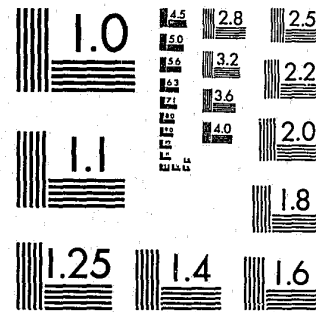


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U. S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE  
ADMINISTRATION

1969 STATE PLAN ANALYSIS

MFI

010 =  
CITIZEN EDUCATION AND ACTION PROGRAMS  
IN

1969 STATE LAW ENFORCEMENT PLANS SUBMITTED UNDER  
TITLE I, OMNIBUS CRIME CONTROL AND SAFE  
STREETS ACT OF 1968

040 = <sup>NCCD</sup> NATIONAL COUNCIL ON CRIME AND DELINQUENCY  
NEW YORK, NEW YORK

041 = LEAA

060 = NCJRS, DC HC RT 11

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August 20, 1969

CITIZEN INVOLVEMENT IN 1969 PROGRAMS

Private citizens are related to 1969 programs in three ways:

1. All but three jurisdictions have programs designed to instruct citizens in one way or another, but only five states have made specific provisions for citizens to speak to the criminal justice system.
2. There are surprisingly few programs designed to utilize private citizens in a volunteer capacity.
3. There are almost no programs designed to make use of citizens possessing highly specialized skills.

The overall impression of the programs involving citizens is that the criminal justice system is either unable or unwilling to involve private citizens in an active way. The overwhelming number of programs are concerned with public education, public relations, and police-community relations. There seems to be a belief that preachments will bring about understanding. Many of these programs have great potential value, but a few may be potentially hazardous. As most of the program descriptions are vague at this point, it is possible that the above judgment may prove to be unduly harsh.

So many jurisdictions are planning mass media public education programs that it is inconceivable that none of them plan to utilize volunteers from advertising, education, and the media but none mentioned this specifically.

For purposes of discussion the following categories have been developed. Because of vagueness it is impossible to avoid overlap.

1. Public Education
  2. Protective Education  
a) Narcotics Abuse  
b) General Crime  
c) Organized Crime
  3. Police/Community Relations
  4. Volunteer Programs
  5. Unique Programs
- NCJRS  
SEP 3 1981  
ACQUISITIONS

Public Education

General: Twenty-six states are requesting funds for public education programs of a general nature; that is, programs which

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are designed to inform the public, or a special segment of the public such as juveniles on the functioning of the criminal justice system. While most states indicate that these programs will be designed to inform the public about the total system, most of them appear to be specifically concerned with informing the citizenry about the problems of police and to a lesser extent, corrections. Many do not appear to be substantially different from other programs which are listed under the heading of "Police-Community Relations." This is particularly true of those programs which are specifically aimed at children of school age. There appears to be substantial concern about police-juvenile relations and for the most part, programs directed at juveniles are concerned primarily with improving the image of the police. West Virginia makes specific mention of the desire to provide for discussion for the school age groups.

The programs designed for the general public are also concerned with image building and again tend to concentrate on the police. A potential hazard in over emphasizing police problems and under emphasizing problems of the rest of the criminal justice system is that both the citizenry and the police might tend to become oversensitive about their relationships. This is particularly true of school age children, and particularly true if the programs are purely public relations as they appear to be.

In spite of the large number of states which are planning some form of general education programs, the amount of funding is quite low. Sixteen states are planning general education programs directed specifically at juveniles but these are being funded at only about \$130,000. Twelve states are planning the same type of public education for the general population and are funding these at the level of about \$215,000. Consequently, the total for all generalized public education programs is about \$325,000 for twenty-eight programs. Perhaps the state planning groups are also concerned about the substantive value of preaching as public education method.

Protective Education: Protective Education programs are those which are designed to assist citizens to protect themselves from certain types of crime and to make effective use of the criminal justice system. There are 31 programs in this category in 21 states.

Narcotics and Drug Abuse: Ten states are planning public education programs on the dangers of drug abuse and drug addiction. The funding for these ranges from \$2,000 to \$300,000. It is expected

that some of the funds included in this section will actually be utilized in other programs because many are phrased very generally and reflect anticipated rather than actual requests from local government. The total amount of money the ten states are requesting for education regarding drug abuse is \$558,000, which apparently reflects a substantial concern with the problem of drugs and narcotics.

General Crime: Fourteen states are applying for funds to educate the public about methods for protecting themselves from predatory crime, including the proper use of the criminal justice system. These programs include such diverse elements as the development and publicizing of "Crime Alert" telephone numbers; dissemination of information on how to protect one's home from burglary; lock your car campaigns; street lighting; and, in West Virginia, a program designed to instruct bankers on proper security methods. The funding for the various projects range from \$800 for a Georgia program designed to enlist citizen assistance in drying up illegal sale of whiskey, to \$80,000 for a variety of programs in Kentucky. The total funding for the fourteen states is about \$315,000.

