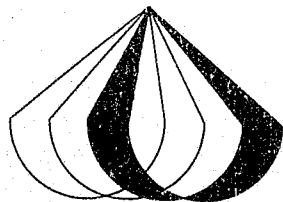


Larry

**BILLINGS CONFERENCE:
RURAL LAW ENFORCEMENT**

45779



**Rural Crime and Justice Institute
St. John's University Mall Center
St. Cloud, Minnesota 56301**

BILLINGS CONFERENCE: RURAL LAW ENFORCEMENT

Conducted by the Rural Crime and Justice Institute, St. John's University Mall Center, 22 Fifth Avenue South, St. Cloud, Minnesota, under contract to the Montana Board of Crime Control and coordinated with Wyoming's Governor's Planning Committee on Criminal Administration. The conference was held at the Northern Hotel, Billings, Montana, November 15-18, 1976.

ACKNOWLEDGEMENTS

The Rural Crime and Justice Institute would like to extend special appreciation not only to the participants but to the host of individuals who made this conference a success.

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Sheriff John Brooks
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- D. Jim Vetter's Closing Remarks
- E. Rural Criminal Justice Bibliography
- F. List of Participants

Preface

This report on a conference, "The Billings Rural Law Enforcement Conference," is a summary of an effort to address rural law enforcement issues. The conference found its impetus through an earlier conference in Keystone, Colorado, in 1975. Much of the credit for this series of conferences goes to Jim Vetter, Police Specialist, with the Region VIII LEAA staff. His sensitivity to the unique needs of the rural practitioner has been the driving force behind this educational effort.

The Rural Crime and Justice Institute has felt privileged to be a part of this endeavor. In addition to skilled and enthusiastic resource people, the local advisory board and especially the efforts of Larry Petersen and David Hall, Police Planners for Montana and Wyoming, made this conference a successful first.

L. Dennis Kleinsasser

Introduction

Rural criminal justice is not a new phenomenon. What is new is the realization that we as a society have tended to treat the rural criminal justice system with benign neglect. Because of the consuming attention demanded by metropolitan and urban areas, it has been too easy to treat rural communities as though the myths were true: The myth that crime is not a problem in the countryside; the myth that law enforcement officers and other members of the rural criminal justice system are less concerned with providing top notch services than their urban colleagues; the myth that there really isn't a need for new programs and models of law enforcement specific to the rural setting.

Policies at the state and federal level based on such myths only complicate matters for those men and women who make up the rural criminal justice system. These rural individuals know that their jobs are not less demanding and that they are called upon to provide a full-range of services to a population that is not only holding steady but is actually growing.¹ These rural professionals are often frustrated when law enforcement programs, workshops, and materials typically tend to address only the needs of larger urban centers and often fail to provide assistance to those who serve predominantly rural populations.

The Rural Crime and Justice Institute, therefore, has been pleased to play a role in refocusing attention on rural criminal justice needs. In

¹Calvin L. Beale, "Where Are All the People Going," a paper prepared for the First National Conference on Rural America, April, 1975.

November of 1975, the Institute received a contract to assist LEAA Region VIII in conducting a major conference for rural practitioners. The Keystone, Colorado Conference brought together over 50 members of the rural criminal justice system in North Dakota, South Dakota, Montana, Wyoming, Utah and Colorado to examine and precisely document the issues and needs they faced in carrying out their responsibilities effectively. For three intense days, conference participants struggled with both identifying rural criminal justice needs in their states and exploring appropriate action strategies to resolve those needs (Appendix A).

The Billings Conference on Rural Law Enforcement was a follow-up of the work at Keystone. Keystone provided the generic framework, generating renewed interest in and concern for enhancing the quality of rural criminal justice services. Billings was an opportunity to focus that interest on specific, practical ideas for the law enforcement officers in Montana and Wyoming. Where Keystone had participants identifying issues and brainstorming solutions, the Billings Conference gave participants a chance to observe new programs and action strategies that could possibly be implemented in their jurisdiction.

Needs Assessment Workshop

An important aspect of the planning process for the Billings Conference was an initial needs assessment workshop held in Helena on September 22. The purpose of this workshop was to: 1) Review the needs generated by the Keystone Conference, 2) Select those needs most appropriate to the states of Montana and Wyoming, 3) Generate needs specific to Montana and Wyoming not covered at Keystone, and 4) To create a list of prioritized training needs to be addressed at the Billings Conference on Rural Law Enforcement.

Those attending this initial session were Chief Thomas Grewe, Larry Petersen, Earl Willey, Ed Kilzer, and Terry Hoskins, all of whom were from Montana; David Hall and Chief Richard Hays from Wyoming and Jim Vetter and Joe Mulvey from the Denver regional office were also participants.

After the group spent a few hours in discussing and identifying need areas, a voting system was used to prioritize the areas of need to guide the planning and resource development for the conference. The following is a brief outline of the training needs that were identified:

FIGURE I - NEEDS IDENTIFIED FOR BILLINGS CONFERENCE

Vote

- 5 I. Resource Utilization Through Forms of Consolidation
- A) Regional Crime Lab
 - B) Regional Dispatch
 - C) Resident Deputy
 - D) Unification (consolidation) of Services
 - E) Minimum Levels of Fiscal Support
 - F) Mutual Aid Agreements (model agreements)

Vote

- 4 II. Citizen Involvement
- A) Volunteer Dispatch
 - B) Prescriptive Package
 - C) Involving Volunteer Groups (Jaycees, Kiwanis, Conf. of Women's Groups)
 - D) Manpower Alternatives
 - E) Reserve Officer Programs (legislative models)
 - F) Cadet Program - Montana Example
- 4 III. Prevention
- A) Citizens' Posse
 - B) Rural Target Hardening
 - C) Citizen CB Radio Groups
 - D) Citizen or Crime Watch
- 2 IV. Improving Internal Operations
- A) Model Standard Operating Procedures (SOP)
 - B) Rural Crime Analysis & Patrol Activity
 - C) Tailoring Management for the Small Department
 - D) Small Department Record Systems--Linkage to Budget Presentation
- 2 V. Standards and Goals
- A) Law Enforcement Needs to be Informed of Implications
 - B) Legislative Packages in Place of in Progress
- 1 VI. Law Enforcement - Courts Interface (Lower Courts)
- A) Problem with Part-time Prosecutor
- VII. Other Areas
- A) Impacting Local Decision Makers (might include under II or IV)
 - (1) Presenting needs effectively
 - (2) Jackson Hole team building model
 - (3) Legislative workshops
 - (4) Role of police commissioners
 - (5) Crime cost analysis
 - B) Cults - Livestock Mutilation
 - C) Organized Crime - Narcotics and Gambling

These needs provided the basis for planning the conference and identifying and securing the appropriate resources. Jim Vetter and Larry

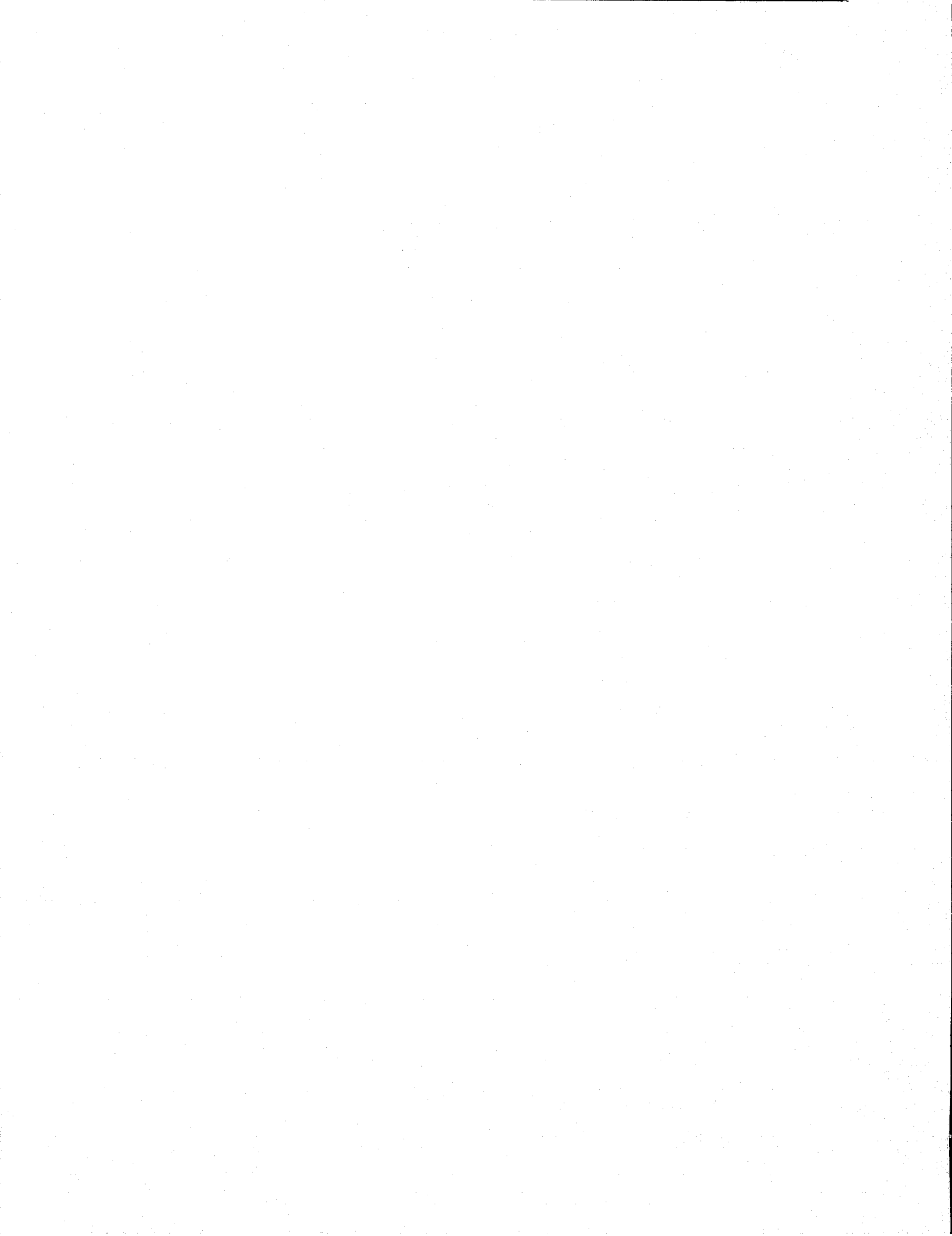
Petersen met with the Rural Crime and Justice Institute staff and, together generated a list of potential resource people to serve as a basis for calling and securing appropriate individuals for a rural law enforcement client group. The difficulty in finding resources who were able to address the rural context of criminal justice simply highlighted the lack of emphasis that is currently being given to the special needs of rural practitioners. A three-track conference design was chosen as the best means to provide a more intimate working group context for participants. Resources were procured through numerous phone contacts. This process was greatly enhanced by the willingness of Steve Ward, National Sheriffs' Institute, in identifying and sharing select Institute resource people.

