

GOVERNOR'S ADVISORY PANEL ON CRIMINAL JUSTICE

TASK FORCE I



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CRIMINAL JUSTICE SYSTEM

2. GOAL: IMPROVE CRIME DETECTION AND APPREHENSION CAPABILITIES

2.1 Objective: By 1977, every local government and police chief executive should expand and define the role of the patrol officer.

Possible Strategies

- 2.1,1 Police chiefs should acknowledge that the patrol officer is the police agency's primary element for the delivery of services and the prevention of crime.
- 2.1,2 Every police chief executive should establish and disseminate to agency personnel and to the public written policies, objectives and priorities governing the deliverance of patrol services which should:
 - a. Insure that resources are concentrated on fundamental police duties.
 - b. Insure that patrol officers are engaged in tasks that are related to the police function.
 - c. Require immediate response to incidents where there is:
 - (1) An immediate threat to the safety of an individual.
 - (2) A crime in progress.
 - (3) A crime committed and the apprehension of the suspected offender is likely.
 - d. (1) Emphasize the need for preventive patrol to reduce the opportunity for criminal activities.
 - (2) Eliminate preventive patrol.
 - e. Allow the patrol officers to conduct the complete investigation of crimes which do not require extensive followup investigation, and allow them to close the investigation of those crimes.

- f. Provide a procedure for accepting reports of criminal incidents not requiring a field investigation.
- g. Provide deployment flexibility to facilitate various approaches to individual community crime problems and
- h. Encourage suggestions on changes in policies, procedures and other matters that affect the delivery of police services and reduction of crime.

2.2 Objective: By 1980, a team policing system should be adopted by every local police agency where research indicates such a system would enable it to use its resources more effectively.

Possible Strategies

2.2,1 Research into the efficacy of team policing should include:

- a. Evaluation of the structure and effectiveness of various forms of team policing applied by other agencies of comparable size and resources.
- b. Assessment of resources necessary to implement team systems.
- c. Testing and evaluation of applicable forms of team policing prior to formal implementation.

2.2,2 Agency personnel should be included in the team policing, planning and implementation process.

2.2,3 Preparatory and in-service training should be provided.

2.2,4 Programs should be developed to encourage community involvement in the agency's team police system.

2.3 Objective: By 1978, every police chief executive should implement a community information program encouraging community cooperation in providing police service and preventing crime.

Possible Strategies

- 2.3,1 Every police agency should publicize efforts of criminal investigators.
 - 2.3,2 Every police agency should provide for a formal property filing system operated by civilians to assure proper security for evidence and other property in the custody of the police.
 - 2.3,3 Every police agency should establish narcotic drug abuse public awareness programs.
 - 2.3,4 Every police agency should periodically release traffic safety information to the general public.
- 2.4 Objective: By 1976, every police agency should establish written policies, procedures and priorities to insure that investigative efforts are effectively utilized to achieve organizational goals.

Possible Strategies

- 2.4,1 Every police agency should establish investigative priorities according to crime seriousness.
- 2.4,2 Every police agency should assign specialists to serious or complex preliminary investigations and provide for systematic rotation of generalists into investigative specialist positions.
- 2.4,3 Every police agency should establish and maintain the capability to gather, evaluate and disseminate intelligence information among both state and local agencies (protecting individual privacy).
- 2.4,4 At least one person should be designated to be responsible for liaison with the state intelligence system under clearly defined procedures for information exchange.
- 2.4,5 Every police agency should insure the deployment of specially trained personnel to gather physical evidence 24 hours a day.

- 2.4,6 The agency should be responsible for its own crime scene searches, insure that all evidence collected is submitted to appropriate laboratory facilities for analysis, and provide formalized basic training in evidence gathering techniques.
- 2.4,7 Every police agency should coordinate criminal investigations, intelligence units, vice units, narcotic and drug investigations and patrol.
- 2.4,8 Every police agency should maintain close liaison with other agencies conducting similar operations.
- 2.4,9 Every police agency should insure the provision of special funds and equipment necessary to conduct effective intelligence, narcotic and drug investigation and vice operations along with training in fundamental narcotic and drug investigation in basic training.
- 2.4,10 Field commanders should report the extent of current vice problems in writing every 30 days.
- 2.4,11 Those police agencies employing 75 or more personnel should:
- a. Assign full-time criminal investigators.
 - b. Establish quality control procedures.
 - c. Consider use of a case preparation operation to insure that all evidence is systematically prepared and presented for review by the prosecuting authority.
 - d. Have a full-time vice investigation capability.
 - e. Have a full-time narcotic and drug investigation capability.
 - f. Have a full-time intelligence capability.
 - g. Consider the use of specially trained evidence technicians.

2.4,12 Every police agency with 1,000 or more personnel should immediately maintain a mobile evidence collection van staffed by qualified evidence technicians.

2.5 Objective: By 1980, each local government and police agency should insure that police responsibilities in the area of traffic operations are centered around enforcement of traffic laws and investigation of accidents.

Possible Strategies

2.5,1 Every police agency should develop and implement written policies governing investigation of traffic accidents and enforcement of state and local traffic laws and regulations (regularly communicated to all supervisors and line personnel).

2.5,2 Traffic operations policies should include guidelines on:

- a. Physical arrest.
- b. Issuance of warnings.
- c. Issuance of citations.
- d. Transportation of arrestees.
- e. Investigation of traffic supervision.
- f. Ancillary services that have an indirect effect on traffic flow.

2.5,3 Every police agency should employ, where necessary, specialized equipment operated by specially trained personnel to implement effective traffic programs.

2.5,4 Municipal police agencies employing more than 400 personnel should establish specialized accident investigation and traffic enforcement units.

2.5,5(a) Every local government should transfer traffic direction from the police to another local government agency or to nonsworn personnel.

2.5,5(b) The responsibility for traffic direction should not be transferred to nonsworn personnel.

2.5,6 The state should assume complete responsibility for:

- a. Licensing all drivers of motor vehicles.
- b. Vehicle registration.
- c. Inspection.
- d. Weight control.
- e. Carrier and commercial regulation.

2.6 Objective: By 1976 the state should provide specialized services to assist local police agencies in criminal investigation.

Possible Strategies

- 2.6,1 The state should provide, upon request of any local police agency in the state, specialists to assist in the investigation of crimes or other incidents that may require extensive or highly specialized investigative resources not otherwise available to the local agency.
- 2.6,2 The state should provide specialized training for local evidence technicians.
- 2.6,3 The state should establish a consolidated criminal laboratory system composed of local, regional or state facilities capable of providing the most advanced forensic science services.
- 2.6,4 The state should establish a system for secure and efficient storage, classification, retrieval, and disposition of items of evidentiary or other value.
- 2.6,5 Every police agency should immediately ensure that it has access to at least one laboratory facility capable of timely and efficient processing of physical evidence.
- 2.6,6 Each agency should ensure that crime labs are part of the organizational entity that includes other support services and has a director familiar with management techniques who reports only to the chief executive (or staff authority who does).

- 2.6,7 Every crime lab director should design and implement a reporting system and establish close liaison with all other elements of the Criminal Justice System.
- 2.6,8 The state should provide laboratory services at no cost to all police agencies.
- 2.6,9 Police chiefs should ensure adequate fiscal support (police agency laboratories should receive from all users partial annual support based on the number of sworn personnel employed by each agency).
- 2.6,10 Every lab employing more than 10 nonclerical personnel should establish a research position for solving specific lab problems and developing new techniques.
- 2.7 Objective: By 1978, the state should establish guidelines to govern:
- a. The role of the prosecutor in criminal investigations.
 - b. The use of warrants.
 - c. The use of electronic surveillance.

Possible Strategies

- 2.7,1 The prosecutor should be given power (subject to appropriate safeguards) to issue subpoenas requiring potential witnesses in criminal cases to appear for questioning (subject to contempt penalties for unjustified failure to appear).
- 2.7,2 All applications for search and arrest warrants should be reviewed by the prosecutor's office prior to submission to a judge.
- 2.7,3 No application for a warrant should be submitted to a judge unless it has been approved by the prosecutor's office.
- 2.7,4 Investigatorial resources should be available to the prosecutor to perform his duties.

2.7,5 Legislation should be enacted that:

- a. Provides for issuance of search warrants pursuant to telephoned petitions and affidavits from police officers.
- b. Authorizes court supervised electronic surveillance by law enforcement officers.
- c. Prohibits private electronic surveillance.

2.7,6 The surveillance legislation should be based on Title III of the Omnibus Crime Control and Safe Streets Act of 1968.

2.8 Objective: A national program should be established to ensure that all tests and analyses performed by state, regional or local laboratory facilities are procedurally sound and scientifically valid.

CRIMINAL JUSTICE SYSTEM

18. MAJOR GOAL: BE PREPARED AT ALL TIMES FOR
MASS DISORDERS AND NATURAL DISASTERS

18.1 GOAL: ASSURE COORDINATION AMONG ALL AGENCIES DURING MASS DISORDERS

18.1.1 Objective: By 1976, establish responsibility for the coordination and use of all justice system resources during an unusual occurrence.

- Such delegation of responsibility must be accompanied by necessary authority to act.

Possible Strategies

18.1.1.1 Each local government should provide by law that the police chief executive be responsible for coordination of all law enforcement resources used to control unusual occurrences within the jurisdiction.

18.1.2 Objective: By 1976, local justice system agencies should develop a plan to coordinate all government and private agencies involved in unusual occurrence control activities.

Possible Strategies

18.1.2.1 Police chief executives should have ultimate responsibility for developing the local contingency plans. These plans should be developed and applied in cooperation with allied local, state and federal agencies.

18.1.2.2 Local contingency plans should be based in part upon subplans, or inputs, from nonpolice components of the local justice system:

- a. A court processing section dealing in detail with court operations and the defense and prosecution functions required to maintain the adversary process during mass disorders. The court subplan should be concerned both with judicial policy matters and court management.

- b. A plan for providing defense services developed initially under the auspices of the local public defender and including procedures for protecting the rights of arrestees.
 - c. A prosecutorial plan developed initially by the prosecutor's office and including procedures for screening and charging arrestees and for court management.
- 18.1.2,3 The plans for all components of the Criminal Justice System should include arrangements for sufficient clerical supplies, equipment and personnel to implement the plans.
- 18.1.2,4 The local contingency plan should include procedures for regulation of the use of police resources in controlling unusual occurrences, including (but not limited to) the following components:
- a. A plan for an interim unusual occurrence control organization capable of rapid and orderly activation, assembly, and deployment of all needed agency resources.
 - b. A plan for a system for the arrest, processing, transportation, and detention of large numbers of persons. The system should facilitate the restoration of order by means of lawful arrest and preservation of all available evidence.
 - c. In police agencies employing more than 75 personnel, a plan to develop a flexible and highly mobil tactical force for rapid deployment against special crime problems.
 - d. A plan for a system of succession of command for unusual occurrences with someone delegated to take control without delay at all times.
 - e. A plan for establishing a control center to act as the command post to:
 - Coordinate all agency unusual occurrence activities

- Obtain outside resources and assistance for field forces
- Maintain logs and prepare reports
- Collect and disseminate information

18.1.3 Objective: By 1978, local contingency plans should be implemented sufficiently to allow them to be put into effect during mass disorders and natural disasters.

18.2 GOAL: DEVELOP CRISIS PROCEDURE LEGISLATION

18.2.1 Objective: By 1976, Kansas state and local governments should review existing law and consider new legislation to permit necessary action by all control agencies and to afford each individual all his constitutional guarantees during an unusual occurrence.

18.2.2 Objective: By 1978, legislation should be enacted to permit necessary action by all control agencies and to afford each individual all his constitutional guarantees during an unusual occurrence.

Possible Strategies

18.2.2,1 Permanent legislation should provide for:

- a. Federal and state reimbursement of local law enforcement agencies required to react to federal and state events.
- b. Mutual aid agreements between local, county and state police and the National Guard.
- c. Prohibition of unnecessary force or violence in making arrests.
- d. Prohibition of any sanctuary by providing police access to any area.
- e. Prohibition of interference with or attacks upon firemen or other emergency personnel.
- f. Prohibition against failure to disperse any unlawful assemblies.

- g. Prohibition of impeding pedestrian or vehicular traffic.
- h. Strict control in manufacture, possession, transportation or distribution of incendiary or explosive devices.
- i. Permits for parades, assemblies and public events.

18.2.2,2 Emergency statutes, specifically designed to cope with unusual occurrences, should be enacted to provide for:

- a. The arrest powers of county and state police and National Guard forces.
- b. Emergency police authority to suspend due process.
- c. Restrictions upon gasoline, liquor and weapons sales.
- d. Restriction of public access to certain geographic areas.
- e. Curfew, loitering and other crowd control measures.
- f. Restriction of public use of schools.
- g. Control of storage of firearms, firearms parts and ammunition.

CRIMINAL JUSTICE SYSTEM

15. GOAL: STREAMLINE THE ADMINISTRATIVE STRUCTURE OF THE CRIMINAL JUSTICE SYSTEM

15.1 Objective: By 1978, provide 24-hour-a-day police services for all parts of the state.

Possible Strategies

- 15.1,1 The state should enact legislation enabling local governments, police and criminal justice agencies to enter into interagency agreements to permit total or partial police services, permitting reasonable local control.
- 15.1,2 The state should develop (in cooperation with all other police agencies) a statewide mutual aid plan for civil disorders, natural disasters or other unusual occurrences where manpower or material requirements might exceed the response capability of single agencies.
- 15.1,3(a) The state should provide, at no cost, to all police agencies such staff services as laboratory services, information systems and intelligence and communications systems.
- 15.1,3(b) Laboratory services should be funded by the user in proportion to the number of agency employees.
- 15.1,4 Police agencies that employ fewer than 10 sworn employees should consolidate for improved efficiency and effectiveness.
- 15.1,5 Police agencies should evaluate staff services in terms of adequacy and cost effectiveness annually to determine whether or not they would be more effective if they were combined with or secured from other agencies.
- 15.1,6 Police agencies should offer cost-effective staff services to other agencies.
- 15.1,7 Police agencies should identify those line operations that might be more effective if combined with like operations of other agencies; for example, multijurisdictional criminal activity.

- 15.1,8 Police chief executives should review the agency's organizational structure in conjunction with the annual budget preparation. Insure that organizational structure facilitates the rendering of direct assistance and service to the people by line elements and organize agency staff elements to this end.
- 15.1,9 Police chief executives should limit functional units.
- 15.1,10 Police chief executives should establish only those levels of management necessary to provide adequate direction and control.
- 15.1,11 Police chief executives should define lines of authority and responsibility.
- 15.1,12 Police chief executives should not be encumbered by traditional principles of organization if agency goals can best achieved by informal means.
- 15.2 Objective: By 1976, every police agency should develop written policies, objectives, priorities and procedures for itself. These policies should cover the function of the agency, including:
- a. The services to be provided;
 - b. The goals and objectives of the agency and each of its units;
 - c. The role of the police generally and of the patrolman specifically;
 - d. The limits of authority;
 - e. Police discretion; and
 - f. Those areas of operations in which guidance is needed to direct agency employees toward the attainment of agency goals and objectives.

Possible Strategies

- 15.2,1 The police policies should be developed by the police chief executive, based on policies of the governing body that provides formal authority for the police function.