Organized Crime: Five states are requesting funds to develop public education programs relating to organized crime. The intent of these programs is two fold--to instruct the general public as to the existence of this menace, and to inform the business community specifically so that business can protect itself from exploitation and infiltration. The most comprehensive program at this point of development appears to be in New York State which is requesting \$80,000. In this category all states with the exception of Pennsylvania which is requesting only \$4,000, are requesting substantial sums of money. The total requested for the five states is about \$255,000.

In addition to these categories of public education, two states, West Virginia and Missouri, are requesting funds for public education to prevent riots and civil disturbances. The effort will be, apparently, the only programs involving citizens in the prevention of riots and civil disturbances other than police-community relations programs.

Many more states are planning public education programs designed to inform the public about law enforcement and correctional programs than they are planning other public education programs. But the states that are planning campaigns on methods the public can employ to protect itself are allocating the most money to these projects. It is quite likely that programs designed to assist



citizens to protect themselves will be of value and effort should be made to evaluate their effectiveness in reducing the incidence of specific crimes. As an example, do lock your car campaigns really reduce the incidence of auto theft? If they do, is there an increase in other types of offenses? Most programs of this nature are adequately financed, but many of the more general public education programs are not. As an example, one state plans a public education program designed to improve the image of corrections, including a Harris Poll to evaluate its effectiveness for only \$5,000!!

It is quite likely that some of the funds attributed here to general public education will be utilized for more specific education programs, but because of the general nature of the program descriptions it was not possible to determine the exact nature of the proposal. Minnesota is an example of this type of proposal.

Police/Community Relations: A number of states listed under this heading programs which are essentially public education or public relations; that is, programs which were specifically designed to inform the public of the police function or to increase the respect in which police are held. These programs were eliminated by the reviewer from community relations programs and were assigned instead to public education. In spite of this arbitrary re-assignment, thirty states are applying for funds to improve police-community relations. In general, the programs are well funded and the overall impression is that the states consider police-community relations to be a major problem area.

A number of programs designated by the states as police-community relations programs were reassigned to Public Education by the reviewer for purposes of this report, because of their dominant public relations thrust. Many are primarily concerned with enhancing the image of the police rather than opening up communication. One jurisdiction states specifically that police-community relations is really a part of public information.

At the other end of the scale is Wisconsin which has allocated a large amount of money to police-community relations, \$239,000, in two approaches. One of these is to involve police, citizens, university administrators and students in dialogues in which problems and complaints can be discussed.

Of the thirty states requesting funds, only thirteen have specifically mentioned the need for two-way communication and

only three or four actually have any particular mechanism in mind such as the one mentioned above for Wisconsin. Three states, Virginia, Delaware, and Hawaii, intend to use citizen committees, and Massachusetts will involve citizens and police in sensitivity training but on a very limited basis.

Perhaps the major deficiency in the police-community relations programs is that they tend to focus on the police and specific groups within the general public. The result could well be defensiveness on the part of police and distrust on the part of citizens. It might be preferable to develop programs which have broader involvement both from among citizens and officials other than police. The Massachusetts sensitivity training program apparently intends to have this broader involvement and perhaps it could be evaluated.

An interesting police-community relations program is one planned in Colorado and funded in the amount of \$14,500. In it, all bookings of defendants will be recorded on video tape; the stated purpose is to protect the police from unjust charges of police brutality. While this is a valid purpose, it indicates that they need help on public relations. If the purpose were stated to be to protect citizens and the police, it would tend to help the police image much more. Nevertheless, this program is one of the more innovative of the police-community relations programs described.

One state, Rhode Island, plans to hire 30 sub-professional youth, apparently from the ghetto, who will be expected to interpret the police to the community and the community to the police. They will "carry" citizen complaints to the police administration. Experience in many police-manned community relations units indicates that even police officers have a difficult time being heard by fellow officers when reporting citizen complaints. As a result, it is questionable whether sub-professionals will be able to exert significant influence. If not, this program could do more harm than good and it should be carefully evaluated. This program is funded at \$30,000.

Ohio is funding its program at over \$300,000 and is attempting a number of approaches, including a program to recruit Negro auxiliary police.

In spite of the fact that a substantial number of police-community relations programs appear to be essentially public relations programs, there are a sufficient number of programs being planned which are both substantial and different from each other to provide experience as to the kinds of programs which will have the greatest effect. Funding requests range from a

low of \$3,000 in Maine to a high of over \$300,000 in Ohio.

#### Volunteer Programs

The most striking feature about the section dealing with the use of volunteers is the fact that there are so many areas in which volunteers could be used, but there is no mention of them. The reviewer attempted to read all program descriptions in areas in which volunteers could be used such as in professional training programs, public education programs, vocational training programs for offenders, data collection programs, etc., and found that in most areas no mention was made of the use of volunteers. As an example, although there were many programs to upgrade skill training for institutionalized offenders, there was not a single mention made of involving business and industry in an advisory capacity. The closest to it are programs in Michigan which will bring vocational teachers from the public school system together with supervisors from industry and one in the District of Columbia in which ghetto youth and knowledgeable citizens will be brought together to help the youth take advantage of vocational and educational opportunities.