Conference Format and Administration

The Billings Conference was designed to address three major interest areas: consolidated services, management, and citizen involvement. Because of the nature of the topics, a program was designed offering concurrent sessions on the topics. Although this meant that participants would not be able to attend all sessions, the program format allowed more time to be allocated to the individual topic areas and insured that the groups at each session would be small, thus encouraging interaction and exchange of ideas.

The table on the following page provides a schematic overview of the conference. Track A: Consolidated Services was divided into two parts. Part I was a simulation activity that attempted to illustrate for participants some of the difficulties that can arise in having diverse groups working on a coordinated project. Part II was a more thorough examination of the underlying theories, strategies, and problems in providing consolidated legal services.

Track B: Management covered a variety of topics. A major time block was devoted to budget preparation and presentation. Participant teams were given some basic data and then assigned the task of preparing a law enforcement budget. Once this task was completed, each team had to present and justify its budget to a mock "Board of Supervisors." The management session also looked at some of the interpersonal dimensions that affect the operation



mon pm

November 15

7:00 p.m.
Registration
Mezzanine
Social Hour

tues am

Tuesday, Nov. 16

9:00 a.m.
CARTER ROOM
Welcome:

Dennis Kleinsasser
Rural Crime &
Justice Institute

Main Address: The
Challenge of Rural
Law Enforcement

Steve Ward, Dir.
National Sheriffs'
Institute

Introduction to
Conference Work-
shops

tues pm

November 16

Town Room
2:00 p.m. - 5:30 p.m.

Consolidated Services

"How Does It Happen?"
(A simulation)

Steve Ward
National Sheriffs'
Institute, Los Angeles

Manor Room
2:00 p.m. - 5:30 p.m.

Management

"Budget Preparation and
Presentation"
(A how-to-do-it workshop)

Steve Neel
National Sheriff's
Institute, Los Angeles

Midland Room
2:00 p.m. - 5:30 p.m.

Community Resources

"Crime Watch": The Minnesota
Example

Marlys McPherson, Dir.
Minnesota Crime Watch

Ken Will, Sheriff
McKenzie County

wed am

November 17

Town Room
9:00 a.m. - 12:00

Consolidated Services

"Nuts & Bolts & Theories
& Ideas"

Chuck Girard
International Training,
Research & Evaluation
Council, Falls Church,
Virginia

Manor Room
9:00 a.m. - 12:00

Management

"Budget Preparation and
Presentation" Part II

Midland Room
9:00 a.m. - 12:00

Community Resources

"Effective Models For
Citizen Involvement"
Reserve Units

Sheriff Paul Blubaum
Phoenix, Arizona

wed pm

November 17

Town Room
1:00 p.m. - 4:30 p.m.

Consolidated Services

"Nuts & Bolts & Theories
& Ideas"

Chuck Girard

Empire-Midland Rooms
1:00 p.m. - 4:30 p.m.

Management

"Effective Management of
Law Enforcement Personnel"

Robert Neil
Montana State University

Manor Room
1:00 p.m. - 4:30 p.m.

Community Resources

"Crime Watch": The North
Dakota Example

Mike Hill, Director
North Dakota Crime
Watch

thur am

November 18

Town Room
9:00 a.m. - 12:00

Consolidated Services

"How Does It Happen"
(A simulation)

David Slipy
Ginny Lane
Rural Crime and Justice
Institute

Manor Room
9:00 a.m. - 12:00

Management

"How Small Departments Can
Make Sense Out of Crime
Analysis Data"

Fred Newton, III
Crime Analyst
Phoenix, Arizona Police
Department

Midland Room
9:00 a.m. - 12:00

Community Resources

"Effective Models For
Citizen Involvement"
Reserve Units

Sheriff Paul Blubaum
Phoenix, Arizona

BUFFET LUNCHEON
Guest Speaker - Dunbar, Chief of Police, Billings
(Luncheon tickets can be purchased in Wedgewood Room)

LUNCHEON
Guest Speaker - Jim Vetter, Police Specialist, LEAA Region VIII, Denver
(Luncheon tickets can be purchased in Wedgewood Room)

of a sheriff's or police department. Participants were helped to assess how they relate to others in both supervisory and subordinate roles. A third part of the management session focused on the use of crime analysis data-- its relevance and impact on the operation of law enforcement services.

Track C: Citizen Involvement explored how citizens might be used to help provide law enforcement services in rural areas. Two major approaches were presented. The first dealt with the "Crime Watch" program currently in use in Minnesota and North Dakota. The second examined the use of reserve units and how they could assist the local law enforcement department in meeting its service responsibilities to the community.

Evaluation

The Billings Conference made use of a unique format for generating its goals and subject areas. The project staff therefore felt that the evaluation would have to measure the whole process, not just the individual presentations. After a thorough review of current evaluation techniques, the staff decided that a modified version of the Life Office Management Association's (LOMA) instrument would be the most effective. The LOMA technique seemed particularly fitting since it invited participants to rate the conference objectives as to their relevance prior to the conference and then asked that they rate the success in meeting those objectives following the conference. The pre-test consisted of having the conferees check those objectives which were most important to them individually and then, dividing a total of 100 points, ranking those checked as to their relative importance. The results of this section were quite encouraging and indicated that the method used for selecting the objectives was solid. The objective which received the most votes, indicating that the objective was important, was "to effectively utilize new techniques involving citizens in crime prevention and enforcement." It received 45 votes out of a possible 51. This meant that almost 90% of the people felt it was important to gain knowledge and skill in this area. Even the objective which received the fewest checks, "becoming aware of strategies for the effective use of citizens as reserve units," had a total of 30 votes which is almost 60%, indicating that a majority of the people felt it too was important. Of the objectives voted

for, the one receiving the highest average score (out of the total of 100) was the first objective, "to develop skills in budget preparation and in presenting budgets." The objective with the second highest average point rating was that concerning new techniques in citizen involvement. This indicates that it was the most important single objective of the conference according to the participants.

At the close of the conference, the participants were given back their LOMA evaluation form and were asked to rate how well each objective that had previously been checked was fulfilled by the conference. Each session that the participants attended was rated on a 0 - 10 scale, zero reflecting an unsatisfactory rating and 10 an excellent rating. The session that received the highest fulfillment score was that concerning budget preparation and presentation. It received a mean rating score of 8.57 out of a possible 10.0. The second highest was the workshop that focused on crime analysis data receiving an average rating of 8.42. No objective received less than a 7.48 indicating that the sessions were quite productive for the participants.

The final rating that was tabulated from the data was the average index of objective fulfillment for all of the objectives combined. This index score was derived by taking the degree of fulfillment score and multiplying it by the degree of importance. This number was then put in the numerator. The total possible score (degree of fulfillment X degree of importance) was placed in the denominator. (See Appendix B) The evaluators found this necessary since, in some cases, people placed an importance score on an objective session that they did not attend. Hence, the index score is a

weighted figure which takes into account both the degree of fulfillment and the degree of importance assigned to each variable. The average index score was .81 out of a total of 1.0 indicating that those areas that the people felt were important were also rated the highest in terms of fulfillment. Generally, workshop sessions were not only relevant as reflected in the importance score, but were delivered in a quality manner as reflected in the high fulfillment scores.

The second part of the evaluation gave the participants a chance to express their feelings about the various aspects of the conference. The first five questions utilized a five-point response continuum with five denoting excellent and one denoting poor.

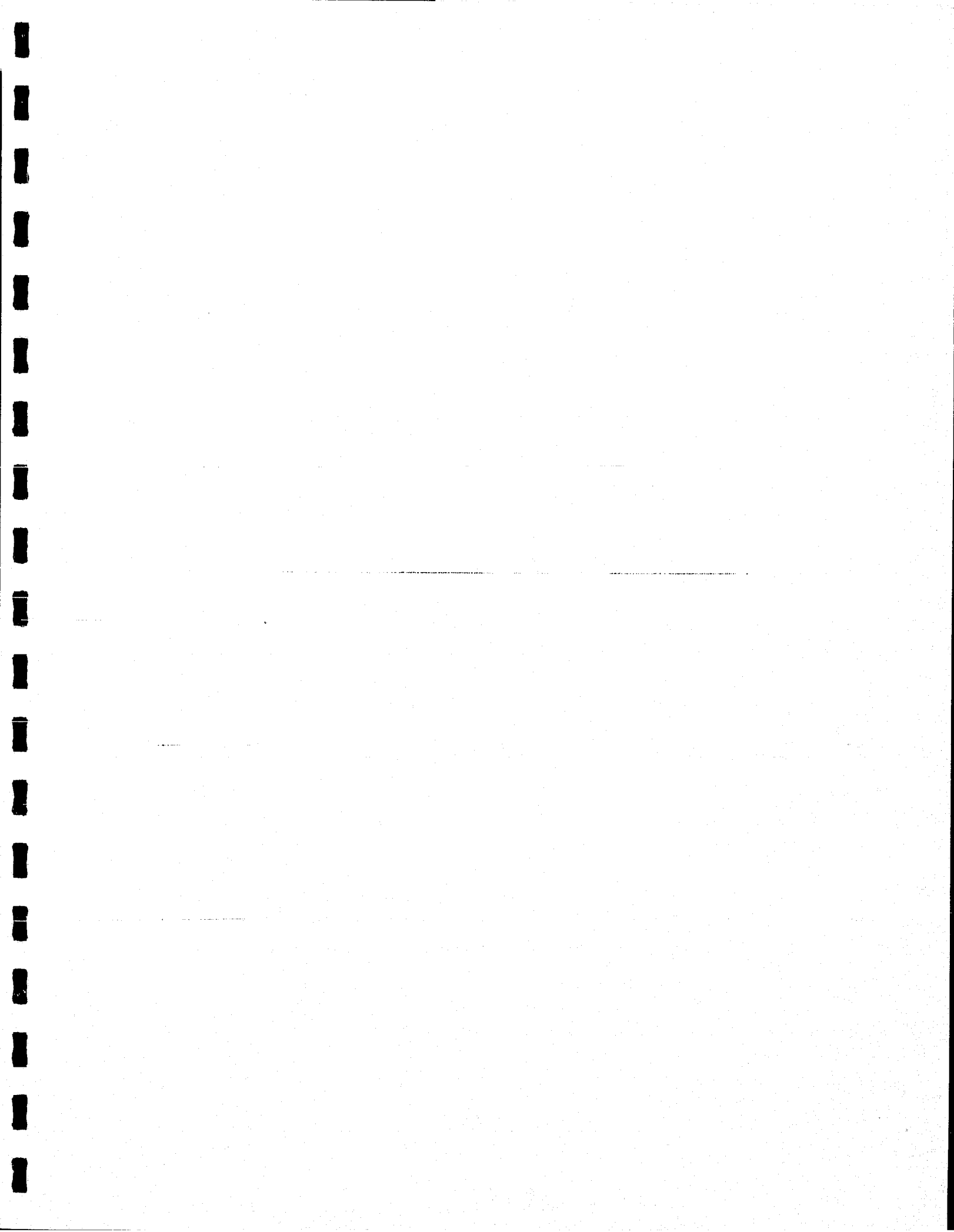
The speakers and resource people received an average score of 4.57 out of a possible 5.0. Robert Neil and Fred Newton were the exceptional resource people according to the feedback from this question. Their names were also frequently mentioned in the open responses as well.