- 15.2,2 The local governmental body--including the police administrator, municipal legislative body and municipal chief executive--should establish policy in consortium.
- 15.2,3 A police administrator should be held fully responsible for the operations of his department.
- 15.2,4 The police administrator should be given full control over the management of the department. Legislators, civil service commissions, and employee associations should not restrict the flexibility that is required for effective management.
- 15.2,5 The police administrator has the responsibility to exert leadership in seeking to improve the quality of police service and in seeking to solve community-wide problems of concern to the police.
- 15.2,6 The position of police chief should be recognized as being among the most important and most demanding positions in the hierarchy of governmental officials.
- 15.2,7 The police chief executive should actively involve all agency personnel in the policy making process along with other agencies which are affected by the policies.
- 18.2,8 The police chief executive should acknowledge the basic purpose of the police is to maintain public order and control crime.
- 15.2,9 The police chief executive should identify those crimes on which police resources will be concentrated.
- 15.2,10 The police chief executive should determine if some government services (not essentially police functions) have a relationship to the objectives established by the police agency, determine the budgetary cost of the services, and inform the public of the effect that provision of the service by the police will have on the ability of the agency to continue its present level of enforcement services. If such services do not have a relationship to agency objectives the police chief should resist such services becoming a duty of the agency. If the service must be provided by the police agency, it should be placed in perspective with other agency services and considered when priorities are determined.

- 15.2,11 The police chief executive should determine the scope and availability of other government services and develop the department's ability to make effective referrals to those services.
- 15.2,12 Police agencies should develop short- and long-range goals and objectives to guide agency and unit functions.
- a. Goals and objectives should be consistent with the role of the police, responsive to community needs, reasonably attainable, flexible, quantifiable and measurable.
 - b. Police agencies should provide for maximum input both within and outside the agency in the development of its goals and objectives.
 - c. Goals and objectives should be published and disseminated to provide uniform direction of employee efforts and should be periodically reviewed.
 - d. Police agencies should annually study and revise established agency objectives and priorities in connection with budget preparation.
- 15.2,13 Police agencies should take steps to insure that every officer has an understanding of his role.
- a. Officers of basic rank should be involved in developing policy regarding the police role.
 - b. Middle managers and first-line supervisors should receive training in the police role.
 - c. Methods of routinely evaluating individual officer performance should take into account all activities performed within the context of the defined role.
- 15.2,14 Police chief executives should seek continually to enhance the role of the patrol officer by providing status and recognition from the agency and encouraging similar status and recognition from the community.
- 15.2,15 Police chief executives should establish and disseminate to the public and every agency employee written policy acknowledging that police effectiveness depends upon public approval and acceptance of police authority.

15.2,16 Agency policy should acknowledge that:

- a. The limits of police authority are prescribed by law;
- b. There are times when force must be used but that no situation justifies the use of unreasonable force;
- c. Police must be accountable to the community; and
- d. Procedures for responding to complaints, suggestions, and requests regarding police services and for the formulation of policies should be provided.

15.2,17 Police agencies should acknowledge the existence of the broad range of administrative and operational discretion exercised by all police agencies and individual officers in the form of comprehensive policy statements that publicly establish the limits of discretion, that provide guidelines for its exercise within those limits, and that eliminate discriminatory enforcement of the law,

15.2,18 Police chief executives should have the authority to establish their agency's fundamental objectives and priorities and to implement them through discretionary allocation and control of agency resources.

15.2,19 Police chief executives should seek legislation granting them the authority to exercise discretion in allocating police resources, advise the legislature of the practicality of enforcing existing criminal statutes, and advise the legislature of the practicality of proposed criminal statutes.

15.2,20 Police chief executives should establish policy that:

- a. Guides the exercise of discretion by police personnel in using arrest alternatives.
- b. Limits the exercise of discretion by police personnel in conducting investigations.
- c. Governs the exercise of discretion by police personnel in providing routine peace-keeping and other frequently needed police services.

- d. Formalizes procedures for developing and implementing the written agency policy.
- 15.2,21 Inspection and control procedures should be adopted to insure that officers exercise their discretion in a manner consistent with agency policy.
- 15.2,22 The legislatures and courts should establish methods of review and control of police activities including:
- a. The exclusion of evidence obtained by unconstitutional means;
 - b. Criminal and tort liability for knowingly engaging in unlawful conduct;
 - c. Injunctive actions to terminate a pattern of unlawful conduct; and
 - d. Local procedures for handling complaints against police officers, procedures which usually operate administratively within police departments.
- 15.2,23 Governmental immunity, where it still exists, should be eliminated, and legislation should be enacted providing that governmental subdivisions shall be fully liable for the actions of police officers who are acting within the scope of their employment.
- 15.2,24 Neither tort liability nor costs attendant to the defense of a tort action should be imposed upon a police officer for wrongful conduct that has been ordered by a superior or is affirmatively authorized by police rules or regulations unless the conduct is a violation of the criminal law.
- 15.2,25 Liability and incidental costs and expenses in such cases should be borne by the governmental subdivision.
- 15.2,26 Every police agency, in cooperation with local courts and prosecuting agencies, should provide for administrative follow-up of selected criminal cases:
- a. To identify criminal cases which require special attention by the prosecuting agency, and require a police representative to attend personally every open judicial proceeding related to these cases.

- b. To review administratively all major criminal cases in which prosecuting agencies decline to prosecute or later cause to be dismissed.
- c. To encourage courts and prosecuting agencies routinely to evaluate investigations, case preparation and courtroom demeanor and testimony of police officers and to inform the police agency of these evaluations.
- d. To make information from their files available to other criminal justice agencies and to the courts for reference in making diversion, sentencing, probation, and parole determination.

15.2,27 Bar associations and educational institutions should actively support and assist the police in selling policies, implementing change, educating the public and evaluating progress.

15.3 Objective: By 1978, police agencies should establish a formal inspection system to provide the police chief executive with the information he needs to evaluate the efficiency and effectiveness of agency operations.

15.4 Objective: By 1980, establish a system of full-time prosecutors assisted by a state support and coordinating system.

Possible Strategies

15.4,1 A state-level entity should be established to provide assistance to local prosecutors for the elimination of undesirable discrepancies in law enforcement policies. It should include:

- a. State funding through the executive budget.
- b. A full-time executive director.
- c. Development of innovative prosecution programs.
- d. Provision of support services (special counsel, experts, research services).
- e. Office management assistance.
- f. A minimum of four meetings a year.

- 15.4.2(a) The state should combine smaller prosecutorial jurisdictions into districts having a sufficient workload to support at least one full-time district attorney.
- 15.4.2(b) A district attorney's office should be established in every judicial district in the state. County attorney's offices should be abolished.
- 15.4.3 Each prosecutor's office should develop a detailed statement of office practices and policies for distribution to assistant prosecutors.
- a. These policies should be reviewed every 6 months.
 - b. The statement should include guidelines governing screening, diversion, plea negotiations and other internal office practices.
- 15.4.4 Establish by legislation an ongoing statewide capability for investigation and prosecution of corruption.
- 15.4.5 The office charged with this responsibility should have statewide jurisdiction, be adequately funded and staffed, and have authority to:
- a. Initiate investigation;
 - b. Prosecute cases;
 - c. Provide management assistance to governmental units relating to ways to eliminate corruption and the conditions that invite it;
 - d. Participate in development of a statewide intelligence network on incidence, growth, sources and patterns of corruption; and
 - e. Make recommendations to decrease corruption; including removal of public officials, government reorganization or changes in state statutes. The office should require annual disclosure of financial interests to the State Ethics Board by all persons performing regular duties for the office.

15.5 Objective: By 1980, state courts should be organized into a unified judicial system financed by the state and administered through a statewide court administrator or administrative judge under the supervision of the chief justice of the State Supreme Court.

Possible Strategies

- 15.5,1 All trial courts should be unified into a single trial court with general criminal as well as civil jurisdiction.
- 15.5,2 Within the jurisdiction of the unified trial court, the following services should be available:
 - a. Pretrial release services
 - b. Probation services
 - c. Other rehabilitative services
- 15.5,3 The state court administrator should establish policies for the administration of the state's courts (subject to the control of the highest appellate court) including:
 - a. A budget for the operation of the entire court system;
 - b. Personnel policies;
 - c. Information compilation and dissemination;
 - d. Control of fiscal operations;
 - e. Liaison duties;
 - f. Continual evaluation; and
 - g. Recommendation and assignment of judges.
- 15.5,4 Local administrative policy for the operation of each trial court should be set out by the judge or judges making up that court (with guidelines established by the state's highest appellate court).

15.5,5 Local administrative authority in each trial jurisdiction should be vested in a presiding judge for a substantial fixed term. Functions should include:

- a. Control over personnel matters
- b. Trial court case assignment
- c. Judge assignments
- d. Information compilation
- e. Fiscal matters
- f. Court policy decisions
- g. Rulemaking and enforcement
- h. Liaison and public relations; and
- i. Improvement in the functioning of the court.

15.5,6 Each trial court with five or more judges (and where justified by caseload, courts with fewer judges) should have a full-time local trial court administrator. (Trial courts with caseloads too small to justify a full-time court administrator should combine into administrative regions.)

15.5,7 The functions of local or regional trial court administrators should include:

- a. Implementation of policies set by the state court administrator.
- b. Assistance to the state court administrator in setting statewide policies.
- c. Preparation and submission of budgets.
- d. Control of personnel matters.
- e. Management of courtroom equipment and facilities.
- f. Procurement of supplies.

- g. Preparation of reports.
 - h. Dissemination of information.
 - i. Juror management
 - j. Custody and disbursement of court funds.
 - k. Study and improvement of caseload.
 - l. Effective methods of court functioning.
- 15.5,8 The legislature should create an intermediate appellate court, to be called the Kansas Court of Appeals, consisting of a chief judge and six associate judges. Additional judgeships may be created when the proper administration of justice requires.
- 15.5,9 The Supreme Court should be responsible for administrative supervision of the (proposed) court of appeals and all courts of original jurisdiction.
- 15.5,10 The Supreme Court, as mandated by the revised judicial article of the Kansas Constitution, should exercise administrative authority over the unified court system, determining overall policy by rules of the Supreme Court.
- 15.5,11 The Chief Justice of the Supreme Court should have overall responsibility for executing the administrative rules and policies of the Supreme Court, including supervision of the personnel and financial affairs of the unified court system. He should, in addition, be the chief spokesman for the court system.
- 15.5,12 The Supreme Court should retain its present size and structure.
- 15.5,13 The Office of Commissioner of the Supreme Court should be discontinued, and the incumbent commissioners should become judges of the Court of Appeals.
- 15.5,14 The Supreme Court should appoint a judge of the Court of Appeals to preside over that court when it is created. This chief judge, under rules established by the Supreme Court, should be responsible for the administration of the Court of Appeals.

- 15.5,15 The principal offices of the Kansas Court of Appeals should be located in Topeka. The clerk of the Supreme Court should be ex-officio clerk of the Kansas Court of Appeals.
- 15.5,16 The Kansas Court of Appeals should sit to hear and decide cases in panels of three judges. Membership in the hearing panels should rotate among the members of the court. The concurrence of two judges should be sufficient to decide an appeal.
- 15.5,17 The court should have the power to conduct proceedings in any county of the state when the interests of the administration of justice so require. When the proceedings are conducted in locations other than Topeka, the district court of the county in which the panel is sitting should provide the necessary facilities.
- 15.5,18 There should be one trial court of original proceedings, the Kansas District Court; the probate, juvenile, county, magistrate, city, common pleas and municipal courts should be eliminated and their jurisdictions vested in the district court.
- 15.5,19 The judicial authority of the district court should be exercised by district judges, associate district judges and district magistrate judges under the supervision of district administrative judges.
- 15.5,20 Each county of Kansas should have either a resident associate district or district magistrate judge.
- 15.5,21 The present full-time attorney judges of state courts of special or limited jurisdiction should become associate district judges.
- 15.5,22 The present nonlawyer judges and part-time attorney judges of state courts of special or limited jurisdiction should become district magistrate judges.
- 15.5,23 At the time the unified district court is established, municipal courts of cities of the second and third class should be eliminated and the jurisdiction of these courts vested in the district court.

- 15.5,24 Three years after the creation of the unified district court, all remaining municipal courts should be abolished and jurisdiction over municipal ordinances should be vested in the unified district court.
- 15.5,25 Provision should be made for transfer of municipal jurisdiction of any such remaining cities to the unified district court prior to that date upon consent of the municipality and the state judiciary.
- 15.5,26 Associate district judges should have the same jurisdiction as district judges except that they should not have jurisdiction of receiverships, quo warranto, mandamus, and class actions.
- 15.5,27 District magistrate judges should have jurisdiction of all matters presently cognizable by judges of county, city, magistrate, probate, juvenile and municipal courts; except that when dollar amount in controversy determines jurisdiction in a civil action, that amount should not exceed \$2,000.
- 15.5,28 A case on appeal from a magistrate judge should be tried de novo or, if there is a record, on the record by a district judge or associate district judge. A case on appeal from the decision of an associate district judge should proceed in the same manner as an appeal from the decision of a district court judge.
- 15.5,29 The judicial personnel of the district court should be authorized to preside anywhere in Kansas. Specialized divisions should be created by the district court, in consultation with the Supreme Court where necessary, to ensure the efficient and effective administration of justice. The administrative judge of a district should be authorized to assign cases or classes of cases to a particular judge in a district.
- 15.5,30 All clerical functions of the unified district court should be under the supervision of the administrative judge of the district under guidelines established by the district and Supreme Courts.

- 15.5,31 As provided by statute or under guidelines set by the Supreme Court and the district court, nonjudicial personnel of the district court should be authorized to perform specified quasi-judicial functions.
- 15.5,32 If upon the death, resignation, retirement or removal of a district magistrate judge the Supreme Court determines that the position justifies the services of a full-time lawyer judge, that position should be filled by an associate district judge.
- 15.5,33 As district magistrate judges in counties with more than one district magistrate judge die, resign, retire or are removed from office, their judgeships should be abolished if the Supreme Court determines that the remaining magistrate or magistrates in the county can absorb the departing magistrate's workload. If the workload of the remaining magistrate deserves the attention of a full-time lawyer judge, this magistrate, if qualified, should become an associate district judge.
- 15.5,34 The judicial administrator, under the direction of the chief justice, should execute court system policy.
- 15.5,35 The Supreme Court should appoint a judge of the Court of Appeals to preside over that court when it is created. This chief judge, under rules established by the Supreme Court, should be responsible for the administration of the Court of Appeals.
- 15.5,36 The individual justices of the Supreme Court should continue to aid the chief justice in supervising the work of the unified district courts located within the regional departments assigned to them by the Supreme Court.
- 15.5,37 The Supreme Court should appoint a district judge to be the administrative judge of the unified district court in each judicial district. Under the supervision of the chief justice and the appropriate departmental justices, the administrative judge should be responsible for the affairs of the unified district court in his district.
- 15.5,38 The district judges for each district, in consultation with the associate and district magistrate judges of this district, should be authorized to make rules of court not inconsistent with statutes or rules of the Supreme Court.

- 15.5,39 Each administrative judge should appoint a chief clerk or court administrator for his district, a district clerk for each county and such other nonjudicial staff as are necessary. Such appointments should be made in accordance with Supreme Court determined qualifications.
- 15.5,40 Existing district court clerks and other support personnel should be retained whenever possible.
- 15.5,41 There should be a single budget for the unified Kansas court system.
- 15.5,42 The court budget should be approved by the Supreme Court and, as is the present practice, sent to the Governor for inclusion, without amendment, in the Governor's budget and forwarded by the Governor to the legislature.
- 15.5,43 The state should finance all expenses of the unified court system except for courtrooms and other space for the district court, which should be provided by local governments. If any municipal courts continue to exist after unification, they should continue to be financed by the cities.
- 15.5,44 All fees, fines and forfeitures collected by the courts, not already committed to state special funds, should pass to the state general fund. However, fines and forfeitures arising from municipal ordinances processed in the unified court system should pass to the cities, minus a service charge reflecting the cost of processing each case. Fines and forfeitures collected by municipal courts remaining in existence after trial court unification should remain with the cities.
- 15.6 Objective: By 1982, all correctional facilities and programs, both state and local, should be unified.