Only two states, Illinois and Michigan, indicate that they will make use of volunteers in developing "innovative" training programs for law enforcement personnel and in these cases there is only an implication that citizens will be used.

In spite of the fact that many public education and police-community relations programs have a strong public relations flavor, no state plan mentioned the probable use of advisers in an advisory capacity. And, in spite of the fact that most states are planning some sort of data collection system, no state plan indicated that it intended to utilize business and industry in an advisory capacity on the kinds of equipment which might be best suited to the state's needs.

On the other hand, a few states indicated plans for the use of citizens which might be questionable. One state indicated that it might use "teenage" juries, a practice which NCCD research has found to be both ineffective and of questionable legality. One state, Missouri, states that it intends to train citizens to assist police in the detection and apprehension of offenders. The statement is vague and indefinite, but the prospect of vigilantism comes quickly to mind.

All in all, the plans indicated that the professional is not ready to use volunteers in the criminal justice system.

What there is in the plans is unimaginative and is confined for the most part to corrections and furthermore to corrections in the community.

Altogether, seventeen states have allotted funds for programs which will involve citizens in the system in an active way. Twenty-eight programs are involved. Michigan leads the way with nine currently funded programs which either utilize volunteers or reach out to bring citizens into the system who would not normally participate. These programs are funded at just under a million dollars and involve corrections, education, police and the judiciary. In three programs in the community Michigan intends to use business and industrial personnel for training, job finding, and for advising teachers. The volunteer program in the judiciary will utilize citizens to distribute NCCD's "You and the Law" under the aegis of a juvenile court. This is the only volunteer program operating directly in a court.

Massachusetts has long range plans for citizen involvement, as do New York and Minnesota among others, but they are either not funded during the first year or are so vaguely worded as to defy classification.

There are twenty-two programs designed to use citizens in the field of corrections; four in the area of law enforcement; and one each in the judiciary and education.

Altogether, the volunteer programs involve about \$2,100,000 in current funding. Michigan accounts for a substantial portion of this, of course, and tends to slant the picture. Of this total, about \$1,500,000 will be utilized in corrections and prevention, and about \$500,000 in law enforcement.

Most of the programs in corrections involve volunteer probation officers or citizen assistance with Pre-Trial Release Programs. While these programs are valuable, there is little imaginative use of citizens in the states. Certainly the vast amount of talent available in the general public is not being tapped.

#### Unique Programs

Since most program proposals are worded vaguely, it is difficult to determine exactly what is to be attempted. Despite this, the following are programs which might merit special attention, either to determine their effectiveness or to learn exactly what is proposed.

District of Columbia--Through Legal Aid, volunteers will be

utilized to help young offenders take full advantage of vocational and education opportunities.

Wisconsin--Dialogue between police, university administrators, students and citizens in an effort to reduce campus violence.

Rhode Island--Will utilize indigenous youth in a high delinquency area to work with other youth.

New Hampshire--Will try to involve youth in non-law enforcement activities in order to provide alternatives to delinquent behavior. Will also use ex-drug users to work with youth in high drug use area.

Illinois--Will develop "innovative" training programs for law enforcement; and will utilize industrial supervisors to work with teachers.

Missouri--Public Education to prevent riots, and will train volunteers to assist police in the detection and apprehension of offenders.

Minnesota and Florida--Will have a task force on citizen involvement.

New Jersey--Will have a staff person assigned to involve citizens.

New Mexico--Will involve business and government in police-community relations.

#### GENERAL OBSERVATIONS

While more states are planning public education programs which tend to be in the public relations category than any other single type of program, it is interesting to note that these programs are the least well funded. Education programs designed to alert the citizenry to specific crimes or crime areas are generally much more adequately funded and programs actively involving citizens are the best funded of all though they are relatively few in number.

The education programs which are designed to protect the public from danger are quite likely to be popular with the public and to be of some value. It would be interesting to attempt to evaluate their more subtle effects on the community, however. Will citizens, as an example, actually stop placing bets with bookies because of organized crime programs? Will information on

how to protect one's home from burglary make citizens feel more secure, or less secure? If less secure, will the sale of hand guns increase? There are many intriguing questions about the affects and effects of such public education programs. For this reason if no other it is suggested that states might be encouraged to develop advisory groups from advertising, the media and research so that programs are well planned, are specific in purpose, and are fully evaluated.

A substantial sum of money will be spent to involve citizens actively in the criminal justice system during the first year and this is a positive step. However, much is not being done. The states, with the exception of Michigan, are doing little, almost nothing, to involve citizens possessing highly specialized skills. It is suggested that states be encouraged to make greater use of computer science experts; industrialists; researchers; physicians, etc., in volunteer capacities either as advisors or as active participants in program development.

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BERNARD J. VOGELGESANG  
National Council on  
Crime and Delinquency  
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