

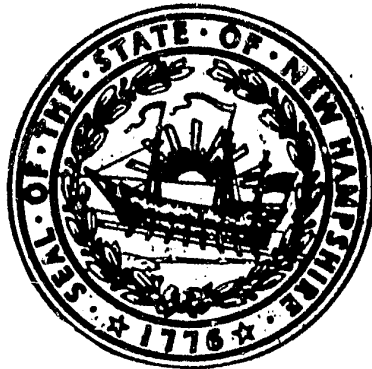
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# STANDARDS

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MICROFICHE

# GOALS



Governor's Commission  
on  
Crime and Delinquency

58977

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SECTION I

COMMUNITY CRIME PREVENTION

COMMUNITY CRIME PREVENTION STANDARDS & GOALS

PRIORITY PROPOSALS

- 1.1 Community crime prevention units should be established in all communities with a population of 20,000 or more.
- 2.2 Inducements should be provided and the feasibility of community ordinances or state laws considered to insure that individuals and business establishments protect valuable stock inventories with adequate security systems.
- 3.1 Establish a crime prevention unit at state level to develop, initiate and coordinate crime prevention units and programs throughout the state.

GOAL 1:

To establish community crime prevention units to reduce criminal opportunity in the State of New Hampshire.

Standard 1.1

Community crime prevention units should be established in all communities with a population of 20,000 or more. Although smaller communities do not have the resources or continuing need for such specialized services, the Department of Safety should establish a crime prevention capability which could provide technical assistance to small communities on an "as-needed" basis.

Standard 1.2

Crime prevention units must be carefully staffed and thoroughly trained to achieve optimal efficiency.

1.2a: Crime prevention officers should be extensively trained in all aspects of community crime prevention, including public relations, community organization, target hardening (i.e., locking devices, alarm systems, etc.), security systems, and building design.

1.2b: Crime prevention officers should be carefully selected according to their ability to fulfill the specific responsibilities described above.

1.2c: The head of the crime prevention unit in each community will have authority commensurate with his responsibilities.

Standard 1.3

Crime prevention officers should have specific duties which include the following:

- extensive involvement with the public, the business community (especially business establishments storing large inventories of valuable or high-risk merchandise), architectural and engineering firms, contractors and related personnel in target hardening procedures and crime prevention counseling;
- providing technical assistance to architects, contractors, merchants, and homeowners to encourage crime-resistant building design and otherwise enhance security aspects of new construction projects and existing structures;
- familiarizing themselves with alarm systems, locks, and other security hardware so that they can make recommendations to the community on the appropriate use of each;
- familiarizing themselves with all community resources to streamline referral and diversion procedures for both adults and juveniles;
- developing strong public relations programs to promote public confidence in police activities and increase police cooperation in crime prevention programs;
- standardizing procedures for effective dissemination of information and use of the media to increase citizen awareness of possible crime prevention strategies.

#### Standard 1.4

Crime prevention units should be included in discussions with city governments, city planners, zoning boards, and other municipal authorities in planning, implementing, and evaluating all community crime prevention programs.

Discussion:

Reported property crimes are increasing at an alarming rate throughout the State of New Hampshire. Most prevalent and most costly among these crimes are the so-called crimes of opportunity: burglary, larceny, and vandalism. Although we can never expect to achieve totally crime resistant communities, these crimes of opportunity are the offenses that can be most easily reduced through strong community crime prevention programs.

It is important that these programs not be developed on a fragmented or random basis, however. To achieve maximum effectiveness at minimum cost, all community crime prevention efforts should be coordinated by community crime prevention units that have formal responsibility for planning, implementing, and evaluating these efforts.

GOAL 2:

To reduce community crime by legislation.

Standard 2.1

As the demand for the installation of alarm and other security systems increases, RSA 323-A:4 should be periodically reviewed and modified to conform to changing circumstances. In addition, the following safeguards on security system licensing and installation should be instituted:

- The State Board of Alarm Installers should be required to call on local and State Police for assistance in investigating an applicant's fitness for holding an alarm installer or senior technician's permit;

-When an alarm installer or senior technician requires the assistance of an unlicensed helper, a check should be made with the state's Central Repository to ascertain that the helper has no criminal record that would render him unfit for alarm installation activities. Consultation should also be made with the Board of Alarm Installers regarding the qualifications of technicians, installers, helpers, and salesmen.

-No state laws should be interpreted in such manner as to proscribe the rights of any owner or legal occupant of a home or property to install his own alarm system, nor should any law enforcement officer be prohibited from installing temporary alarm systems for the protection of property and apprehension of criminals.

#### Standard 2.2

Inducements should be provided, and the feasibility of community ordinances or state laws considered to insure that individuals and business establishments protect valuable and high risk stock inventories with adequate security systems.

2.2a: Law enforcement officials should meet with the State Insurance Department to explore possibilities for reduced insurance rates or increased insurance coverage for businesses with proven security systems as an inducement to more widespread use of alarm systems to protect property.

2.2b: Strict training standards should be established for watchmen and guards, taking into consideration their levels of responsibility, and measures should be taken to insure their safety.

2.2c: The State of New Hampshire should consider enabling legislation allowing individual communities to pass ordinances regarding procedures for storing, warehousing, and protecting high value or vulnerable merchandise.



Standard 2.3

RSA 398 should be expanded to develop approved, standardized forms and record-keeping procedures for pawn shops, second-hand and junk dealers, and these records should be made available to law enforcement personnel for inspection upon request.

Standard 2.4

The State of New Hampshire should examine the feasibility of a law holding individuals criminally liable for trafficking in products whose serial numbers or identification marks have been knowingly altered or removed. It would be advisable to pattern legislation after the amended version of California Penal Code 573E.

Standard 2.5

Communities should be encouraged to establish laws and ordinances to control vandalism. A significant step toward making buildings less vulnerable to acts of vandalism would be the adoption of a building security code patterned after the Life Safety Code of the National Fire Protection Association. Building and security codes that control vacant and dilapidated structures and inadequate or substandard housing should be adopted and enforced.

Standard 2.6

The New Hampshire Legislature should give consideration to laws that hold parents and guardians responsible for the vandalism perpetrated by their children. The law should require restitution within the means of the children and parents. Restitution in the form of reasonable work requirements as well as financial reimbursement to the victims should be recognized as a legitimate alternative. In those cases not adequately remedied by restitution, courts should make the name and address of the defendant available

to the victim for purposes of civil redress. Courts and their probation officers should use creative discretion in determining appropriate means of restitution.

