country.

The reasons are evident when one reviews the overall condition of our nation's criminal justice system. State after state reports little or no training for many of its police forces. Police salaries range as low as \$165 a month in one state. In a speech last year in Pasadena, California, Attorney General John Mitchell noted that "during the hours of 12 midnight to 8 in the morning, only 30 policemen are on duty in one state."

In the courts' system, there are even more specific problems. In some states, the lower court judges are not required to have law degrees; and the prosecuting attorney does not have to be a lawyer. In many states, prosecutors are thrown into cases fresh out of law school with no specialized training.

In the corrections' field, state after state reports that most of its prisons and jails provide no program for rehabilitating offenders. One state reported that about half of those in jail in its largest cities had not been convicted but were held because they could not raise bail under the existing or non-existing bail system.

There are many other failures of the criminal justice system, and lack of money is not the sole reason for these deficiencies. This is clearly shown by the fact that some states and localities do not have a probation system even though the cost of operating such a system is less than incarcerating those that would be amenable to probation.

Similarly, when we look beyond the system, we see increasing levels of drug addiction and alcoholism. Many of our schools are found to be unresponsive to the needs of their students, and a significant number of people incarcerated in our prisons and jails have no marketable job skills. Many of these prisoners are functional illiterates.

Diverse public agencies--mental health departments, zoning commissions, housing authorities, public welfare departments--have often failed to perceive the vital link between their efforts and the increasing incidence of crime.

There is a need to consolidate and focus our efforts on the critical problem of preventing and reducing crime. There is a need to obtain greater efficiency and coordination in the operations of all public and private agencies to meet this problem. The setting of standards and goals must be the first step in this effort. The advantage of concrete standards and goals for the purposes of achieving public accountability and professional evaluation is readily apparent. The principle is simple. It is based on the common sense notion that one needs to know where he wants to go before he begins the journey. Once a goal is agreed upon, it is then possible to proceed with the problem of means. This is where standards come into play. Standards, which clearly articulate minimum requirements as to physical resource, human resources, and appropriate administrative structure, are key elements in an overall strategy to reduce crime and improve the equitable administration of justice.

At the end of a given period, the achievements can be compared with the standards. In this manner, an assessment of the various reasons for the discrepancies between the ideal and the actual achievement can be made, and appropriate changes made.

There are other advantages to establishing standards. Specific quantifiable standard will enable practitioners and the public to know where the system is going, what it is trying to achieve, and whether, in fact, it has achieved the desired end. Precise standards can be used to focus essential public pressure on the reform of the entire criminal justice system and the prevention and reduction of crime.

The Program of the National Advisory Commission on Criminal Justice Standards and Goals

It is these characteristics that set standards apart from the principles and recommendations stated by other groups in the past. It is these characteristics which the National Advisory Commission on Criminal Justice Standards and Goals will attempt in developing standards for the Criminal Justice System.

The setting of standards should also avoid ambiguity which is inherent in many recommendations and general statements of principles. As an example, the President's Crime Commission recommended the establishment of Youth Services Bureaus to provide and coordinate programs for young people. This was an important recommendation. However, since then, many diverse agencies so named have been set up in several cities;

but there is a continuing doubt whether any of them are fulfilling the purposes envisioned in the 1967 report.

We are studying the development of standards for youth service bureaus and youth service delivery systems. These standards will clearly delineate the role of these bureaus and will clearly define the necessary elements for coordinating youth programs. We will draw on the experience of the present youth service bureaus and will look at recent studies of these bureaus, including an excellent one published by the National Council on Crime and Delinquency.

Similarly, the American Bar Association, Criminal Law Section, recently completed a draft study of the urban police function and issued a proposed standard on police training which stated:

Training programs should be designed, both in their content and in their format, so that the knowledge that is conveyed and the skills that are developed relate directly to the knowledge and skills that are required of a police officer on the job.

It is not possible to argue with the statement. Our standards for police training will start with this as a given requirement and will set out training requirements in much greater detail. The standards the Commission is considering will lay out the minimum elements for a sound police training program at all levels of government. The Commission will also consider standards for in-service training as well as entry-level training.

There is one other important aspect of setting goals and standards which I would like to emphasize and that is the issue of

priorities. Standards and goals must be comprehensive to be truly responsive to the needs of reforming the entire criminal justice system and effectively reducing crime. However, we are dealing with operational systems; and we must command our available resources in the most useful manner.

Funding for the criminal justice system has increased significantly in the last ten years. In fiscal year 1969-1970, the Census Bureau in a study sponsored by LEAA, found that the total local-state-federal expenditures for law enforcement exceeded \$8 billion. These expenditures, however, represented only a small portion of the Gross National Product and are not enough to meet all the demands of the criminal justice system.

Every day legislators, public administrators, and criminal justice officials are forced to make hard choices. Standards and goals can give them the necessary tools to make those choices. When a goal or objective is set, there will be certain means or standards that are better directed towards reaching that goal. These standards can be singled out for emphasis by the funding authority in the allocation of available resources.

Each operational task force has been directed to identify the selected standards which are best directed towards meeting the goal of crime reduction. The National Advisory Commission will then establish priorities from among these standards.

Additionally, inherent in the establishment of standards and goals is the question of implementation. Implementing machinery can

easily be added to standards. Strategies can be developed for preparing the public and the practitioner to accept the standards. Legislation can be fitted to the standards where necessary. Programs can be molded to the standards. The Commission will attempt to identify the necessary implementing machinery for translating the standards into action.

One final consideration is worthy of note. The process of setting goals and standards is a dynamic one; however, what is articulated as a standard today may not be appropriate for implementation one year, five years, ten years from now. The work of setting goals and standards is changing and one that must be constantly updated as experience and changing values indicate. The Commission recognizes this, and we are attempting to deal with this consideration in two ways.

In the first instance, we are asking our task forces to establish two levels of standards. They are developing standards which can and should be implemented immediately. Recognizing the inertia inherent in any system, we have, in addition, asked the task forces to develop standards which should be implemented within ten years.

The Commission also recognizes that it may not be possible to develop standards for programs it considers. We have provided for the submission of recommendations in areas where standards are not appropriate.

The second mechanism for updating standards being considered by the Commission is the establishment of an ongoing effort to evaluate

performance under the standards and to review, add to, or modify the standards it develops. There are numerous ways of establishing this effort under consideration, including the use of government and non-government agencies.