The conference design itself was given an average score of 4.30. Three people felt that the track method prevented them from attending desired sessions. Two other individuals, however, indicated that by being able to choose the sessions they wanted the attention was greater and there was more interaction.

Sixty-four percent of the people attending the conference said that they would strongly recommend the program to their colleagues. The average rating score was 4.57 out of 5.0.

The training methods and materials were given an average score of 4.04. The main complaint here was that there were not enough take-home materials. The relevancy of the conference received a mean score of 4.39. Two people reiterated the idea presented throughout the conference that rural areas did have unique problems that need to be addressed.

The Minnesota Crime Watch session received several favorable comments as did Newton's Crime Analysis session and Neil's Interpersonal Relations and Management Skills session. These three and the Consolidation session met with the greatest approval. Several people commented that they found the consolidation session impractical.



CONFERENCE RESULTS & RECOMMENDATIONS

"Rural America must be given the opportunity to assess its collective and individual needs, strengths, and weaknesses and develop its own models of change and improvement." *

Day I

After an introduction to the purpose and process of the conference, participants met in "affinity groups".¹ In addition to serving as an interpersonal warm-up, the task for this session involved participants at the very outset of the conference in identifying rural law enforcement needs. They first discussed the list of needs identified in the pre-conference survey, added to the list if necessary, and then voted on which six needs they felt were most important. Table I indicates the results of this activity.²

While the conference later produced an overall ranking of needs, this first ranking is interesting in terms of affinity group differences. Worthy of note is the stress given by police and sheriffs placed on training for small agencies; the fact that highway patrol representatives were stronger than others on the need for minimum standards; and the fact that resource people seemed to place a greater value on research and evaluative data than other affinity groups. Understandably, it was the sheriffs' group that ranked the need for 24-hour service high, and it was also the sheriffs who ranked the need for more citizen participation very high in comparison with others.

¹Affinity groups simply refer to groups of similar professions.

²Some groups felt that additional needs should be listed. These were included in the conference ranking procedures the following day.

*"Challenging"

TABLE I
Affinity Group Vote By Percentages

NEED ¹	Municipal Police	Sheriffs	Highway Patrol	Corrections Courts	SPA Resource People ²	Total
1. Training for Small Agencies	16	13	4	5	0	38
2. Evaluation & Development of Trng.	0	0	0	7	11	18
3. Physical Facilities	3	9	16	12	0	40
4. Equipment	7	0	0	0	0	7
5. Communication Equipment	3	0	8	0	0	11
6. Evaluation of Services	3	9	4	5	26	41
7. Record System	7	0	13	2	16	38
8. Fiscal Alternatives	7	4	0	12	11	34
9. Salary	10	13	17	10	5	55
10. 24-hour Service	7	17	4	2	0	30
11. Training	0	0	4	2	5	11
12. Manpower Alternatives	0	0	0	2	0	2
13. Specialized Personnel	7	4	8	2	5	26
14. Cooperation	13	9	13	15	5	55
15. Resolve Interagency Conflict	7	0	8	12	11	38
16. Citizen Participation	10	22	0	10	5	47

¹ See Figure 2 for full description of need.

² Due to late arrivals, SPA and Resource people were combined into one group.

Day II

At the start of Day II, participants were assigned to mixed professional groups. Each member was asked to represent the feelings and attitudes of his affinity group as this new group discussed the relative importance of each need. At the conclusion of this session each group chose the six most important needs for which the conference should prepare recommendations. This required the participant to select the six most important needs and then rank them on a scale of 1 to 6, with 6 indicating the most important. Those need items receiving the highest numerical score became the focal point for the rest of the conference. Comparing Table II with Table I, the conference ranking of needs generally agrees with the needs as ranked by the affinity groups.¹ It is also interesting to note that the need ranked 6th by the conference (to determine the basic rights, etc.) was an addition made to the list during the affinity group session.

TABLE II
Six Highest Ranked Conference Needs

RANK	NEED	VOTE
1	Need for cooperation, coordination and resource sharing between law enforcement jurisdictions	115
2	Need to provide training to widely dispersed law enforcement personnel in small agencies	73
3	Need for adequate salary and benefits	68
4	Need for fiscal alternatives to support law enforcement services in the face of constricting local tax base	58
5	Need to find effective means whereby citizens can participate in crime prevention and abatement	56
6	Need to determine the basic rights of rural citizens in law enforcement services	43

¹Appendix III shows the complete list of needs voted upon and their cumulative scores.

After the luncheon address on the future of rural law enforcement by Steven Ward of the National Sheriffs' Institute, participants continued to work in the same groups. Their task was to prepare recommendations for each of the selected conference needs. Each group divided into teams with each team taking 2 of the needs for which they would write recommendations. Each team was assisted in developing their recommendations by input they received from other members of their mixed group through an extended brainstorming session.

After each team completed its recommendations, it met with all the other teams working on the same set of needs. The task at this point was to combine and rework recommendations in order to prepare a list for ranking by the total conference.

At a concluding plenary session, each recommendation for each need was presented and explained. Conferees then ranked them on a scale from 1-6 with 6 being the highest value. The following tables and commentary present the recommendations and their mean scores.

A. NEED FOR COOPERATION, COORDINATION AND RESOURCE SHARING BETWEEN LAW ENFORCEMENT JURISDICTIONS.

Cooperation/coordination and resource sharing between law enforcement agencies was the highest priority of Keystone Conference participants. There is, however, difficulty in sharing expertise, equipment and specialized services due to the lack of an effective system to identify and distribute these resources. Mutual assistance agreements were seen as an important means of facilitating resource coordination and sharing. Periodic interagency meetings and increased sharing of information, publicity, and publications were identified as other means to promote cooperation.

This Conference Recommends That:

	<u>Rating</u>
1. It be determined what specialized services, expertise, and equipment exist and can be shared; establishment of the means for sharing, i.e. mutual assistance understandings.	4.73
2. Competition between departments be discouraged through the sharing of publicity, credit, and information by these departments.	4.20
3. State advisory boards encourage and support the establishment of multi-jurisdictional--cross system task force to study the feasibility of better coordination of law enforcement services.	3.57
4. State legislatures take the necessary action to extend the jurisdiction of the local law enforcement officer.	3.13
5. The state legislatures pass enabling legislation to promote criminal justice system communication.	3.40
6. LEAA Regional Office promote and support an interstate voice and tele-communication system.	4.00
7. Law enforcement agencies meet periodically and discuss mutual aid agreements to meet the goals and objectives of the rural law enforcement effort.	4.00
8. The state legislatures pass enabling legislation to allow the various law enforcement agencies to draw up and implement formal mutual aid pacts.	4.60

B. NEED TO PROVIDE TRAINING TO WIDELY DISPERSED LAW ENFORCEMENT PERSONNEL IN SMALL AGENCIES.

It is obvious that the major problem for rural law officers regarding training is obtaining it! The problems of distance to and length of courses are reflected in recommendations for on-site training of limited duration for rural law enforcement personnel. Another concern of participants was that training programs do not reflect the needs of their agency or area. One recommendation called for state legislation to insure that instruction in law enforcement skills be based on needs assessments conducted through personal interviews with law enforcement agencies. Participants also recommended that each state establish a law enforcement education fund to assist local agencies in meeting the expense of training. This recommendation addresses the problems of the high cost of training and additional expenses of losing trained rural personnel to urban areas.

This Conference Recommends That:

	<u>Rating</u>
1. Each state pass legislation requiring that instruction in all essential law enforcement related skills be determined by needs assessments based on personal interviews.	4.30
2. Each state establish a law enforcement education fund for reimbursement of approved training or education costs incurred by individual officers or agencies.	4.13
3. LEAA fund an inter-state training team to provide college accredited supervisory/management training for criminal justice personnel.	4.07
4. The state agencies responsible for law enforcement training provide more on-site training.	4.70
5. Law enforcement agencies, with LEAA support, make better use of reserve officers to replace those attending training.	3.33
6. Manpower registers and standardized career ladders be prepared for local law enforcement agencies.	3.70

C. NEED FOR ADEQUATE SALARY AND BENEFITS.

Participants felt that state laws establishing wage and benefit scales for all criminal justice personnel are essential to attract motivated individuals and to decrease the high turnover rate within the system. As one participant described it, "The demand for skilled, trained professionals in the rural criminal justice system has increased but the salaries have not." Maximum salary limits were seen as promoting inadequate salaries while minimum salary levels were seen as promoting a more equitable approach to the salary problem. A movement toward negotiations and arbitration over salaries is also reflected. There is an emphasis on educating the public concerning the need for better wage and salary benefits for law enforcement personnel. Because preparation and presentation of agency budgets to local governments is a critical part of insuring adequate funds for salaries, state planning agencies were encouraged to provide technical assistance in budget preparation and crime-cost analysis.

This Conference Recommends That:

	<u>Rating</u>
1. State legislatures set minimum standards for criminal justice personnel and remove maximum salary limits.	4.83
2. State legislatures establish statewide benefit program for all criminal justice personnel (including but not limited to retirement, health-life, auto and disability insurance programs).	5.10
3. Law enforcement administrators educate the public (i.e. legislators, commissioners, councilmen, citizens, etc.) concerning the need for adequate salary and benefits.	4.50
4. State legislatures establish salary increments for all law enforcement personnel receiving additional training and education.	4.33
5. SPAs provide technical assistance in budget preparation and crime cost analysis.	4.03

continued

This Conference Recommends That:

	<u>Rating</u>
6. Legislatures establish state criminal justice civil service employment agencies.	3.57
7. SPA provide state legislatures with a comprehensive personnel system with salary grades that reflect experience and education and that set forth minimum salary standards for supervisory and administrative personnel.	3.50
8. City and county governments establish salaries of law enforcement personnel as a result of negotiations with the personnel, binding arbitration may be used if necessary.	3.73

D. NEED FOR FISCAL ALTERNATIVES TO SUPPORT LAW ENFORCEMENT SERVICES IN THE FACE OF CONSTRICTING LOCAL TAX BASE.

In recognizing the need for fiscal alternatives to support local law enforcement services, participants strongly supported the recommendation that state mandated programs should be state funded. State-level action was urged to insure equitable distribution of funds to support adequate law enforcement services in rural areas. Participants recommended that local governments be allowed and encouraged to use their taxing power to raise revenue for law enforcement services not only from the traditional tax bases but also from non-residents who use local services on a temporary or seasonal basis. It was also recommended more use be made of available Federal funds.