#### Standard 2.7

The State of New Hampshire should review its criminal code and individual law enforcement agencies should examine their operating procedures in order to clarify the role of the police officer in domestic conflicts.

2.7a: Crime prevention units and other law enforcement officials should establish close working relationships with community referral agencies that provide crisis counseling and other services directed toward domestic conflicts.

2.7b: State law should be established to render law enforcement officials or the communities they represent immune from civil suit when a criminal misdemeanor arrest is made and the arrestee's case is subsequently dismissed or not pressed in favor of a social service referral, provided the officials acted with prudence and in good faith.

#### Standard 2.8

The Attorney General's Office should be utilized as a source of information regarding responsibilities of local law enforcement agencies. One method of accomplishing this can be through periodic updates of the law enforcement handbook published by the Attorney General's Office.

#### Standard 3.1

A crime prevention unit should be established at the state level to develop, initiate, and coordinate crime prevention programs throughout the state and support the anti-crime efforts of smaller communities through

technical assistance, "crime stop" literature, and other appropriate resources aimed at increasing citizen awareness of community crime problems.

### Standard 3.2

Police departments should develop formal procedures for disseminating information to other community organizations involved in crime reduction. They should also develop intelligence on crime pockets in the community and maintain information on criminal or suspected criminal activity. This information should be shared with appropriate community agencies which could then more effectively target their crime and delinquency efforts.

### Standard 3.3

Procedures should be standardized for establishing strong working relationships, exchanging information, and achieving input in the following areas:

- police departments should develop recommendations for both community and state governments regarding laws, ordinances, and other measures needed to reduce crime in their communities;
- crime reduction strategies should receive a prominent place on the agenda of periodic meetings between community agencies, department heads, and local government officials;
- school liaison officers should be established within local police departments to harmonize relationships and enhance cooperation between police and the schools, and to provide input for expanded educational curricula including courses on community crime problems;
- closer rapport should be established between appropriate law enforcement agencies and the business community in an effort to reduce white-collar crimes, such as fraud, embezzlement, and others.

Standard 3.4

Strategies for improving crime reporting by the general public should be developed.

Standard 3.5

Where applicable, communities should regulate the construction of large-scale housing developments through building and zoning codes to make them as crime-resistant as possible. Crime-resistant layouts such as the "cluster development" should be encouraged.

Standard 3.6

Through their ongoing planning efforts, communities should take measures to prevent residential neighborhoods and other sections of the community from degenerating into crime-breeding areas. In those communities where depressed housing areas have already become established, state or federally funded low-interest loans should be made available to landlords and homeowners for meaningful repairs and renovation. Small business loans should also be made available to establish or regenerate needed businesses in the depressed areas in order to reverse the trend toward deterioration.

Standard 3.7

In order to reduce auto thefts, police departments should vigorously enforce State Law 262:A, Section 73, by ticketing or leaving written warnings on automobiles in which keys or valuable merchandise have been left in plain view.

3.7a: Police departments should organize publicity campaigns to warn the public of the hazards of leaving keys in ignitions and merchandise exposed.

3.7b: Security personnel at large shopping centers should make reasonable efforts to assist local police in their security and publicity campaigns involving this problem.

Standard 3.8

When a crime is committed, the law enforcement agency that has jurisdiction in the case should perform follow-up work with the victim where possible. If the criminal is arrested, the follow-up procedure should include information on the status of the case at frequent intervals.

3.8a: The GCCD should make provisions within the Comprehensive Plan to enable law enforcement agencies to make selective restitution to crime victims, either through direct or other resources.

Standard 3.9

Local law enforcement agencies and their crime prevention units should provide citizens' groups with direction and technical assistance in areas where high crime rates have led citizens to initiate "crime-stop" or "neighborhood watch" programs. To preclude any vigilanteism, any citizen group already established should be required to coordinate their activities with law enforcement agencies.

GOAL 4:

To reduce crime in the community through increased employment opportunities.

Standard 4.1

To alleviate hardships during a period of major unemployment, the state should be encouraged to utilize all possible resources.

4.1a: Additional funds should be made available to increase the number of participants in the CETA and other public service programs.

4.1b: Consideration should be given to those youths whose families do not meet Federal poverty criteria but have clearly demonstrated extraordinary needs which would warrant their inclusion in a public service work project.

Standard 4.2

Communities should help provide schooling, apprenticeships, and on-the-job training to youth, the disadvantaged, and others who find themselves unqualified for employment within their potential because of inadequate education. Special night courses should be set up within public school systems, with tuition based upon the individual's ability to pay. Programs emphasizing specific occupational skills should be established, allowing the unemployed to learn needed skills and those who haven't graduated from high school to work toward their G.E.D. certificates.

Standard 4.3

Corporations should be encouraged to include disadvantaged youth and adults who have been unable to attain an adequate formal education in their training and apprenticeship programs. Employers should take reasonable measures to provide these employees with time and opportunity to attend night schools or take other supplementary courses that could benefit their careers.

Standard 4.4

Local business and government employers should be made aware of and encouraged to hire under-privileged adults, youth, and other socially "handicapped" people who want to work.

Standard 4.5

The New Hampshire Legislature should be encouraged to develop legislation to expand the state's summer conservation projects to a year-round basis, thus providing greatly increased work opportunities.

Standard 4.6

Adequate funds, manpower, space, and other resources should be provided to insure that vocational training can be made available to all correctional inmates who wish to take advantage of it.

Standard 4.7

Each community should organize a clearinghouse to coordinate job opportunities for youth in cooperation with or utilizing proposed local coordinating units for youth services.

Standard 4.8

Consideration should be given to the updating of child labor laws so that they do not put insurmountable obstacles in the way of youth who need and want to work, especially if this work can be incorporated into work-training programs. Revisions should be rigorously monitored, however, to prevent abuses.

GOAL 5:

To reduce community crime through recreation and religion.

Standard 5.1

All professional recreational leadership and personnel should be given extensive training in recognizing and preventing crime and delinquency. This training should include instruction on recognizing resources available for referrals.

Standard 5.2

State agencies responsible for recreational programs in New Hampshire should analyze community recreational activities to determine which types of programs are showing the greatest potential for impacting juvenile crime.

Based upon this analysis, meaningful recommendations can be made to communities throughout the state.

### Standard 5.3

Consideration should be given to a regionalized or multi-town approach to recreational programs that might be too large or costly to implement in a single community. The possibility of funding private organizations to enable them to undertake or expand recreational programs should also be explored.