Conclusion

In the past few years, we have developed many new crime prevention and reduction techniques. What we need now is codification of what we already know. We need the application of available resources and intelligence to achieve a significant reduction of crime. The standards and goals which the National Advisory Commission is developing are directed towards meeting that need.

STANDARDS AND GOALS FOR POLICE

Vernon L. Hoy
Executive Director
Police Task Force
National Advisory Commission on
Criminal Justice Standards and Goals

The Task

The National Advisory Commission has charged the Police Task Force with developing standards for the police to reduce crime. That challenge is tremendously important and extremely difficult. It is important because crime has increased to the point where it affects everyone in one way or another. It is difficult because of the complexity of the police service and the complex relationships which exist between the police and other criminal justice agencies and the communities they serve. There are no simple answers.

The Police Task Force believes that problems must be identified before standards can be developed. Standards should provide solutions to problems. In a short period of time, the Police Task Force is doing the almost impossible job of identifying problems and proposing acceptable solutions to those problems. If we are successful, those solutions, in the form of standards, will be contained in the National Advisory Commission and Task Force reports.

The People

Those of you who, nine months from now, pick up the Police Task Force report, may turn first to the pages that list the members of the National Advisory Commission and the Police Task Force. Let me give you some information, which I think is significant, about the composition of these groups:

The National Advisory Commission is composed of 22 people, a large number of whom are practitioners within the criminal justice system, and four of whom head law enforcement agencies. Although education, law, religion, and business are represented, the Commission is heavily staffed with representatives of government.

The Police Task Force is composed of 14 people, most of whom are in government, including many practitioners within the criminal justice system. Five members of the Police Task Force head law enforcement agencies.

You may be aware that it is unusual to have more than a token number of practitioners involved in such an effort. However, the composition of the staff is even more unusual.

The Police Task Force staff is composed of 15 people. Eleven of these people are conducting research, and all 11 are active sworn officers of various ranks from five local, county, and state law enforcement agencies. They are practitioners.

Practical Effort

The unusual thing, of course, is that the police are writing a report about the police. While this involvement of practitioners will not guarantee a practical report, it's a step in the right direction. Here are some other things being done to ensure a valid, practical report:

Successful Programs.

--The name of the game is to develop standards. A standard will not be proposed unless it has been tried and judged successful. If a proposed standard has not been successful, or if a program is untried or not yet judged successful, it does not meet the criterion for a standard. If it has merit, it may be listed as a recommendation, but not as a standard.

Voluntary Research.--A number of police agencies are voluntarily and without compensation preparing, specifically for this report, a list of standards which exist in their agencies. This is just another example of the involvement of practitioners in this unique effort. We will carefully examine each standard report to us and include the best ones in our report.

Cop-to-Cop Relationship.--The Police Task Force staff is attempting to identify outstanding programs which have an effect on the reduction of crime. We have sent hundreds of letters and have interviewed hundreds of police officials. It is especially important that our inquiries are answered because there are many innovative programs in existence which have not found their way into print.

Another reason that direct input is important is because some published articles are only half true. The problems are not always identified--only the good parts of a program are discussed. We believe that standards cannot be written based solely on published articles. It is important for our inquiry to go beyond library research. And, it's pretty difficult to find out what the real story is when the practitioner will not communicate the facts to the person who is conducting the research.

The Police Task Force is staffed with cops, and cops are more responsive to other cops than to researchers who are outside the fraternity. The cop-to-cop relationship is essential for a practical, factual report.

Crime Reduction.--Finally, while we know that the primary objective of a police agency should be to reduce crime in its jurisdiction, sometimes the overriding importance of that objective is forgotten. The standards we develop will either reduce crime, directly or indirectly, or they won't be standards. You can't get more practical than that.

Innovation

With this emphasis on the practical, you may be concerned that we are not going to come up with anything new. That is far from the case. I am pleasantly surprised at the innovation going on today in police departments across the country. The police are innovating; they are changing or modifying the things they are doing and the way they are doing them. There are some failures, but there are many successes.

The Police Task Force is searching for new approaches to policing. There is too much that is new and proven for us to feebly offer "blue sky." We are finding new and proven programs that have had an effect on the reduction of crime. The police departments throughout America deserve a great deal of credit for recognizing the need for change and responding to that need. In the short time allotted, we can identify only a small percentage of the many successful programs that have been implemented. We are consolidating information from the innovative successes and developing standards from them.

Scope of the Report

The scope of the Police Task Force report is necessarily broad. There are 29 areas of study ranging from recruitment to retirement, from the use of human resources to the use of technological advances, from budgeting to the use of women in law enforcement.

A number of standards will be developed within each of the 29 subject areas. There may develop as many as 200 distinct standards in the Police Task Force report. Some standards will be "old hat" in some departments and unheard of in other departments. Other standards will be completely new to the police service, except for one or two departments where the innovation took place.

Task Force Philosophy

While the Police Task Force staff is busily engaged in researching and writing standards, those standards have not yet been approved by the Task Force itself. Therefore, I am not in a position to tell you what those standards will finally be. And, since the Police Task Force has not yet reported any findings or recommendations to the National Advisory Commission, its members cannot be held accountable for what I am about to say. However, I can give you an overview of Police Task Force philosophy, as I understand it.

Criminal Justice as a Sub-System. --Government is a "system."

Criminal justice is a "sub-system" within that governmental system. Over the years, a "communications gap" has developed between components of the criminal justice sub-system. Today, that gap is so wide it threatens to become an unbridgeable gulf of total misunderstanding. There is an abundance of information that everyone needs, but no one shares. Wherever possible, standards will be written to help bridge that communications gap and unite components of the sub-system.

Priorities. --The police are trying to do too much. Priorities have been overturned or ignored. The police try to please city officials; they try to please merchants; they try to please residents; they try to please commuters. They have tremendous demands made upon them, and they have tremendous responsibilities, but they have too few resources. In too many cases they are uncertain about their role and so are the people they serve.

The police of America must establish firm priorities. If the reduction of crime is an important goal, then the police must concentrate their resources to reduce crime. There are a number of things which I think must be done to accomplish this:

The Chief of Police must tell the city council that his men will not arrest children selling flowers on the sidewalk, while burglaries and robberies are the priority problem.