This Conference Recommends That:

	<u>Rating</u>
1. Legislatures direct an adequate portion of state's alcohol tax revenue to alcohol treatment programs and centers.	4.50
2. Legislatures create programs such as equalization funds to produce revenue to assist local criminal justice agencies.	4.37
3. State mandated programs be state funded.	5.30
4. Law enforcement and local government administrators tap other sources for funds to support law enforcement such as the federal government and private industries.	4.70
5. Local governments on the recommendation of local law enforcement administrators establish volunteer programs.	3.37
6. Legislatures pass legislation that permits local jurisdictions to impose additional local taxes and provides for statewide mil levy for operation of criminal justice system.	4.07
7. Legislatures establish statewide criminal justice pooling authorities to shift manpower and equipment and to designate combined use of facilities.	3.40

continued

This Conference Recommends That:

	<u>Rating</u>
8. Legislatures provide subsidies to impacted and/or adjacent areas to insure adequate and equitable law enforcement services.	4.77
9. Local governments enact appropriate user taxes so that non-residents contribute to the support of the rural community.	4.73
10. All local revenue should go into general fund from which all appropriations are made. Statutes and ordinances contrary to this recommendation should be repealed.	2.80

E. NEED TO FIND EFFECTIVE MEANS WHEREBY CITIZENS CAN PARTICIPATE IN CRIME PREVENTION AND ABATEMENT.

These recommendations, by their lack of specificity and support of programs with noted success, seem to indicate participants' lack of experience in designing and implementing citizen participation programs. It is significant, however, that rural criminal justice practitioners would consider the possibility of involving community members in the recruitment and selection of law enforcement personnel as being of importance.

This Conference Recommends That:

	<u>Rating</u>
1. Recommends that local law enforcement agencies develop affirmative citizen education and involvement programs.	4.53
2. Law enforcement agencies give no encouragement to vigilante or quasi-law enforcement activities.	4.40
3. Each state establish and fund a comprehensive crime watch program.	4.83
4. LEAA develop a multi-state plan to train law enforcement personnel in the utilization of citizen band radio clubs to improve law enforcement efforts.	3.23
5. LEAA continue to support court volunteer programs.	4.13
6. Legislatures encourage the completion of a single 911 emergency telephone system.	4.53
7. That community members assist in the recruiting and selection of criminal justice personnel.	3.83

F. NEED TO DETERMINE THE BASIC RIGHTS OF RURAL CITIZENS IN LAW ENFORCEMENT SERVICES.

While participants felt that rural citizens have a right to determine and expect minimum performance standards of rural law enforcement (e.g. reasonable response time to call and a thorough investigation of charges), they were quick to point out that these expectations must be tempered by geography (distance and difficulties of terrain), lack of manpower, lack of equipment and lack of expertise or training.

This Conference Recommends That:

	<u>Rating</u>
1. The rights of rural citizens to quick response from law enforcement be emphasized.	4.03
2. Law enforcement personnel go to community meetings to determine citizen needs and provide information about the current status of law enforcement in their area.	4.03
3. Current law be used to determine necessary services.	3.37
4. Citizens' advisory groups be established to assist in determining the basic rights of rural law enforcement.	4.30
5. LEAA conduct a survey of various law enforcement agencies to determine minimum levels of service.	3.50
6. Law enforcement agencies publicize the level of law enforcement services that they can provide and maintain, educate the public as to how to use these services and develop the means to upgrade or complement these services.	3.27
7. Every local government promote, solicit, and support citizen input in determining minimum performance and standards of local law enforcement agencies.	4.57

APPENDIX B
LOMA EVALUATION FORM

Your Name John Doe

<p><u>Objectives</u></p> <p>Check those that are important to you. (Ignore those that are not)</p> <p>Be able to:</p>	<p>✓ Degree of Importance X</p> <p>*Weight each checked objective for its importance to you, allocating exactly 100 points among all of those checked. A total of 100 points must be assigned.</p>	<p>Degree of Fulfilment=</p> <p>**Rate each objective you checked (from 0-10) to indicate how well it was fulfilled for you by this conference.</p>	<p>Index of Objective Fulfillment</p> <p>(Do not Use)</p>
<p>1. Develop skills in budget preparation and in presenting budgets to Councils and/or Commissions.</p>	<p>✓ 20%</p>	<p>0 (Did Not Attend)</p>	
<p>2. Effectively utilize new techniques involving citizens in crime prevention & enforcement.</p>			
<p>3. Become knowledgeable of ways in which various forms of consolidated services can make law enforcement more effective in your area.</p>	<p>✓ 30%</p>	<p>5</p>	<p>150 300</p>
<p>4. Become aware of strategies for the effective use of citizens as reserve units.</p>			
<p>5. Develop skills and knowledge that will allow you to be more effective in managing subordinates.</p>	<p>✓ 10%</p>	<p>7</p>	<p>70 100</p>
<p>6. Develop some new skills and techniques in utilizing crime analysis data in managing law enforcement services.</p>	<p>✓ 40%</p>	<p>10</p>	<p>400 400</p>
	<p>100</p>	<p>Total =</p>	<p>620 800</p>

*If you checked only one objective, assign all 100 points to it; if you checked two objectives, spread the 100 points between them.

**0 is unsatisfactory; 1-2 poor; 3-4 below average; 5 average; 6 above average; 7 good; 8 very good; 9-10 excellent

"Rural Law Enforcement: Setting the Agenda"
Steve Ward's Opening Address

I come before you today with both pleasure and apprehension. The pleasure grows from my appreciation of your efforts to focus on the problems and promises of criminal justice in the rural community. The apprehension stems from the fact that I can only offer you my thoughts and impressions--not hard facts. I was reminded of the dangers of advancing too far beyond one's base of solid knowledge as I passed the General Custer Motor Inn coming from the airport last evening. However, I feel adventurous, so I shall strike out with some thoughts that I hope will prove useful as you participate in the events of this workshop over the next three days.

It seems to me that this is an opportune time to reflect on the problems of rural law enforcement and to consider the promises that it holds for creative problem solving. There are many forces at work throughout our country as a new presidential administration prepares to assume power, as people everywhere look around for answers to age-old questions about right and wrong, as conventional wisdom is challenged by people who want to know why it isn't working, and as broader social, political, and economic trends demand more effective approaches to dealing with complex problems. In essence, we are at a point in time which cries out for a new problem-solving agenda, and we have a unique opportunity in rural America to participate in drafting that agenda and then in tackling it.

The Negative Perspective	/	The Positive Perspective
Geographic isolation and smallness	/	Separation from major sources of criminal activity <u>Visibility</u>
Lack of resources --People --Money	/	Greater dependence on <u>community</u> resources <u>Innovation</u>
Governmental in-attention (from Federal level)	/	Self-determination

It seems that rural people, who often have a fierce pride in their independence in other ways, develop an inferiority complex when dealing with the policy-makers in the larger governmental system. They initially bristle at the suggestion that their problems are less severe (which translates as less important) than those of their urban counterparts. They often find themselves at a disadvantage in providing the detailed and time-consuming arguments, descriptions and justifications required as fuel for the political and the bureaucratic engines of government. And so they protest, proclaim their independence and withdraw. This maneuver repeated enough times however can lead to unwillingness to try in the first place, result in a second class citizenship and--even worse--to an acceptance of the same.

I heard this theme expressed many times during the Keystone Conference last year in Colorado. I heard it even more recently this past week in Los Angeles, where 38 second-level agency administrators assembled for a management training program. And I fear I will continue to hear it. It most-often takes the form of a protest such as, "All the money and attention go to the cities. Nobody gives a damn what happens out here!"

Well, I'm not so sure I'm willing to nod my head in resigned agreement any longer, particularly now as I sense an opportunity to set the agenda, at least partially, and to capture the mood of the people. In Colorado last year, we talked about the many "crises" facing rural law enforcement administration. We identified the crisis of not enough money, the crisis of commuting city criminals wreaking havoc for us, the twin crises of too few people and too many demands for service. We also talked about how we might respond to these crises.

It brings to mind the Chinese expression of "crisis," which has two characters; one of them translates as "opportunity." In every crisis there is the opportunity for growth. Because of the confined nature of system and resources in rural America, we have the opportunity to respond and to grow from our crises. Instead of seeking mechanical, bureaucratic, organizational ways of responding to crises, my belief is that we may better spend our time building on the unique nature of rural society and the rewards that come from being in that society.

Smallness may be an advantage. Limits may be an advantage. "Not enough" may be an advantage. Certainly, we need more of some things. But I hope that the kind of debate that is going on at this conference occurs in your home areas before you opt for bigger and more. It is painfully true that more can be less. It is critical that we recognize enforcement in the rural community as an intimate part of the social fabric. This requires some changes in old thought patterns. It requires overcoming the old inferiority complex by taking the offensive in presenting a case. It takes at least four actions calculated to take control of the agenda.

First--the rural justice practitioner must avoid the coercive comparisons of the past which have required that rural needs and strategies be measured against urban standards. Urban and rural are different, but to date insufficient effort has gone into the construction of a set of rural standards of efficiency and effectiveness. A major task ahead is to articulate such standards and to facilitate their widespread dissemination throughout rural America, perhaps through a central clearing-house.

Second--the rural justice practitioner must avoid some of the prevailing myths about crime prevention and control that have proved so fruitless in other areas. For example, there is the myth of simple solutions. Crime is a complex problem. It is resolved by simple solutions, and efforts to find packaged approaches will inevitably fail. There is the myth of the "cause" of crime. Crime has many causes, and efforts to prevent or control it must take cognizance its numerous roots.

Third--the rural practitioner must be specific in identifying the needs of the community. In an era of diminishing resources and increasing competition for those that remain, generalities will not suffice. The problem under attack must be set out in detail. The alternative approaches to dealing with the problem must be carefully drawn and compared, and the most appropriate must be selected. The tradeoffs, including comparative costs, must be stated clearly for decision-makers. Finally, the consequences of each action or inaction must be made clear.

Fourth--a strong leadership role must emerge in which the rural practitioner not only identifies and analyzes problems, but also mobilizes

the resources necessary to solve them. This requires an awareness of the knowledge and skills of leadership and political action--in the broad, dynamic sense that has made this country great--as well as of the technical aspects of law enforcement.