### Recommendation 5.1

After consultation with representatives of the state's religious community, it is our judgment that it would be inappropriate for a state agency to mandate standards and goals for New Hampshire churches. It was felt that the establishment of specific standards would border upon infringement of the separation of church and state.

We do believe, however, that the religious community can and should play an important role in the area of community crime prevention. During the implementation phase of this project, we expect to rely heavily upon leaders of the religious community for input on proper strategies for involving their organizations in a crime prevention role.

### Conclusion:

It must be remembered that implementation of the standards and goals developed in the preceding draft document will not be a uniform process. Many of the standards developed can be put into effect in the immediate future, while others must be considered long-range standards that will not be fully realized for years. Still other standards are already being implemented.



The value of this document lies in the fact that a broad spectrum of crime prevention experts and community leaders from across the state has established clear guidelines to be used in the fight against crime in New Hampshire. The final impact of this effort will be determined by the willingness of concerned citizens throughout the state to commit themselves to the successful implementation of both the immediate priorities and the long-range goals we have considered here.

SECTION II

CORRECTIONS

PROPOSALS ON CORRECTIONS STANDARDS AND GOALS

ADOPTED BY

The Advisory Committee on Corrections  
Standards and Goals Development Project  
N. H. Governor's Commission on Crime & Delinquency

Standards proposals have been collected under a captioned GOAL relating to an institution or agency solely for convenient presentation. Therefore, the numerical order cannot be taken to reflect the priority order of a given standard.

Actually several Goals and one or more Standards under each deal with virtual crises and are therefore of approximately equal priority.

Suggested priorities could logically be fixed about as follows, standards only:

- Priority I - Standards 1.1, 2.1, 3.1, 4.1, 4.2, 5.1, 7.1,  
are equally Very Urgent Matters.
- Priority II - Standards 3.2, 3.5, 5.2, 6.1, 7.2, 8.1,  
are equal and Quite Urgent.
- Priority III - Standards 1.2, 2.2, 3.3, 4.3, 5.3, 6.2,  
are Urgent.
- Priority IV - Standards 3.4, 4.4, 7.3, 7.4,  
are Highly Desirable
- Priority V - Standards 2.3, 4.5,  
are Desirable to achieve the above

The priority standing of each standard is noted in parentheses after the standard number.

GOAL 1: Forensic Facility

Improve the forensic psychiatric services available to the courts, prison, jails, and houses of correction sufficiently to meet the actual needs of defendants and convicted offenders who are or may be mentally ill, as provided by RSA 651:9 - 11b.

Standard 1.1 (I)

Ensure sufficient capacity in a Forensic Psychiatric Unit at the New Hampshire Hospital at Concord, N. H., or elsewhere, but in coordination with the Division of Mental Health, N. H. Department of Health and Welfare, to receive and treat all criminal defendants and offenders who are lawfully subject to or eligible for, such mental health services. (see RSA 651:9 a Suppl.)

Discussion:

This standard is supportive of the report of the Whaland Committee entitled Report of the Committee to Study the Creation and Operation of a New Forensic Unit which recommends a facility for +200 patient/inmates.

Standard 1.2 (III)

Provide sufficient professionally staffed community or regional mental health services to serve local correctional agencies in dealing with individuals whose salient problem is mental illness.

GOAL 2: Female Facility (I)

Provide a central facility for the detention or incarceration of female offenders for all jurisdictions of the state that may require the service.

Discussion:

No jurisdiction now has fully lawful or sufficient facilities for the pre-trial detention or confinement of sentenced female prisoners.

Standard 2.1 (I)

For immediate need, refit the Wilkins Cottage at the Youth Development Center, Manchester, or a similar existing facility elsewhere, as a separated medium/minimum security facility--for pre-trial detention of women in one element, and for the penal confinement of female felons and misdemeanants in a separate element--to serve the populous areas of the state. (see also Standard 3.5)

Standard 2.2 (III)

Furnish assistance to a northerly county to develop modern jail and house of correction capacity for female prisoners nearer to the jurisdictions of origin in the northerly part of the state.

Standard 2.3 (V)

Adopt a statewide standard per diem cost formula for the sharing of actual costs of operation of female facilities by the various jurisdictions served.

GOAL 3: State Prison

Expand and modernize the State Prison as an immediate and temporary measure for confinement and correctional management (or habilitation) of adult felons in numbers closely related to current actual felony crime rates and the case load of the Superior Court.

Discussion:

Standards hereunder recognize that, in the existing situation, some immediate actions must be taken to restore the State Prison to a necessary minimum operational efficiency - while also recognizing that there must be, for long term needs, a modern and comprehensive replacement for this ancient institution.

Standard 3.1 (I)

Authorize, fund, and accomplish alteration, repair, and limited expansion of the existing physical institution as an immediate emergency response to the existing problem of overcrowding and space limitation on managerial and correctional services.

Standard 3.2 (II)

Authorize and fund an adequate classification staff and system to allow the differential management of felons sentenced to the State Prison.

Standard 3.3 (III)

Authorize, fund, and establish extramural residences near population centers offering diverse probable employment, for the accomodation of selected work-release prisoners, or parolees requiring supervised residence, or both, using otherwise unoccupied existing public properties where available.

Standard 3.4 (IV)

Establish one or more medium-mininum security facilities in other locations in the state for the incarceration of sentenced felons who do not require or justify maximum security confinement.

Standard 3.5 (II)

Accelerate on-going planning toward the creation of a modern state correctional center with associated elements to include a classification center, a maximum security component, and facilities for women and juvenile delinquents.

GOAL 4: Parole & Probation

Improve the supervision of convicted offenders at large in the community to ensure that specified conditions of probation or parole are complied with.

Discussion:

Where sufficient confinement facilities are unavailable, well-supervised probation and early parole are necessary alternates. Present field staffs are insufficient in number to maintain adequate supervision of work loads assigned.

Standard 4.1 (I)

Increase the field and institutional staff of the New Hampshire Board of Parole to ensure a case load per field officer of not more than 65 parolees by 1978; not more than 50 parolees by 1983, ratios to be based upon actual numbers of parolees at large and not discharged. (See Ch. 12, Parole, Corrections Standards and Goals, NACCJ S&G; also ACA Manual of Correctional Standards, Ch. 7 (p. 123).