The desk sergeant must tell the little old lady that he cannot send a policeman to get

her cat out of the tree. He should, perhaps, refer her to another agency if the public is willing to pay for that service.

Individual police officers must effectively spend unassigned time on high priority duties.

The city fathers determine the level of service when they provide resources to the police chief. The chief must establish priorities to use those resources most effectively. Emphasis in our report will be placed on goal-oriented priorities.

Police Department Size. --There is a good deal of concern-- especially on the part of residents of small communities--over the preservation of locally-administered law enforcement. I believe that the preservation of local law enforcement should depend on its efficiency. Consider the following statement:

Staff services should be sensitive to the needs of the line, and line services should be sensitive to the needs of the people.

Small departments can be sensitive to the needs of the people and perform efficient line services if backed by efficient staff services. These staff services include such things as rapid access to complete records and quality training. The problem is that small, yet efficient staff services do not exist. Economically, they cannot exist.

I believe that the preservation of the thousands of small police departments in America depends on efficient services from States, regions, or large cities.

On the other hand, large departments can back their line officers with quality staff services. However, their line services, though they may be mechanically efficient, tend to be insensitive to the needs of the people. Insensitivity is an increasingly important cause of

inefficiency. This problem may develop partly because the decision-maker is too far from the problem.

The preservation of the large police departments in America depends on delivery of police service becoming more sensitive to the needs of the people.

In summary, it's often the staff services that fail in a small department and the line services that fail in a large department. This points to a need to centralize staff services and to decentralize line services. This theme, if approved by the Police Task Force, may be found throughout the report.

State Control.--It is believed that the most rapid way to establish standards is for the states to compel the adoption of standards. However, the states' involvement should be limited to the most important issues. Also, it is believed that the states should pay for a portion of what they control.

Perhaps, the most important factor in consideration of state-imposed standards is that local representatives sit on the state governing boards to ensure responsiveness to local needs. This philosophy will be reflected in many of the standards.

Acceptance

If a police agency does not measure up to a standard, it will simply be sub-standard. In the absence of state-imposed standards, a city, by choice, may wish to remain sub-standard. The availability of crime omnibus money is certainly an incentive for a police department to achieve minimum standards, but this may be rejected. However,

for a city that remains sub-standard, the citizens should be made aware that their department does not measure up to the acceptable minimum.

It is recognized that not everyone will accept the standards we develop. Some standards will cost money. Some will take discretion away from the local chief. Some standards will find political resistance. But, whether or not the standards are accepted, the Police Task Force report will cause police departments throughout this country to take a critical look at themselves.

And, unless that critical look causes a reduction in crime, we will have failed.

STANDARDS AND GOALS FOR THE COURTS

Daniel J. Meador
Chairman, Courts' Task Force
National Advisory Commission on
Criminal Justice Standards and Goals

Introduction

The Courts' Task Force is charged by the Commission with the responsibility of formulating standards, with explanatory commentary, concerning the role of the courts in the administration of criminal justice.

A major focus of our work will be on the courts as a component of the criminal justice system. Central to this Commission's study is the concept of an integrated criminal justice system. Today, neither the nation as a whole nor any single state has such an integrated system. We have, in effect, a "non-system"--scattered, uncoordinated agencies, all attempting in their own way to deal with the problem of crime with apparently little success.

One of the most important contributions that this Commission can make is to map out procedures in which this fragmented process may be converted into a unified system. Perhaps, the most important contribution that this Task Force can make is to demonstrate how the courts can aid in meeting this goal.

Achieving coordination and cooperation between the courts and other agencies of criminal justice is more complex than may be apparent on the surface. For courts are more than merely another agency of the judicial process. They are and must continue to be a separate branch of government. We hope to advance imaginative ideas which will at once preserve the traditional independence of the judiciary, while at the same time, coordinate court functions with the administrative agencies of criminal justice. In this system, the courts perform an adjudicatory function. They provide or should provide an independent, objective determination as to whether accused persons have, in fact, violated society's code of conduct, as embodied in the criminal law. In the Anglo-American world, we attach great importance to the court's role as symbolizing, and in reality, providing government under law and protection against injustice.

In performing this role, the courts should operate so as to provide a fair and expeditious adjudication which will, to a high degree of reliability, convict the guilty and acquit the innocent. It is important in this process that justice not only be done in fact, but that it also be seen to be done by the public and by the accused.

The Commission's overall objective is the reduction of crime in the United States. This is an objective we all endorse. We hope very much that the Courts' Task Force Report will contribute significantly

to its achievement. It is our general belief that improvement and modernization of the judiciary and the procedures which it utilizes in criminal cases will inevitably assist in the total effort to reduce crime. It is difficult in formulating standards of performance for the courts to relate such standards directly to crime reduction.

There are some assumptions here which we share and on which we are acting. For example, it is assumed that protracted delays in adjudicating cases blunts the deterrent effect of the criminal law. Conversely, it is widely thought that prompt and final disposition of cases by the courts will heighten deterrent effect. We are basing numerous standards on these assumptions, even though they cannot be solidly proven or disproven at the present time. Moreover, we believe that standards which will bring to the courts fair, efficient, and expeditious procedures will advance the quality of life in American society and will contribute, at least indirectly, to crime reduction. Certainly, the courts are a key element in the total system which cannot be ignored in any unified effort to deal with crime and law enforcement.

The Courts' Task Force Report could, in theory, cover the entire range of the courts' procedures and personnel. The terrain is vast. Multitudes of matters deserve attention. While the time within which our report must be produced is short, the tight deadline has some positive value in forcing thought on the priorities and in compelling selectivity in identifying the most pressing

problems. The report will not be comprehensive or encyclopedic. Rather, we will deal with those aspects of the courts and their work in criminal cases where we think change is most needed, where the problems are most urgent, and where the opportunity for improvement within the near future is most promising. We hope to put forward an array of innovative ideas which can be translated into action, either immediately or within a short space of time.

The Courts' Task Force

The 15 member Courts' Task Force brings to this undertaking a wide variety of experience and backgrounds. It is drawn from diverse occupational settings and geographical areas. We have on the Task Force representatives of the following: judges of trial and appellate courts, prosecuting attorneys and defense lawyers, criminal justice planners, legislative counsel, court administrators, law professors, systems experts from business. In addition, members of the Task Force are involved in other interested groups, such as ABA Section on Criminal Law.