Possible Strategies

- 15.6,1 The probation system should be placed organizationally in the executive branch of the state government.

- 15.6,2 Parole decision making bodies for adults and juveniles should be established. They may be administratively part of an overall statewide correctional services agency but should be independent of correctional institutions and separate from field services.
- 15.6,3 Institutional and parole field services should be consolidated in departments or divisions of correctional services.
- 15.6,4 There should be interchange between field and institutional personnel.
- 15.6,5 Police agencies currently operating detention facilities should turn over all their detention and correctional facilities to an appropriate county, regional or state agency.
- 15.6,6 Pending implementation of the incorporation of local detention and correctional functions within the appropriate state system, legislation should be enacted authorizing the formulation of state standards for correctional facilities and operating procedures.
- 15.6,7 The unified corrections system should be responsible for:
- a. Services for persons awaiting trials.
 - b. Probation supervision.
 - c. Institutional confinement.
 - d. Community-based programs.
 - e. Parole and other aftercare programs.
 - f. All programs for misdemeanants.
- 15.6,8 Legislation should authorize:
- a. Planning of diverse correctional facilities.
 - b. Development and implementation of training programs for correctional personnel.

- c. Development and implementation of an information-gathering and research system.
- d. Evaluation and assessment of the effectiveness of its functions.
- e. Periodic reporting to governmental officials.
- f. Development and implementation of correctional programs.
- g. Contracts for the use of nondepartmental and private resources in correctional planning.

15.7 Objective: By 1980, the probation system should develop goal-oriented service delivery systems.

Possible Strategies

15.7,1 The state correctional agency should be given the responsibility for:

- a. Establishing statewide goals, policies and priorities for probation.
- b. Program planning and development of innovative probation service strategies.
- c. Staff development and training.
- d. Planning for manpower needs and recruitment.
- e. Collecting statistics, evaluation and research.
- f. Consultation service to courts, legislative bodies and local executives.
- g. Coordinating the activities of separate systems for delivery of services to the courts and to probationers until separate staffs to perform services to the courts are established within the court system.
- h. Developing a goal-oriented service delivery system that seeks to remove or reduce barriers confronting probationers. The staff delivery services to probationers in urban areas should be separate and distinct from the staff

delivery services to the courts. A wide range of services should be offered probationers and the primary function of the probation office should be that of community resource manager for probationers.

- 15.7,2 There should be no distinction between misdemeanor and felony probation as to organization, manpower or services.
 - 15.7,3 Manpower and resources should be available to assure that courts may use probation for persons convicted of misdemeanors.
 - 15.7,4 There should be more communication and more involvement between the probation officers and the community mental health centers.
 - 15.7.5 Probation services in those counties now providing probation service to the District Courts should be placed under state control.
 - 15.7,6 The Department of Corrections should regularly review caseloads with a view toward adjusting boundaries of the area officers cover with sufficient frequency to keep the caseloads more nearly comparable.
- 15.8 Objective: By 1978, the parole system should develop goal-oriented service delivery systems.

Possible Strategies

- 15.8,1 Parole boards should have jurisdiction and be responsive for:
 - a. Articulating and fixing policy.
 - b. Acting on appeals.
 - c. Issuing and signing warrants to arrest and hold alleged parole violators.

- 15.8,2 Boards should establish clearly defined procedures for policy development, hearings and appeals.
- 15.8,3 Hearing examiners may be empowered to hear and make initial decisions in parole grant and revocation cases.
- 15.8,4 The parole board should develop a citizen committee, broadly representative of the community and including ex-offenders, to advise the board on policy developments.
- 15.8,5 The parole board should have jurisdiction over both felons and misdemeanants.
- 15.8,6 Each parole jurisdiction should develop policies for parole release hearings that have the following characteristics:
- a. Hearings with inmates should be scheduled within 1 year after they are received in an institution (inmates should be present).
 - b. Decisions should be directed toward the quality and pertinence of program objectives agreed upon by the inmate and institution staff.
 - c. Board representatives should monitor and approve programs that can have the effect of releasing the inmate without further board hearings.
 - d. Offenders must be released on parole when first eligible unless certain specific conditions exist. (This should be required by legislation.)
 - e. When a release date is not agreed upon, a further hearing date within 1 year should be set.
 - f. A parole board member or hearing examiner should hold no more than 20 hearings in any full day.
 - g. One examiner (or member) should conduct hearings and his findings should be final unless appealed to the full parole board within 5 days.
 - h. Inmates should be notified of any decision directly and personally before the board member leaves the institution.

- i. The person hearing the case should specify in detail and in writing the reasons for his decision.
 - j. Parole procedures should permit disclosures of information on which the hearing examiner bases his decisions.
 - k. Parole procedures should permit representation of offenders under appropriate conditions.
- 15.8,7 Parole boards should establish in each case the specific parole conditions appropriate for the individual offender.
- 15.8,8 Parole rules should be reduced to the absolute minimum, retaining only those critical to the specific case.
- 15.8,9 Parole staff should be able to request the board to amend the rules to fit the needs of each case and be empowered to require the parolee to obey any such rule when put in writing, pending final action of the parole board.
- 15.8,10 Special caseloads for intensive supervision should be established.
- 15.8,11 Parole officers should develop close liaison with police agencies so that any formal arrests necessary can be made by police. Parole officers, therefore, would not need to be armed.
- 15.8,12 Parole jurisdictions should develop and implement a system of revocation procedures to:
- a. Permit prompt confinement of parolees exhibiting behavior that poses a serious threat to others;
 - b. Provide careful controls, methods of fact-finding and possible alternatives to keep as many offenders as possible in the community.
- 15.8,13 Return to the institution should be used as a last resort.
- 15.8,14 Warrants to arrest and hold alleged parole violators should be issued and signed by parole board members.

- 15.8,15 Juvenile and adult correctional services should be maintained as autonomous program units.
 - 15.8,16 Regional administration should be established.
 - 15.8,17 Parole services should be delivered, wherever practical, under a team system. (Teams should be located in neighborhoods where parolees reside.)
 - 15.8,18 Organizational and administrative practices should be altered to provide greatly increased autonomy and decision making power to parole teams.
 - 15.8,19 The parole officer should begin work with a parolee prior to his release from the correctional institution through a program of assistance by the community health center directly to the person about to be released (and his family) to facilitate easier transition and adjustment.
- 15.9 A national police-supported agency should study the conditions that have led to reduction or elimination of corruption in police agencies that have been successful in dealing with this problem.

CRIMINAL JUSTICE SYSTEM

17.1 GOAL: DEVELOP PLANNING CAPABILITIES IN ALL PARTS OF THE CRIMINAL JUSTICE SYSTEM AT ALL LEVELS OF GOVERNMENT

17.1.1 Objective: By 1978, establish a network of planning agencies serving all components and levels of the criminal justice system.

Possible Strategies

- 17.1.1.1 Establish by statute a permanent state criminal justice planning agency.
- 17.1.1.2 Establish consolidated criminal justice planning operations in metropolitan cities and counties.
- 17.1.1.3 Establish separate planning sections reporting to the chief executive or his deputy in all large and medium-sized operating agencies of law enforcement and criminal justice. In smaller agencies, planning should be performed by the senior executive or by staff on a part-time basis.
- 17.1.1.4 Police agencies should:
 - a. Establish written policies setting out specific goals and objectives of their planning efforts;
 - b. Stress the necessity for continual planning;
 - c. Establish written qualifications for employees assigned specifically to planning activities;
 - d. Provide training for planners; and
 - e. Provide for use of other agencies or private consultants for planning needs if necessary.
- 17.1.1.5 Establish a police consultation service to make technical assistance available to every police agency in the state at no cost.

- 17.1.1,6 Every police agency with 75 or more personnel should establish a unit staffed with at least one employee whose full-time responsibility will be intra-agency administrative planning and coordination of all agency planning activities. Police agencies organized into subdivisions should delineate divisional planning responsibilities and provide personnel accordingly.
 - 17.1.1,7 All police agencies should participate in cooperative planning with all other government subdivisions of the jurisdiction when such planning can have an effect on crime, public safety or efficient police operations.
 - 17.1.1,8 Each correctional agency should develop an operational, integrated process of long, intermediate and short-range planning for administrative and operational functions.
- 17.1.2 Objective: By 1978, all levels of government should establish coordinating councils and planning agency supervisory boards for the criminal justice system that include community participation.

Possible Strategies

- 17.1.2,1 Membership on such criminal justice coordinating councils should include the chief executives of police agencies, prosecutors' offices, defenders' offices, probation and parole, correctional agencies, and, where they exist, youth authorities. Representatives of general government and the presiding or chief judge of the appellate or trial court should also be members. Finally, at least one-third of the members should be from non-criminal justice agencies and private citizens. Meetings of the boards should be publicized and open to the public. There should be full communication between council or board, the criminal justice agencies and the community.
- 17.1.1,2 Planning and coordination of local, regional or state criminal justice activities should be under the chairmanship of the chief executive of a unit of general government.
- 17.1.2,3 Police planning operations should be coordinated with those of other criminal justice agencies and the public to achieve the objective of "fair and effective disposition of all criminal cases and more specific goals and activities related to crime prevention and reduction."

- 17.1.2,4 Functions of coordinating councils should include survey and improvement of the organization, practice and methods of administration and operation of the court system.
- 17.1.2,5 The presiding judge of the highest court in the jurisdiction served by the council should appoint the chairman.
- 17.1.2,6 A single council should perform comprehensive criminal justice planning, coordination of police planning with other agencies, and coordination of court planning with other agencies.
- 17.1.2,7 Create for each court a "forum for interchange between the judicial and nonjudicial members of the court's staff and interested members of the community." The forum would include the lay persons, prosecutor's staff, bar association, defense bar and representatives from law schools, other university departments, minorities, church and civic groups.
- 17.1.2,8 Corrections should establish a "forum for interchange between the corrections staff and interested members of the community."
- 17.1.2,9 Court personnel should be representative of the community served by the court including the community's minority groups.
- 17.1.2,10 The judicial council should serve as an advisory body to the court, the chief justice and the legislature.
- 17.1.2,11 The legal community and the mental health community should reach out to each other to understand each other's discipline better and to apply in a joint effort their respective skills toward a resolution of some of the problems encountered by both groups.
- 17.1.3 Objective: By 1978, all criminal justice planning agencies and coordinating councils should:
- a. Analyze the crime problems in its jurisdiction;
 - b. Identify specific crimes deserving priority attention;

- c. Establish quantifiable and time-phased goals for the reduction of priority crimes.
- d. Evaluate and select alternative strategies and programs for reducing priority crimes.
- e. Allocate its own funds and staff resources in accordance with the crimes, goals, strategies, and programs chosen.
- f. Maintain close working relationships with criminal justice and other public agencies to implement crime reduction goals and objectives.
- g. Assume responsibility for the effective evaluation of its planning and funding decisions, and the use of evaluation results to refine goals, strategies, and programs.

17.1.4 Objective: By 1978, annual budgeting by state and local government should be based on forecasts of long-term problems and needs developed by the Criminal Justice planning units.

Possible Strategies

- 17.1.4,1 Planning at both state and local levels should take into account all funds available for the criminal justice system no matter what their source.
- 17.1.4,2 Those funds which are to be awarded as grants or sub-grants should be contingent on the grantees' adoption of established minimum standards established by GCCA in conjunction with all interested parties.
- 17.1.4,3 The administration of grants should be subordinate to planning efforts at all levels.
- 17.1.4,4 Every state or local government should assign responsibility for police agency fiscal management to the police chief executive.
- 17.1.4,5 Each police chief should:
 - a. Use the most effective and appropriate fiscal management techniques available;
 - b. Establish policy and procedures so budgeting is a fundamental part of the management planning process; and

c. Be thoroughly familiar with all means by which the agency can derive all the benefits possible from local funding, city-state-federal revenue sharing, grants and grantsmanship, and the use of bonds (no police agency should enforce local ordinances for the sole or primary purpose of raising revenue, and no income arising from enforcement action should be earmarked specifically for any single enforcement agency; no police chief should seek referenda that would govern the size of the personnel complement, the allocation of resources to specific agency programs, or setting of police salaries except as specifically provided by law or legislative body of the jurisdiction; every police agency should use grants under explicit conditions to fund planning and experimentation in all phases of police service).

17.1.4,6 Establish a cost accounting system for police which records costs of agency programs.

17.1.4,7 Establish a cost accounting system for courts which records costs of agency programs.

17.1.4,8 Each corrections agency should have an operating cost-accounting system by 1975 which records costs of agency programs.

17.2 GOAL: IMPROVE INTERACTION BETWEEN CRIMINAL JUSTICE AGENCY AND THE PUBLIC

17.2.1 Objective: By 1980, establish effective working relationships between components of the criminal justice system.

Possible Strategies

17.2.1,1 Police agencies should develop procedures in cooperation with local courts and prosecutors to allow on-duty officers to be on call when subpoenaed to testify in criminal matters and develop and maintain liaison with:

a. Local courts and prosecutors to facilitate the timely issuance of arrests, search warrants, criminal complaints and arraignment of prisoners.

b. Juvenile courts to divert juveniles and preserve confidentiality.

- c. Correctional agencies to exchange information on released persons still under sentence.
- d. Other law enforcement agencies.
- e. Other criminal justice agencies to cooperate in establishment of task force efforts to deal with major crime problems.

17.2.1,2 The prosecutor should maintain relationships that encourage interchange of views and information that maximize coordination of the criminal justice agencies (providing legal advice to police, identifying mutual problems and developing solutions, participating in police training programs to keep police informed about current developments in law enforcement).

17.2.1,3 The prosecutor should develop for police use a basic report form necessary for charging, plea negotiation and trial. The completed form should be routinely forwarded to the prosecutor's office after the offender has been processed and police officers should be informed of the reason for disposition.

17.2.1,4 The prosecutor should establish regular communication with correctional agencies to determine the effect of his practices on correctional programs.

17.2.1,5 Correctional agencies should meet with the police and courts to determine where better cooperation and coordination is needed.

17.2.2 Objective: By 1980, establish specific programs to inform the public of the problems, needs and activities of the criminal justice system and its component parts.

Possible Strategies

- 17.2.2,1 Police agencies should establish programs and use police agency employees to inform the public of the police agency's defined police role. Programs should include:
- a. Annual classroom presentation by uniformed officers at all elementary schools within its jurisdiction;
 - b. Participation in government and civics classes offered in evening adult schools and community colleges;

- c. Development of, or participation in, youth programs;
- d. Presentations to business and civic organizations;
- e. Publication of a statement of the police role, the agency's objectives and priorities in filling that role, and the agency's activities to implement its role;
- f. Publication of periodic statistical reports on crime, arrests and property loss due to crime; and
- g. Provisions of an annual open house and other tours of police facilities and demonstrations of police equipment and tactics when appropriate to create greater public awareness of the police role.

17.2.2,2 Police agencies should inquire into availability of public service resources from advertising and communications organizations to assist in developing agency support.

17.2.2,3 Departments with more than 400 employees should assign a full-time officer to each junior and senior high school in its jurisdiction to teach classes in the role of the police and serve as a counselor. Course content should be developed in cooperation with schools and include discussion of the police role, juvenile laws, enforcement policies and practices relating to juveniles.

17.2.2,4 Police chief executives should:

- a. Acknowledge in written policy statements the important role of the news media;
- b. Establish the relationship between their agency and the news media during unusual occurrences; and
- c. Promote an aggressive policy of presenting public information.

The news media relations program should provide regular liaison between the agency and the media.