Standard 4.2 (I)

Increase the field staff of the New Hampshire Department of Probation biennially to ensure actual work loads for probation officers attached to the courts that are near the recommended professional standards; specifically, not more than 50 probationers under intensive supervision or 10 pre-sentencing reports per month, or a combination of these; ratio to be based upon actual number of investigations and convictions in the previous biennium; accomplish by 1978. (See Ch. 10, Probation, Corrections, Standards and Goals, NACCJ S&G; also ACA Manual of Correctional Standards, Ch. 6.)

Standard 4.3 (III)

Consider a statutory requirement that the state, or the counties, furnish probation services to district and municipal courts according to standards prescribed in RSA 504:13, with numbers of officers proportional to actual numbers of convicted offenders in each county.

Standard 4.4 (IV)

Define by suitable legislation the authority and objectives of probation officers toward habilitation of offenders.

Standard 4.5 (V)

Organizationally separate the statutory function of supervision of individuals placed on probation from any other statutory function also assigned by Department of Probation; i.e., the collection of support payments as a Domestic Relations function, so-called.

GOAL 5: Jails

Develop within the counties a fully lawful and modern system for the pre-trial detention of adult males and females, juvenile males and females.

Standard 5.1 (I)

Obtain judicial clarification of acceptable standards of treatment and constraint for pre-trial detainees, as a basis for legislation to revise RSA Chapter 619 entitled Common Jails and Prisoners Therein.

Standard 5.2 (II)

Develop in each county, and in each high density population area, a suitable home or facility for the pre-trial detention of juvenile delinquents.

Standard 5.3 (III)

Encourage, and authorize with suitable legislation, inter-county cooperation in use of existing, acceptable detention facilities over the time period required for modernization of the entire system.

GOAL 6: Houses of Correction

Develop, by conversion, modernization, expansion, or construction, a state-wide system of modern houses of correction having ample capacity for present and foreseeable needs of the state.



Standard 6.1 (II)

Obtain legislative guidelines, through revision of RSA Chapter 620 entitled Houses of Correction, for the construction, management, operation, and discipline of houses of correction, which facilitate modern correctional and penal practice.

Standard 6.2 (III)

Authorize and encourage in legislation the cooperative use of a variety of medium and minimum security county houses of correction for the incarceration and correctional habilitation retraining, both of male misdemeanants, and of convicted felons not requiring maximum security.

GOAL 7: Central Organization of Corrections

Majority view - Establish a standing organization, comprised of heads of state correctional institutions and agencies, with an executive officer and sufficient staff, to coordinate and facilitate response to correctional problems of common concern.

Minority view - Establish a professionally staffed Department of Corrections to exercise administrative control of state agencies and institutions and coordination control of all other agencies in the state that are concerned with corrections.

\* Definition - Corrections implies responsibility for execution of sentences assigned by the criminal courts.

Standards are presumed applicable, by modification, under either of the stated Goals.

Standard 7.1

Assign all state activities and agencies involved with corrections in New Hampshire to the administrative or coordination control of a single state agency.

Standard 7.2

Authorize and fund activity by a state correctional agency directed toward accumulation and dissemination of common statistical information; improvement of correctional personnel training; adoption of common standards, regulations, and practices; cooperative use of scarce facilities, resources, and personnel; and other practices tending toward maximum economy in providing correctional services for the criminal courts. This training activity should be closely coordinated with ongoing training performed by the Police Standards and Training Council in order to prevent duplication of services.

Standard 7.3

Define the state correctional agency as an instrument of the court for determination of the place and manner in which a convicted offender shall serve the sentence of the court, where the justice may elect to use the agency in this manner.

Standard 7.4

Designate and fund the state correctional agency as authorized to hire and use county corrections facilities, on a cost basis, where an excess of state prisoners may preclude fair exchange of services with the counties.

GOAL 8: Corrections Law

Codify the New Hampshire statutes relating to corrections, now scattered throughout the Revised Statutes Annotated.

Standard 8.1 (II)

Collect all existing and newly enacted legislation into a single, internally consistent and comprehensive code to govern activities of all jurisdictions in their provision for, and operation of, correctional facilities.

SECTION III

INFORMATION SYSTEMS

INFORMATION SYSTEMS AND RESEARCH STANDARDS AND GOALS

PRIORITY PROPOSALS

- 1.1 A Complete the development of a semi-automated criminal history (CCH) record system within the New Hampshire State Police, Department of Safety by July 1, 1977.
  
- 1.4 A The total system and all components will utilize uniform repository forms and procedures.
  
- 2.1 Research and Evaluation component should be established at state level staffed with people capable of developing sophisticated research designs to be applied to criminal justice programs throughout New Hampshire.

## GOAL I

To optimize the effectiveness of one centralized, integrated, statewide criminal justice information system.

In order to achieve the desired level of effectiveness, general standards have been established in the following categories:

1.1 Accuracy. All the data collected, processed, and disseminated will be as accurate as possible. Appropriate controls will be required to ensure accuracy and various steps in the data collection, processing, and dissemination linkages will be safeguarded by appropriate checks and balances.

1.2 Completeness. It is recognized that supportive data maintained by the system can have an extended life cycle. Inputs, maintenance actions, and processing steps will be required from many individuals and agencies. Appropriate checks and balances must be designed into the system to ensure the completeness, comprehensiveness, and historical validity of all data sets throughout the system and over the data life cycles. Verification should occur at every input and processing stage.

1.3 Cost-Effectiveness. The system should work toward maximum satisfaction of all participants at a minimum cost. Actual, out-of-pocket, social, and opportunity costs should be determined to the best of the planners' ability.

1.4 Modularity. It is recognized that the State of New Hampshire is dynamic in terms of its population, its resources, and its needs. The supportive information system must be designed to reflect these dynamics. Hardware and software policies and procedures must be developed which are flexible and capable of changing to provide the most supportive information possible.

1.5 Privacy. The system must be designed to protect to the fullest the Constitutional rights of citizens without compromising the system's effectiveness. It must be able to furnish appropriate information to a person within the system; it must ensure that users have access to the information they need from the system; and it must ensure that all the information within the system is timely enough to be used.

1.6 Quality. The quality control subsystem will be an integral part of any systems design. Other measurements of quality are addressed in the standards of accuracy and completeness.

1.7 Reliability. The system must be reliable enough to develop acceptable levels of confidence among users of the data contained, and its reliability must be sufficient to obtain unanimity of participation from appropriate criminal justice agencies. System software particularly must be able to perform appropriate computation on data to guarantee user confidence.