It is in regard to the first and fourth of these agenda-setting steps--setting rural standards and providing strong leadership--that the greatest effort appears to be needed. For example, the Keystone Conference last year provided a tentative agenda, identifying six primary needs that should be addressed to improve the administration of justice in the rural community. The participants also specified 46 recommendations aimed at meeting these needs. To date, however, they remain recommendations, largely because of a lack of standards for rural enforcement against which to establish their importance, and further because of the lack of a leadership--centered strategy to attain them.

"Wrap Up" Remarks of Jim Vetter
at the
Billings Conference on Rural Law Enforcement

In putting this conference together the advisory committee clearly realized that there were certain generic problems in Rural Law Enforcement that had not been faced or even recognized by national organizations, particularly the LEAA. Some of the problems we elicited from the practitioners at the Keystone Conference in Colorado were:

1. The limited national attention on rural law enforcement issues and problems.
2. Little attention to developing precise data collecting measures on the nature and extent of rural crime or rural criminal matters.
3. No central organization or group of constituents to which rural problems and issues could be directed.
4. A shortage of models for rural practitioners.

Thus, the impetus for this conference came from the grass roots, from peers of yours who have been confronted with the same kinds of problems and issues that you, as rural law enforcement practitioners, have confronted.

Briefly, let's examine some of the issues that are generic to most rural law enforcement settings.

1. Duplication of facilities: Despite limited resources in rural areas, we often find cities and counties maintain separate offices, jails, and communications facilities located in the same community. We have been exposed at this conference to a variety of methods

for sharing physical resources as well as a number of auxiliary services (non-line) functions that can often be economically shared.

2. Coordination Problems: Frequently, each law enforcement agency is so concerned about its own self interests and problems that it fails to seek or to work in close operation with other agencies vital to law enforcement success. Both departments often operate with different policies and procedures. Whenever county and city policies are in conflict or inconsistent, the public becomes uncertain as to which services are offered by the respective departments. Uniformity and consistency in the delivery of police service are more necessary to gain public support for law enforcement, and more importantly, to avoid fragmentation and duplication of the services.
3. Limited Manpower: By its nature, law enforcement consists of unending routine patrol activities, interrupted by sudden emergency requests. Small agencies often lack the personnel and the flexibility to respond rapidly to emergency situations and because of their size and budget, they cannot attract and keep officers with the specialized skills required for certain emergencies.
4. Inadequate Training: Officers who enforce the law are continually called upon to make extremely important decisions concerning the freedom of individuals, the protection of their property, and sometimes protecting life itself. Officers usually make these decisions in emotion-filled situations without benefit of counsel or the opportunity for extended thought. Officers who have not

been properly prepared for their roles or have not received in-service training to sharpen and renew their skills are more likely to make mistakes. Continued training, therefore, is essential for all law enforcement officers. Although many states are providing training programs for police agencies in the state, it is difficult for small departments to participate. If they choose to offer advanced training for officers, they are forced to sacrifice manpower and lower the delivery of services during the time the officer is being trained.

5. Limited Patrol: Patrol activities are basic to the police function and are aimed at deterring criminal activity. While this notion has been called into question somewhat by the Kansas City experiment, it is still an important part of police work. If patrol is to be effective, at least 50% of the officer's duty tour should be spent in patrol type activities. In a county with one officer on a shift and a large geographical area to cover, the patrol force tends to be extremely reactive rather than preventive. Innovative patrol tactics such as directed patrol or target-oriented patrol may assist the effectiveness of the patrol function if crime analysis is used. However, preventive patrol in the rural setting is for the most part ineffectual. This is especially true of a community with a small number of units on duty and a high number of calls for service.
6. Records and Reporting: One of the necessary functions of police operations is an information system. Such a system for compiling and maintaining information on crimes, criminals and agency

activities is an important management tool. But the maintenance of information systems requires both money and personnel resources. When both the city and county law enforcement programs maintain separate information systems, efforts are often duplicated and cost effectiveness is sacrificed. This often results in keeping inadequate records and the loss of intelligence information which might have been provided if both agencies were able to combine manpower and money resources.

7. Inadequate Supervision: Supervision is a crucial element of management and even the best departments experience problems. The fact is exaggerated in small departments where supervisory personnel are at a premium and full shift staffing consists of only one or two men. Clearly, this is one area that can be supported by consolidation of effort.

This briefly summarizes the reasons for conducting this conference. In examining all of the problems and considering some of the alternatives, we selected the issues of consolidated services, management of small departments, extended use of community resources and crime prevention as the focal areas for solving the aforementioned problems. For example, we know that most small departments find it difficult to increase their budget to provide themselves with more personnel. Therefore, we suggest that there are other resources a small county sheriff or small department chief can muster to improve the delivery of police services. One resource that is often overlooked is the involvement of citizens in enforcement programs. For this reason Sheriff Blubaum was invited to this conference to demonstrate how he and other sheriffs like him have maximized citizen groups in support of the law enforcement

mission. Other examples are the many variations of consolidated services. Once again, it is clear that legislative bodies are reluctant to provide additional resources for needed expansion of law enforcement services. The conference committee viewed consolidation as another plausible alternative to the problems outlined above. Management skills would also maximize the effectiveness of a police administrator. While it was impossible to provide a full-blown management seminar, it was hoped that the exposure to several new skills and techniques would increase the awareness of alternative management possibilities. If management skills seem valuable to you, it is our hope that you would be stimulated to obtain further training in this area.

Providing you with some alternate methods of maximizing what resources you have available and expanding these resources to their limits was the whole purpose of designing the conference. We hope that it has been a valuable experience for you.

In closing, I would like to share a personal experience that bears on the question "Why be a policeman?" It is obvious that people are not in police work for the reason of lucrative salaries. People may accept almost any job during a period of economic stress, but economic stress does not normally last more than a few years. After this time it would not be difficult to obtain a job which provided more money, better hours, improved working conditions, and the opportunity for advancement. The high standards required for employment on any first class department today are such that an applicant who can meet them can usually walk a block down the street and find a job which most people would consider had much more to offer.

A few months after I had returned from Korea, I entered the headquarters of my department to discuss my return to the force. I was middle aged and I had been gone for several years. I found many things had changed. There was a new administrator of the department and the organizational structure had changed. The majority of patrolmen and a few of the supervisors were unknown to me since they were hired during my absence. Several officers with whom I had worked had been promoted three or four grades. Men whom I had known as patrolmen and sergeants were among the higher ranking officers of the department.

It caused me to think, "Why was I coming back after this absence?" Was it because I could do no better than a patrolman's pay if I sought to change? Couldn't I find a place in private industry?

I'd been successful in my military service, I was a graduate of two of the Army's finest schools. I was wearing the crossed rifles and the silver bars of a Captain of Infantry. I had the years of experience as a commanding officer, years in which I had successfully commanded a unit as large as the organization to which I was returning; yet now I would have to take its lowest rank. Many of my friends had advised me to look elsewhere and I'd already been approached with other offers.

I'd been offered a job paying about twice as much as what I would draw as a patrolman. This job included a beautifully furnished office, a forty-hour work week, daytime hours, and all holidays off. Conversely, in the police department I would return to the dingy basement office, overcrowded facilities and be subjected to any possible work assignment. I could expect to

work six days every week. Holidays would simply mean more hours and harder work. I would work overtime often without pay. My tour of duty would change every month. Why was I returning to work as a policeman? Now would be a good time to start life anew. I was not worried about a change in lifestyle because my life had been one of continuous change. Changes in duty, changes in responsibilities, assignment, rank, location and often even with the persons with whom I associated. No it wasn't that. Security had something to do with it I guess. There was the pension I could draw on in my later years. My knowledge of the job certainly was a factor. And yet--the comfort, the work hours, the opportunity to spend more time with my family from whom I had been separated for so long, were all valid reasons for making the change. Why did I turn down this opportunity? Straight-forwardly it's because I wanted to be a policeman! It's a satisfying job. It affords opportunities found nowhere else, opportunities to positively contribute to a community, to set a kid on a straight path, to help someone who has seen better times.

Why be a policeman? It's really hard to look inside, under that blue shirt with the brass buttons, and write on a piece of paper what's deep inside of you. Perhaps this question is best answered by asking a few.

Did you ever ride the darkened streets of a city you love, knowing that thousands of people safely asleep in those hundreds of homes depend upon you? Did you ever find and soothe a frightened and bewildered lost child after hours of searching even as you, too, were despairing of success? Did you see the mother as she grabbed the child to her breast? Did you ever feel the surge of confidence and pride as you heard a worried, tired, relieved

voice say, "It's all right now, the police are here."? Did you ever stand in the midst of violence, cool and calm, and gather the situation in your confident capable hands, assuming command where the big wheels of industry or business are lost, confused or powerless to act?

Have you felt the sense of adventure and confidence as you began your duty tour at midnight knowing that anything might happen and that if it did, you could handle it when it came?

Did you ever ride hour after hour through the silent night with a man at your side knowing that he would stand with you regardless of the consequences, even death, if the going got tough?

Did you ever hear the Captain at roll call reading a memorandum asking for blood transfusions and see fifty blue-clad arms thrust up to volunteer?

Have you ever watched a long line of men, courageous men, as they move slowly down the aisle of a funeral home to take a last look at a comrade who had met death, in harness, for you? Did you ever see the unashamed tears course down their cheeks?

Why be a policeman? There are so many reasons---the frightened people who need help, the comradeship, the pride in the uniform, the vision of the future.

The vision of the future? Yes, you see years ahead of you a profession, an honored profession which you helped to forge, properly equipped, and respected by all. You see smartly uniformed, eager, alert young men of courage answering the roll call as they close ranks with the good elements of our society in the service of our people. You see advances in crime prevention, crime

detection, personnel selection and training. You feel your part in this young, vigorous profession which is beginning to forge rapidly to the front.

Perhaps you're sentimental but you look back over the years and you gaze steadfastly into the future, and you hear your little daughter say, "I'm glad my dad is a policeman, he's not afraid of anything."

So you lift up your chin and you look out over your community, the community you served for a quarter of a century and you say to yourself, "I'm glad, too, that I'm a policeman." And you feel fully repaid just to know that there are still men who believe that honor, courage, loyalty and faithfulness mean more than money.

RURAL CRIMINAL JUSTICE BIBLIOGRAPHY

"Americans on the Move", Time, March 15, 1976, pp. 54-64

Article describing the current internal migration of middle-class Americans, out of the big cities into the countryside and the South and Southwest states.

Beran, Nancy J. and Harry E. Allen, "Criminal Victimization in Small Town U.S.A.", International Journal of Criminology and Penology, 1974, p. 2, 393.