- 17.2.2,5 Courts should establish information desks in public areas of the courthouse to direct defendants, witnesses, jurors and spectators to their destinations. Attendants should be able to answer questions concerning the agencies of the system and the procedures to be followed by those involved in the system.
- 17.2.2,6 In metropolitan courthouses visual screens should be installed to identify the proceedings currently in progress in each courtroom and other proceedings scheduled that day for each courtroom.
- 17.2.2,7 The prosecutor and the court should establish procedures whereby witnesses requesting information relating to cases or court appearances in which they are involved may do so by telephone; each witness should be provided with a wallet-size card giving a phone number to be called for information and data regarding his case.
- 17.2.2,8 The judge should instruct the jury panel, prior to its members sitting in any case, concerning its responsibilities, its conduct and the proceedings of a criminal trial. Each juror should be given a handbook that relates to these matters.
- 17.2.2,9 The court, the news media, the public defender and the bar should have coordinate responsibility for informing and educating the public concerning the functioning of the courts.
- 17.2.2,10 Each court should appoint a public information officer to provide liaison between the courts and the news media.
- 17.2.2,11 Each courthouse should have an office specifically and prominently identified as the office for receiving complaints, suggestions and reactions of members of the public concerning the court process.
- 17.2.2,12 The court should encourage citizen groups to inform themselves of functions and activities of the courts and in turn share this information with other members of the public.
- 17.2.2,13 The court should work together with bar associations to educate the public regarding law and the courts.

- 17.2.2,14 The prosecutor should regularly inform the public about the activities of his office and other law enforcement agencies and encourage expression of public views concerning his office and its practices.
- 17.2.2,15 The public defender should:
- a. Seek to interpret the process of plea negotiation and the public defender's role in it to the client community;
 - b. Seek office locations that will not cause the public defender's office to be excessively identified with the judicial and law enforcement components of the criminal justice system; and
 - c. Be available to schools and organizations to educate members of the community as to their rights and duties related to criminal justice.
- 17.2.2,16 The state judicial system should establish rules of court specifying what kinds of information should and should not be released about a defendant prior to and during his trial.
- 17.2.2,17 The State Department of Corrections should establish a multipurpose public information and education unit to inform the general public on correctional issues and to organize support for, and overcome resistance to, general reform efforts and specific community-based projects.
- 17.2 2,18 The State Department of Corrections should establish an administrative unit responsible for securing citizen involvement in a variety of ways within corrections, including:
- a. Advisory and policymaking roles;
 - b. Direct service roles; and
 - c. Cooperative endeavors with correctional clients.

17.2.3 Objective: By 1980, every community should establish joint police-community crime prevention programs.

Possible Strategies

- 17.2.3,1 Police officers should be permanently assigned to geographical areas where they will be responsible for development of crime prevention programs and for obtaining community participation in these programs. The officer would meet regularly with community groups to develop volunteer neighborhood security programs and increase security of business establishments.
- 17.2.3,2 Police agencies should conduct security inspections when requested, seek enactment of local ordinances establishing minimum security standards, and participate in physical planning for the community to reduce crime potential of new buildings and developments.
- 17.2.3,3 Units of local government should consider the establishment of improved street lighting programs in high crime areas. The needs and wishes of the community should be a determining factor from the outset and public officials should carefully evaluate the experience of other jurisdictions before initiating their own programs.
- 17.2.3,4 All retail establishments should take immediate and effective measures to prevent shoplifting. Management personnel and merchants should evaluate techniques being used elsewhere and select those most appropriate.
- 17.2.3,5 The state should enact legislation to require:
- a. Assigning of permanent state motor vehicle registration numbers to all motor vehicles;
 - b. Issuing of permanent license plates for all vehicles that will remain in service for a number of years; and
 - c. Affixing of more identifying numbers on automobiles to curb the automobile stripping racket.
- 17.2.3,6 Active involvement of parents, teachers, and professional organizations is needed in educating youth about drugs and providing alternatives to drugs.

17.2.4 Objective: By 1978, the state corrections system should analyze its needs, resources and service gaps and develop a systematic plan for implementation of a range of alternatives to institutionalization. Minimum alternatives to be included in the plan include:

- a. Diversion prior to trial and sentence;
- b. Nonresidential supervision programs in addition to probation and parole;
- c. Residential alternatives to incarceration;
- d. Community resources open to confined populations;
- e. Institutional resources available to the entire community;
- f. Prerelease programs; and
- g. Community facilities for released offenders in the reentry phase with provisions for short-term return as needed.

Possible Strategies

17.2.4,1 State correctional systems should take appropriate action immediately to establish effective working relationships with the major social institutions, organizations and agencies of the community (i.e., employment and educational resources, social welfare services, and the specialized units of law enforcement which provide public information, diversion and services to juveniles).

17.2.4,2 State and local correctional systems and planning agencies should plan for corrections based on a total-system concept that encompasses the full range of offenders' needs and the overall goal of crime reduction. The planning process should include:

- a. A problem definition phase;
- b. Data survey (to obtain information on population trends and demography, judicial practices, offender profiles, service area resources, geographic and physical characteristics and political and government composition);

c. Analysis (to assess service area needs and capabilities, to determine priorities, and to define and describe correctional delivery systems, facilities and non-facility program requirements).

- 17.2.4,3 All community correctional planning should give highest priority to diversion and utilization of existing community resources.
 - 17.2.4,4 Each state should develop a diverse range of programs to meet the needs of parolees.
 - 17.2.4,5 Parolees not requiring supervision should be released from supervision immediately.
 - 17.2.4,6 Parole officers should be selected and trained to fulfill the role of community resource managers.
 - 17.2.4,7 Parole staff should participate in developing coordinated delivery systems of human services.
 - 17.2.4,8 Funds should be made available for parolees without interest charges and parole staff should have the authority to waive repayment to fit the individual case.
 - 17.2.4,9(a) State funds should be made available to offenders similar to unemployment benefits to tide them over until they find a job.
 - 17.2.4,9(b) The state should require that offenders have visible means of support before authorizing their release.
 - 17.2.4,10 Institutional vocational training tied directly to specific subsequent job placements should be supported.
 - 17.2.4,11 Funds should be made available to parole staffs to purchase needed community resources for parolees.
 - 17.2.4,12 Special caseloads should be established for offenders with specific problems (i.e., drug abuse).
 - 17.2.4,13 The State Department of Corrections should develop a comprehensive plan to improve the programs and facilities relating to pretrial release and detention.
- 17.3 The foregoing planning standards should also be implemented by federal agencies.

17.4 A national research study should be conducted to determine:

- a. The duties, responsibilities and interrelationships of public and private police agencies; and
- b. To develop mechanisms to enhance their cooperative delivery of police services.

17.5 Establish a committee composed of criminal justice practitioners and outside professionals to advise the National Institute of Law Enforcement and Criminal Justice in criminal justice research and development.

17.6 Undertake a national study to determine:

- a. Methods to evaluate and measure the effectiveness of individual police agencies in performing their crime control functions; and
- b. Reliable indicators of police effectiveness (productivity) beyond those set forth in this report.

CRIMINAL JUSTICE SYSTEM

21. MAJOR GOAL: UPGRADE PERSONNEL WORKING IN THE
KANSAS CRIMINAL JUSTICE SYSTEM

21.1 GOAL: IMPROVE QUALITY AND ADEQUACY OF STAFF

21.1.1 Objective: By 1978, adopt administrative structures and procedures that will optimize personnel performance.

Possible Strategies

- 21.1.1.1 Provide managerial attitudes and administrative procedures permitting each employee to have more say about what he does.
- 21.1.1.2 Develop a management philosophy encouraging delegation of work-related authority to the employee level and acceptance of employee decisions.
- 21.1.1.3 Provide administrative flexibility to organize employees into teams or groups (individuals involved in small working units become concerned with helping their teammates and achieving goals).
- 21.1.1.4 Eliminate distinctions between employee categories; shift organizational emphasis from and authority or status orientation to a goal orientation.
- 21.1.1.5 Adopt a program of participatory management in which managers; staff and, in the case of correctional agencies, offenders share in identifying problems, finding mutually agreeable solutions, setting goals and objectives, defining new roles for participants and evaluation. The program should include the following:
 - a. Training and development sessions for new roles in organizational development;
 - b. An ongoing evaluation process;
 - c. A procedure for the participation of other elements of the Criminal Justice System in planning for each component part of the system; and

d. A change of manpower utilization in keeping with new management and professional concepts.

21.1.1,6 In utilizing participatory management in corrections, input should be sought from both staff and inmates. The final decision should remain with those that, by law or policy, are held accountable for whatever decisions are made and whatever actions are taken.

21.1.1,7 Correctional and other agencies responding to the recommendations for changing emphasis from institutions to community-based corrections, should undertake cooperative studies to determine proper redistribution of manpower. This study plan should address the following:

- a. A statewide profile of correctional workers;
- b. Retraining procedures for relocated staff;
- c. Procedures for monitoring effectiveness of relocated personnel; and
- d. A means for effective cooperation between formal agencies and private community efforts.

21.1.1,8 Each state should have minimum staffing for analysis and interpretation of information. Such capability should range from full-time professional information managers in larger organizations to part-time assignments in smaller units.

21.1.1,9 State information system managers should train and provide assistance to agencies.

21.1,2 Objective: By 1978, establish uniform procedures governing employee organizations, collective bargaining, and inter-personal relations.

Possible Strategies

21.1.2,1 Every police chief executive should:

- a. Actively participate in seeking personnel benefits for all police employees.

- b. Provide an internal two-way communication network to facilitate exchange of information within the agency and to provide feedback.
- c. Develop methods to obtain advisory information from police employees to assist him in decision-making.
- d. Provide a grievance procedure for police employees.
- e. Utilize employee specialists.
- f. Recognize that police employees have a right to engage in political and other activities protected by the First Amendment.
- g. Acknowledge the right of police employees to join or not join employee organizations and give appropriate recognition to these organizations.

21.1.2,2 Police employee organizations should formalize written policies, rules and procedures that will protect the rights of all members and insure that they will remain responsible to their oath of office.

21.1.2,3 Every police employee organization should place in writing the scope of its activities to inform all members of its programs and its representatives' activities.

21.1.2,4 Every police employee organization should adhere to rules and procedures including:

- a. Provisions to protect members in relations with the police employee organization.
- b. Standards and safeguards for periodic elections.
- c. Responsibilities of organization officers.
- d. Fiscal integrity including financial reports.
- e. Disclosure of financial reports to members, regulating agencies, and the public.

f. Acknowledgement of responsibility to the governmental entity legally charged with regulation of such employee organizations.

21.1.2,5 Every police agency and employee should be allowed by legislation to engage in collective negotiations in arriving at terms and conditions of employment. Such legislation should give equal protection for both parties and should include:

- a. Provisions for local jurisdictions to enact specific rules for the negotiation process;
- b. Procedures to prevent either party from circumventing the collective negotiation process;
- c. Police agency retention of certain unrestricted management rights to ensure proper direction and control in delivering police services;
- d. Provisions to prohibit concerted work stoppages or job actions; and
- e. Procedures that require adherence to collective negotiation legislation by all parties.

21.1.2,7 The police chief executive or his designated representative should be present during all collective negotiations and be allowed to protect the interests of the community, agency and all police employees.

21.1.2,8 All police employees should receive training in:

- a. General knowledge of the management-employee relations process;
- b. Specific instructions to persons who represent the police agency in negotiations; and
- c. Specific instructions to enable every supervisory employee to perform his duties under any collective negotiation agreement.

21.1.2,9 Every police chief executive should establish administrative procedures to facilitate the police agency's operation under any collective negotiation agreement.

- 21.1.2,10 Enact legislation that prohibits police employees from participating in a work stoppage or job action.
- 21.1.2,11 Every police agency should establish formal written policy prohibiting employees from engaging in any concerted work stoppage or job action.
- 21.1.2,12 Internal disciplinary actions used by police chief executives against employees who participate in concerted work stoppages and job actions could include actions against:
- a. All employees for violating legislation and policy;
 - b. Individuals if conduct warrants action;
 - c. Instigators or leaders of activity; or
 - d. No employees, however criminal or civil action may be sought.
- 21.1.2,13 All correctional managers should receive training in:
- a. Strategy and tactics of union organization.
 - b. Managerial strategies.
 - c. Tactical responses to such organizational efforts.
 - d. Labor law and legislation.
 - e. Collective bargaining process.
- 21.1.2,14 All correctional managers may receive training in:
- a. Strategy and tactics of union organization.
 - b. Managerial strategies.
 - c. Tactical responses to such organizational efforts.
 - d. Labor law and legislation.
 - e. Collective bargaining process.

- 21.1.2,15 Correctional top management should have procedures for responding to labor-management or inmate-management relations including:
- a. Specific assignment of responsibility.
 - b. Precise delegation of authority for action.
 - c. Steps for resolving grievances and adverse actions.
 - d. An appeal procedure from agency decisions.
- 21.1.2,16 The decision whether or not to unionize should be left to the employees of a correctional institution.
- 21.1.2,17 Enact state legislation to prohibit correctional employees from participating in any concerted work stoppage or job action.
- 21.1.2,18 Every correctional agency should establish formal written policy prohibiting concerted work stoppage. This policy should:
- a. Specify alternatives to employees for resolving grievances.
 - b. Delineate internal discipline that may result from participation in such actions.
- 21.1.2,19 Every correctional agency should develop a plan which will provide for continuing operations in the event of a concerted work stoppage.
- 21.1.2,20 Each correctional system should have functioning, a trained, compensated, organizationally experienced ombudsman, located organizationally in the office of the top administrator. He would:
- a. Hear complaints of employees or inmates who feel aggrieved by the organization or its management.
 - b. Hear complaints of offenders who feel aggrieved by employees or conditions of their incarceration.
 - c. Have authority similar to that of inspector general in the military, allowing him to stimulate changes, ameliorate problem situations, and render satisfactory responses to problems.

- 21.1.2,21 Inmate input should be obtained through staff-inmate ad hoc committees which work on specific problems.
- 21.1.2,22 All system personnel, including executives and supervisors, should be evaluated, in part, on their interpersonal competence and human sensitivity.
- 21.1.2,23 All correctional management levels should receive in-depth training designed to reduce interpersonal friction and employee-offender alienation, including:
- a. Methods of conflict resolution.
 - b. Psychology.
 - c. Group dynamics.
 - d. Human relations.
 - e. Interpersonal communication.
 - f. Motivation of employees.
 - g. Relations with disadvantaged or minority groups.
- 21.1.2,24 All nonmanagement correctional personnel in contact with offenders should receive training in:
- a. Psychology.
 - b. Basic counseling.
 - c. Group dynamics.
 - d. Human relations.
 - e. Interpersonal communication.
 - f. Motivation on indirect offender rehabilitation.
 - g. Relations with minority groups and disadvantaged.

21.1,3 Objective: By 1976, all police agencies should develop procedures for internal discipline and complaints to minimize potential for employee misconduct.

Possible Strategies

- 21.1.3,1 Every police agency should establish written policies and procedures for the administration of internal discipline and make public a summary of those procedures.
- 21.1.3,2 The chief executive of every police agency should have ultimate responsibility for the administration of internal discipline.
- 21.1.3,3 New police employees should be given copies of written rules for conduct and appearance, including specifics on "conduct unbecoming an officer."
- 21.1.3,4 Incorporate policies, procedures and rules governing employee conduct in training programs and promotional examinations.
- 21.1.3,5 A person making a complaint should receive verification that the complaint is being processed by the police agency. This receipt should contain a description of the investigation process and appeal provisions.
- 21.1.3,6 Every police agency should inform the public regularly of its complaint reception and investigation procedures.
- 21.1.3,7 The complainant should be notified of final disposition of complaint.
- 21.1.3,8 Develop procedures to insure that all complaints, internal and external, are permanently recorded and made available to the chief executive without delay.
- 21.1.3,9 Publish statistical summaries of complaint reception, investigation and adjudication for the public and police personnel.