System reliability can be measured by the ability of the system to maintain its integrity; a long mean time between failures to give maximum availability to users; a low mean time to repair; and maximization of existing resources within the bounds of cost-effectiveness.

Data reliability can be measured by standards of accuracy, quality control, and audit/edit capability. The extended life cycle of data contained within the system must be a prime consideration in establishing standards of data reliability.

1.8 Security. Information system operators should institute procedures for protection of information from environmental hazards including fire, flood, and power failure; from intentional damage to the system; and from unauthorized access. Procedures should be established with respect to screening,

clearance, and training of all personnel involved with system operation or maintenance. Access to information should be regulated according to a strict security and privacy plan with clearly delineated need-to-know and right-to-know criteria.

1.9 Timeliness. The supportive information system must provide for acceptance of inputs as quickly after an event or update transaction as possible, and it must provide usable information as quickly as possible to the appropriate agencies. Failure to provide for timely capture of data at all points of transaction throughout the criminal justice process will reduce the reliability, quality, and privacy of the system. System design must take into account the extended life cycle of stored data and attendant leakage.

1.10 Unanimity. Unanimity of participation must be the first priority of the system. Complete and timely inputs must be obtained from all components of the criminal justice system, and user confidence must be enhanced through the output of high utility data to each participating component.

Because the successful functioning of the system is dependent upon the quality of information received at the point of an initial or sequential event(s), it is imperative that processed information be fed back to participants as quickly and accurately as possible to aid them in their functions and ensure continuation of a 2-way information flow.

Information fed back to participants must be of maximum feasible utility, in terms of where it is delivered, when it is delivered, and in what form it is delivered. A successful supportive information system must place equal priority upon the utility of outputs as well as the quality of inputs.

It seems reasonable to expect that a criminal justice information system must satisfy the criteria established in each of the ten categories listed above. Whereas those ten standards have general applicability for criminal justice systems, the following standards relate specifically to the development of a single, supportive information system for the State of New Hampshire:

1.1A Complete the development of a semi-automated criminal history (CCH) record system within the N. H. State Police Department of Safety, by July 1, 1977, that meets the needs of New Hampshire criminal justice agencies, satisfies operational criteria in the ten categories listed above, and serves the following functions:

A) Provides criminal justice users with timely and accurate criminal justice record information;

B) Establishes the capability for statistical tracking of criminal offenders through the criminal justice system;

C) Provides for compatible system development at the local level and insures unanimity of local participation in the integrated information system at the state level;

D) Insures system compatibility with existing regional and national plans.

1.2A The semi-automated CCH system, in conjunction with other information systems at the state level, existant or pending, will form a total system that will provide information and data sufficient for criminal justice planners and decision-makers to make determinations regarding long-range program planning, funding priorities, resource allocation, and other management decisions.

1.3A The total system, all components, and all participants will comply with the New Hampshire Security and Privacy Plan.



1.4A The total system and all components will utilize uniform reporting forms and procedures.

1.5A User confidence will be enhanced by triggering the release of an individual's criminal history record to the appropriate law enforcement agency as an automatic response to the collection of fingerprint cards from those agencies.

GOAL 2:

Develop an evaluation and monitoring capability at the state level to measure criminal justice program effectiveness and efficiency, standardize evaluation criteria, and otherwise assess criminal justice programs throughout the State of New Hampshire.

Standard 2.1

A research and evaluation component should be developed at the state level, staffed with personnel capable of developing sophisticated research designs to be applied to criminal justice programs throughout New Hampshire. Model designs should be developed to apply to the various criminal justice agencies in the state corresponding to their type, size, and function.

Standard 2.2

Some of the criteria the unit should apply to programs being evaluated include 1) program effectiveness as measured against stated goals and objectives and as measured against the effectiveness of similar programs; 2) cost-benefit efficiency; 3) effective utilization of manpower and resources, and 4) consistency with statewide standards and goals.

Standard 2.3

The evaluation unit should ideally possess not only the assessment capabilities described earlier, but should be able to provide technical assistance to individual agencies and programs in developing their own research capabilities along guidelines laid down by the state unit.

Standard 2.4

The evaluation unit should work closely with the process of standards and goals implementation in the state to insure that the evaluations being

performed are coordinated with established statewide priorities and the specific funding criteria developed for each program area.

Standard 2.5

The unit should also work in conjunction with the state's Central Repository and the Statistical Analysis Center to develop specific data requirements to be applied to all New Hampshire criminal justice agencies; to develop precise evaluation criteria to be used in assessing the various agency programs; to design appropriate instruments for data collection and to create a methodology for the analysis of collected data.

Standard 2.6

The research and evaluation unit will achieve its full impact only as a component of an agency or department with comprehensive authority for a large segment of the state's criminal justice system. It seems reasonable that this evaluation function would interface with, and perhaps eventually be incorporated into, any pending statewide correctional authority, such as a Department of Corrections. In this capacity, it could provide the research and evaluation capability essential to planning coordinated approaches to the state's criminal justice and juvenile justice needs.

SECTION IV

JUVENILE JUSTICE

JUVENILE JUSTICE STANDARDS AND GOALS

ADOPTED BY

The Advisory Committee on Juvenile Justice  
Standards and Goals Development Project  
N. H. Governor's Commission on Crime & Delinquency

The Standards and Goals Development Project has identified four major goals in the juvenile justice field to be addressed during the implementation phase of the program. Standards leading to the achievement of each of these goals have also been developed, grouped under the appropriate goal areas, and prioritized to indicate the relative urgency of their implementation.

- Priority I - are equally very urgent matters; Standards 1.1, 2.1, 3.1, 4.2
- Priority II - are necessary to implement the above; Standards 1.2, 1.3, 1.6, 1.8, 2.2, 2.3, 2.4, 3.2, 4.1, 4.3, 4.4, 4.8
- Priority III - are desirable to achieve the above; Standards 1.4, 1.5, 1.7, 1.9, 3.3, 3.4, 4.5, 4.6, 4.7

The priority standing of each standard is noted in parentheses after the standard number.

GOAL 1: DEPARTMENT OF YOUTH SERVICES

The creation of a state agency which will provide central coordination of all youth serving organizations within the state.

Standard 1.1 (I)

Legislation must be passed by July, 1977, which will define and authorize the establishment of a Department of Youth Services.

Discussion:

The members of the Juvenile Justice Advisory Board unanimously voted for the concept of an autonomous New Hampshire Department of Youth Services rather than its being under the authority of a Department of Corrections.