The Task Force has an able staff director and three other staff lawyers working full time. In addition, we have engaged a total of 19 consultants to do research and prepare drafts of various segments of the report. These consultants provide a rich diversity of experiences and expertise from all across the country.

All drafts of proposed standards and commentary will be reviewed carefully by the Task Force members, and they will make the final decisions as to what standards we shall propose to the Commission.

Relation To Other Standards' Projects

In formulating our standards and commentary, our staff and consultants, in addition to drawing on their own creative thoughts, are utilizing all the available ideas which can be extracted from the literature, other studies, and research and demonstration projects which have been conducted in recent years. One such study was the President's Crime Commission, which published certain recommendations on the courts in 1967. Another of the most comprehensive efforts concerning the courts was the American Bar Association Project on Minimum Standards for Criminal Justice. Several years of effort by many distinguished people went into that effort. A great deal of momentum has been built up to implement those standards. Our Courts' Task Force will, to an extent, draw on the ABA work and will, in part, reinforce it. But, our coverage is not the same. The ABA Project dealt with a number of matters with which we are not dealing. To mention only two for illustration--the problem of fair trial and free press, and electronic surveillance. We will be much less comprehensive, in some respects. On the other hand, we are addressing some matters which the ABA Project did not address; for example, aspects of court administration and problems of the witness will be of major concern. There will, at points, be some overlap; portions

of our report will deal with matters also dealt within the ABA Project. It is my guess that on a number of these, this Courts' Task Force will reassert the substance of the ABA standards. On some, it is possible that the Task Force will diverge, in one degree or another, from the ABA position, for reasons which will be explained. The President's Crime Commission Report and some of the ABA standards are now five years old. Experience has been gained in the interim. Updating in some respects is needed, and this Task Force can provide that on some points.

There will be a difference, in many instances, between the form of the standards of this Courts' Task Force and those formulated in the ABA Project. As Mr. Madden has indicated, to the maximum extent feasible, we will attempt to quantify standards to be explicit about precisely how certain procedures should function, and within what time. In some cases, this may be a matter simply of being less general and more specific. In others, it may be a matter of utilizing exact numbers and time spans. This is, of course, not always possible, but our intent is to push in that direction. The object is to provide meaningful guidelines for reforming and improving the judicial system in criminal cases. We want a document which can be put to immediate use by local, state, and federal governments in a concrete way. We want standards, on selected matters, by which any court system can be judged and by which its level of performance can be measured.

Another difference in our report, compared to those of other projects, is that a serious effort will be made to fix priorities for action--to identify what needs doing most and first. Our report will also make specific proposals for implementation--to explain various ways in which the standards can be put into action--for example, LEAA funding, changes in court rules, statutory enactments, or pilot projects. Lots of ideas are abroad in the land, but there is a need for fixing priorities and for spelling out the paths to reform.

Major Issues To Be Considered

Since the Task Force itself has made no firm decisions as to the positions it will take on various issues, I cannot convey that kind of information. On this occasion, all that I can do is to mention by way of illustration some of the major matters which we are addressing and on which we hope a significant contribution can be made.

The courts presently suffer from too much of some things and too few of others. There are too many "clients" for the existing machinery to handle. There are too many steps in the judicial process, steps which serve no useful purpose. On the other hand, we have too little intelligent management, too few facilities, and too few personnel of the sort needed to administer the system in an enlightened and efficient way. The Task Force is addressing itself to these problems.

On client overload, we are considering standards for determining what sorts of persons in what circumstances should be diverted altogether

from the judicial process into other channels. Standards are being considered for screening out at an early stage persons who do enter the judicial process but who should not be carried forward in it. We are considering standards for modern, efficient administration of the courts and for the appropriate manning of the prosecution and defense functions.

Numerous procedural steps, formal and informal, can either contribute to fairness and expedition, or they can diminish both. The Task Force is focusing on at least some aspects of the more important of these such as, for example, plea bargaining and various preliminary steps before trial.

Among the more scandalous aspects of criminal justice at present is the lower court or misdemeanor court in the large cities, dispensing mass justice or injustice, as some say. We shall attempt to formulate standards to remedy the grosser ills at that level.

Juvenile crime should be high on any list of priorities. In the long run, efforts to deal effectively with juvenile offenders and to reduce crime among that group may pay off more than anything else that can be done. The Task Force will attempt to convey fresh and meaningful information about juveniles in the judicial process. The tendency is toward developing court procedures in juvenile cases which are essentially the same as those employed for adult offenders. Our attention is focused on the aspects of the judicial process, which should be uniquely tailored for the peculiarities of juvenile cases.

Problems of review after the conviction in the trial cry out for attention. Presently, direct appellate review is cumbersome and slow. Beyond that is the so-called collateral review, which, at its worst, taxes common sense as well as the resources of the judicial system, at little or no gain in legitimate protection of the accused's interests. We are endeavoring to formulate standards, looking toward a single review—full, fair, and final to a high degree.

Many ordinary citizens are drawn into the courts as part of the criminal process—jurors, witnesses, as well as the accused. For all of those persons who come into contact with the courts, we are attempting to make the experience as educational as it should be. Such people should come away with a better understanding of the system and with a favorable impression that justice is indeed dispensed. This is a neglected matter. We hope to produce some standards addressed to these aspects of the relation of the courts to the people. The special problems of the witness in criminal cases will get particular attention.

In aiming to introduce simplified, modernized methods into the courts, we do not intend in any way to dilute valued and legitimate protections for persons accused of crime. Full due process adjudication will be preserved in all our proposed standards. A full, fair, and expeditious proceeding is the object of the Courts' Task Force Report.

There is no war between due process and common sense. Nor is there any war between due process and efficiency. Indeed, the inefficiency which now afflicts many courts is the enemy of due process. Neither the accused nor society gets the kind of adjudication within an acceptable time to which they are entitled.

The set of standards which emerges from our work will, we all hope, provide a specific blueprint for action. If implemented, through the will and desire of all concerned with the judicial process, they should lead to a vastly improved role of the courts as one component of the criminal justice system. In turn, this will contribute significantly to a higher quality of justice for society as a whole and for those brought into the system.