- 21.1.3,10 Form a specialized unit to conduct investigations of complaints. This unit should be responsible to the agency chief executive. This unit should:
- a. Have a size consistent with the demands of the workload.
 - b. Employ a strict rotation policy limiting assignments to 18 months.
 - c. Be deployed during the hours consistent with complaint incidence, public convenience and agency needs.
- 21.1.3,11 Police agencies should obtain the assistance of prosecuting agencies during investigations of criminal allegations when the police executive concludes that the public interest would best be served by such participation.
- 21.1.3,12 The complaining party should be able to participate in investigation of complaints and in any hearings, with right of representation by counsel.
- 21.1.3,13 All personnel assigned to investigate internal discipline complaints should be trained and provided with written investigative procedures.
- 21.1.3,14 Police agencies should provide all employees at time of employment and prior to an investigation with a written statement of their duties and rights when they are the subject of an internal discipline investigation.
- 21.1.3,15 The police chief executive should have legal authority to relieve police employees from their duties during an internal investigation when it is in the best interests of the public and the police agency.
- 21.1.3,16 The polygraph should be administered to employees only with the express approval of the police chief executive.

- 21.1.3,17 Conclude internal discipline investigations within 30 days of receipt of complaint unless extension is granted by the police chief executive. Notify complainant and accused employee of the delay.
- 21.1.3,18 The police chief executive should have ultimate authority in the adjudication of internal discipline complaints, subject only to court appeal or through appeal to an established civil service body.
- 21.1.3,19 Only sustained investigation reports should become a part of the accused employee's personnel folder.
- 21.1.3,20 Every police chief executive should implement positive programs and techniques to prevent employee misconduct and to encourage self-discipline, including:
- a. Analyses of causes of employee misconduct.
 - b. Training in avoidance of misconduct incidents.
 - c. Referral to professionals.
 - d. Application of peer group influence.
- 21.1.3,21 Create incentives for proper police conduct.
- 21.1.4 Objective: By 1978, develop provisions for adequacy, tenure and discipline of judicial personnel.

Possible Strategies

- 21.1.4,1 Trial court judges should be appointed for 4 years and appellate court judges for 6 years.
- 21.1.4,2 All judges except Supreme Court justices should be appointed for 4 year terms.
- 21.1.4,3 At the end of each term, the judge should be required to run in an uncontested election in which the electorate is given the option of voting for or against his retention.

- 21.1.4,4 Supreme Court justices should be subject to a retention vote 1 year after nomination and at the end of their term.
- 21.1.4,5 A mandatory retirement age of 65 should be required of all judges, subject to a provision enabling judges over that age to sit for limited time periods, at the discretion of the presiding judges.
- 21.1.4,6 A judge should be subject to discipline or removal for:
- a. Permanent physical or mental disability seriously interfering with the performance of judicial duties.
 - b. Willful misconduct in office.
 - c. Willful and persistent failure to perform judicial duties.
 - d. Habitual intemperance.
 - e. Conduct prejudicial to the administration of justice.
- 21.1.4,7 A judicial conduct commission should be created (consisting of not more than one-third membership from the judiciary), empowered to investigate charges bearing on judges' competence and to take appropriate action regarding their conduct.
- 21.1.4,8 Procedures should be established by legislation to allow the governor or other elected official to suspend and supercede a local prosecutor (with public finding, notice and hearing) if he is incapable of fulfilling his duties.
- 21.1.4,9 Procedures should be established by legislation to allow the governor or other elected official to substitute special counsel for the prosecutor on a particular case or category of cases if it is required for the public interest.

21.1.4,10 Additional judgeships should be created when the proper administration of justice requires.

21.1.5 Objective: Provide adequate professional support to judges, prosecutors, public defenders and police agencies.

Possible Strategies

21.1.5,1 Each administrative judge should appoint a chief clerk or court administrator for his district.

21.1.5,2 Each administrative judge should appoint a district clerk for each county and other nonjudicial staff as are necessary.

21.1.5,3 Provide a professional staff of lawyers for judges of reviewing courts which would perform the following functions in review of criminal cases.

- a. Monitoring
- b. Shaping the record
- c. Identification of issues
- d. Screening

21.1.5,4 Prosecutors' offices should be provided with support comparable to similar-size law firms, including:

- a. Full-time assistant prosecutors
- b. Office managers
- c. Paraprofessionals
- d. Secretarial service
- e. Facilities to ensure privacy
- f. Access to a library

21.1.5,5 Public defender offices should have adequate supportive services including secretarial, investigation and social work assistance.

- 21.1.5,6 In areas where necessary, units of local government should combine to establish regional defenders' offices.
 - 21.1.5,7 The public defender's office should have a budget comparable to the agencies with which he must interact.
 - 21.1.5,8 Every police agency should establish liaison with professionals in the areas of medicine, business, education, behavioral sciences and the clergy to augment the skills of agency Personnel.
 - 21.1.5,9 Every police agency should acquire legal assistance from its city or county attorney, prosecutor, state attorney general or police legal advisor to assure maximum effectiveness in its operations.
 - 21.1.5,10 Police agencies with 200 or more personnel should establish a police legal unit with at least one attorney as a full-time legal advisor which will meet specified minimum qualifications.
 - 21.1.5,11 In-house legal counsel should be provided for all police agencies.
- 21.1.6 Objective: By 1976, establish a formal process and criteria of selection for specialized assignment by police.

Possible Strategies

- 21.1.6,1 Police agencies should use generalists (patrol officers) wherever possible.
- 21.1.6,2 Before establishing any specialization necessary to improve the delivery of police services, every police agency should:
 - a. Define the problem that may require specialization.
 - b. Determine what forms of specialization are required.
 - c. Implement only needed forms in a manner consistent with available resources and priorities.

- 21.1.6,3 Every police agency should develop an operations effectiveness review for each new specialization.
- 21.1.6,4 Every police agency should terminate a specialized activity whenever the problem ceases to exist.
- 21.1.6,5 Every police agency should establish written policy defining specific criteria for the selection and placement of specialized personnel. This would include:
- a. Maintenance of comprehensive personnel records;
 - b. Dissemination of announcements for specialist position openings;
 - c. Establishment of minimum position requirements;
 - d. Interviews by command personnel;
 - e. Establishment of training requirements;
 - f. Internally administered internship before regular assignment to a specialist position; and
 - g. Establishment of a specialist rotation system.
- 21.1.6,6 Every police agency which has established specialties should annually conduct a formal review of each specialty to determine its effectiveness in helping to achieve agency goals and objectives.
- 21.1.6,7 Police agencies should assign civilian personnel to those positions that do not require exercise of police authority or the special knowledge, skills and aptitude of the professional peace officer
- 21.1.6,8 Police agencies should employ various forms of civilian professionals at the staff level to enhance the effectiveness of the police function.
- 21.1.6,9 Employment of police reserve officers should be considered to supplement the regular force of sworn personnel and increase community involvement in local police service.

21.2 GOAL: UPGRADE THE RECRUITMENT AND SELECTION OF PERSONNEL

21.2.1 Objective: By 1980, set system-wide standards for the recruitment and selection of personnel.

Possible Strategies

21.2.1,1 Criminal justice agencies and education agencies should:

- a. Identify specific and detailed roles, tasks, and performance objectives of each Criminal Justice System position and compare each with actual practice, establishing an acceptable level of expected behavior.
- b. Establish knowledge and skill requirements for all positions at the operational, support, and management levels and develop educational curricula and training programs on that basis. Recruitment and selection criteria should be developed that incorporate these requirements. Further, all Criminal Justice System personnel should be required to possess the requisite knowledge and skills prior to being authorized to function independently. Those already employed must obtain them within a specified period of time as a condition of employment.

21.2.1,2 Preemployment screening for applicants in information systems should include investigation of their character, habits, previous employment, and other matters necessary to establish their good moral character, reputation, and honesty. Giving false information of a substantial nature should disqualify an applicant from employment. The background investigation should be designed to develop sufficient information to enable appropriate officials to determine employability and fitness of persons entering critical/sensitive positions.

21.2.2 Objective: By 1976, eliminate discrimination in the employment of criminal justice personnel.

Possible Strategies

- 21.2.2,1 Every police agency should engage in positive efforts to employ ethnic minority group members, especially when there is a substantial minority population within the jurisdiction.
- 21.2.2,2 In establishing selection standards for minority recruitment, police agencies should take into consideration special abilities such as:
 - a. Ability to speak a foreign language
 - b. Strength and agility
 - c. Any other compensating factor
- 21.2.2,3 Correctional agencies should recruit activity from minority groups, women, young persons and prospective indigenous workers.
- 21.2.2,4 All cultural bias and non-job-related elements should be eliminated from examinations for positions in correctional agencies.
- 21.2.2,5 Corrections recruitment should involve a community relations effort where the general population does not reflect the ethnic and cultural diversity of the correctional population. Suitable housing, transportation, education, etc., should be arranged for minority staff where these factors are such as to discourage their recruitment.
- 21.2.2,6(a) Special training programs, more intensive and comprehensive than standard programs should be designed to replace educational and previous experience requirements.
- 21.2.2,6(b) No special privileges should be given to minority groups.
- 21.2.2,7 Every police agency should:
 - a. Institute selection procedures to facilitate the the employment of women.

- b. Insure that recruitment, selection, training and salary neither favor nor discriminate against women.
- c. Provide career paths for women.
- d. Abolish separate organizational entities composed of women except those which are identified by function or objective such as a female jail facility.

21.2.2,8 Correctional agencies should:

- a. Change policy to eliminate discrimination against women for correctional work.
- b. Provide for lateral entry to allow placement of women in administrative positions.
- c. Develop selection criteria that remove unreasonable obstacles to the employment of women.
- d. Assume aggressive leadership in giving women a full role in corrections.

21.2.2,9(a) Correctional agencies should take immediate affirmative action to recruit and employ capable and qualified ex-offenders in correctional roles.

21.2.2,9(b) Correctional agencies should recruit and hire any capable and qualified individual. Ex-offenders should be hired on an individual basis rather than as a group.

21.2.2,10 Correctional agencies should recruit and train volunteers from all ranks of life:

- a. Insurance plans should be available to volunteers.
- b. Monetary rewards and honorary recognition should be given to those volunteers making exceptional contribution to an agency.

21.2.2,11 Corrections should place emphasis on screening and training of volunteers to verify they are mature individuals.

- 21.2.3 Objective: By 1980, the state should enact legislation establishing a state commission (composed of representatives of local law enforcement) empowered to develop and enforce mandatory state minimum standard for the selection of police officers.

Possible Strategies

- 21.2.3,1 Police minimum standards should include:

- a. Age limitations;
- b. Physical health, strength and stature;
- c. Character;
- d. Psychological health; and
- e. Education.

Factors such as education, language skills, and experience should overcome minor deficiencies in physical requirements.

- 21.2.3,2 States should provide sufficient funds to enable the commission to employ a full-time executive director and staff large enough to carry out the basic duties of the commission.

- 21.2.3,3 Police agencies should employ a formal process for selection of qualified police applicants, including:

- a. A written job-related ability or aptitude test;
- b. An oral interview;
- c. A physical examination;
- d. A psychological examination; and
- e. An in-depth background investigation.

- 21.2.3,4 Police agencies should:

- a. Establish realistic weight and physical fitness standards;

- b. Conduct periodic continuing examinations; and
 - c. Provide programs and facilities to help maintain physical fitness.
- 21.2.3,5 Police agencies should require as a condition of initial employment, the completion of 30 semester units at a accredited college or university. Applicants with a high school diploma, or its equivalent, should be employed under contracts requiring completion of the educational requirements within 3 years. By 1975 this requirement should be raised to 60 semester units; no later than 1978 to 90 semester units; no later than 1982 to 120 semester units.
- 21.2.3,6 Police agencies should insure availability of qualified applicants by:
- a. Administering their own recruitment program;
 - b. Agressively recruiting applicants;
 - c. Providing application and testing procedures at decentralized locations to facilitate applicant's access to the selection process; and
 - d. Eliminating residence as a preemployment requirement.
- 21.2.3,7 Police agencies should evaluate the effectiveness of recruitment methods continually.
- 21.2.3,8 Police agencies should compete with other employers in recruitment efforts at colleges.
- 21.2.3,9 Police agencies should implement specialized recruitment programs when they do not have a sufficient numbers of qualified applicants with appropriate college backgrounds by establishing permanent liaison with college and university personnel.

- 21.2.3,10 A police-student worker program should be implemented that would provide part-time employment for college students with an interest in law enforcement careers.
- 21.2.3,11 A competent body of police practitioners and behavioral scientists should conduct research in areas of job-related ability and personality inventory tests as well as development of a selection scoring system. The research should identify the personality profile skills and knowledge needed for successful performance. Test should then be developed and validated to determine if applicants are capable of performing the tasks. Development and validation of predictors of value and performance are also recommended.

21.2.4 Objective: By 1978, legislation should be enacted to entrust operation of correctional programs to professionally trained individuals and to protect the positions from political pressure. Such legislation should include:

- a. A statement of qualifications for each position.
- b. A stated term of office.
- c. A procedure for removal from office during his term.

Possible Strategies

- 21.2.4,1 Legislation should not specify a stated term of office for corrections top management.
- 21.2.4,2 Legislation should authorize a personnel system for correctional personnel below top management level promoting:
- a. Job security.
 - b. Recruitment of professionally trained individuals.
 - c. Utilization of minorities and ex-offenders.
- 21.2.4,3 Jurisdictions operating local correctional institutions and programs should establish criteria for staff including:

- a. Merit or civil service status.
- b. Parity with other comparable positions.
- c. No correctional use of law enforcement personnel.
- d. State high school minimum for education.
- e. Preservice and inservice training.
- f. Professional supervision of counseling.
- g. Use of contract professional services.
- h. Locating of other state services in institutions.
- i. One correctional worker for each six inmates.

21.2.4,4(a) Correctional agencies should develop personnel policies and procedures to improve the image of corrections by:

- a. Discontinuing the use of uniforms, badges weapons except where absolutely necessary.
- b. Replacing military titles.
- c. Abolishing military terms.
- d. Abandoning regimented behavior for personnel and inmates.

21.2.4,4(b) Correctional agencies should differentiate between maximum, medium and minimum security institutions when developing policies and procedures such as:

- a. Discontinuing use of uniforms, badges and weapons.
- b. Replacing military titles.
- c. Abolishing military terms.
- d. Abandoning regimented behavior for personnel and inmates.

- 21.2.4,5 Correctional agencies should eliminate personnel practices such as:
- a. Unreasonable age or sex restrictions.
 - b. Unreasonable physical restrictions.
 - c. Barriers to hiring the physically handicapped.
 - d. Questionable personality tests.
 - e. Legal or administrative barriers to hiring ex-offenders.
 - f. Unnecessarily long experience requirements.
 - g. Residency requirements.
- 21.2.4,6 Correctional agencies should make a task analysis of each correctional position.
- 21.2.4,7 Correctional agencies should use only job-related tests.
- 21.2.4,8 Juvenile intake and detention personnel planning should include:
- a. Intake and detention under one administrative head.
 - b. No employment discrimination.
 - c. Merit system without political influence.
 - e. Selection based on ability to relate to youth and other agencies.
 - f. Employment of ex-offenders, new careerists, para-professionals and volunteers.
- 21.2.4,9 There should be no distinction between misdemeanor and felony probation organization, manpower or services.
- 21.2.4,10 A comprehensive manpower development and training program should be developed to recruit, screen, utilize, train, educate and evaluate probation and parole personnel including minorities, volunteers, women and ex-offenders.