Goal 1 and Standard 1.1 have been endorsed by the S&G Juvenile Justice Advisory Board. The interadvisory committee, however, had questions regarding the establishment and composition of a Department of Youth Services and decided to give the matter further consideration. They agreed, however, to endorse standards 1.2 through 1.9 as the legitimate functions of any statewide coordinating unit that would be developed.

Standard 1.2 (II)

The Department of Youth Services will collect information from all youth serving state agencies and use it to define and delineate each agency's area of responsibility and monitor their delivery of services.

Standard 1.3 (II)

Acceptable measures will be taken to enable private youth serving agencies or facilities to provide a consistent quality of services statewide.

Standard 1.4 (III)

Advisory guidelines will be established in considering and planning community residential centers and expert assistance from the Department of Youth Services (DYS) will be made available to local communities upon request.

Discussion:

The DYS will be responsible for ensuring that the existing licensing requirements for all public and private community residential centers for youth will be reviewed and rewritten to ensure that professional services are being administered in accordance with established standards.

Standard 1.5 (III)

An impartial system for evaluating programs and agencies will be developed which will aid in the identification of problem areas and provide positive advice based upon the success of other programs.

Standard 1.6 (II)

Local Coordinating Units will provide the DYS with information about their respective areas, thus enabling the Department of Youth Services to have a well-defined picture of the resources and capabilities of the New Hampshire juvenile justice system.

\*Definition - Local Coordinating Units: Any office or agency which has been given the authority to be the coordinating agent of all youth services within a given geographical area.

Standard 1.7 (III)

Once a clear picture of the juvenile justice system is drawn, priorities will be established to aid in the establishment of new programs for youth.

Standard 1.8 (II)

The DYS will assist in preparing or providing specific types of training for youth-serving personnel throughout the state.

Standard 1.9 (III)

There will be continuous communications between the DYS and the citizens and youth-serving professionals in New Hampshire.

GOAL 2: LOCAL COORDINATION

For the maximum utilization of existing resources and appropriate diversions, all youth services need to be tied into one common local coordinating agent.

Standard 2.1 (I)

All local coordinating units must be formally designated as the coordinating agent for a particular geographical area. All such units would be designed according to the needs of their area, but should include specific characteristics which would ultimately standardize and systematize the local delivery of services.

Standard 2.2 (II)

Communities should, in cooperation with the DYS, evaluate their resources and determine if a local coordinating unit already exists or if an existing agency is qualified to take on the role of a local coordinating unit or whether a new agency is needed.

Standard 2.3 (II)

The local coordinating unit's primary function must be to provide referral based upon complete organization and utilization of existing resources. Service gaps must be recognized and the local coordinating unit along with the community should take action to fill these gaps.



Standard 2.4 (II)

The local area, for effectiveness, must maintain control over their local coordinating unit. However, there also will be a system for accountability to the DYS. This is necessary for the provision of expert technical assistance to the local unit and for the maintenance of data and the evaluation of particular programs.

GOAL 3: POLICE JUVENILE CAPABILITIES

Specialized juvenile capabilities should be available, to varying degrees, in all police departments.

Standard 3.1 (I)

Criminal justice agencies within communities should quantify their need for juvenile police capabilities. A number of options are available: hiring a qualified person as juvenile officer; utilizing a full-time police officer trained for specialization in juvenile matters; sharing a juvenile officer capability among neighboring communities; using a juvenile officer or specialist affiliated with a district court or with a county sheriff's department.

Standard 3.2 (II)

A comprehensive in-state training program for juvenile police officers will be developed and implemented, including periodic refresher sessions.

Standard 3.3 (III)

Minimum qualifications for juvenile officers must be set through changes in RSA:105A.

Standard 3.4 (III)

The number of females who become involved in the juvenile officer profession should be increased.

RECOMMENDATION: EDUCATION

The educational process must undergo a series of changes which will encourage young people to remain within the educational system and give more students the opportunity to gain credit toward high school completion. Since we do not feel that it is the role of a state agency to tell schools how to deal with their educational problems, the following should be considered recommendations rather than standards.

Recommendation 4.1 (II)

Increased emphasis should be placed on early recognition of learning disabilities.

Recommendation 4.2 (I)

High schools should begin immediately to give individual attention to a student who plans to leave school. Alternative methods of receiving school credit should be stressed.

Recommendation 4.3 (II)

Continuous suspension should be discouraged and other, more effective methods of discipline considered.

Recommendation 4.4 (II)

Through better planning and reallocation of staff, alternative methods of learning and obtaining academic credit should be offered to students.

Recommendation 4.5 (III)

School districts should consider making available to their staff workshops dealing with the juvenile justice system and juvenile problems. Members of the community who are involved professionals in the juvenile justice system would be appropriate workshop leaders.

Recommendation 4.6 (III)

The present role of guidance counselors should be evaluated to ensure that they assist all youths in obtaining a high school diploma.

Recommendation 4.7 (III)

School authorities should adopt policies and practices to insure that schools and classrooms reflect the best examples of justice and democracy in their organization and operation, and in the rules and regulations governing student conduct.<sup>1</sup>

Recommendation 4.8 (II)

The minimum qualifications which now exist to certify a teacher should be evaluated by the Department of Education to determine whether teachers are trained to recognize and deal with students' behavior problems.

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<sup>1</sup>NAC Standards and Goals, "Community Crime Prevention," p. 149.

SECTION V

POLICE

POLICE STANDARDS AND GOALS

ADOPTED BY

The Advisory Committee on Police  
Standards and Goals Development Project  
N. H. Governor's Commission on Crime & Delinquency

The Standards and Goals Development Project has identified five major goals in the police field to be addressed during the implementation phase of the program. Standards leading to the achievement of each of these goals have also been developed, grouped under the appropriate goal areas, and prioritized to indicate the relative urgency of their implementation.

- Priority I -Standards 1.1, 2.1, 2.3, 3.5, 3.6, 3.7, are equally Very Urgent Matters.
- Priority II -Standards 1.2, 2.2, 3.1, 3.2, 3.12, 4.1, 4.2, 5.3, 5.6, 5.12, and equal and Quite Urgent.
- Priority III -Standards 1.3, 2.4, 2.7, 2.8, 3.8, 3.9, 3.11, 4.5, 5.1, 5.2, 5.4, 5.8, are Urgent.
- Priority IV -Standards 3.3, 4.3, 4.4, 5.5, 5.7, 5.9, 5.10, 5.13, 5.14, are Highly Desirable.
- Priority V -Standards 2.5, 2.6, 3.4, 3.10, 5.11 are Desirable to achieve the above.