STANDARDS AND GOALS FOR CORRECTIONS

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Introduction

On October 20, 1971, Law Enforcement Assistance Administrator Jerris Leonard announced the creation of the National Advisory Commission on Criminal Justice Standards and Goals. The Commission is chaired by the Honorable Russell W. Peterson, Governor of Delaware, with Sheriff Peter J. Pitchess of Los Angeles as Vice-Chairman. Twelve Task Forces assisted the Commission members in developing clear statements of national goals, performance standards, and priorities for reducing crime in America and for upgrading the various components of the criminal justice system. This paper gives an interim report on some of the activities of the Task Force on Corrections.

The specific goal of the Task Force on Corrections is to assist the National Advisory Commission in the selection, articulation, and promulgation of standards explicitly designed to improve the delivery of correctional services, so that crime reduction can be achieved. The Task Force chairman is Judge Joe Frazier Brown,

Executive Director, Criminal Justice Council, Austin, Texas.

Lawrence A. Carpenter, also of Texas, is the Executive Director of the 15-member group, which is composed of representatives of the criminal justice system, state and federal government agencies, universities and private agencies functioning in the area of corrections. Selection of the Task Force members was designed to obtain professionals with demonstrated competency and exceptional achievement in the field of corrections and criminal justice planning. Included among the key professionals are members of minority groups and ex-offenders, recognized as essential components of any successful correctional planning.

Although the high degree of specialization of the various members fosters a wide range of opinions, the group is united by its great sense of responsibility to society and corrections and by its fierce interest in the development of the best possible strategy by which equitable administration of justice can be achieved for all. There is a keen recognition on the part of the Task Force of the failure of the present system, attributable, to be sure, to decades of neglect. There is a corresponding recognition of the need for a dramatic realignment of our methods, resources and practices. There is also a quiet determination to bring about these changes, in spite of the many obstacles involved. As a result, the Task Force presents delineated goals and objectives which are determined by the total systems needs rather than by vested or politically expedient interests; and standards are developed by which progress can be measured step by step.

In an effort to develop sets of standards which practitioners at all levels of the system can use as guidelines for the improvement of corrections, and which states can utilize in the development of their correctional master plans, the Task Force, in its report, covers the entire spectrum of corrections, from the point of first involvement of the accused juvenile and adult offender with the criminal justice system to his complete reintegration into the community. Therefore, considerable attention is devoted to the interrelationships and complex interdependencies between corrections and the other subsystems of the criminal justice system.

To create an awareness of the multiplicity of problems and to enhance the overall effectiveness of the entire effort, a regular exchange of proceeding summaries takes place with the other Task Forces: police, the courts, organized crime, civil disorders, research and development, information systems and statistics, narcotics, community crime prevention, and education, training and manpower development.

Major Activities of Corrections Task Force

The topics being covered by our Task Force may be presented in five major groupings: the setting for corrections, community-based programs, major institutions, correctional cross sections, including such topics as organization, administration, manpower and research, and the identification of national priorities for corrections.

The remainder of this paper will be devoted to some highlights that seem to be emerging from the work of the Task Force. Since a

number of very basic issues and crucial problems have yet to be resolved, this is a very tentative evaluation. Although much progress has been made during the first three meetings of the Task Force, the corrections field is beset by a number of inherently conflicting problems, the resolution of which will be difficult indeed.

Even a brief analysis of the state of the art reveals that corrections is in a woeful state of disarray. It needs to communicate better with others in the criminal justice process. As a result, it is recognized that the traditional isolation of corrections must be overcome and some of the inherent and natural conflicts with the other subsystems resolved. We must replace isolation with a system of mutual cooperation that functions as a whole toward the goals of crime reduction and the reintegration of the offender into society.

The most significant impetus towards reduction of correction's isolation has come from the judicial system. Examining the legal and social status of offenders, we find an exploding body of law on the rights and status of alleged and convicted offenders: the courts are becoming increasingly involved in matters that were heretofore the exclusive concern of corrections. Courts can no longer ignore the cruel and abusive conditions imposed on inmates by some institutions; therefore, we need to develop standards which demonstrate respect for basic human needs and basic human rights.

The courts impetus has led to the development by the Task Force of standards designed to reform the statutory framework for the

correctional systems, defining the boundaries within which corrections must operate. As a result, the Task Force is considering a comprehensive correctional code governing all correctional facilities and programs -- from sentencing to final release. This is being done so that a consistent, coordinated, and efficient approach to the treatment of juvenile and adult offenders can be achieved throughout the nation.

Considerable attention is being paid by the Task Force to the development of diversionary techniques by which juveniles and adults can be kept out of the criminal justice system, provided the safety of the community is not endangered. This pursuit is based on the recognition that the correctional system is largely an agency of last resort, handling social problems which, in many instances, could more effectively and more economically be served by other institutions. As a result, explicit recommendations are being developed to shift the mentally ill, the alcoholic, the addict, the nuisance offender and the merely troublesome or rejected to other existing human service agencies. In addition, standards are being considered which could facilitate the development of innovative community-based correctional programs, in an effort to provide the law-enforcement and judicial systems with the widest possible range of alternatives for the handling of delinquents, misdemeanants, and felons.

Community-based Correction

The thrust towards community-based corrections supports the most significant philosophical trend corrections has experienced in years.

It is economically advantageous to place corrections within the community, because the community's resources can then be utilized. In addition, in view of the isolating effect of most large-scale institutions, the goals of reintegration are best served by community-based programs which prevent disruption of the important social ties between the offender and his family and community.

One critical factor in establishing community-based corrections is passage of enabling statutes. Another is the sentencing practices of the various jurisdictions, for this determines whether a defendant will be incarcerated or given his freedom to return to the community under a range of non-residential program options. The Task Force maintains that this decision could drastically affect the likelihood of an offender's future involvement with the criminal justice system. While there is some debate as to precise numbers, the majority of those who are sent to penal institutions will return. In contrast, the return rate of those assigned to community-based programs appears to be significantly lower. Part of this phenomenon is no doubt attributable to the selection process: those candidates most likely to succeed will be given less severe sentences. However, sufficient evidence has been accumulated to indicate that the selection process alone is not sufficient to explain these lower recidivism rates.