- 21.2.4,11(a) Probation officer education requirements should be graduation from an accredited 4-year college.
- 21.2.4,11(b) Probation officers should have a year of graduate school or experience related to probation work in addition to a bachelor's degree.
- 21.2.4,12 Parole board members should:
- a. Be full-time.
 - b. Possess relevant academic training.
 - c. Be appointed by the governor for 6-year terms from a panel of nominees selected by an advisory group.
 - d. Participate in continuing training on a national basis.
- 21.2.4,13 Parole boards should consist of three to five members.
- 21.2.4,14 Parole manpower resources should be allocated by use of a functional workload system linking specific tasks to different categories of parolees.
- 21.2.4,15 Beginning parole officer education requirements should include a bachelor's degree.
- 21.2.5 Objective: By 1980, all judicial personnel should be selected on the basis of merit.

Possible Strategies

- 21.2.5,1 Judges should be selected on merit by a seven-member judicial nominating commission with members from the judiciary, general public and legal profession. The governor should fill vacancies from the eligible slate recommended by the commission.
- 21.2.5,2 Appellate judges should have the same qualifications and be selected in the same manner as Supreme Court justices.

- 21.2.5,3 The prosecutor should be:
 - a. A full-time skilled professional.
 - b. Selected on the basis of demonstrated ability and personal integrity.
 - c. Authorized to serve a minimum term of 4 years.
- 21.2.5,4 The prosecutor should be a lawyer subject to standards of professional conduct and discipline.
- 21.2.5,5 Assistant prosecutors should be:
 - a. Full-time.
 - b. Prohibited from engaging in outside law practice.
- 21.2.5,6 Public defenders should be nominated by a selection board and appointed by the governor. An updated list of qualified potential nominees should be maintained from which the selection board can draw.
- 21.2.5,7 A public defender should:
 - a. Serve a 4-year term;
 - b. Be permitted reappointment; and
 - c. Be subject to disciplinary and removal procedures.
- 21.2.5,8 Power to discipline a public defender should be placed in a judicial conduct commission.
- 21.2.5,9 Public defender staff attorneys should be hired, retained and promoted on the basis of merit. They should not have civil service status.
- 21.2.5,10 The judicial administrator should:
 - a. Be an attorney;
 - b. Have broad knowledge and substantial prior experience in administration; and
 - c. Serve at the pleasure of the Supreme Court.

- 21.2.5,11 The district court administrator should be a college graduate with college courses or experience in judicial or other administration and be appointed by the administrative judge with advice and consent of the district judges.
- 21.2.5,12 Specific qualifications and certification requirements for each court job class should be set by the Supreme Court.
- 21.2.5,13 Clerks and other court staff at trial court level should be selected by the administrative judge. Law clerks, court reporters and others serving individual judges should be appointed by those judges.

21.3 GOAL: UPGRADE THE TRAINING, EDUCATION, AND CAREER DEVELOPMENT OF PERSONNEL

- 21.3.1 Objective: By 1980. set system-wide standards for the training and education of personnel.

Possible Strategies

- 21.3.1,1 Criminal justice agencies and education agencies should:
 - a. Identify specific and detailed roles, tasks and performance objectives for each criminal justice position.
 - b. Establish skill requirements for all criminal justice positions at the operational support and management levels.
 - c. Develop implementation plans that recognize priorities and constraints and use the most effective learning techniques for these education and training programs.

- d. Develop techniques and plans for evaluation of education and training programs as they relate to on-the-job performance.
- e. Develop techniques for continual assessment of education and training needs.

21.3.1,2 Criminal Justice System curricula and programs by agencies of higher education should be established to unify the body of knowledge in criminology, social science, law, public administration and corrections to serve as a basis for preparing persons to work in the Criminal Justice System.

21.3.1,3 Every criminal justice agency should support training programs that promote understanding and cooperation through the development of unified interdisciplinary training for all elements of the Criminal Justice System. These programs:

- a. Should provide for the instruction of agency personnel in the functions of all criminal justice agencies in order to place the agency role in proper perspective;
- b. Should encourage, where appropriate, the participation of other criminal justice agencies in agency training; and
- c. Should encourage, where appropriate, agency participation in training given to members of other criminal agencies.

21.3.2 Objective: By 1976, set standards for training and education of police personnel.

Possible Strategies

21.3.2,1 Legislation should be enacted establishing a state commission to develop and administer state standards for the training of police personnel. This commission should:

- a. Develop minimum curriculum requirements for mandated training for police;

- b. Certify training centers that meet training standards.
- c. Establish minimum police instructor qualifications and certify instructors;
- d. Inspect and evaluate police training programs to insure compliance with state standards;
- e. Provide a consulting service for police training and education; and
- f. Administer financial support for police training and education.

21.3.2,2 The state commission for police training should be composed of:

- a. One chief of police of a city having a population of less than 10,000;
- b. Two chiefs of police of cities having a population of more than 10,000 but less than 50,000;
- c. One chief of police of a city having a population over 50,000;
- d. Two sheriffs who perform the duties of a police officer;
- e. Two prosecuting attorneys of the state;
- f. Two representatives of institutions of higher learning;
- g. Two representatives of criminal justice education; and
- h. The attorney general of the state.
Additional members of this commission might include other members of the Criminal Justice System, representatives of local government (city, county), and representatives of their groups or commissions directly involved with improving social conditions (Kansas Commission on Civil Rights, etc.).

21.3.2,3(a) Every state should require that every sworn police employee satisfactorily complete a minimum of 400 hours of basic police training. In addition to basic police subject, this training should include:

- a. Instruction in law, psychology and sociology.
- b. Assigned activities away from the training academy.
- c. Remedial training.
- d. Additional training by the employing agency in its policies and procedures.

21.3.2,3(b) Provide 160 hours of basic police training.

21.3.2,3(c) Provide 240 hours of basic police training.

21.3.2,3(d) Provide 600 hours of basic police training.

21.3.2,4 Legislation should be enacted that mandates minimum basic training for every sworn police employee prior to the exercise of authority of his position.

21.3.2,5 The state should make certified police training available to every sworn police employee, including a means for bringing mandated or other necessary training to employees of police agencies which find it impractical to send men to police training academies.

21.3.2,6 Legislation should be enacted to fund mandate training--reimburse every police agency 100 percent of the salary or provide appropriate state financial incentives for every police employee attending training sessions.

21.3.2,7 The state should pay all costs of police training programs that meet state mandated standards.

21.3.2,8 Penalty provisions should be developed for those police employees who do not meet certification requirements in a certain length of time.

21.3.2,9 Police agencies should establish cooperative training academies and the state should establish criminal justice training centers that include police training academies.

- 21.3.2,10 State certification of a basic police training program should require a training center to operate for 9 months a year.
- 21.3.2,11 During the first year of employment police agencies should provide full-time sworn police employees with additional formal training, coached field training and supervised field experience through methods that include:
- a. A minimum of 4 months of field training with a sworn police employee who has been certified as training coach.
 - b. Documentation of employee performance in specific field experiences.
 - c. Self-paced training material.
 - d. Rotation in field assignments.
 - e. Periodic meetings between coach, employee and academy staff.
 - f. Two week's additional training at academy 6 months after basic training and again after 1 year employment.
- 21.3.2,12 Specific training designed to aid in performance of duties should be provided to:
- a. Newly assigned employees; and
 - b. Newly promoted employees.
- 21.3.2,13 Training programs for police training academies and criminal justice training centers should:
- a. Cover subjects appropriate to police tasks.
 - b. Specify what is expected of the trainee to demonstrate achievement of the performance objective.
 - c. Allow police chief executives of participating agencies to select electives.

d. Meet mandated training standards and meet agency needs through:

- (1) Regular evaluation by an advisory group;
- (2) Field observations of user agency operations;
and
- (3) Critique of training programs after use by graduates.

21.3.2,14 Every police training academy should:

- a. Develop quality control measures to insure that training performance objectives are met;
- b. Permit a maximum of 25 trainees in formal classroom training;
- c. Certify instructors by 1978;
- d. Distribute instructional assignments efficiently and continually update and annually review instructional materials; and
- e. Place greatest emphasis on student-oriented instruction methods, including student participation, team teaching, use of audio-visual aids, preparatory advance training materials, and self-paced individualized instruction.

21.3.2,15 Every police agency should pursue the affiliation of police training programs with academic institutions to upgrade its level of training and to provide incentive for further education.

21.3.2,16 All police training courses for college credit should be academically equivalent to courses that are part of the regular college curriculum.

21.3.2,17 Every member of the faculty who teaches any course for credit in the police training curriculum should be specifically qualified to teach that course.

21.3.3 Objective: By 1976, set standards for the training and education of judicial personnel.

Possible Strategies

- 21.3.3,1 All new trial judges, within 3 years of assuming judicial office, should attend both local and national orientation programs as well as one of the national judicial educational programs. The local orientation program should come immediately before or after the judge first takes office. It should include visits to all institutions and facilities to which criminal offenders may be sentenced.
- 21.3.3,2 Each state should develop its own state judicial college, which should be responsible for the orientation program for new judges and which should make available to all state judges the graduate and refresher programs of the national judicial educational organizations.
- 21.3.3,3 Each state should plan specialized subject matter programs as well as 2- or 3-day annual state seminars for trial and appellate judges.
- 21.3.3,4 The failure of any judge, without good cause, to pursue educational programs as prescribed should be considered by the judicial conduct commission as grounds for discipline or removal.
- 21.3.3,5 Each state should prepare a bench manual on procedural laws with forms, samples, rule requirements and other information that a judge should have readily available. This should include sentencing alternatives and information concerning correctional programs and institutions.
- 21.3.3,6 Each state should publish periodically (quarterly) a newsletter that includes articles of interest to judges, references to new literature in the judicial and correctional fields and citations of important appellate and trial court decisions.
- 21.3.3,7 All newly appointed or elected prosecutors should attend prosecutor's training courses prior to taking office.

21.3.3,8 All prosecutors and assistants should attend a formal prosecutor's training course each year in addition to in-house training.

21.3.3,9 Provide systematic comprehensive training to public defenders and assigned counsel panel members equal to that received by prosecutor and judge.

21.3.3,10 The state should establish a defender training program to instruct new defenders and assigned panel members in substantive law procedure and practice.

21.3.3,11 Provide new correctional staff members with 40 hours of orientation training during their first week on the job and 60 additional hours during the first year.

21.3.4 Objective: By 1976, establish formal inservice training programs for criminal justice personnel.

Possible Strategies

21.3.4,1 Every police agency should provide 40 hours of formal inservice training annually to sworn police employees up to and including captain or its equivalent.

21.3.4,2 Police agencies should provide for decentralized training within each police station including:

a. A minimum of one police employee who is a state certified training instructor.

b. Audio-visual equipment compatible with training materials available to the police agency.

c. Home study materials available to all police employees.

d. Periodic one-day on-duty training programs directed at the specific needs of the police employees.

21.3.4,3 Information presented during annual and routine training should be included, in part, in promotional examinations.

- 21.3.4,4 The state should encourage police agencies to participate in specialized training offered through academic institutions, government agencies, and professional and business organizations.
- 21.3.4,5 Every police agency should allow all sworn personnel to participate in at least 40 hours of in-house or out-of-house classroom training directed toward the development of personal, vocational, conceptual or managerial skills. This program should be effected while on duty and at full pay.
- 21.3.4,6 In-house training programs should be made available for new assistant prosecutors in metropolitan prosecution offices.
- 21.3.4,7 In-service training and continuing legal education programs should be established on a systematic basis at state and local level for public defenders, staff attorneys, assigned counsel panel members and other interested lawyers.
- 21.3.4,8 Parole agencies should establish training programs to deal with the organizational issues and the kinds of personnel required by the program.
- 21.3.4,9 Each corrections agency should train a management staff that can provide:
- a. Managerial attitudes and administrative procedures that permit employees to participate in goal setting;
 - b. A management philosophy that encourages delegation of work-related authority to the employee level and acceptance of employee decisions;
 - c. Administrative flexibility; and
 - d. The capacity to eliminate visible distinctions between employee categories.
- 21.3.4,10 Correctional top and middle managers should receive 40 hours a year of executive development training including operations of police, courts, prosecution and defense attorneys.

- 21.3.4,11 After the first year of employment, all correctional staff should have 40 hours of additional training pertaining to the changing nature of their work and current issues affecting corrections.
 - 21.3.4,12 Correctional personnel should be granted sabbatical leaves to teach or attend courses in colleges and universities.
 - 21.3.4,13 A training program for probation and parole officers should be conducted by community mental health centers.
- 21.3.5 Objective: By 1980, provide specialized training wherever needed.

Possible Strategies

- 21.3.5,1 Every police chief executive should establish formal training programs in unusual occurrence control administration, strategy, tactics, resources and standard operating procedures.
- 21.3.5,2 Every state should provide specialized training for local evidence technicians on a centralized or regional basis in order to achieve a statewide level of proficiency in the collection of physical evidence.
- 21.3.5,3 Provide all incoming sworn police personnel with a formalized basic training course in evidence-gathering techniques to develop the agency's capacity to retrieve and use physical evidence.
- 21.3.5,4 Every police recruit training program should include instruction in interpersonal communications.
- 21.3.5,5 Every police agency should develop programs that bring officers together with employees of other Criminal Justice System agencies and the public to discuss the role of the police and participant's attitude toward that role.

21.3.5,6 All persons involved in the direct operation of a criminal justice information system should be required to attend approved courses of instruction concerning the system's proper use and control. Instruction may be offered by any agency or facility, provided that curriculum, materials, and instructors' qualifications have been reviewed and approved by the Security and Privacy Council.

21.3.6 Objective: By 1978, establish educational incentive programs for all criminal justice personnel.

Possible Strategies

- 21.3.6,1 Schedule and locate classes at colleges and universities so that police officers can attend.
- 21.3.6,2 Duty shift assignments should be such that personnel may attend local colleges.
- 21.3.6,3 Financial assistance to defray the expense of books, materials, tuition and other reasonable expenses should be provided to a police officer when:
 - a. The courses enrolled in will increase directly or indirectly, his value to the police service; and
 - b. His job performance is satisfactory.
- 21.3.6,4 Provide incentive pay for the attainment of specified levels of academic achievement in addition to any other salary incentive. The incentive pay should be at least 2.5 percent of the employee's current salary for each 30 semester units of college work related to police employment.
- 21.3.6,5 Rewards (either increased salary or new work assignments) should be provided to encourage inservice staff to pursue educational opportunities.
- 21.3.6,6 Each state should adopt a program of sabbatical leave for judges to enable them to pursue studies and relevant research.

- 21.3.6,7 Prosecutors and assistants should utilize education programs to assure the highest possible professional competence.
- 21.3.6,8 Each state should establish a state plan for coordinating criminal justice education to assure a sound academic continuum from an associate of arts through graduate studies in criminal justice, to allocate education resources to sections of the state with defined needs, and to work toward proper placement of persons completing these programs.
- 21.3.6,9(a) Correctional agencies should plan, support and implement internship and work-study programs to attract students to corrections, including:
- a. Recruitment efforts concentrating on minority groups, women and socially concerned students.
 - b. Careful linking between the academic component, work assignments, and practical experiences for the students.
 - c. Collaborative planning for program objectives and execution.
 - d. Program evaluation.
 - e. Realistic pay for students.
 - f. Follow-up with participating students to encourage entrance into correctional work.
- 21.3.6,9(b) Preferential treatment should not be given to particular groups in recruitment efforts for internship and work-study programs.
- 21.3.6,10 Form a tional body comprised of educators, police and other criminal justice administrators to establish curriculum guidelines for police educational programs. This body should:
- a. Identify educational needs of police including needs of police generalists, specialists and managers.

- b. Prepare a model curriculum that will satisfy the nation's law enforcement needs.
- c. Urge modification of existing police educational programs and the institution of new programs.