The priority standing of each standard is noted in parentheses after the standard number.

GOAL 1: CRIME REDUCTION

To reduce the rate of:

Burglary from its 1974 level of 1,089 per 100,000 inhabitants.

Larceny from its 1974 level of 2,296 per 100,000 inhabitants.

Vandalism from its 1974 level of 1,065 per 100,000 inhabitants.

Discussion:

"Congress finds that the high incidence of crime in the United States threatens the peace, security, and general welfare of the Nation and its citizens. To reduce and prevent crime and juvenile delinquency, and to insure the greater safety of the people, law enforcement and criminal justice efforts must be better coordinated, intensified, and made more effective at all levels of government."<sup>1</sup>

Standard 1.1 (I)

Criminal justice agencies at all levels of government must coordinate their efforts to achieve these goals.

Standard 1.2 (II)

All criminal justice agencies should make an effort to obtain better communications and cooperation with the general public.

Each police chief should develop a good relationship with all local civic organizations by giving talks at meetings and assisting the organizations in some of their endeavors. (for an example, Lions Club, Rotary Club, Exchange Club, downtown business organizations, Y.M.C.A., Y.W.C.A., Boys Club, Girls Club, etc.)

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<sup>1</sup>Title I of the Crime Control Act of 1973 - P. L. 93-83.

Standard 1.3 (III)

All large municipal police departments should be encouraged to establish a juvenile division within their respective departments to combat juvenile crime and provide assistance to juveniles.

All juvenile officers should confer and meet with each other as often as possible or whenever they have constructive information for one another.

All juvenile officers should take advantage of juvenile courses that will be available at the New Hampshire Police Standards and Training Council and any courses or schools that their police chief may direct.

All juvenile officers should make contact with the school system in their community and make periodic visits to obtain the respect and cooperation of administration, faculty, and the student body.

All juvenile officers should develop a good rapport with the local probation officers in their communities.

GOAL 2: TRAINING AND EDUCATION

To improve police training and education through establishment of a police training academy.

Discussion:

A comprehensive, state-wide training program for police officers in New Hampshire does not currently exist. Police departments have a need for in-service training to keep them abreast of new developments in a rapidly changing and complex field.

Standard 2.1 (I)

In order to standardize training of law enforcement throughout the state, a full-time police training academy should be established. A target date of 1978 should be set for the opening of the Academy in order

to make this training available as soon as possible. To make a 1978 opening date practical, a facility for the Academy should be acquired, criminal justice experts should develop a program of studies, and staff should be hired to put the Academy into operation.

Standard 2.2 (II)

Every police agency or department should require immediately as a condition of initial employment at least a high school diploma or its equivalent.

Standard 2.3 (I)

As per state statute, every police officer will be required to be certified after employment and attend the New Hampshire Police Academy.

Standard 2.4 (III)

All police officers upon promotion will be required to take a basic course dealing with the requirements of the rank they have attained.

(a) It would be permissible for an officer to take a course for a higher position prior to any promotion if his or her superiors felt that it was feasible and the candidate was qualified.

Standard 2.5 (V)

All officers should be encouraged to try to obtain a degree in law enforcement.

Standard 2.6 (V)

All civilian personnel will attend schools or classes whenever their police chief feels that it will benefit their department.



### General Statement

Several Police Departments have found that one of their greatest expenditures is the upkeep and repair of police cruisers. In many cases problems are caused by officers who have been involved in accidents and who have had no prior training in emergency pursuit situations.

### Standard 2.7 (II)

It should be mandatory that all police officers receive instructions at the present Police Standards & Training School on driving in emergency situations; this course should be included in the curriculum of the proposed New Hampshire Police Academy.

### General Statement

Police chiefs in the State of New Hampshire are either appointed by a police commission or by town selectmen. In a few cases they are elected. Certification as a police officer does not necessarily in itself qualify an officer to perform the duties of a police chief.

### Standard 2.8 (II)

It should be mandatory that all police chiefs, immediately upon assuming that position, pass a course in police administration at the proposed New Hampshire Police Academy. This course should prepare them for the planning, organization, and personnel administration functions of police departments.

### GOAL 3: POLICE ADMINISTRATION

To Improve Personnel and Administration

#### Discussion:

Manpower that could be more effectively used on the street is currently tied down to officer clerical duties.

Standard 3.1 (II)

Police department officials will be encouraged to hire civilian personnel in administration where feasible.

(a) Civilian personnel will be investigated to handle confidential material as would a uniformed police officer.

(b) Civilian personnel will attend schools or classes whenever their police chief feels that it will be of benefit to the department. Specialized training to keep them abreast of the new developments in their respective occupations must be provided.

Police officers who are holding down strictly clerical positions within the departments should be replaced with civilian personnel and the officer assigned to more important police duties where feasible.

Discussion:

New Hampshire is made up primarily of small towns and cities and policemen become pretty well known to the citizens of the community, making some forms of police work difficult to carry out effectively. The following standard would help alleviate this problem in the most cost-effective manner possible.

Standard 3.2 (II)

1. Legislation be enacted that makes it permissible for bonafide law enforcement agencies within the state to exchange certified sworn personnel on an as-needed basis.

2. Modify or amend the state retirement and disability laws to the extent that the officer would be protected, regardless of what community he was actually working for, if he was hurt or disabled. The officer should be considered working for his own department as far as weekly pay and retirement benefits are concerned.

3. The responsibility of extra expenses, such as meals, rooms, mileage, bait money, etc., be worked out between the communities involved.

Discussion:

The remaining standards deal with the improvement of police administration.

Standard 3.3 (IV)

Each police department should create a comprehensive personnel information system, which would greatly assist in decisions regarding promotions and assignments within the department.

Standard 3.4 (V)

All departments should have a police library or at least access to one.

Standard 3.5 (I)

Develop a uniform crime report for use by all police departments in the state.

Standard 3.6 (I)

By January 1, 1977, a uniform crime report form will be available and all police departments will be encouraged to use it.

Standard 3.7 (I)

Police departments throughout the state are encouraged to utilize the information systems of the New Hampshire State Police in Concord, New Hampshire, as the state's central repository.