An analysis of sentencing practices in this country reveals an appalling state of affairs. In most jurisdictions, the decision to sentence a man to years in prison is made by judges who know nothing more about him than his name and the crime with which he is charged. When it comes to choosing sentencing options, the situation is just

as chaotic. In some states, mandatory sentences preclude discretion, while in others a full range of options is allowed, thereby facilitating highly subjective and sometimes unjustifiable decisions. The Task Force feels that one reason for this deplorable situation is the legislative patchwork existing in the criminal justice field today. Most jurisdictions fail to provide guidance for judges and fail to require judicial adherence to any kind of uniform standards. As a result, inconsistency in sentencing is the rule rather than the exception. This injustice is reflected in the grievances of prisoners, and it is one of the major factors in fomenting prison violence.

In view of these findings, the Task Force is considering recommendations to state legislatures regarding the introduction of uniformity into sentencing procedures and the provision of standards and guidance for the judiciary. Obviously, Task Force members are concerned with improving the equity of the criminal justice process for all who come in contact with it.

The next major topic for the Task Force is community-based corrections. Even though research findings are still tentative, they are consistent in pointing out that, when recidivism rates are examined, treatment programs conducted in institutional settings are devoid of rehabilitative values. This mounting evidence encourages the development of alternatives to incarceration through community-based correctional programs. In line with this, experts are recognizing that the coercive nature of institutional rehabilitation programs actually frustrates the goals of reintegration and crime reduction.

The topic of community-based corrections includes a variety of elements: an analysis of the role of the community in corrections; such community-based correctional programs as juvenile and adult intake and detention; such post-conviction remedies as probation and parole programs. There can be no doubt that an increasingly sophisticated and interested public can be productively involved in the correctional process. This will aid in reducing correction's isolation, in tapping the community's wealth of resources, and in achieving a shared responsibility for the provision of services and programs necessary to prevent and reduce crime. There is also the recognized responsibility of correctional administrators to enlist community support for correctional programs, as the transition from institutional to community-based programs is accomplished. Already, there is gratifying evidence of increased citizen involvement in corrections, particularly in connection with volunteer probation programs and half-way houses. It is one of the goals of the Task Force to assess and evaluate these programs and to present to the public ways of implementing the most successful program on a larger scale.

Juvenile and Adult Intake and Detention

Considerable attention is being paid by the Task Force to the relationship between juvenile delinquency and adult crime, which must be recognized by all of us as one of this country's major unresolved and growing problems. As a result, major recommendations for change in the area of juvenile and adult intake and detention can be expected. For example, current criminal justice planning among the states

resembles a crazy quilt because of a lack of long-range planning. We recommend total system planning on the state, regional, and local level whenever this is feasible. Only with such an approach can we assess the range of crime control needs of individual planning areas. Planning should emphasize the development of system networks in which specific programs and institutions would be united in providing correctional programs.

Among some of the specific considerations in the area of juvenile intake and detention is the exploration of diversionary models at the police and court level, as well as the assessment of the feasibility of diverting children accused of noncriminal offenses from the criminal justice system. Certain youngsters may require authoritative handling by the court. In 90 percent of this country's juvenile court jurisdictions, such children are held in jail, where obvious negative effects are realized. Although no specific stand has been agreed upon yet, the Task Force will explore and present viable alternative programs for youngsters. Many of these are patterned after existing and flourishing community-based programs throughout the nation.

In view of the general absence of unified programs on behalf of juveniles, the detention process should be modified. Rather than focusing on mere safekeeping, it should be providing the closing link in a chain of human services by providing a place for reception, screening, need assessment. If necessary, housing on a short-term basis for those youths referred to it for service or for juvenile court should also be provided.

Turning to the problems of adult pre-trial detention and jails, the Task Force recognizes that the jail is one of the most pernicious problems besetting corrections today. Jails, as the intake point for the entire adult correctional system, are at best passive dumping grounds for social problem cases. At worst, they are active schools of crime. As a result, recommendations are being considered which would remove inappropriate population groups as much as possible from the jail setting, so long as the safety of the community is not endangered. Additional changes would entail the incorporation into the jail of referral activities and service capabilities. Once again, there is a change in concept and function; instead of the traditional jail concept, we have a Community Corrections Center which includes assessment and evaluation. Pre-trial release programs would be administered there, in addition to pre-sentence diagnostic work. Similarly, these changes in function would help in coordinating the program activities with the various correctional services already based in the community. The new jail or Community Correctional Center would no longer be merely located in the community; it would be an integral part of it. Such increased interface with the community should prove especially beneficial in reintegrating inmates into society.

Correctional Institutions

In regard to major institutions, such topics as facilities and equipment, offender classification systems, institutional treatment

programs, institutional operations, and bridges to the community are being explored. Again, there is a great discrepancy between states and between types of institutions. As a result, optimal planning processes are being considered to bring about improvement of facilities and programs, thus reducing the existing differences and the lack of services which pose serious threats to the administration of a just and equitable criminal justice system. There is a preoccupation with security considerations in the design of facilities which tends to create demoralizing, dehumanizing environments. The result is a life experience for institutionalized offenders which precludes social growth or behavioral improvement, and which breeds hostility and resentment. Because of these findings, basic conceptual revisions are being considered which would introduce choice and preserve that sense of dignity and of self-worth among offenders necessary to the development of law-abiding behavior.

In considering classification and diagnostic processes, the Task Force recognizes that a considerable variety of classification systems has been developed; and some impressive efforts have been expended on predictive and controlling work. However, a unified body of knowledge in this area has yet to be developed. As a result, current limitations should be acknowledged. We recommend abstaining from promises of performance we cannot yet keep. It is largely to preserve intellectual honesty, in juvenile as well as in adult corrections, that the medical, or psychogenic, model for the treatment of delinquency and crime is currently being deemphasized in

favor of more ecumenical approaches. At the heart of the medical model lies the belief that crime results largely from emotional maladjustment which, after proper identification and diagnosis, requires individual therapy. This approach is obviously too simplistic to account for the great variety of behavior patterns found among the offender populations; therefore, in terms of actual capacity to provide services, the Task Force considers it more realistic to talk of assessment and evaluative processes than of diagnostic services as such.