21.3.7 Objective: By 1980, establish formal career development programs in all criminal justice agencies.

Possible Strategies

- 21.3.7,1 Every police agency should provide career paths that allow sworn personnel to progress not only as managers but as generalists and specialists as well. Non-managerial career paths should provide the incentives necessary to retain personnel and include progressive career steps. Progression to the end of a nonmanagerial career path should bring a salary greater than that for the first level of supervision. Managerial career paths should also incorporate progressive career steps.
- 21.3.7,2 Promotional and career paths for crime laboratory personnel should be developed resulting in salaries at least equal to those employed in equivalent civilian analytical laboratories.
- 21.3.7,3 Police agencies should establish a central personnel information system to facilitate management and decision making in assignment, promotion, advancement and the identification and selection of individuals for participation in personnel development programs.
- 21.3.7,4 Every local government should expand its classification and pay system to provide greater advancement opportunities within patrol ranks. The system should provide:
 - a. Multiple pay grades within the basic rank;
 - b. Opportunity for advancement within the basic rank to permit equality between patrol officers and investigators;
 - c. Parity in top salary step between patrol officers and nonsupervisory officers assigned to other operational functions; and

d. Proficiency pay for personnel.

- 21.3.7,5 Police agencies should adopt a policy of promoting to higher ranks and advancing to higher paygrades only those personnel who successfully demonstrate their ability to assume the responsibilities and perform the duties of advanced positions.
- 21.3,7,6 Police agencies should screen all personnel in order to identify their individual potential including assessment of past job performance, oral interviews, and job-related mental ability tests.
- 21.3.7,7 Police agencies should offer comprehensive and individualized programs of education, training and experience designed to develop employee potential.
- 21.3.7,8 Police agencies should allow all persons to compete for promotion and advancement regardless of whether the employee chooses to pursue a course of self-development rather than participate in the agency-sponsored development programs.
- 21.3.7,9 Police agencies should:
- a. Allow all sworn personnel to participate voluntarily in at least 40 consecutive hours of formal personnel development activity annually, while on duty, and at full pay. Such activity may include:
 - (1) Forty consecutive hours of in-house or out-of-house classroom training directed toward the development of personal, vocational, conceptual or managerial skills;
 - (2) Internship of at least 40 consecutive hours with other organizations that can contribute significantly to the professional development of the intern;
 - (3) Assumption of the position, responsibility and authority of an immediate superior for a minimum of 40 consecutive hours;
 - (4) Participation in administrative and operations research and reporting (that would not ordinarily be his responsibility).
 - (5) Leaves of absence with pay to allow achievement of academic objectives; and

(5) Leaves of absence with pay to allow achievement of academic objectives; and

(6) Service as a member of or an advisor to management committees and boards.

b. Develop a formal system for personnel rotation designed to develop generalist, specialist and managerial resources.

21.2.7,10 Every police agency should periodically evaluate police personnel in terms of their potential to fill positions of greater responsibility.

21.3.7,11 Police agencies should develop job-related criteria for promotion and advancement.

21.3.7,12 Police agencies should disallow arbitrary awarding of bonus points for experience and achievement not related to the duties of the position for which the individual is being considered (i.e., bonus points for seniority, military service, or heroism).

21.3.7,13 The use of psychological tests as screening devices or evaluation tools for promotion and advancement should be prohibited until a reliable relationship between personality and performance is established.

21.3.7,14 A 1-year probation period should be instituted in which police employees are required to demonstrate ability to assume responsibility before they are promoted.

21.3.7,15 Every police chief executive should assume administrative control of the promotion and advancement system to insure that only the best qualified personnel are promoted or advanced.

21.3.7,16 The police chief executive should permit hiring of outside personnel for lateral entry at any level from outside the agency when qualified personnel are not available within the agency.

21.3.7,17 Correctional agencies should plan and implement a staff development program that prepares and sustains all staff members. Training should:

- a. Be developed and directed by qualified trainers;
- b. Be the responsibility of management;
- c. Provide staff with skills and knowledge to fulfill organizational goals and objectives;
- d. Involve all members of the organization including the clients; and
- e. Be conducted at the organizational site in community settings.

21.3.7,18 Correctional agencies should develop policies to provide opportunities for staff advancement within the system. The system should be opened to provide opportunities for lateral entry and promotional mobility within jurisdictions and across jurisdictional lines.

21.3.7,19 Each corrections agency should develop the capability to accomplish promotion within the system through a carefully designed and properly implemented career development program.

21.3.7,20 Career ladders should be developed for corrections personnel that offer opportunities for advancement to persons with less than college degrees.

21.3.7,21 Probation personnel advancement should be along two tracks: service delivery and administration.

21.4 GOAL: ESTABLISH FAIR AND COMPETITIVE SALARIES AND BENEFITS FOR ALL CRIMINAL JUSTICE PERSONNEL

21.4.1 Objective: By 1978, establish a formal salary structure based on systematic classification of all criminal justice positions.

Possible Strategies

- 21.4.1,1 Every state should set minimum entry-level salaries for all state and local police officers and reimburse the employing agency for at least 25 percent of the guaranteed salary.
- 21.4.1,2 A salary review procedure should be established to insure the automatic annual adjustment of police salaries to reflect the prevailing wages in the local economy and to meet competition from other employers.
- 21.4.1,3 Local governments should establish an entry-level sworn police personnel salary that enables agencies to compete successfully with other employers.
- 21.4.1,4 Local governments should establish a salary review procedure to insure automatic annual adjustment of police salaries to reflect prevailing wages in the local economy.
- 21.4.1,5 Local governments should provide police chief executives salaries that are quaivalent to salaries received by chief executives of other governmental agencies and members of the judiciary.
- 21.4.1,6 Every police agency should adopt three levels of classification for sworn personnel to permit mobility within each classification and salary advancement without promotion. The classifications should include:
 - a. Patrolman-investigator for generalist and specialist at basic rank level;
 - b. Supervisor-manager for supervisory and midmanagement personnel; and

- c. Command-staff for executives and administrators.
- 21.4.1,7 Local governments should establish or maintain a police salary structure separate and distinct from that of any other government agency.
- 21.4.1,8 Judges should be compensated at a rate that adequately reflects their judicial responsibilities.
- 21.4.1,9 Salaries for the judiciary should be:
 - a. Chief justice of Supreme Court - \$36,000
 - b. Supreme Court justice - \$35,000
 - c. Chief judge of Court of Appeals - \$33,000
 - d. Judge of Court of Appeals - \$32,000
 - e. District judge - \$29,000
 - f. Associate District judge - \$28,000
- 21.4.1,10 Magistrate judges should receive salaries in proportion to the scale proposed for district judges and commensurate with responsibilities.
- 21,4.1,11 A judicial compensation review board should be established and make annual recommendations.
- 21.4.1,12 Prosecutors and public defenders should be compensated at a rate not less than that of the presiding judge of the trial court of general jurisdiction.
- 21.4.1,13 Salaries for assistant prosecutors, through the first 5 years of service, should be comparable to those of attorney associates in local private law firms.
- 21.4.1,14 Salaries for juvenile intake and detention personnel should be commensurate with their educational training and experience and comparable to other government positions which have similar qualifications.
- 21.4.1,15 Parole Board members should be compensated at a rate equal to that of a judge of a trial court of general jurisdiction.

21.4.1,16 Correctional superintendents and wardens should be compensated at a rate equal to that of a judge of a trial court of general jurisdiction.

21.4.2 Objective: By 1978, establish a uniform system of benefits for criminal justice personnel.

Possible Strategies

21.4.2,1 Every police agency should establish an employee services unit to assist all employees in obtaining the various employment benefits to which they are entitled.

21.4.2,2 Every police agency should assign at least one full-time employee to the employee services unit if the agency employs 150 or more personnel. (Those with fewer personnel should join with other local agencies to appoint a regional coordinator for employee services.)

21.4.2,3 Every police agency should establish a health care program that provides for the particular health care needs of its employees and their immediate families. The program should provide:

- a. Surgery and related services.
- b. Diagnostic services.
- c. Emergency care.
- d. Continuing medical care for pulmonary tuberculosis, mental disorders, drug addiction, alcoholism and childbirth.
- e. Radiation, inhalation and physical therapy.
- f. Nursing care.
- g. Prescribed medication and medical appliances.
- h. Complete dental and vision care.
- i. Hospital room.
- j. Income protection.

- 21.4.2,4 Every policy agency should insure that an officer or his beneficiaries are allowed to continue as members of the health care program after the officer's retirement and that benefit and cost changes under these circumstances are reasonable.
- 21.4.2,5 The state should provide an actuarially sound state-wide police retirement system for all sworn personnel within the state, designed to facilitate lateral entry.
- 21.4.2,6 Local police agency membership in the state retirement system should be voluntary.
- 21.4.2,7 The police retirement system should require a minimum of 25 years of service for normal retirement and a mandatory retirement age of 60.
- 21.4.2,8 Reciprocal agreements should be formulated between independent, local, state and interstate police pension systems to allow any police officer to accept any law enforcement position available and still retain his accrued retirement benefits.
- 21.4.2,9 Associate judges and court of appeals judges should be included in the Kansas Judges Retirement System. District magistrate judges should be included in Kansas Public Employees Retirement System. Provision should be made for vesting benefits in any transfers between the two retirement systems.
- 21,4.2,10 Congress should extend the benefits of Title 5, Section 8191, of the U.S. Code to every federal, state and local law enforcement officer who, in the performance of any police duty, is killed, injured or contracts a sustaining disease.

CRIMINAL JUSTICE SYSTEM

19. GOAL: ESTABLISH A NETWORK OF COMPUTERIZED INFORMATION SYSTEMS
LINKING ALL COMPONENTS OF THE CRIMINAL JUSTICE SYSTEM

19.1 Objective: By 1976 the state shall assign responsibility for activities related to the development of a criminal justice information system.

Possible Strategies

- 19.1,1 The agency responsible for the development of a criminal justice information system shall be a centralized state planning and analysis unit which will:
- a. Coordinate the development of an integrated network of information systems in the state.
 - b. Satisfy needs of management decision making for state, local and federal criminal justice agencies.
 - c. Prepare a master plan for the development of an integrated network of criminal justice information systems, including the production of data needed for statistical purposes, specifying organizational roles and timetables.
 - d. Provide technical assistance and training to all jurisdiction levels and agencies in data collection methods, system concept development and related areas.
 - e. Arrange for system audit and inspection to insure the maintenance of maximum quality in each operating system.
- 19.1,2 All criminal justice information systems should establish user groups.
- 19.1,3 User groups should have considerable influence over:
- a. The operation of the system
 - b. The systems continuing development
 - c. Modifications to the system

- 19.1,4 Statutory authority should be established for planning, developing and operating state level information and statistical systems.
- 19.1,5 The state should enact legislation requiring mandatory reporting of data necessary to operate authorized systems.
- 19.1,6 Statutes should be enacted to establish security and confidentiality controls on all systems.
- 19.1,7 The state should establish a plan for the development of information and statistical systems at state and local levels.
- The plan should:
- a. Specify system objectives and services.
 - b. Indicate the appropriate funding source for the development and operation of the various systems.
 - c. Provide mechanisms for obtaining user acceptance and involvement.
- 19.1,8 Individual systems to be funded by federal or state grants should be designed consistent with standards relating to criminal justice information systems.
- 19.1,9 The state system should make available, especially to police, almost instant access to "wanted" files and to gun and auto registration files.
- 19.1,10 The state system should give all agencies access to "criminal case histories" contained in a computerized central file of all persons who enter the Criminal Justice System.
- 19.1,11 The police should begin the file and it should be expanded as a person moves to other criminal justice agencies.
- 19.1,12 Criminal case histories should be developed so that a broad, new research and statistics capacity will be possible.

19.1,13 The system, called "Offender-Based Transaction Statistics," would eventually extend or replace the Uniform Crime Reports and make crime-oriented research much easier to accomplish.

19.1,14 The data should be available to the criminal justice agencies of other states and to federal agencies when there is legitimate need.

19.2 Objective: By 1985 every locality should be serviced by a local criminal justice information system which supports the needs of criminal justice agencies.

Possible Strategies

- 19.2,1 The local criminal justice information system should:
- a. Contain information concerning every person arrested within that locality from the time of arrest until no further criminal justice procedures can be expected concerning that arrest.
 - b. Contain a public record of every local agency's contact with persons accused of a criminal offense and the reason for and results of each contact.
 - c. Contain the present criminal justice status for each individual under the cognizance of criminal justice agencies.
 - d. Provide prompt response to inquiries from criminal justice agencies which have furnished data base input.
 - e. Provide investigative field support to police agencies within its geographic area of service.
 - f. Provide a master name index of persons of interest to the criminal justice agencies within its jurisdiction.
 - g. Provide to proper state agencies all information concerning postarrest offender statistical data as required.

- h. Provide to proper state agencies all postarrest data necessary to maintain a current criminal history on persons arrested and processed within a locality.
- i. Provide, if automated, telecommunications interface between the state criminal justice information system and local criminal justice agencies within its jurisdiction.

19.2,2 Where it is not economically feasible to establish a local criminal justice information system, criminal justice information services should be provided through consolidation of adjacent units at the same organizational level or by the establishment of a "surrogate" at the next higher organizational level.

19.3 Objective: By 1980, every component agency of the Criminal Justice System should be served by an information agency which supports its intra-agency needs. It should:

- a. Provide rationale for the internal allocation of personnel and resources.
- b. Provide a rational basis for scheduling events, cases and transactions within the agency.
- c. Provide data required for the proper functioning of other systems as appropriate.
- d. Provide an interface between the local criminal justice information system and individual users within its own agency.
- e. Create and provide access to files needed by users that are not provided by other information systems.

Possible Strategies

19.3,1 Every police agency should establish procedures that will insure simple and efficient reporting of criminal activity, assist in criminal investigations and provide complete information to other components of the Criminal Justice System.

19.3,2 Each police agency should establish a central records file and contribute information to a state information system.

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- 19.3,3 Each agency should have the ability to retrieve information from its own and from the state's system.
- 19.3,4 The interagency exchange of information should be facilitated by providing each agency with access to law enforcement telecommunication networks.
- 19.3,5 Police information systems should include:
- a. Dispatch information (which should be used as basis for "audit trail" on the quality of reports on crime, incidents and arrest).
 - b. Event information including time, location, characteristics and consequences of incidents and crimes.
 - c. Dossier file including fingerprints, photographs, arrest and disposition.
 - d. Case information including offender characteristics, type of arrest, witnesses and evidence.
 - e. Information for reports including Uniform Crime Reports.
 - f. Written procedures on reporting should be developed to guide officers.
 - g. Reporting of arrest and other data to the state system should be required by law by 1976.
 - h. Patrol or investigation support data not supplied by external systems. Rapid access to National Crime Information Center and State System by 1975.
 - i. Crime analysis capabilities bases where practical on geocoding.
 - j. Manpower resource allocation and controls including deployment of patrol officers.
 - k. Telecommunication interface with state and other local agencies by 1976 to 1977.

19.3,6 Court information systems, serving the judge, prosecutor, defense attorney and probation officer (for his role in preparing presentence reports), should include:

- a. Defendant background data (information relative to appointment of counsel and data that might be determined by a bail agency interview).
- b. Current individual case listings.
- c. Caseflow data for calendar and court management including:
 - (1) Disposition rates
 - (2) Attorney and witness schedules
 - (3) Judge and courtroom schedules
 - (4) Case status and complexity
 - (5) Defendant status (confined, on bail, etc.)
 - (6) Potential case consolidations, and to aid the prosecutor, case priority, selection and rating criteria for witnesses and evidence.
 - (7) Although in conceptual agreement with the NAC on these points, the American Bar Association Standards go further and require affirmative action by the prosecution to inform the court of reasons for case delay.
- d. Jury selection
- e. Computerized production of transcripts where practiced.
- f. Participation in state transaction-based statistics systems for purposes of evaluation.
- g. Automated legal research where relevant statistics and decisions are computerized.