Standard 3.8 (III)

There will be New Hampshire standard regulations and explanations of just what constitutes each crime in New Hampshire where certain crimes can

be construed in a different manner (such as vandalism or burglary in a summer camp). A copy of these standards will be sent to all police chiefs in New Hampshire upon completion.

Standard 3.9 (III)

All promotions should be based on merit, examination, and record of experience so that the most qualified officer receives the promotion.

Standard 3.10 (V)

Police commissioners, aldermen, and selectmen should be invited to police functions and the various schools that the police officers attend within the State of New Hampshire to see for themselves the operations of the police system.

Standard 3.11 (III)

All police departments are encouraged to abide by the Equal Opportunity Employment Act. This act says in effect that police agencies will not refuse to hire or to discharge any individual, or otherwise to discriminate against any individual with respect to his compensation, terms, conditions, or privileges of employment, because of such individual's race, color, religion, sex, or national origin; or to limit, segregate, or classify his employees or applicants for employment in any way which would deprive or tend to deprive any individual of employment opportunities or otherwise adversely affect his or her status as an employee, because of such individual's race, color, religion, sex, or national origin.\*

Standard 3.12 (II)

Encourage legislation that would provide for adequate pay for court appearances.

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\*Equal Employment Opportunity Program Development Manual, U. S. Department of Justice, LEAA, 1974, p. 78, Sec. 703. (a).

GOAL 4: COMMUNICATIONS

To increase New Hampshire's law enforcement effectiveness through implementation of improved communications technology and operating procedures.

Discussion:

Communications is the backbone of effective law enforcement. The need for intra-department/inter-agency communications capability is essential to the successful detection and apprehension of those involved in criminal activity. Despite communications advances, it becomes increasingly apparent that the following refinements should be considered if the system is to achieve its full potential.

Standard 4.1 (II)

Continuous Recording Equipment: Twenty-four (24) hour police dispatch centers should have continuous recording capability. Such equipment would:

- (a) Improve effectiveness and efficiency of the dispatcher (s).
- (b) Provide a method of accurately recording all communications, regardless of how fast complaints and emergency calls come into the dispatch center.
- (c) Provide a permanent record of calls for:
  - (1) Court presentation if necessary.
  - (2) "Play-back" in event of courtesy complaints.
  - (3) A record for voice print analysis.
  - (4) Reduce response time to complaints by providing instant method of rechecking given names, addresses and complaints.

Standard 4.2 (II)

Communication equipment should be devised and utilized to provide secure communications.

Standard 4.3 (IV)

Pagers: The principal advantage of the wireless "pager" is the ability to obtain instant recall capability at a fraction of the cost required for standard portable radio equipment. Quite frequently there is a need to contact personnel (executive personnel, juvenile specialists, crime prevention specialists, plainclothes, probation, parole officers, etc.) for emergency reasons. This action can be accomplished through use of one of three options. These are: (1) telephone; (2) portable radio; and (3) pager. The "pager", through use of a selective call encoder, appears to be the most reliable, versatile and economic means of obtaining this control.

Standard 4.4 (IV)

Physical Security: Every full-time, 24-hour, law enforcement dispatch center should operate from facilities that are reasonably secure from outages caused by weather, physical attack or sabotage. This can be accomplished by:

(1) Removing dispatch facility from areas exposed to continual public traffic (storefront operation) and placing it in a concealed or isolated location.

(2) Installation of "drop-line" roof or underground power supply and antenna lead entrances.

(3) Installation of emergency auxiliary power supply units.

Standard 4.5 (III)

Communications Discipline and/or Codes: The effectiveness of any system is dependent upon its efficient utilization. Whether by use of the traditional "10" code or by some other systematic approach, supervisors should assure that frequencies are not clogged with superfluous traffic resulting from lack of formalized "call" procedures.

GOAL 5: POLICE/COMMUNITY RELATIONS

To Improve Police/Community Relations

Standard 5.1 (III)

Police should not only make every effort to improve their rapport with delinquent youth in their neighborhoods, but with all juveniles as a step toward preventing juvenile crime.

Standard 5.2 (III)

Police should make every effort to develop effective relationships with the families of juvenile delinquents; good rapport between the police and these families can go a long way toward minimizing juvenile penetration into the criminal justice system.

Standard 5.3 (II)

Police should make follow-up visits whenever possible to citizens who have provided them with assistance to let them know that their efforts have been appreciated and to encourage future participation.

Standard 5.4 (III)

Officers should periodically visit business establishments on their routes, establish rapport with the proprietors, and obtain information helpful to the protection of that establishment (physical lay-out, closing time, security systems, etc.)

Standard 5.5 (IV)

Speedy response to an accident or complaint serves as good public relations in itself. When response is inordinately delayed or unavailable, police should furnish the complainant with an explanation.

Standard 5.6 (II)

An important category of training that should be provided by a police training academy involves the public relations aspects of a policeman's job. Police should receive training on proper conduct at an accident or medical emergency, proper notification of a citizen concerning a death in the family, proper handling of a bomb threat, potential civil disturbances, or other crowd control problems, and proper performance of other emergency duties that may arise (handling injured persons, delivering babies, etc.)

Standard 5.7 (IV)

Police should maintain high standards of personal grooming and keep all equipment and vehicles in good condition. Appearances play an important role in public's perception of a department's quality.

Standard 5.8 (III)

Utilizing their crime prevention bureaus, where developed, police departments should establish community relations units to establish guidelines for and to coordinate the department's public relations efforts, including athletic programs and other special projects.

Standard 5.9 (IV)

Police departments must also establish standard policies for disseminating information to the news media. These policies should take into account both the department's responsibility to keep the media informed and the need to



protect ongoing investigations, safeguard the constitutional rights of the accused, and limit dissemination strictly to legitimate media representatives.

Standard 5.10 (IV)

To acknowledge the important role played by the media in law enforcement activities, police departments should designate an officer or officers to serve as liaison with all local news media.

Standard 5.11 (V)

Police departments should encourage individual members to become involved with church groups, educational groups, and civic organizations in their communities. Communication with these groups is beneficial to cohesive anti-crime efforts, and departments should insure that every important civic organization in the community has a good working relationship with the police department.

Standard 5.12 (II)

Departmental staff meetings should be held frequently, including meetings between staff and superior officers. Such meetings would increase the flow of information between officers and their superiors and improve morale within the department.

Standard 5.13 (IV)

Informal communications between departments throughout the state should be improved.

Standard 5.15 (IV)

Police departments should send representatives to information-sharing groups.

**END**