"Big Increase in Country Crime", San Francisco Chronicle, November 29, 1975, p.3.

Brown, G.E. and International Association of Chiefs of Police, 11 Firstfield Road, Gaithersburg, MD 20760, "Assuming Command of a Small City Police Department", Police Chief, V 43, N 1 (January 1976), pp. 14-15.

Among the specific issues examined are salary considerations for small city police chiefs, possible problems in adjusting to small-town life, possible adverse reactions of the police personnel, compatibility of new chief's management style with existing departmental policies, and inadequate salaries and training of the police personnel. Conditions and situations typical of the small city police department are also reviewed.

Brownlee, E. Gardner, "The Revival of the Justice of the Peace in Montana", Judicature, V 58, (March, 1975), pp. 372-79.

Descriptions of programs for training justices of the peace in Montana; where justice of the peace system has been retained in order to make court system accessible to the people.

Conference Working Paper No. 12, "Rural Justice and Legal Assistance", First National Conference on Rural America, April 14-17, 1975, Published by Rural Housing Alliance and Rural America, Inc., Washington, D.C.

"Crime Prevention for Small Business", Small Business Reporter, Bank of America, V 13, N 1, 1975, pp. 14-18.

Dinitz, Simon, "Progress, Crime, and the Folk Ethic: Portrait of a Small Town", Criminology, V 11, 1973, pp. 3-21.

Study of crime and the criminal justice system in a small town (pop. 11,250) in Ohio. Focus is upon nature of crime (92% of arrests were for misdemeanors; and most felony crimes involved property offenses) and upon people's attitudes. Police-community relations were good; the small town residents felt "safe" in their small community; and the "outside world" was viewed with an almost ominous fear.

Ellis, J.H., and Charles C. Thomas, 301 East Lawrence Avenue, Springfield, IL 62703, "Connecticut Resident State Police System", in Chapman, Samuel G., Police Patrol Readings, ED 2, 1970.

This program was begun in 1947 for those towns large enough to require more than occasional state patrol, but not big enough to support a police department. Towns receiving such services usually pay about one-half of the total costs. Shares are determined by the State Police Commissioner and approved by the Commissioner of Finance and Control. Contracts cover two-year periods and are subject to the approval of the Attorney General. Connecticut's 30 resident officer positions are in excess of the regularly authorized number of state troopers, and appointees possess the same powers and rights and are subject to the same rules and regulations as regular troopers.

Erwin, B., Montana - Urban-Rural Crime, 1974, Washington, D.C.: National Criminal Justice Referral Service, NCJ 15401

In Montana, 46.5% of the population live in rural areas (places under 2,500 inhabitants). Rural areas (counties of 2,500 pop.) account for 25% of the seven major index crimes in Montana. Rural places (rural communities or counties under 2,500 pop.) account for 5%. Urban areas (places of 2,500 pop. or more) account for 70%. Several types of violent crime, murder and non-negligent manslaughter, rape and aggravated assault occur at a higher rate in the rural environment than in urban areas. Nature of life in rural areas is discussed and cited as a factor in violent crimes, which are commonly committed by persons previously known to their victims. Table illustrating urban-rural crime rates and population estimates; charts are included.

Fennel, D.A. and C. Thurn, Contract Policing - An Attitudinal Study of North Dakota Government and Law Enforcement Officials, NCJRS Microfiche Program, P.O. Box 24036, Washington, D.C. 20024

All the mayors, police chiefs, county commissioners, and sheriffs in North Dakota were surveyed to determine their attitude towards their present law enforcement system and the desirability of establishing a contract policing system between the cities and the county sheriff. Two different questionnaires were used. One, with six questions was sent to sheriffs and county commissioners. Another, with 17 questions, was sent to mayors and police chiefs. Results of the survey are discussed in detail. Responses to individual questions are presented according to the size of the town. Evaluators suggested that most of the individuals responding negatively to the questionnaire (especially the police chiefs) felt that a contract policing system would threaten their prestige and power. Mayors, not so directly affected, in general responded more favorably. The mayors, sheriffs, police chiefs, and county commissioners who had contract policing systems were all satisfied with their system. It was suggested that police chiefs in towns without contract policing be used as deputy sheriffs in charge of contract policing in their town. Recommendations included a state-initiated program to encourage towns to participate in a contract law enforcement program and utilizing contract policing on a trial basis in towns where officials were unfavorable towards it.

Finkelman, J. M., W. Reichman, and the International Association of Chiefs of Police, 11 Firstfield Road, Gaithersburg, MD 20760, "Police Training Strategies - A Contingency Model", Journal of Police Science and Administration, V 2, N 4, December 1974, pp. 423-428.

Different types of training methods and settings should be utilized to reach different audiences on different topics. The audiences the authors discuss are state and municipal police, local police, and chiefs of police. The subjects are divided into specialized police topics and psychological subjects. The training sources are internal trainers, police academies, and external consultants. The methods that are available are lectures and participative training techniques. The training subjects and recipients are considered fixed factors, while training sources and methods are variable. The authors present a model for and their rationalizations behind a police training program that combines the fixed and variable factors for maximum effectiveness.

Galliker, J. F., L. P. Donavan, D. L. Adams, and the International Association of Chiefs of Police, 11 Firstfield Road, Gaithersburg, MD 20760, "Small-Town Police - Trouble, Tasks, and Publics", Journal of Police Science and Administration, V 3, N 1, March 1975, pp. 19-28.

Report on a research study designed to assess the popular image of the role of rural police as well as the limited related literature by the utilization of interviews of small-town officers. The image analyzed is that of "the Chief of Police (who as) an indolent, unarmed combination social worker-philosopher, seldom arrests anyone, and, as a result, is well-liked by all local citizens." A total of 310 policemen in 74 communities of less than 50,000 population in Missouri were interviewed. Interview questions focused on the officers' perceptions of their most critical community problems, including citizen demands for assistance; the tasks or services performed in the local community; and the source(s) of citizen opposition and support. Police involvement in the smallest communities (under 5000) centered around control of traffic and youth people. In larger communities, there was more concern with handling family disturbances, watching known criminals, and with difficulties in communicating with the public. Nightly checking of business doors to see if they are locked ('rattling doorknobs') was listed as a police service which took up a significant portion of time. Support for local enforcement was seen as coming from local groups such as fraternal orders, government bodies; and businessmen. Those people watched most closely on patrol (known or ex-offenders and young people) were associated with major opposition to the police. Major interview responses are presented in tabular form.

Cibbons, Don. C., "Crime in the Hinterland", Criminology, V 10, August 1972, pp. 177-190.

Results of a study of criminability in three rural, contiguous counties in a region. Lack of information on rural crime is cited as rationale for the fact-gathering investigation. A short description of the counties and their police and court systems is given. Inadequate records maintenance by the various law enforcement and judicial agencies is cited as an impediment to the study of rural crime. Findings include:

serious crime is infrequent; JP's handle mainly traffic violations; rural criminality is basically transitory in nature, carried on by persons who view themselves as law-abiding citizens; county sheriffs engage largely in peace-keeping activities; district courts handle mainly traffic cases and petty misdemeanors; and city and county jails are populated largely by inmates charged with alcohol related offenses.

Ginsberg, Michael, "Rural Criminal Justice: An Overview", American Journal of Criminal Law, University of Texas School of Law, Summer 1974, pp. 55-51.

A summary of aspects and problems in the administration of justice in rural areas, based on author's first-hand observations in Texas and Colorado. Urban-rural differences are cited; lack of congruence between law enforcement and judicial jurisdictions is discussed; law enforcement funding, facilities and procedures are examined. District and county attorneys, courtroom procedures, and defense attorneys are discussed. Problems of reform in rural justice ends the article.

Corse, W. J., and N. J. Beran, "Community Criminal Justice System of Lincoln", 1973, pp. 86, 67, 96.

Case study evaluation of crime, criminal justice system, and citizen attitudes in rural town, describing crime type, system functioning, and needs. The effectiveness of rural criminal justice systems is attributable to the existence of a unifying folk ethic. This is the conclusion drawn by the authors of this 1972 case study of the criminal justice system of an Ohio community of 11,250 which they call Lincoln. To assess the impact of outside funding on the community, the authors conducted a comprehensive examination of all levels of the criminal justice system. This examination involved structured interviews with a 10 percent random sample of households, 54 business establishments, members of the police department, the city and county prosecutors, and the municipal and common pleas court judges. Data were gathered on reported offenses, both reported and unreported household and business victimization, judicial policies, practices and personnel, and citizen perceptions of crime and criminal justice administration issues. These findings were interpreted and compared with the base-line data from comparable 1969-70 studies. The community's crime problems, as well as system characteristics and needs, are then related to those of large urban areas and the differences are noted. In considering solutions to rural crime problems, the authors discuss the inappropriateness of moving toward greater police professionalism as metropolitan systems have done. Greater professionalism, they contend, is generally accompanied by increased formalization and impersonalization, both of which would erode the folk ethic traditionally supporting rural criminal justice systems. They therefore recommend that alternative solutions which would capitalize on the folk ethic should be found. Evaluation tools and data summaries used appear in the report. (Author abstract modified - SNI abstract)

Gallory, Ferrel, "Growing Crime in Rural Areas", Washington Post, October 12, 1975, p. C8.

Rural crime is growing faster than the national rate. Geographical considerations, inadequate law enforcement funding, growing rural affluence, etc., are involved. Increased LEAA funding is desired, along with relaxation of LEAA rules which require grant recipients to pledge

continuation of a program after its funding by LEAA has ceased...Many rural towns and counties do not have the tax base to support such programs without LEAA funding..."

Harries, Keith D., The Geography of Crime and Justice, New York: McGraw-Hill, 1974.

Crime and justice vary significantly from place to place. Such offenses as embezzlement and fraud, driving under the influence, vandalism, and forgery and counterfeiting are relatively evenly apportioned between rural areas and cities of various sizes, while Index crimes tend to exhibit pronounced spatial concentration in urban areas. There are also spatial variations in justice...punishment for a crime is dependent on where the crime takes place.

Holt, A., M. J. Lee, and Great Britain Police Research Services Branch, Horseferry House, Dean Ryle Street, London, England, "Study of the Policing of Areas With Low Population Density", Police Research Bulletin, N 16, October 1970, pp. 17-25.

Report of on-going research to design an effective system of rural policing which is economical in its manpower requirements.

Hooper, Frank A., "Calendar and Docket Control in Single Judge Systems", Federal Rules Decisions, V 50, November 1970, pp. 353-359.

Description of functioning of single judge systems; followed by suggestions for pretrial procedures, pretrial of non-jury cases, notions for summary judgment, and calendaring.

International City Management Association, "Law Enforcement in Small Cities", Management Information Service Report, V 6, December 1974.