Correctional Manpower

In regard to manpower requirements, the Task Force believes that the key to success or failure of any correctional program will always remain with its staff, regardless of how exemplary a particular facility may be. Since the Task Force feels that most crime and delinquency results from the interaction of many social, situational, and organizational factors and pressures, the problem of staffing assumes added significance in establishing those vital interpersonal relationships with offenders, to produce behavior change. As a result, standards should recommend experienced, specialized professionals who will be paid salaries commensurate with their education, training, and experience. Particular encouragement is to be given to the recruitment of members of minorities and women for staff jobs at all levels in the correctional process. In addition, the employment of ex-offenders within and without the correctional system is particularly urged by the members of the Task Force.

Finally, the Task Force gives great attention to research requirements in corrections. First, there is a need for research as an integral instrument of management, since modern administration requires the collection and analysis of information for the making of policy and decisions. Second, there is a need for extramurally generated research to replenish ideas and concepts and to provide the innovation which can rarely be found within the confines of any institutionalized service. It is to the credit of early research efforts that probation and parole programs can be expanded on the basis of their proven effectiveness in reducing the mounting costs of incarceration. In the face of increased experimentation with community-based programs, research assumes particular importance. In the last analysis, only research can prove whether or not innovative programs continue to protect the safety of the public. Therefore, the development of a coordinated research strategy will be recommended, in which general areas of interest and activity are specified and definite priorities for research are declared. The development of such an approach will help stimulate interest and activity in corrections.

STANDARDS AND GOALS FOR COMMUNITY CRIME PREVENTION

Louis Rome
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Task Force on Community Crime Prevention

Introduction

The National Commission on Criminal Justice Standards and Goals established four task forces and divided the universe among them. With task forces on police, courts, and corrections, the rest of the universe was left to the Task Force on Community Crime Prevention.

The 21 members of the Community Crime Prevention Task Force came together with at least 21 different perspectives on crime and how to prevent it. They are educators, researchers, and social service administrators. Some are active in community groups such as the Jaycee's, the Urban League, and Volunteers in the Courts. They also represent the business community of America. Since the criminal justice system is as much a part of the community as the Chamber of Commerce, there is a police chief, an attorney-legislator, and an expert on corrections.

They represent groups in the community who both pay the costs of crime and who hold the answers to preventing crime. They come from varied backgrounds, but share a commitment to the reduction of the volume of crime.

Crime Causation and Community Action

They also share some basic premises about crime. For instance, except for the few instances where an insane person commits an act of violence, most crime is sane behavior. Moreover, it is learned from the family, peers, and the community from which the criminal comes. Unfortunately, it may also be sane in reference to the social, financial, and normative circumstances in which the individual finds himself.

Breaking the law is often a commonplace behavior for even respectable citizens: businessmen, public officials, motorists, and shoppers. Criminal activity is an outgrowth of attitudes held by many members of American society . . . from professional burglars to corporate executives. These community members produce or foster both criminal attitudes and behavior as well as the criminal laws which prescribe their behavior.

For years, Lamont Cranston (The Shadow) told us that "crime does not pay," but we should have known better. It is time, and far wiser, to teach that crime is simply "unacceptable behavior." It becomes unacceptable behavior when one understands how destructive its consequences are to others and to himself. We submit that the social cost view of crime is a springboard to constructive actions within communities which will make it less likely that the individual will choose the unacceptable behavior.

The Task Force members realize that attitudes of these individuals must somehow be changed to effectively prevent crime. The Task Force also realizes that attitudes are extremely difficult to change. Furthermore, the families, groups, and institutions that teach values must be involved in crime prevention so that practices will support the law abiding character of man. Indeed, it may be more effective to change community organizations and structures, and to close off opportunities for crime, in order to change the behavior of individuals. In short, the community is responsible for crime prevention.

Our communities, large and small, have too long abdicated this responsibility. They have handed it over to the criminal justice system, just as they have handed over health care to medical specialists. Criminal justice personnel are assumed to be singularly equipped to deal with crime.

When a crime is committed, as when an arm is broken, the injury is already done. The criminal justice system and the doctor generally come too late in the process to prevent the damage. And, crime does great damage to our country. Crime does cause physical, financial, and emotional suffering. Precious resources are expended in the processes of police, courts, and corrections. We lose the human and economic productivity of thousands of convicts. The climate of fear among our people created by crime compounds the alienation from our urban neighbors. The loss of faith in our public officials and business community, when corruption and white collar crime is

revealed, undercuts the entire democratic system. Crime is costly; we have, however, already paid the price of crime if we wait until the criminal justice system must act. Thus the community must shoulder its part of the burden of preventing crime before the damage is done. In the final analysis, crime prevention begins with individuals.

The Focus of Task Force Activities

The Task Force on Community Crime Prevention aims its report at those institutions, agencies, and groups outside the traditional criminal justice system, which can affect the change of criminal attitudes and of the conditions which seem to nurture these attitudes. Since so many community components contribute to crime, the report covers a wide variety of topics: from community lock-your-car campaigns to political campaign finance regulations. Community forces were chosen for examination on the basis of their impact on crime prevention and according to how susceptible they are to change.

The Task Force will:

1. Introduce definitions of community and crime prevention and address crime and delinquency causation.
2. State our principal findings on the position of youth today in community life.
3. Define the relationship between community crime prevention and the elements of the criminal justice system.
4. Discuss the relationship between public school education, employment, social and rehabilitative services, responsiveness of government services, drug abuse, mass

communications media, integrity in government, integrity in the private sector, reduction of criminal opportunities, diversion from criminal process and crime reduction.

5. Set forth methods and standards for: planning and evaluation and implementation strategies.

This listing certainly leaves out many segments of the community . . . and it also leans toward institutions rather than toward the family and informal groups which are assumed to have the greatest impact on attitudes; the Task Force, however, recognizes the practical difficulties in reaching informal groups. Institutions and agencies can be mobilized relatively easily for crime prevention--mobilizing peer groups and families is another matter. From the universe of crime prevention, the Task Force chose the most manageable topics and those most compatible with existing systems in the community.

Literally, volumes of commission reports have been written describing the ills of society, the failures and problems of America's institutions. The daily newspapers expose incidents of corruption in commerce and government. This Task Force Report will not be merely descriptive. It will not be an expose of problems nor a diatribe against the Establishment. It will offer suggestions for programs and will describe opportunities for action. These will be distillations of our best knowledge to date in the field of crime prevention. We hope these suggestions, opportunities, and standards will be only the first venture into a field which the country has overlooked for too many years.