19.3,7 The corrections information systems should:

- a. Provide complete and detailed criminal case histories on each offender.
- b. Update offender's file regularly with his correctional history.
- c. Conduct program analysis based on large numbers of case histories to find out what really does "rehabilitate" offenders.

The system should be uniform, statewide and flexible to permit expansion.

19.3,8 This system should collect, store, analyze and display information for planning, operational control, offender tracking, and program review for all state and county correctional programs and agencies.

19.3.9 The State Department of Corrections should be responsible for maintaining the security and privacy of records and information within its data base and should allow data processing of its records only under its guidance and administrative authority.

19.3.10 The correctional system should initiate appropriate training for all personnel employed in the information area.

19.3,11 All but the largest components should have a small information and statistics section capable of producing periodic reports and analyzing and interpreting policy and decision-making.

19.3,12 The correctional information systems data base should be designed to satisfy requirements for:

- a. Information-statistics function of offender accounting, administrative decision-making, and ongoing research;
- b. Easy compilation of an annual statistical report;

- c. Data required at decision points;
- d. Meeting the needs of other criminal justice information systems for correctional data;
- e. Accomodating expansion of the data base; and
- f. Rapid response to ad hoc inquires.

19.3,13 The performance or system should be evaluated on two levels:

- a. Overall performance or system review as measured by recidivism; and
- b. Program reviews that emphasize measurement of achievement of short-range goals.

19.4 Objective: By 1978, regulations should be developed to:

- a. Protect an individual's right to privacy.
- b. Control access to the criminal justice information systems.

Possible Strategies

- 19.4,1 A state security and privacy council should be established with the authority to adopt and administer security and privacy standards.
- 19.4,2 The information put into the system should be limited to absolutely essential data. An item of data should be collected and stored only if potential benefits from its use outweigh potential injury to privacy.
- 19.4,3 The state council should adopt regulations to strictly limit system access to agencies demonstrating a need and a right to know the data. Legislation should be enacted to prohibit all potential employers from inquiring about an applicant's police or criminal records after they have been purged.
- 19.4,4 Data should be divided into categories reflecting degrees of sensitivity (i.e., highly sensitive, confidential), and provisions should be made for security within each category.

- 19.4,5 Each system should have internal procedures to prevent accidental loss of data and, most importantly, to prevent unauthorized access to information.
 - 19.4,6 An individual should have the right to receive criminal justice information relating to himself, excluding that in intelligence files.
 - 19.4,7 Researchers should have a right to use confidential information.
- 19.5 Objective: By 1976, requirements should be established to insure that the development of information systems is standardized.

Possible Strategies

- 19.5,1 Identical data elements should be used to satisfy requirements for similar information to be developed from either an "offender-based transaction statistics" or "computerized criminal history" system over all areas of the Criminal Justice System.
- 19.5,2 Advisory committees determining the designs of both systems should have some membership in common to assure data element compatibility.
- 19.5,3 To establish appropriate communications among local, state and federal criminal justice agencies, the data elements for identification, offense category and disposition on each offender shall be consistent with specifications prescribed in the National Crime Information Center (NCIC) operating manual, or if not covered in NCIC, the project SEARCH Implementing Statewide Criminal Justice Statistics Systems--The Model and Implementation Environment Technical Report No. 4 and the National Criminal Justice Information and Statistics Service Comprehensive Data System guidelines.
- 19.5,4 The collection of data to satisfy both the Offender-Based Transaction Statistics and Computerized Criminal History Systems should be gathered from criminal justice agencies in a single collection.

19.5,5 Files created as data basis for Offender-Based Transaction Statistics and Computerized Criminal History systems, because of their common data elements and their common data input from operating agencies, should be developed simultaneously and maintained as much as possible within a single activity.

Juvenile record information should not be entered into adult criminal history files.

19.5,6 With the exception of intelligence files, collection of criminal justice information concerning individuals should be triggered only by a formal event in the criminal justice process and contain only verifiable data. In any case where dissemination beyond the originating agency is possible, this strategy should be inviolable.

19.5,7 Agencies maintaining data or files on persons designated as offenders should establish methods and procedures to insure the completeness and accuracy of data, including the following:

- a. Every item of information should be checked for accuracy and completeness before entry into the system.
- b. A system of verification and audit should be instituted. Where files are found to be incomplete, all persons who have received misleading information should be immediately notified.
- c. Files should be reviewed periodically. All items of information that are likely to be unreliable because of the passage of time should be purged. Every copy of information concerning individuals convicted of a serious crime should be purged from active files 10 years after the date of release from supervision. For less serious crimes, the period should be 5 years.

19.5,8 All criminal offender record information should be stored in a computer dedicated solely to and controlled by criminal justice agencies.

- 19.5,9 Where existing limitations temporarily prevent the use of a solely dedicated computer, the portion of the computer used by the Criminal Justice System should be under the management control of a criminal justice agency.
- 19.5,10 Under no circumstances should a criminal justice manual or computerized files be linked to or aggregated with noncriminal justice files for the purpose of amassing information about a specified individual or specified group of individuals.
- 19.5,11 The establishment of a computer interface to other criminal justice information systems should constitute the acceptance of responsibility for a control unit for those agencies served by the interface.
- 19.5,12 The availability of the information system should not be less than 90 percent.
- 19.5,13 Every agency contemplating the implementation of computerized information systems should insure that specific programming language requirements are established prior to the initiation of any programming effort.
- 19.5,14 During the design phase of the development of information and statistics systems, each agency must provide sufficient resources to assure adequate teleprocessing capability to satisfy the intra- and inter-agency communications requirements.
- 19.5,15 Standards for teleprocessing should not be set until local agencies assess their own needs.
- 19.5,16 Preimplementation monitoring should consist of a continuous review, analysis, and assessment of available documentation and milestone achievement covering system analysis, design, development, and initial steps leading toward actual implementation. All items should be monitored relative to:
- a. Costs (both dollars and man-hours)
 - b. Milestone accomplishment (time); and
 - c. Quality (response time, scope, sophistication, and accuracy).

19.5,17 A key consideration in implementing systems is providing maximum assurance that the eventual operating system meets the design objectives. Implementation monitoring should employ a specific series of quantifiable measuring instruments that report on the cost and performance of component parts and the total system. The cost/performance monitoring of an operating or recently developed system should focus on:

- a. Man-machine interaction;
- b. Software (computer and/or manual process); and
- c. Hardware (computer and/or nonautomated equipment).

19.5,18 Impact evaluation should begin with an investigation of system outputs at the component level. Once individual components have been assessed as to their capability for supporting users, impact analyses should be conducted for larger aggregations made up first of multiple and then total components.

In general, an impact evaluation should determine:

- a. What information, communication and decision processes in a criminal justice agency exhibit the greatest positive and negative impact due to the information and statistic system; and
- b. What relationships exist between specific features of the system and the benefits to the user.

19.6 Objective: By 1978, police communications systems should be developed that will provide rapid means for:

- a. Reporting crimes
- b. Dispatching and coordinating police units

Possible Strategies

19.6,1 Full-time telephone services with adequate trunk lines should be provided for all police departments.

19.6.2 Emergency calls should be answered in 30 seconds; other calls in 60 seconds.

- 19.6,3 All calls should be recorded.
- 19.6,4 Each police agency should obtain universal emergency telephone service (a single number-911-for police, fire and ambulance service).
- 19.6,5 All police departments should have 24-hour two-way radio capabilities provided by themselves or another department.
- 19.6,6 Reponse time on emergency calls from call to dispatch should not exceed 2 minutes (1 minute by 1978) nor 6 minutes (4 minutes by 1978) on nonemergency calls.
- 19.6,7 Police departments should:
 - a. Have access to state and federal information systems.
 - b. Regulate private central alarm companies.
 - c. Have available special frequencies for statewide communication and mutual aid; and
 - d. Have communication systems secure from attack and sabotage.

19.7 The federal branch should:

- a. Conduct research on a digital communications system.
- b. Establish national standards on communication equipment.
- c. Evaluate radio frequency requirements.

CRIMINAL JUSTICE SYSTEM

20. MAJOR GOAL: IMPROVE CRIMINAL JUSTICE EQUIPMENT AND FACILITIES

20.1 GOAL: IMPROVE LAW ENFORCEMENT EQUIPMENT

20.1.1 Objective: By 1976, every law enforcement officer should be provided with adequate firearms and auxiliary equipment.

Possible Strategies

- 20.1.1,1 Each law enforcement agency, with guidance from its chief executive, should have written specifications for firearms and auxiliary equipment (e.g., type of cartridge) to be carried by law enforcement personnel, whether on or off duty.
- 20.1.1,2 Firearms and auxiliary equipment should be interchangeable among officers.
- 20.1.1,3 Each automobile patrol unit should be equipped with a shotgun, appropriate ammunition and a locked receptacle for the same.
- 20.1.1,4 All firearms should undergo frequent and regular inspections.
- 20.1.1,5 User competency should be insured by requiring each officer to maintain a minimum qualifying score in firearms practice.

20.1.2 Objective: By 1978, every law enforcement officer should be provided with adequate uniforms.

Possible Strategies

- 20.1.2,1 Each law enforcement chief executive should develop specifications for the apparel worn by uniformed officers within his agency while on duty. The specifications should:
 - a. Take into account seasonal changes;

- b. Readily identify the wearer by name and agency; and
 - c. Plainly identify the person as a public law enforcement officer.
- 20.1.2,2 Daily inspection of uniforms should be conducted in order to insure conformity to specifications.
- 20.1.2,3 Each state should enact legislation establishing the color and style of uniforms worn by private patrol persons or security guards.
- 20.1.2,4 Every police agency should acquire the funds necessary to provide and maintain a full uniform and equipment complement for every police officer.
- 20.1.3 Objective: By 1980, every law enforcement agency should be provided with adequate transportation equipment.

Possible Strategies

- 20.1.3,1 Transportation equipment purchase--including both ground and air--should be made based on cost effectiveness considerations and annual review of agency needs.
- 20.1.3,2 The federal government should establish a program to test vehicles and aircraft that have potential for police application. This program should:
- a. Determine the transportation equipment that will satisfy police requirements
 - b. Inform police agencies of test results
 - c. Promote the development of needed police transportation equipment
- 20.1.3,3 Fleet safety should be insured not only through vehicle maintenance but also through continuing driver's safety education for vehicle operators.
- 20.1.3,4 Peer group involvement in classification of employee accidents and recognition for safe driving should be a part of fleet safety programs.

20.1.3,5 Procedures for problem driver detection and re-training and for employee vehicle inspection prior to use should be established.

20.2 GOAL: IMPROVE FACILITIES FOR THE FUNCTIONING OF COURT BUSINESS

20.2.1 Objective: By 1977, each jurisdiction should have final plans for the renovation or construction of facilities adequate for the conduct of court business.

20.2.2 Objective: By 1980, all courthouses should have adequate provisions for the conduct of court business.

Possible Strategies

20.2.2,1 The courthouse itself should:

- a. Be of sufficient size for population served
- b. Have proper lighting, heating and cooling systems
- c. Have accoustical design which facilitates proper interchange between trial participants

20.2.2,2 Pretrial detention facilities should be located near the courthouse.

20.2.2,3 Judges and attorneys--both defense and prosecution--should have access to a law library in the courthouse.

20.2.2,4 The offices of prosecutors and public defenders should be comparable in space and equipment to those offices of similar-size private law firms.

20.2.2,5 A lawyer's workroom should be available in the courthouse for both public and private attorneys. Such a room should:

- a. Be staffed with a receptionist to take and deliver messages
- b. Provide privacy for discussions with clients

20.3 GOAL: IMPROVE CORRECTIONAL FACILITIES

20.3.1 Objective: By 1976, guidelines should be developed for evaluating and planning adult correctional facilities.

20.3.2 Objective: By 1980, plans for the improvement of adult corrections facilities should be implemented.

Possible Strategies

20.3.2,1 Each correctional agency administering state institutions for adult offenders should adopt a policy of not building new institutions unless an analysis of the total criminal justice and adult corrections system produces a clear finding that no alternative is possible.

20.3.2,2 A collaborative planning effort should be made to determine the legitimate role of each institution in the correctional system.

20.3.2,3 Existing institutions and those to be constructed should be located:

- a. In communities from which inmates come
- b. In areas where adequate qualified staff of racial and ethnic origin compatible with inmate population can be attracted
- c. Where courts and auxiliary correctional agencies are in close proximity
- d. Where public transportation and community services are available

Consideration should be given to abandoning institutions which do not meet these criteria.

20.3.2,4 State institutions are a part of the total corrections system and should not be totally replaced by community correctional facilities.

20.3.2,5 Physical environments of adult institutions should be designed to or modified to provide:

- a. Privacy and personal space
- b. Minimization of noise
- c. Reduction of sensory deprivation

- d. Adequate utility services
 - e. Improved visiting facilities and space requirements
- 20.3.2,6 At least every 5 years, a reexamination of the purpose and physical facility of each existing institution should be undertaken.
- 20.3.2,7 Each criminal justice jurisdiction should adopt a policy that no new physical facility for detaining persons awaiting trial be constructed or funds be made available for such construction until:
- a. Standards on intake and pretrial detention have been established and implemented
 - b. Constitutional requirements for pretrial detention facilities have been examined and planned for
 - c. Possibilities of regionalization of such facilities have been pursued
- 20.3.2,8 Construction of local jail facilities should not be completely halted pending comprehensive planning.
- 20.3.2,9 Projections of inmate populations should assume maximum use of:
- a. Pretrial release programs
 - b. Post adjudication alternatives to incarceration
 - c. Diversion
- 20.3.2,10 Facility planning should:
- a. Develop, maintain and strengthen offender's ties with the community (i.e., convenient access to schools, family, etc.);
 - b. Increase the likelihood of community acceptance and participation;
 - c. Afford easy access to courts and legal services;

- d. Be based on a spatial "activity design";
- e. Provide security and detention elements that do not dominate facility design;
- f. Give consideration to applicable codes, available resources and most efficient use of funds;
- g. Assure handling of prisoners in a manner consistent with humane standards;
- h. Explore existing community facilities as potential replacements for or adjuncts to a proposed facility;
- i. House no more than 300 persons in a single component or institution; and
- j. Minimize the deleterious effects of excessive regimentation and harmful physical environments.

20.3.3 Objective: By 1976, guidelines should be developed for planning the construction or renovation of juvenile detention centers.

20.3.4 Objective: By 1979, plans for construction or renovation of juvenile detention facilities should be implemented.

Possible Strategies

20.3.4,1 When total system planning indicates a need for renovation of existing juvenile detention facilities or construction of new ones, the following principles should be considered:

- a. Location in a residential area of the community near court and community resources;
- b. Maximum population limit of 30 juveniles;
- c. Living area capacity limit of 10 or 12 youngsters;
- d. Provisions for individual occupancy in homelike rooms;
- e. Security considerations based on a combination of staffing patterns, technological devices and physical design;

- f. Use of existing residential facilities in preference to new construction;
- g. In-house facility programming based on investigation and use of existing community resources whenever possible;
- h. New construction and renovation based on functional interrelationships between program activities and participants;
- i. Coeducational facilities;
- j. Access to supportive programs (education, libraries, outdoor recreation areas, etc.);
- k. Establishment of a citizen advisory board to develop alternatives to detention; and
- l. Compliance in planning with state and federal regulations and the Environmental Policy Act of 1969.

20.3.4,2 Each correctional agency administering state institutions for juveniles should adopt a policy of not building new institutions for juveniles under any circumstances.

20.3.4,3 All major institutions for juveniles should be phased out over a 5-year period.