Problems affecting small nonmetropolitan city law enforcement services are discussed. Adoption of specific standards and goals applicable to police agencies of all sizes is recommended. Areas of discussion include: provision of police services; personnel requirements; public safety departments; staffing alternatives; police administration; training; basic services; role of the police; police community relations; and alternatives to a municipal police force. Conclusion recommends upgrading of many small city police forces, with state criminal justice planning agencies serving as a source of funds. Consolidation of police services among municipalities is suggested for some small cities unable to support an adequate town police force. As another alternative, more limited forms of cooperation between police agencies may be utilized.

Isherwood, R., A. Holt, and Great Britain Police Research Services Branch, Horseferry House, Dean Ryle Street, London, England, "Rural Beat Policing", Police Research Bulletin, N 7, July 1968, pp. 8-15.

Difficulties inherent in rural policing in England are transportation, communication, and manpower allocation. This paper examines the traditional residential method, the Bedfordshire plan, the Cumbria rural scheme, and the fully mobile rural policing system. The first method relies on stationing one constable in a village with a 24-hour responsibility. The Bedfordshire plan provides for foot and mobile patrol of a three sector area and utilization of pocket phone radios. The third scheme is similar in that it deploys foot and motor patrols, but,

The men revolve on eight-hour shifts. The fourth alternative, not presently in use, would be a fully mobile patrol with an area large enough to merit an exclusive VHF radio channel.

Jacowitz, Burton J., "Education and Training of Justices of the Peace Prior to Asswng Office - A Proposal", New York State Bar Journal, V 35, February 1963, pp. 61-68.

A plan for training lay JP's in New York (as required by enactment of the new judicial article in New York, effective September 1, 1962). Discusses content of a training course; methods of implementation and alternatives to lay judges (one of which is abolishment of JP's).

"Justices of the Peace", American Judicature 2nd, V 47, 1969, pp. 915-982.

General encyclopedia treatment of the selection, status, rights, and duties of justices of the peace. Emphasis is on the justices court jurisdiction, court procedure, effect and enforcement of the court's judgment, and review (trial de novo, etc.).

Kapsch, S., and the Minnesota State Planning Agency, 806 Capitol Square Building, St. Paul, MN 55101, Minnesota Police Organization and Community Resource Allocation, 1970.

Many writers on problems of the administration of criminal justice and police administration have noted the fragmentation of American police into a complex of small local organizations. While law enforcement is a problem which must be met at the local level, some jurisdictions are too small to provide a full range of police services. The successful British experience in consolidation is examined in depth in order to demonstrate some of the benefits and problems of centralizing police functions. The number, location and effective strengths of Minnesota police departments are then discussed and comparative tables are provided. The minimum personnel requirements need to maintain basic police functions are identified and specific suggestions are offered for reorganizing Minnesota police departments into more efficient organizational units. (SNI abstract)

Kinsey, Robert A., "The Justice of the Peace System under Constitutional Attack - Gordon vs. Justice Court", Utah Law Review, Winter 1974, pp. 861-70.

Discussion of the role of JP's in present society with reference to the California Gordon decision; and Colten vs. Kentucky, 407 U.S. 104 (1972), which held that a right to trial de novo satisfied due process rights in a system utilizing nonlawyer judges. The author recognizes that JP's have in the past served definite needs; but argues that increasing complexity in both law and society should result in eventual elimination of the JP system on a state-by-state basis.

Kroll, Robert, "Just Folks' Justice Southern Style", Student Lawyer, V 4, N 51, December 1975, pp. 18-22.

Discussion of both abuses and merits of the South Carolina system of lay magistrate. Day to day activities of the magistrate and general nature of the job are illustrated by personal examples. Article concludes with suggestion that perhaps lay justice courts should not be eliminated without careful consideration.

Lee, H. I., and Great Britain Police Research Services Branch, Horseferry House, Dean Lyle Street, London England, "Rural Policing", Police Research Bulletin, N 19, Spring 1972, pp. 22-30.

The manpower requirement calculation derived in this study involved determining the task arrival rate and fixing a response time capability. The article points out that, generally, the devised method required less manpower than the traditional independent beat system. Statistical findings are included.

Lipsett, F. R., J. C. Arnold, and Northwestern University School of Law, 350 East Superior Street, Chicago, IL 60611, "Computer Simulation of Patrol Operations of a Semi-rural Police Force", Journal of Police Science and Administration, V 2, N 2, June 1974, pp. 190-207.

Several variables were tested in this study of patrol procedures in this semi-rural Ontario township with a population of 45,000. Calls can be answered on a first-come-first-served basis or on a closest waiting call basis. Cars can be deployed on strict zone system, in which a car can never leave its assigned zone, or on a township basis in which a car can answer calls in an adjacent zone if that zone's car is already busy. Variables that can be manipulated include number of calls and number of cars, utilizing the normalized call density parameter (the percentage of the township's calls for service received by an atom or artificial subdivision), the authors were able to suggest the most efficient deployment strategies for different times and situations. The authors also suggest that many of their conclusions could have been reached without the aid of a computer, but they state that the computer-plotted maps were a great convenience.

"Out of the Cities, Back to the Country - A Report from Six Small Towns", U.S. News and World Report, March 31, 1975, pp. 46-50.

Reasons for the movement back to small towns and farm regions are given. Local descriptions and quotes from residents of six small towns (Columbia, Kentucky; Kingman, Arizona; Big Rapids, Michigan; Carson City, Nevada; Cableskill, New York; and Caldwell, Idaho) make up the body of the article.

Fayne, G. F., and Great Britain Police Research Services Branch, Horseferry House, Dean Lyle Street, London, England, "Study of Rural Beats", Police Research Bulletin, N 12, October 1969, pp. 25-29.

The derived manpower formula takes into account population, acreage, mileage, incidence of crime, and a factor representing full utilization of a constable's time.

Pennington, Judge Henry V., "The Nonmets", The Judges' Journal, V 4, October 1974, pp. 74-76.

Discusses briefly the burdens (due to lack of money and resources) placed upon nonmetropolitan general trial jurisdiction judges. Discusses means to maximize efficiency of court operations in a rural setting. Provides specific recommendations, for example, schedule individual hearings, formulate well planned court rules, seek LIAA funds to hire a law clerk, mimeograph standard forms, etc.

Phillips, G. Howard, Rural Crime in Ohio as Perceived by Members of Farm Bureau Councils, Report 1 - prepared for The Ohio Farm Bureau Federation as part of their rural crime study, September 1974, Ohio State University, Columbus, Ohio.

Post, R. S., and Wisconsin State University, Platteville, WI 53818, Department of Police Science and Administration Project Summary, 1969.

Development of academic courses related to the problems of rural policing in the southwest area of Wisconsin.

Purcell, W., British Police in a Changing Society, Oxford, England: A. R. Nowbray and Company, Ltd., 1974.

The author considers in his coverage such contemporary changes as the modernization of police work, the increased role of women, anti-authoritarian attitudes within society, and the police role in handling mass demonstrations concerning social and political issues. The text is illustrated.

Reed, Roy, "Rural Areas' Population Gains now Outpacing Urban Regions", New York Times, May 18, 1975, pp. 1, 44.

Census Bureau surveys show that a significant portion of the new nonmetropolitan growth is occurring in small towns and rural areas. "Spread of manufacturing to remote areas and the migration of retired people (to rural areas)" are chief factors. Map showing "four rapidly growing U.S. rural regions" is included. Parts of Colorado, Wyoming and Montana make up most of one region.

Rainer, Steven, "Rural Crime", Blair and Ketchum's Country Journal, V 2, November 1975, pp. 51-55.

Crime has risen dramatically throughout largely rural New England states in recent years, placing severe burdens upon traditional small local law-enforcement agencies. Development of state police forces has helped, but does not represent an effective means for coping with the increased crime rate. Regionalization of law enforcement agencies, as opposed to traditional local control, is proposed as a necessary change.

Rosenthal, Gary L., "The Right to a Legally Trained Judge: Gordon vs. Justice Court", Harvard Civil Rights - Civil Liberty Law Review, V 10, Summer 1975, pp. 739-71.

A comment upon Gordon vs. Justice Court for Yuba Judicial District of Sutter County, 12 Cal 3d 325, 525 p.2d 72, 115 Cal. Rptr. 632 (1974), cert. denied, 95 S. Ct. 1148 (1975), in which the California Supreme Court held that nonlawyer judges in criminal cases violates the Fourteenth Amendment's guarantee of due process of law. Possible implications for lower courts in general are discussed.

Rural Crime and Justice Institute, St. John's University Mall Center, St. Cloud, MN 56301, Rural Criminal Justice: Issues and Answers, 1976.

Rural Crime and Justice Institute, St. John's University Mall Center, St. Cloud, MN 56301, Rural Law Enforcement: A Perspective on the Future, 1975.

A report on the Keystone Conference, conducted by the Rural Crime and Justice Institute to bring together rural law enforcement, criminal justice, and resource personnel to identify and prioritize rural law enforcement needs. The conference was attended by representatives of the LEAA Region VIII states. Among the major recommendations of the conference was the call for a LEAA Rural Directorate at the federal level. Participants further urged that Region VIII explore the possibility of establishing a continuing multistate effort to stimulate and support rural-specific programming in the area of law enforcement; coordinate and maximize law enforcement training resources in the region; and promote an interstate telecommunications system. A participant-organized task force was named to help coordinate the implementation of conference recommendations. (Author abstract)

Rural Housing Alliance and Rural America, Inc., 1346 Connecticut Avenue Northwest, Washington, D.C. 20036, Rural Justice and Legal Assistance, 1975.

Proposals for reform include a full employment strategy, a re-examination and change in the way in which federal dollars under LEAA are granted to the states (to emphasize improving the quality of law enforcement, judicial process, and corrections), and equal apportionment of federal legal assistance for the poor between rural and urban areas. Also recommended are increased law school emphasis on specific rural issues and practice, and affirmative action recruitment of minorities for employment in law enforcement, judicial, and legal professions.

"Small Business Hit Hardest by 'Insider' Crimes", Los Angeles Times, November-10, 1975, Part III-10.

Spring, Raymond L., "Change of Venue: A Need for Traditional Reemphasis", Judicature, V 54, June-July 1970, pp. 15-17.

The author believes that change of venue may be warranted in the small community regardless of presence or non-presence of mass media. Change of venue may be an effective means for insuring fair trial in cases where intense interest is localized in a single community and its immediate environs.

Sinclair, W. A., Inter Governmental Contracting for Police Patrol in Michigan - An Economic Analysis, 1975.