In addressing each of these areas, we shall identify key forces in the community which impact on crime prevention. We shall formulate goals for these forces in regard to their role in crime prevention, and identify model programs for realizing these goals. The level of detail and sophistication of the standards in each subject area depends on the present state of our knowledge in that area. In some areas, as in the reduction of criminal opportunities, we can give specific, quantifiable standards for action. In other subject areas, such as mass media, we may make recommendations rather than setting quantifiable standards.

In addition to goals and standards for action programs, the report will include techniques for connecting program planning to community decision-making to evaluation of program performance and impact and right back to next-level planning.

Our analysis of the role of education will deal with methods schools can make use of in order to effectively teach the basic skills needed in the world of work. Here the Task Force's premise is that by strengthening the individual's capability for following legitimate paths in society, we will significantly lessen the chance of his choosing criminal paths. Employability is an essential survival skill in this country. We cannot ignore the statistical correlations between high crime and high unemployment. Nor can we ignore the large numbers of individuals in our correctional institutions who are illiterate and are unemployable in the American

economy and must rely on crime for survival.' These individuals can be caught before they come in contact with the criminal justice system, before they victimize the community and begin careers in the criminal sub-economy. A natural place to "apprehend" them is in the school system. Goals and standards will be suggested for preparing youth for employment . . . whether they be employed as lawyers or as auto mechanics. Model vocational education programs and methods for their implementation will be a major part of the consideration of the role of education in crime prevention. The themes of constructive use of leisure time and of citizenship awareness will be woven into this analysis. Programs to meet the crisis in classroom discipline will also be outlined. The thrust of suggested programs will be towards educating young people to enter the mainstream of the American economy.

Crime reduction through employment programs is based on the documented importance of opening up non-criminal paths for individuals to fulfill their needs. Models for manpower training programs and job placement efforts will be emphasized. Realizing that the job market must be able to absorb trained job seekers, we will also discuss the relationship between economic change and employment problems.

There already exists in our communities a network of social, health, and rehabilitative services which are intended to help individuals resolve problems within their life situations and to avoid conflicts with the laws of society. We believe that there

is a relationship between the amount and range of human services within a community and the impact of these services on crime and delinquency.

We shall propose standards for community programs, which have particular impact on crime and delinquency prevention. Emphasis will be placed on dealing with deviant behavior outside the criminal justice system, assisting actual and potential law-violators within their family, neighborhood, and community context.

We shall attempt to understand and evaluate the role of informal and underground services--runaway houses, crisis clinics, free medical clinics--in preventing delinquency and crime. We shall also discuss how the formal service--delivery systems must relate to these grassroots efforts. We shall develop standards for the differential use of manpower such as volunteers, and para-professionals in the delivery of direct preventative services. Program models for the entire criminal justice system for purchase-of-services will also be included.

The standards and goals for social and rehabilitative services will focus on program evaluation. Standards will be developed to assist in the evaluation of action services, their achievement of stated goals, and of the impact of prevention programs on individuals and their communities. We will emphasize the role of recipients of services in program development, implementation, and evaluation.

Our task is to identify meaningful steps that local governmental institutions can take to involve all citizens in decision-making

processes. Ironically, governmental service institutions are so prolific and so complex that their clients feel very little connection to their policies and administration. Citizens who are dependent on these institutions for the basic necessities of life are especially susceptible to feelings of helplessness and isolation. These feelings have intensified today to produce a significant number who are alienated and hostile towards what it identifies as an impersonal government. When these citizens come to believe that this tangle of services is incapable of solving their problems, they may sanely choose criminal solutions to these problems. The Task Force will attempt to find new methods for local agencies to share their power with the communities they serve and ultimately to become more responsive to the real needs of those communities.

Some of the concepts to be explored are more equitable distribution of public services; improved access to public service agencies through multi-service centers and satellite city halls; improved grievance mechanisms, such as ombudsman offices and expanded legal services; and increased community involvement through community corporations, advisory boards, citizens' evaluation of local service delivery systems. Constructive citizen involvement will replace distrust with the belief that one has a stake in the system.

The Task Force tills new ground when we speak of the integrity of government, for we discuss crimes not ordinarily identified with

the stereotyped criminal: crimes committed, rather by those who possess considerable stature, who hold elected or appointed positions in government. Persons holding offices of public trust, have extraordinary responsibility and accountability for their actions and their conduct in office.

We believe that by addressing this area we shall substantially enhance the utility of all other crime prevention and reduction efforts. For corrupt practices and abuse of power weaken the positive power of a public ethic with respect to crime, and furthermore, help to justify the acts of crime and the public apathy toward its causes and consequences.

Our discussion of integrity in government may include campaign financing, conflicts of interest, procedural and management changes in such sensitive state and local functions as zoning, licensing, tax assessment, and contract procurement. We shall suggest standards by which agencies can improve their monitoring and prosecution of official corruption.

Targets of criminal effort can be protected through the ingenuity both of the individual citizen and private business. The main difference which separates our analysis of target hardening from most other chapters in the Task Force Report is that we focus not on the individual who commits the crime, but on the specific method by which the crime is committed.

Specific standards are being developed as a result of the success of current programs of reducing criminal opportunity.

These programs aim especially at preventing property crimes which constitute the greatest number and the greatest expense of all reported crime. These include burglary and robbery, vandalism, shoplifting and employee theft, cargo, and credit card theft. One of the standards will deal with the training of a crime prevention expert who would be essential in coordinating and implementing preventative efforts at a local level.

The results of the measures advocated in this chapter will be at best temporary because criminal persons also show ingenuity. Attention is, therefore, given to long-range recommendations.

This Task Force Report seeks to set goals and standards for elements in the community which can prevent crime. The report's only workable goal for itself is to present these goals and standards in the clearest, most practical way possible. The implementation of the report's recommendations depends upon the response of the communities across America.

A Task Force member with considerable experience working with volunteer groups has stated that in every community where he has worked some key individual, some group or agency has been responsive. It may be a mayor in one town . . . the Chamber of Commerce in another . . . or a group of citizens who band together over a particular local issue; every city and town has such people. The report is directed to them, whether or not at this moment they even know that it is being written, or are curious for that matter.

The Task Force can offer only a glimpse of the universe. I frequently wonder if we may have taken on more than is humanly possible to cover in one report. But, the challenge has been accepted; and communities will write the conclusion of this report.

END