A structure and conduct/performance marketing model is used to analyze the contracting operations of eleven Michigan sheriffs. The critical structural variance used was the funding relationship between each sheriff and his county commissioners relative to the sheriff's desire to expand his patrol division. The conduct-performance variables used were cost per patrol hour, reporting to local officials, divisibility of patrol service sold, activities performed by contracted patrols, rotated versus permanently stationed deputies, revenue from liquor inspection, amount of time spent outside contracting community, and response time. Study results indicated that sheriffs who wanted to expand their patrol division and who had met or anticipated meeting more inclined to contract with local communities and meet the conduct performance objectives of local officials than sheriffs who felt little

need to expand their patrol division and were able to obtain current and anticipated patrol funding. It was also found that not all sheriffs provided the same set of conduct/performance characteristics to contracting local communities; that ten out of the eleven sheriffs priced their contract at less than variable costs (the balance being made up by the county general fund); and that the sheriff was capable of influencing the local official's decision to contract with him through his real allocation of his non-contract patrols. A bibliography is included. (Author abstract modified)

- U.S. Department of Agriculture, Economic Research Society, Economic Development Division, Population Change in Nonmetropolitan Cities and Towns, by Glenn V. Nugitt and Calvin L. Beale, Washington, D.C.: U.S. Department of Agriculture, 1976.

Patterns of population change between 1950-60 and 1960-70 are analyzed for U.S. nonmetropolitan incorporated cities and towns... they included...about one-half of the total population living outside metropolitan areas". The rate of growth "...was less rapid than the metropolitan sector, but more rapid than the nonmetropolitan population outside incorporated places".

- U.S. Department of Agriculture, Economic Research Service, Economic Development Division, The Revival of Population Growth in Nonmetropolitan America, by Calvin L. Beale, Washington, D.C.: U.S. Department of Agriculture, 1975.

"Population grew faster in nonmetro than in metro counties between 1970 and 1973. This trend reverses the previous pattern of immigration to cities. Among the reasons for increases in rural areas and small towns are decentralization of manufacturing and other industry; increased settlement of retired people; expansion of State colleges; more recreation activity; and apparent higher birthrate in nonmetro areas. Also, urban areas have lost their appeal for many people."

- U.S. Bureau of the Census, "Mobility of the Population of the United States, March 1970 to March 1975", Current Population Reports, Series P-20, Washington, D.C.: U.S. Government Printing Office.

"Persons moving from metropolitan areas exceeded mover to metropolitan areas between March 1970 and March 1975." Detailed data is presented.

- U.S. Bureau of the Census, "Social and Economic Characteristics of the Metropolitan and Nonmetropolitan Population: 1974 and 1970", Current Population Reports, Series P-23, Washington, D.C.: U.S. Government Printing Office.

Detailed statistical data on population, including "Nonmetropolitan growth since 1970"; "Metropolitan and nonmetropolitan migration between 1970 and 1974"; etc.

- U.S. Department of Health, Education and Welfare, Rural-Urban Migration in the United States: Annotated Bibliography and Synthesis, by Daniel O. Price and Melanie R. Sipes, NCHS Publication No. (NCHS) 75-565, Washington, D.C.: Government Printing Office, 1975.

A sourcebook whose "framework...attempts to follow the migration process from the rural area to the urban area during the period 1950-72 in terms of: sources and selectivity of migration and effects on rural areas; the decision to migrate; adjustment of migrants and effects on urban areas; the characteristics of return migrants; and needed research indicated by major gaps in knowledge in this field".

Vermont Governor's Commission on the Administration of Justice, 149 State Street, Montpelier, VT 05602, Delivery of Police Services in Vermont, 1974.

First reviewing the legal framework of law enforcement in Vermont, the book presents an analysis of current police services in the state, paying particular attention to the distribution of services in relation to the expenditures made for them. In both the areas of manpower deployment and cost-benefit relationships the single conclusion drawn was that there is inefficient and inequitable distribution of law enforcement in the state. Chief among the recommendations is one calling for a reorganization of police services into a two-tiered state wide system; one tier would consist of a group of regional police forces providing normal, 24-hour police coverage; at the other tier would be the provision of specialized support services by the state police. The services to be provided by the state police would be as follow: law enforcement training academy for all officers, centralized dispatch facilities, expanded crime lab services, criminal investigation, continued operation of the Vermont Criminal Information Center (VCIC), establishment of a crisis strike force, and interstate and primary highway traffic patrol. Further suggestions and recommendations elaborate on the implementation of the two-tier system. The state's criteria for funding police services are included.

Wilson, G., Great Britain Police Research Services Branch, Horseferry House, Dean Ryle Street, London, England, "Ayrshire Constabulary and Management Consultants", Police Research Bulletin, N 18, Winter 1971, pp. 27-39.

Based on consultant recommendations, the Ayrshire Police Force abandoned the concept of absolute policing (officers in each locality) and redistributed the work load, restructuring the several divisions into two main branches, centralizing resources, and closing numerous village stations. Personnel appraisal and improved training were instituted, along with use of management objectives, establishment of a special project task force, and computerization of statistics. The results of the reorganization were viewed as encouraging, although time was thought necessary for a more complete evaluation.

Wittner, Dale, "Return to Rural America: Seeking a Simpler Life", Today's Health, April 1975, pp. 27-31+.

Life in rural Lee County, Illinois, as opposed to big city life.

Wolley, Bryce, "Lay Judges: The Illiterate Bench", The Nation, V 221, October 4, 1975, pp. 304-6.

The problem of lay judges and the administration of justice is discussed, with reference to Lonnie North V.C.B. Russell, U.S. Supreme Court #74-1409, and Cordova v. Justice for Yuba City.

1975 Workshop for Cow County Superior Court Judges, n.p.: California, 1975.

Includes "Role and Responsibilities of Judges in Smaller Communities" by Judge Arthur B. Broadhus, report on calendaring procedures of small superior courts, with sample forms.

Young, Arthur, and Company, 520 Capitol Mall, Sacramento, CA 95814, Evaluation of OCJP (Office of Criminal Justice Planning) Funded Helicopter Patrol Projects - Final Report, 1974.

The evaluations examine program operation and implementation, perceived effectiveness, effect on incidence of crime, response time, and comparative cost effectiveness. A profile of descriptive information and statistics for each project is provided. Among the factors considered are equipment, maintenance, staffing, organization, patrol areas and schedules, and evaluation year activities. To determine the perceived effectiveness by groups associated with the project, surveys were conducted of sheriff's department officers, other government agencies utilizing helicopter support, and a sample of 2,000 residents in each county. Each project is evaluated in detail in attached final reports.

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Sheriff
Carbon County Courthouse
Red Lodge, MT
8. Paul H. Ferda
Rm. 115 Courthouse Annex
Great Falls, MT
9. Glenn Gebhardt
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Sheridan County
Plentywood, MT
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21. Gene Pruitt
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Roundup, MT
22. Jack Samson
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Billings, MT
23. James Schiffer
Sheriff
Forsyth, MT
24. Johnny Schmitt
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Sidney, MT
25. Russell Scott
Sheriff
Superior, MT

- 26. Ronald Skinner
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- 27. John K. Willems
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- 28. Earl C. "Duke" Willey
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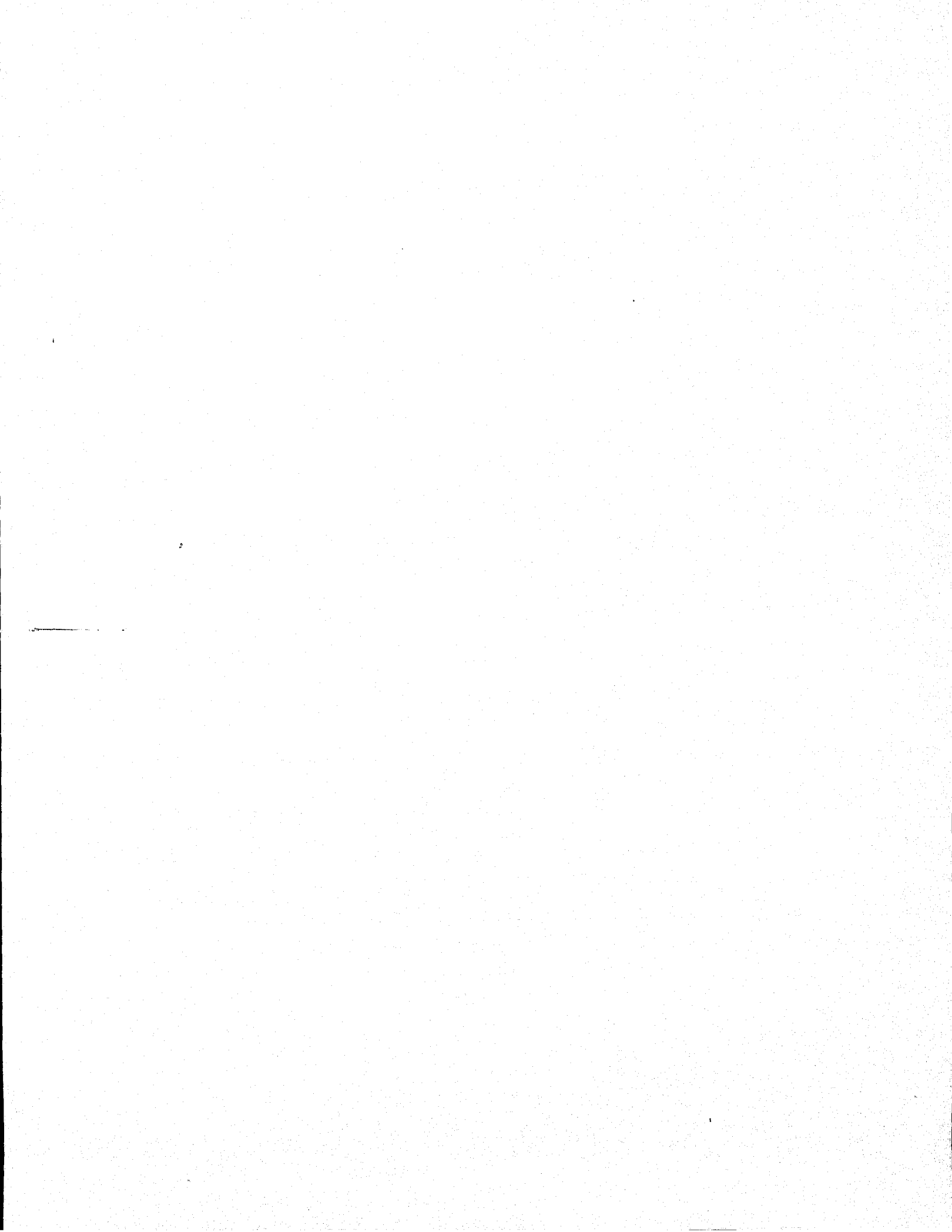
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- 31. Bill Brewer
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- 37. Richard Hays
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